

GERMANY (2016-2017)

THE ELIMINATION OF ALL FORMS OF FORCED OR COMPULSORY LABOUR (FL)
Protocol of 2014 (P029) to the Forced Labour Convention

REPORTING	Fulfilment of Government’s reporting obligations	YES.	
	Involvement of Employers’ and Workers’ organizations in the reporting process	YES, according to the Government various employers’ and workers’ organisations have been consulted in the preparation of the report. These included: the Confederation of German Employers’ Associations (BDA), the German Trade Union Confederation (DGB) and the Trade Union for Construction, Agriculture and Environment (IGBAU). These organisations are members of the Federal Government-Länder Working Group on Combating Human Trafficking for the Purpose of Labour Exploitation (B-L-AG MH/A).	
OBSERVATIONS BY THE SOCIAL PARTNERS	Employers’ organizations	2016 AR: Observations by BDA	
	Workers’ organizations	2017 AR: Observations by DGB 2016 AR: Observations by DGB	
EFFORTS AND PROGRESS MADE IN REALIZING MEASURES TARGETED BY THE PROTOCOL	Ratification	Ratification status	Germany has not yet ratified the Protocol of 2014 (P029) to the Forced Labour Convention.
		Ratification intention	2017 AR: The Government indicated that the 2014 Protocol is likely to be ratified as there are no foreseen impediments to the process. 2016 AR: The Government reported that the supplementary Protocol (P029) to ILO Convention No. 29 is undergoing ratification.
	Existence of a policy and / or plan of action for the suppression of forced or compulsory labour	<p>2017 AR: The Government reported that although there is a national policy and plan of action setting out measures and specific action for combatting trafficking in persons for the purposes of forced or compulsory labour.</p> <p>2016 AR: The Government reported that at present, the Federal Government has no comprehensive plan of action on combating human trafficking. Competences are divided between several government ministries: the Federal Ministry of Labour and Social Affairs is the competent ministry for labour exploitation/forced labour, the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth for sexual exploitation, the Federal Ministry of Justice and Consumer Protection for the field of criminal law, the Federal Ministry of Health for the subject of organ trafficking, the Federal Ministry of the Interior for the subjects of the law relating to residence and public security, and the Federal Foreign Office for human trafficking issues in the context of international organisations.</p> <p>2016 AR: The Government indicated that the Federal Government has introduced an “Act on Regulating the Business of Prostitution and Protecting Persons Working in Prostitution” (Prostituiertenschutzgesetz), which was adopted by the German Bundestag on 7 July 2016. The law’s aim is to enhance the situation of persons working in prostitution and to improve their protection from exploitation, violence and human trafficking. With this law, the Federal Government aims to empower persons working in prostitution in their right to self-determination, to create a specific legal framework ensuring agreeable working conditions and protecting the health of persons working in prostitution, and to curtail criminality in prostitution, such as human trafficking, violence against and exploitation of prostitutes, and procurement. The Act is expected to enter into force on 1 July 2017. To implement obligations arising from</p>	

		<p>EU Directive 2011/36, the possibilities for criminal prosecution of labour exploitation and human trafficking for the purpose of labour exploitation are to be improved by revising and expanding the existing clause in criminal law (Section 233 of the Criminal Code). On 7 July 2016, the German Bundestag adopted a law which, firstly, transposes Directive 2011/36 into national law. Secondly, the Act to Improve Action Against Human Trafficking and to Amend the Federal Central Criminal Register Act and Book VIII of the Social Code (Ge-setz zur Verbesserung der Bekämpfung des Menschenhandels und zur Änderung des Bundeszentralregistergesetzes sowie des Achten Buches Sozialgesetzbuch) has, among other things, created new criminal offences of labour exploitation (Section 233 of the Criminal Code) and exploitation involving unlawful deprivation of liberty (Section 233a of the Criminal Code). In line with the provisions of the coalition agreement between the CDU/CSU and SPD for the current 18th electoral term, these offences form part of a complete overhaul of the criminal provisions on human trafficking, which is intended to lead to an improvement in the practical applicability of these provisions and thus to an improvement in action against human trafficking generally, including and in particular with regard to human trafficking for labour exploitation. Section 233 of the Criminal Code stipulates, among other things, that a penalty of up to three years' imprisonment or a fine applies to anyone who exploits another person's personal or economic predicament or helplessness arising from being in a foreign country to exploit them through employment, or who exploits a person under the age of twenty-one through employment. This is the case if the employment takes place, due to the ruthless pursuit of profit, under working conditions that are in clear discrepancy to those of other workers performing the same or a similar activity. To avoid any loopholes in the law, Section 232b of the Criminal Code (Forced labour) incorporates in a modified and expanded form the substance of the previous version of Section 233. It can be assumed that the law will, after undergoing final consideration by the Bundesrat in September 2016, enter into force at the end of 2016.</p>
