



Federal Ministry for  
Family Affairs, Senior Citizens,  
Women and Youth

# ***National Action Plan to Prevent and Combat Trafficking in Human Beings and Protect Trafficked Persons***

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## Introduction

Under the coalition agreement, the Federal Government plans to further intensify efforts to combat human trafficking in Germany, improve support systems for victims, strengthen their rights and develop a national action plan against human trafficking for sexual exploitation.

To this end, the Federal Government, in coordination with the German Länder (states), which play a key role both in criminal prosecution of perpetrators and in protecting victims, and with the involvement of civil society organisations,<sup>1</sup> has for the first time drawn up an overarching, comprehensive federal level National Action Plan to Prevent and Combat Trafficking in Human Beings and Protect Trafficked Persons (NAP THB). In implementing the NAP THB, the Länder and civil society will continue to be fully involved (for example through the Federal-Länder Working Group on Trafficking in Human Beings, the Federal-Länder Working Group on Trafficking in Human Beings for the Purpose of Labour Exploitation, and the National Council against Sexualised Violence Committed against Children and Adolescents).

Policy sector responsibility lies with the various federal ministries,<sup>2</sup> with the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ) assuming a coordinating role. The measures contained in the NAP THB cover a period of four years. After that time, the NAP THB will be reviewed and updated. The NAP THB sets out clear responsibilities on the part of the Federal Government along with concrete timelines for implementation. Annual monitoring will be used to document the current status in implementing the various measures. The monitoring activities are an integral part of this National Action Plan.

This NAP THB covers all forms of trafficking in human beings, including sexual exploitation, labour exploitation, exploitation of criminal acts and begging, human trafficking for the purposes of illegal organ removal, trafficking in minors and the forms of exploitation through surrogacy and adoption and forced marriage added in the revised EU Directive. The Federal Government thus goes beyond the wording (sexual exploitation) used in the coalition agreement, taking a holistic, integrated approach and producing an effective catalogue of measures in order to maximise the impact of the NAP THB. Existing strategies are also taken into account and synergies used to combat human trafficking in its various forms. Those strategies include but are not limited to the activities of the National Council against Sexualised Violence Committed against Children and Adolescents, the Federal Government Strategy to Combat Violence Against Women and Domestic Violence in accordance with the Istanbul Convention 2025-2030, and the National Action Plan to Combat Labour Exploitation and Forced Labour.

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<sup>1</sup> Civil society involvement took place in the first instance via an open, written participation round in autumn 2023. Back in June 2023 a full-day workshop initiated by the Federal Government had been held with nationally operating umbrella associations that had already contributed during the written input process.

<sup>2</sup> Federal Foreign Office (AA), Federal Ministry of Labour and Social Affairs (BMAS), Federal Ministry of Finance (BMF), Federal Ministry for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ), Federal Ministry of the Interior (BMI), Federal Ministry of Justice (BMJ), Federal Ministry for Economic Cooperation and Development (BMZ).

## **Federal Government Strategy to Combat Violence Against Women and Domestic Violence in accordance with the Istanbul Convention 2025-2030**

The Strategy to Combat Violence Against Women serves to implement article 7 of the Istanbul Convention, a key international policy instrument in protecting women against violence. It was developed under the leadership of the BMFSFJ in conjunction with all federal ministries and the federal government commissioners concerned and – like the NAP THB – was adopted by the German Cabinet on 11 December 2024. With its Strategy to Combat Violence Against Women and Domestic Violence in accordance with the Istanbul Convention, the Federal Government has set out clear goals and objectives to combat both gender-based violence against women and domestic violence. The goals and objectives are underpinned with specific measures, resources, timelines and designated responsibilities designed to meet the challenges faced and implement the objectives to combat and prevent gender-based violence. Working as one, the federal ministries and the federal government commissioners put some 130 different measures into place to combat and prevent both gender-based violence against women and domestic violence.

### **National Action Plan to Combat Labour Exploitation and Forced Labour (NAP LE/FL)**

A NAP LE/FL will be developed under the leadership of the Federal Ministry of Labour and Social Affairs (BMAS). The various federal ministries, the Länder, the social partners and civil society will all be involved in that work. With the NAP LE/FL, Germany will meet its international obligations under the Protocol to the International Labour Organisation (ILO) Forced Labour Convention adopted in 2014 and ratified in 2019. The NAP LE/FL takes a labour approach and addresses labour exploitation and forced labour as a phenomenon of the labour market and a product of structural vulnerability. In line with this approach, it is designed as a preventive measure with the aim of improving conditions on the labour market in such a way that the risk of exploitative or forced employment relationships is reduced. Both NAPs were closely coordinated and complement each other in the measures they contain to form a coherent national strategy.

### **Legal basis and recommendations**

In addition to German legislation, the basis for developing the NAP THB included EU and international directives and conventions, such as the Council of Europe Convention on Action against Trafficking in Human Beings, the European Union Directive on preventing and combating trafficking in human beings and protecting its victims, and the Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime (Palermo Protocol).