	<p>Measures taken or envisaged for systematic and coordinated action</p>	<p>2017 AR: The Government indicated that a Federal Government-Länder Working Group on Combating Human Trafficking for the Purpose of Labour Exploitation (B-L-AG MH/A) was established at the Federal Ministry of Labour and Social Affairs (BMAS) in February 2015 with the aim of developing a strategy to combat human trafficking for the purpose of work exploitation. Alongside Federal and Länder ministries, representatives from the Federal Criminal Police Office, the Länder criminal police offices, public prosecutors, the Financial Monitoring Unit to Combat Illicit Employment (FKS), the social partners and non-governmental organisations – notably the German NGO network and coordination office against trafficking in human beings (KOK e. V.) are all involved. Measures are as follows: a) counselling and assistance for victims of human trafficking for the purpose of labour exploitation; b) prevention, awareness-building and public relations; and c) better criminal prosecution of human trafficking for the purpose of labour exploitation. At a specialist conference held at the Friedrich Ebert Foundation (FES) on 10 October 2016, the draft strategy (based on input from the three sub-working groups) to combat human trafficking for the purpose of labour exploitation was presented. As a 'living document' or work in progress, the paper provides the basis for the future work of the Federal Government-Länder Working Group on Combating Human Trafficking for the Purpose of Labour Exploitation. An important cornerstone of the strategy is the establishment of nationwide network of service points to combat human trafficking for the purpose of labour exploitation.</p>
	<p>Measures taken or envisaged to prevent forms of forced labour</p>	<p>2017 AR: According to the Government, the German Länder have measures in place to raise awareness among relevant professional groups, provide targeted information for victims of human trafficking and inform the general public about this subject. In some Länder, the first-ever further education and training measures have been</p>

		<p>introduced or will be introduced in the near future on the new criminal offences concerning human trafficking (human trafficking for the purposes of exploiting forced begging, exploitation of criminal activities and organ removal) which entered into force in October 2016. Also, the KOK has a wide range of measures in place to raise awareness among authorities and the general public to the topic of human trafficking and the plight of its victims. These include a dedicated website with a legal database (relaunched on 16 October 2016), a travelling exhibition on the current situation, rights and provision of support concerning human trafficking in Germany (Menschenhandel – Situation, Rechte und Unterstützung in Deutschland), the KOK information service, statements on relevant legislative measures and specialist events.</p> <p>2016 AR: According to the Government: In February 2015, the Federal Government set up a joint working group with the Länder (Germany’s federal states): the Federation-Länder Working Group to Combat Human Trafficking for Labour Exploitation, headed by the Federal Ministry of Labour and Social Affairs. This Working Group has the task of developing a strategic concept for combating human trafficking for labour exploitation/forced labour. A further long-term goal is to create coherent structures which facilitate effective cooperation between all relevant stakeholders at all levels and encourage the forging of links between these groups. The subject of human trafficking for sexual exploitation falls within the remit of the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth, where there has been a Federation-Länder Working Group on Human Trafficking, focusing on sexual exploitation, since as early as 1997. Both working groups include among their members the competent federal ministries, the Federal Criminal Police Office (BKA), representatives of the Länder, and representatives of non-governmental organisations, the social security agencies, counselling centres and charities, and international organisations. Representatives of the social partners and the Customs units responsible for enforcing the law on illegal employment and benefit fraud are also important stakeholders in the Federation-Länder Working Group headed by the Federal Ministry of Labour and Social Affairs. The Federation-Länder Working Group set up by Labour Minister Andrea Nahles discusses all important issues relating to labour exploitation, forced labour and human trafficking. Three workshops were held in the first half of 2016 on the topics of “counselling and support structures”, “prevention, raising awareness, public outreach” and “criminal prosecution of human trafficking, forced labour and exploitation/improving the available data”. Sub-working groups were set up at each of the meetings, and their results are to flow into the strategy paper. The strategy paper is intended to be the first step towards a national action plan. The strategy paper has the following priorities: a) identifying, protecting and supporting victims; b) improving criminal prosecution; c) stepping up prevention; d) developing and extending coordination and cooperation between all relevant stakeholders, and in particular ensuring coherence in the policies of the Federation and the Länder and promoting cooperation with non-governmental organisations; and e) international cooperation and coordination of strategies at European level. The paper will include both effective measures to combat all forms of forced labour and labour exploitation and measures to combat trafficking in persons for the purposes of forced labour and labour exploitation. The social partners, as permanent members of the Working Group, are actively involved in the work of the sub-working groups and in the development of the strategy paper. Since 1997, the Federation-Länder Working Group on Human Trafficking, headed by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth, has been working on the subject of human trafficking for sexual exploitation. It meets at least once every six months. Its tasks include an ongoing exchange of information between the above-mentioned Working Group stakeholders about their diverse activities, analysis of the concrete problems connected with combating human trafficking for sexual exploitation, and the preparation of recommendations and,</p>
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	<p>where appropriate, joint initiatives. In addition, since 1999 the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth has been providing financial support for the Bundesweiter Koordinierungskreis gegen Menschenhandel e.V. (German NGO Network against Trafficking in Human Beings), or KOK, which brings together most of the specialised counselling centres which advise and support the victims of human trafficking for sexual exploitation. KOK is the only coordination network in Germany or Europe with this focus, and it has extensive, longstanding expertise on the subject of combating human trafficking, especially in relation to sexual exploitation. It pools the expertise of the specialised counselling centres at federal level and channels this expertise into the Federation-Länder Working Group, into the political work on this subject and into legislative processes; it is a recognised point of contact both for the Federal Government and in the international sphere (in particular the EU, the Council of Europe, the UN and the Organization for Security and Cooperation in Europe (OSCE)). To improve the working conditions in legal prostitution and to protect persons working in prostitution from exploitation, forced prostitution and human trafficking, an Act on Regulating the Business of Prostitution and Protecting Persons Working in Prostitution (Prostituiertenschutzgesetz) is currently making its way through Parliament. The Act is to enter into force on 1 July 2017.</p> <p>The Government further stated that the following measures have been taken or are envisaged for the prevention of all forms of forced or compulsory labour: a) <i>Information, education and awareness raising, targeting especially people in vulnerable situations and employers:</i> advisory and information project “Fair Mobility – actively promoting the free movement of workers in a social and fair manner” (since August 2011; implemented by the German Trade Union Confederation (DGB)), funding for the Berlin Alliance against Human Trafficking for Labour Exploitation (BBGM) completed, funding for the Alliance against Human Trafficking for Labour Exploitation: invisible (BGMA) completed. These Alliances took measures such as developing information materials for migrant workers, for example. The Federal Ministry of Labour and Social Affairs and the Federal Employment Agency provide information on their websites about the possibilities for legal and safe migration, and about the regulations on public and private job placement services. A telephone hotline on the subject of working and living in Germany is also available, “Violence against women” helpline run by the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth, funding for KOK e.V. (specialised counselling centres), establishment of a nation-wide service centre with a broad spectrum of tasks, including in the field of prevention/raising awareness/public outreach (e.g. provision of information and training materials, general information management to promote links between relevant stake-holders, central website), “Prevention, raising awareness, public outreach” is also a priority area in the planned strategic concept of the Federal Ministry of Labour and Social Affairs on combating human trafficking for labour exploitation and forced labour. Further envisaged measures will be set out in this strategy; b) <i>regulation and supervision of the labour recruitment and placement process and supporting due diligence by the public and private sector:</i> the foundation for the Federal Employment Agency’s advisory and placement activities is the Social Code (Sozialgesetzbuch), especially Books I and III of the Social Code. Under Section 36 of Book III of the Social Code, the employment agency may not provide placement services if an unlawful or unethical vocational training or employment relationship is to be established; c) <i>Promoting of safe and regular migration:</i> central information hotline “Working and Living in Germany”, run by the Federal Office for Migration and Refugees and the Federal Employment Agency, the “Recognition in Germany” portal (www.anererkennung-in-deutschland.de) brings together all relevant information on the recognition of foreign professional qualifications in German, Arabic, English, Greek, Italian, Polish, Romanian, Spanish and Turkish,</p>