When setting the thematic priorities in each of the action areas and in formulating specific measures and objectives, account was taken of the recommendations of the Council of Europe Group of Experts on Action against Trafficking in Human Beings (GRETA), the

amendments to the EU Directive on combating human trafficking which entered into force in 2024 and recommendations for action from other key EU and international bodies (notably EU bodies, the Council of the Baltic Sea States, the Organisation for Security and Cooperation in Europe (OSCE), the United Nations Office on Drugs and Crime (UNODC)), as well as calls from civil society in Germany. Consideration was also given to the EU Strategy on Combating Trafficking in Human Beings (2021-2025) and the EU Strategy to Tackle Organised Crime (2021-2025).

#### **a. The revised EU Directive**

The amendments to the EU Directive on combating human trafficking that entered into force in 2024 are a major step in the joint and determined fight against trafficking in human beings. They aim to provide the best possible support to victims and take a preventive approach in instruments based on the rule of law to combat human trafficking in all its forms. In doing so, the revised Directive also takes account of the current challenges faced in combating human trafficking by expanding the offence of human trafficking to include exploitation through surrogacy and adoption and through forced marriage. The revised Directive also requires the member states to adopt national action plans to combat human trafficking and to review and update their plans every five years at the latest.

#### **b. Current recommendations of the Council of Europe Group of Experts (GRETA)**

The Convention of the Council of Europe, which entered into force for Germany on 1 April 2013, focuses on protection and support for victims of human trafficking. It provides for effective, independent monitoring. The Third Evaluation Report on Germany of the Group of Experts on Action Against Trafficking in Human Beings (GRETA) and the associated recommendations for Germany of the Parties to the Convention were published in June 2024. The report focuses primarily on access to justice and to effective legal remedies for victims. The report highlights positive developments in Germany, describes the challenges faced and makes specific recommendations for improved efforts in the fight against human trafficking in Germany. The collected reports and the recommendations for Germany of the Parties to the Convention can be viewed [online](#).

#### **c. First report of the independent National Rapporteur Mechanism on Human Trafficking**

The independent National Rapporteur Mechanism on Human Trafficking published its first periodic report on 17 October 2024. The report uses data taken from 2020-2022 and also contains a detailed analysis of policy and legal developments up to July 2024. It contains findings and recommendations for action in the following thematic areas: strategic and institutional framework, prevention, identification, support of victims, the law governing residence, and access to compensation. The report and the information and

recommendations for action contained in it served as a key guide in finalising this NAP THB and will continue to serve the Federal Government as a key source of guidance in the future.

### **Content and thematic focus**

The NAP THB contains a comprehensive catalogue of measures to prevent and combat trafficking in human beings. It has five sections and four action areas:

(1) **Prevention**

(2) **Protection**

(3) **Prosecution**

(4) **Partnership**

Section 5 focuses on the topic of research and describes monitoring activities under the NAP THB.

The NAP contains both tried and tested as well as newly developed mechanisms for use in combating human trafficking. The measures are listed according to the focus of their respective aims and objectives, and they can also address multiple action areas and complement each other. The following thematic areas are especially worthy of mention due to their particular relevance for the NAP THB: protecting women and girls against sexual exploitation, protecting children and adolescents, refugees and migration, digitalisation and the internet.

#### **Protecting women and girls against sexual exploitation**

In the statistics published by the criminal prosecution authorities and also in counselling statistics, human trafficking for the purpose of sexual exploitation and forced prostitution remain the most prevalent forms of exploitation in Germany. In most cases, the victims of sexual exploitation are women and girls.

In addition to the far-reaching structural adjustments, which will also be effective in the area of sexual exploitation, this NAP also contains a comprehensive, interministerial package of measures designed to combat forced prostitution and human trafficking for the purpose of sexual exploitation.

Through targeted public relations work, the Federal Government will sensitise vulnerable persons, victims and those around them to the risks arising from human trafficking and forced prostitution, and to available support and counselling programmes. This especially applies to the risks surrounding human trafficking on the internet. The capacities of and the knowledge management practices used by the authorities in Germany and other countries are to be expanded.

By establishing an online advisory tool that can be used nationwide, capacities in the specialised counselling centres and access to their services are to be improved.

To improve prosecution of human trafficking offences, we will further develop and enhance the legal framework and improve networking in and between the authorities, and with the specialised counselling centres and other civil society stakeholders, both in Germany and abroad. Cooperation agreements between the police authorities will be entered into nationwide.

By stepping up research activities on various forms of exploitation (especially forced prostitution and forced marriage), we want to counteract these types of exploitation.

Forced prostitution and human trafficking must be distinguished from prostitution that is legal in Germany. But having said that, the fact that people who work in prostitution are able to draw on the comprehensive protection programmes offered by authorities along with the excellent counselling and advice provided can actually have an important preventive effect. This is why we will continue to strengthen the counselling structures available to people who work in prostitution and to those who wish to escape it, for example by funding the NetSWork project run by the Alliance of the Counselling Centres for Sex Workers (bufas e.V.). We also want to expand the opportunities for cooperation between the Financial Monitoring Unit to Combat Illicit Employment (FKS) and the relevant authorities concerning prostitution. And we want to make (potential) clients of sex workers more accountable through dedicated awareness campaigns.