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		<p>points-based immigration system (PUMA model) based on the Canadian model is being piloted in Baden-Württemberg; d) <i>capacity building for the competent authorities</i>: training sessions and seminars were developed and offered to various stakeholders and authorities dealing with this subject, information materials were drawn up, for example for migrant workers as well as the general public, and approaches were developed for providing better support to victims and for stepping up the criminal prosecution of human trafficking, forced labour and labour exploitation, support for cooperation agreements in most of Germany's Länder, which regulate the cooperation between the police and the specialised counselling centres which advise and support the victims of human trafficking for sexual exploitation; e) <i>promoting of freedom of association and bargaining</i>: the right to join associations and the right for associations to take action within the framework of the law are protected by Article 9 (1) of the Basic Law (Grundgesetz), the German constitution. Article 9 (3) of the Basic Law protects freedom of association and thus the right to regulate working and economic conditions at the level of private law via collective bargaining; f) <i>Basic social security guarantees</i>: for employable persons entitled to benefits, a basic social security guarantee – as a final safety net – has been in place since 2005 in the form of basic income support for jobseekers under Book II of the Social Code; it provides for benefits to ensure an adequate subsistence level as a constitutionally guaranteed legal entitlement, but also offers services to promote integration into the labour market, as a means of helping people to help themselves.</p>
	<p>Measures taken or envisaged to protect victims of forced labour</p>	<p>2017 AR: The Government reported that specific characteristics and indicators for use in identifying victims of human trafficking are developed by the Länder and provided to the Länder police forces together with appropriate training. To provide up-to-date information and assistance to aid the investigation and identification of human trafficking victims, the Federal Criminal Police Office (BKA) operates an information portal on the subject of human trafficking which is accessible for all case managers in the federal and Länder police forces. The platform's content comprises information concerning current trends, guidelines, news and investigative tools in the area of human trafficking. Any member of the police force whose work focuses on human trafficking can access the site. When developing its training manual KOK updates its indicator list for the various forms of exploitation used in human trafficking and for human trafficking in connection with migration and flight. The indicators are not made public, but are used in the training of various target groups. In Germany counselling and support for victims of human trafficking is largely provided by the specialised counselling centres (NGOs) which are funded by the Länder. To an increasing extent, the counselling centres also provide advice to victims of human trafficking for the purposes of labour exploitation. Their counselling services are available to all victims of human trafficking regardless of their willingness to serve as a witness. Victims' material needs are, however, linked to their residency status. Some Länder have introduced measures to expand their counselling services to include victims of human trafficking for the purposes of labour exploitation. The BKA works closely with the Federal Office for Migration and Refugees (BAMF) in efforts to combat human trafficking. Over the years, the two authorities have established a cooperation partnership built on trust. If, when processing an asylum application, it is suspected that the applicant could be a victim of human trafficking, special decision-making experts from BAMF are called in. These experts have been specially trained to identify victims of human trafficking and handle the case accordingly. The BAMF informs the BKA regarding potential cases of suspected human trafficking. This enables the initiation of investigative procedures and the provision of adequate protection for the victim. Some Länder have introduced measures to sensitise staff in refugee hostels to the subject of human trafficking. In most cases suspected victims of human trafficking come to light through police</p>

		<p>controls. Using targeted follow-up measures, additional witnesses are identified and human traffickers are detected with the aim of conducting investigations based on sound and secure evidence. Victims of human trafficking also seek direct contact with the specialist counselling centres run by non-governmental organisations. In the Länder, the police and the counselling centres usually cooperate closely with one another. Cooperation with other stakeholders in connection with the new forms of exploitation is currently being assessed and/or initiated in a number of German Länder. Depending on the focus and taking account of available resources, the Länder police forces and other authorities at Länder level also take pro-active measures to identify potential victims of human trafficking. As part of its work, the Financial Monitoring Unit to Combat Illicit Employment (FKS) aids the identification of human trafficking victims, particularly in respect of labour exploitation. To improve cooperation with the authorities responsible for combating human trafficking and pending the entry into force of the Act to Improve Action against Human Trafficking, exchange between the Directorate-General Customs and the BKA is being stepped up. As part of this effort, guidelines for dealing with reports concerning human trafficking offences will be revised. This also includes the provision of general indicators for human trafficking for the purposes of labour exploitation.</p> <p>2016 AR: The Government reported that as part of measures taken for the identification, release, protection, recovery and rehabilitation of victims of all forms of forced or compulsory labour, various measure have been taken. These include: a) training of relevant actors for identification of forced labour practices; b) legal protection of victims: victims of forced labour can, irrespective of their residence or legal status, bring claims for an injunction, general damages or damages for pain and suffering before the ordinary courts; c) medical and psychological assistance for victims: under the Crime Victims Compensation Act (Opferentschädigungsgesetz), victims of violent crimes who have suffered damage to their health are entitled to medical care for recognised conditions arising from the injury. Psychotherapy is part of the medical assistance under the Crime Victims Compensation Act. In addition, a new law is envisaged to ensure that victims of violent crimes are offered rapid access to psychological counselling (trauma outpatient services) across the country; d) measures for the rehabilitation and social and professional reintegration of victims: under the Crime Victims Compensation Act, victims of violent crimes are entitled to rehabilitation benefits and benefits to promote participation in working life; e) appropriate accommodation: accommodation options are provided by support organisations/counselling centres; f) specific measures for migrants: provision by the above-mentioned Berlin Alliances of teaching materials for language courses for people who have fled to Germany. In this regard, measures envisaged include: extending information services about labour law for people who have fled to Germany, information app by the Federal Office for Migration and Refugees about life in Germany. Measures under the Integration Act (Integrationsgesetz) (entered into force on 6 August 2016): the Act is the latest in a series of laws designed to expedite asylum procedures and enhance the integration of beneficiaries of protection into society and the labour market. The Act is based on the principle that with rights come responsibilities, and aims to introduce government measures to support the integration into society and the labour market of the people who have come to Germany, while at the same time requiring them to do their part in seeking to integrate.</p>
	<p>Measures taken or envisaged to facilitate access to remedies</p>	<p>2017 AR: According to the Government: people who are victims of an act of violence in the territory of the Federal Republic of Germany are entitled to compensation under the Crime Victims Compensation Act (OEG). This act regulates independent state compensation beyond the general social security systems and social assistance for those who the German state with its police forces has not been able to protect against</p>

		<p>deliberate acts of violence. Benefits under the OEG are granted upon request; there is no deadline for submitting applications. The aim of the OEG is to compensate for the health and economic damage of violent acts. Under this act those persons are entitled to compensation who have suffered damage to health because of a deliberate and unlawful attack (aggrieved party) or the surviving dependents of people who have died as a result of the damage to health. This can include people who have been victims of forced labor and have suffered permanent health problems as a consequence. Under the OEG, pensions, allowances for healthcare and medical treatment, as well as care allowances are provided independent of income. If the damage has caused economic disadvantage, the allowances are income-related. A special (criminal, racist or other) motivation of the respective offender is not a requirement for the provision of compensation under the OEG.</p> <p>2016 AR: According to the Government: substantive claims to compensation under social law (e.g. under the Crime Victims Compensation Act) or claims under social law to recovery, rehabilitation and assistance or support can be brought in the social courts under Section 51 of the Social Courts Act (Sozialgerichtsgesetz). This ensures that victims have access to legal remedies under social law, such as administrative appeal proceedings and/or actions before the social courts. In the framework of claims under social compensation law (compensation for victims of violent crimes), victims have access, in principle, to all remedies of social law (administrative appeal proceedings, legal action before the social courts), irrespective of their residence or legal status. Applications for benefits under the Crime Victims Compensation Act can also be filed from abroad. Foreign nationals are entitled to benefits if they have a right of residence or if their deportation has been suspended for legal or factual reasons or for reasons of important public interests. A solution via a hardship clause is possible for foreign nationals who do not fulfil these conditions. Victims of forced labour can also bring claims for general damages or damages for pain and suffering before the ordinary courts, irrespective of their residence or legal status. The Government further indicated that various measures have been taken or are envisaged in relation to facilitating victim’s access to remedies. These include: a) free legal assistance: legal advice and/or legal aid; b) cost-free proceedings: in principle, administrative procedures under the Crime Victims Compensation Act and the Social Code are not subject to fees or expenses (Section 64 (1) of Book X of the Social Code). Certain groups of people are exempt from court fees for proceedings in the social courts (Section 183 of the Social Courts Act); and c) access to remedies and compensation: if an application for benefits under the Crime Victims Compensation Act or a benefit under the Social Code is denied, an administrative appeal can be made and – if it is unsuccessful – a legal action can be brought.</p>
	<p>Non-prosecution of victims for unlawful acts that they would have been forced to carry out</p>	
	<p>Cooperation with other Member States, international / regional organizations or NGOs</p>	<p>2017 AR: The Government reported that it cooperates with various member States, international, regional and non-governmental organisations at different levels. At multilateral level, the Federal Government continues to actively cooperate in all relevant bodies such as the European Union, the Council of Europe, the United Nations and the International Labour Organization (ILO). This also applies in lesser form, to other bodies as the OSCE and the Council of the Baltic Sea States (CBSS). The Federal Government is currently preparing to ratify the Protocol to ILO Convention No. 29 on Forced Labour within this current legislative period. Important stimulus was created last year during the German G7 presidency, when the BMAS in a joint initiative with the Federal Ministry for Economic Cooperation and Development (BMZ) put the topic of “Fostering Good Work Worldwide Through Sustainable Supply Chains” on the agenda, with specific measures</p>

	<p>being decided as a result. The subject also plays a role in Germany's G20 presidency in 2017. Under Germany's OSCE chairmanship, as part of a joint initiative of the BMAS and the Federal Foreign Office (AA) in September 2016, a conference was held at which the OSCE Special Representative launched a project on Prevention of Trafficking in Human Beings in Supply Chains through Government Practices and Measures. The aim of the project is to develop guidelines for governments to ensure the use of ethical practices in public procurement. The guidelines will set out ethical practices in public procurement to combat human trafficking in supply chains in OSCE countries and elsewhere. In addition, the BMAS participates (also financially) in projects conducted by the Council of the Baltic Sea States (CBSS) to develop cooperation structures to prevent human trafficking for the purpose of labour exploitation (Project Adstringo). The BMAS also participates in the involvement of diplomats in identifying victims of human trafficking and in greater involvement of municipal administrations in combating human trafficking (Project Strom). As mentioned before, the German NGO network and coordination office against trafficking in human beings (KOK e. V.) is involved in the Federal Government-Länder Working Group on Combating Human Trafficking for the Purpose of Labour Exploitation (B-L-AG MH/A). KOK additionally has a project which focuses on human trafficking connected with migration and flight. One of the measures involved in this overarching project was the provision of regional-level support for various projects conducted by specialised counselling centres for victims of human trafficking (FBS). The FBS have implemented diverse projects to aid identification of human trafficking victims among asylum seekers. KOK reported on these projects inter alia in a dossier which was published at the end of 2016.</p> <p>2016 AR: According to the Government: International cooperation in criminal matters is regulated by the Act on International Legal Assistance in Criminal Matters (Gesetz über die internationale Rechtshilfe in Strafsachen). Under the general clause (Section 59 of the Act), legal assistance can be provided to any state, irrespective of whether a multilateral or bilateral mutual legal assistance treaty exists. The competent authorities in Germany can, as part of the international cooperation in criminal matters, transmit data to the authorities of another country without prior request (Section 61a of the Act). In addition, a special enabling clause for the Federal Criminal Police Office (BKA) in Sections 14 and 14a of the Federal Criminal Police Office Act (Bundeskriminalamtgesetz) governs the transmission of relevant data to the authorities of other countries. In general, requests by the Länder (federal states) for legal assistance are passed on by the BKA via Interpol, Europol or BKA liaison officers stationed abroad. At present, 66 BKA liaison officers are stationed at 53 locations in 50 partner countries. The tasks of these law enforcement officers include opening and supporting investigations and observing the situation with regard to (organised) crime in the host country. At EU level, Germany participates in EMPACT projects (European Multidisciplinary Platform against Criminal Threats). The EMPACT project on Trafficking in Human Beings is a multilateral cooperation platform which forms part of the intelligence-led policing to combat organised crime, set priorities and develop international cooperation to bring criminal groups to justice. The aim of international cooperation is actively pursued by the Federal Government in all relevant international bodies, especially in the bodies of the International Labour Organization and the United Nations, but also at European level, including in the bodies of the Council of Europe, the European Commission, the OSCE and the Council of the Baltic Sea States (CBSS). Examples of this include the following CBSS and OSCE activities: the CBSS project "ADSTRINGO", which received funding from the Federal Ministry of Labour and Social Affairs, ran from 2012 to 2014 and focused on developing appropriate cooperation structures to prevent human trafficking. The "Municipality Project" (2013 – 2015) studied the role played by municipal administrations in the individual Baltic Sea countries in combating human trafficking.</p>
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		<p>Furthermore, the “TRACE” project is currently examining the subject of “trafficking as a criminal enterprise” and the future development of human trafficking in Europe, given the current and further anticipated refugee flows. Finally, close cooperation is planned between the CBSS and the OSCE on the issue of preventing human trafficking for labour exploitation in supply chains.</p>	
	Promotional activities	<p>2016 AR: The Government indicated that during the German OSCE Chairmanship, a high-level conference would be held on 7-8 September 2016 in Berlin on the topic of “Preventing Trafficking in Human Beings for Labour Exploitation in Supply Chains”. The OSCE and the Federal Foreign Office are involving the Federal Ministry of Labour and Social Affairs in the planning of the conference, as the lead ministry for the subject of human trafficking for labour exploitation and CSR within the Federal Government. The conference is the launch event for a series of conferences and workshops as part of an overarching project entitled “Prevention of Trafficking in Human Beings in Supply Chains through Government Practices and Measures”, run by the OSCE Office of the Special Representative and Coordinator for Combating Trafficking in Human Beings (OSR/CTHB). The aim is to develop model guidelines for governments to ensure ethical procurement in the framework of public procurement. These guidelines are to include concrete examples from large government contracts, and best practice in public procurement which is used to combat human trafficking in supply chains within and outside the OSCE. These OSCE activities supplement the German G7 initiative (Federal Ministry of Labour and Social Affairs and Federal Ministry for Economic Cooperation and Development) on the subject of sustainable supply chains.</p>	
	Special initiatives/Progress		
CHALLENGES IN REALIZING MEASURES TARGETED BY THE PROTOCOL	According to the social partners	Employers’ organizations	
		Workers’ organizations	
	According to the Government	<p>2017 AR: The Government reported that there are no major obstacles worth mentioning, although the lack of information and data can be considered to be an issue for the moment.</p> <p>2016 AR: The Government reported that there are various challenges vis-à-vis addressing the issues of forced or compulsory labour. These include: a) absence of comprehensive plan of action on combating human trafficking; b) difficulties in the application of the relevant offence (Section 233 of the Criminal Code (Strafgesetzbuch)) as there is a possibility for a large number of cases go unreported; c) human trafficking for sexual exploitation; d) working conditions in legal prostitution; and e) human trafficking for labour exploitation, for forced labour and forced prostitution. The Federal Government hopes that its reform of the current legal framework will lead to improvements in relation to many of the specified obstacles relating to criminal prosecution.</p>	
TECHNICAL COOPERATION NEEDS	Request	2016 AR – 2017 AR: According to the Government: ILO technical assistance is not required.	
	Offer	NIL.	