Further areas requiring action to prevent and combat violence and exploitation in prostitution will be identified on the basis of the report on the evaluation of the Prostitute Protection Act (ProstSchG) planned for summer 2025 and in close collaboration with the BMFSFJ-headed Federal-Länder Committee on the Prostitute Protection Act.

### **Protecting children and adolescents**

The Federal Criminal Police Office (BKA) National Situation Report on Trafficking in Human Beings 2023 counts 186 investigations involving minors. A total of 226 underage persons were identified in the course of the investigations. The vast majority related to cases concerning commercial sexual exploitation, while cases of labour exploitation, exploitation in the commission of criminal acts, forced marriage and trafficking in children were also involved. Minors are especially vulnerable and in need of protection. This is why police efforts to combat human trafficking focus especially on this group.

We build on existing structures in this regard: Intensive networking and awareness-building are key in ensuring protection for children and adolescents. The Federal Government has long promoted awareness-building measures and networking activities through the work of ECPAT Deutschland e.V.

ECPAT Deutschland e.V. also has a mandate to implement the 2018 Federal Cooperation Concept on protection and help in cases of trafficking in and exploitation of children by



providing multiprofessional specialist events and support and advice for networks. We will continue to fund this important work in the years ahead. The same applies for the second phase of the educational and activation programme to protect children and adolescents against sexual violence and the EU THB LIBERI project led by the BKA.

For the past 15 years, this work has also been supported by the Office of the Independent Commissioner for Child Sex Abuse Issues (UBSKM). And back in 2019, under the joint chairship of the Federal Minister for Family Affairs, Senior Citizens, Women and Youth (BMFSFJ) and the UBSKM, the National Council against Sexual Violence Committed against Children and Adolescents was called into being for the purposes of long-term, interdisciplinary dialogue, the exchange of knowledge and experience, and consolidated effort. With its top-level panel of experts and various working groups, the National Council comprises approximately 300 representatives from policymaking, civil society and the scientific community and professional community, along with members of the UBSKM Survivors' Board. The aim of the National Council is to further improve protection for children and ensure effective help and support for victims, for example by promoting implementation of legal provisions and underpinning them with targeted measures.

In this area, the thematic priorities in the newly planned measures contained in the NAP involve child-friendly justice and preventing and combating online forms of violence and exploitation – including by stepping up bilateral and multilateral cooperation with third countries. To improve the state of knowledge on sexual violence against children and adolescents, the UBSKM is establishing a centre for research on sexual violence against children and adolescents.

Given the dynamic nature of this topic and the ever-changing conditions involved, measures to protect children and adolescents must be continuously updated, expanded and enhanced. This is the only way to ensure both lasting protection and an effective response to any new challenges that arise. This thematic focus is designed to serve as a source of impetus for ongoing development and adaptation.

### **Refugees and migration**

People who are refugees to or migrate to Germany are especially vulnerable to exploitation. This is especially the case for refugees to Germany escaping conflict and war, and also for foreign workers and the isolated situation of domestic staff employed in diplomatic households. These groups are especially vulnerable on account of their poor language proficiency and lacking knowledge regarding their rights and the availability of help and support programmes, and not least their precarious residency situations and lacking economic perspectives.

We want to continue to sensitise vulnerable individuals in countries of origin, destination and transit, thereby preventing human trafficking in the process. By promoting projects run by the United Nations, the OSCE and the International Organization for Migration (IOM), we want to boost the capacities of authorities in EU member states and in third countries. We also want

to help survivors in their countries of origin to ensure their legal standing is improved and their reintegration assisted. And measures to prevent human trafficking are to be taken into account in the negotiation of future migration agreements.

We are committed to continuing our intensive cooperation and regular dialogue and exchange in various EU and international bodies, especially in the area of criminal prosecution – placing particular focus on cooperation with authorities in South America.

Identifying vulnerable applicants in asylum procedures remains an important, continuously developing task of the Federal Office for Migration and Refugees (BAMF). The existing referral procedures and networking structures concerning the specialised counselling centres will be maintained and expanded. In addition to the work done by the BAMF, the police and customs, identification of victims of human trafficking must also be ensured in refugee shelters. We want to continue existing (model) projects and promote the development of a model for a specialised centre to identify the special protection needs among refugees.

Awareness-building and protective measures for private domestic staff employed by foreign diplomats will also be continued.

One of the main pillars in preventing human trafficking is ensuring human rights-based migration governance. In cooperation with partner countries, the Federal Government is working to make migration channels safe and orderly by means of policy consultation and educational and advisory programmes, and to make better use of regular migration channels, especially with regard to labour migration. The NAP LE/FL developed under the leadership of the BMAS will contain both ongoing and newly developed measures concerning the prevention, counselling and support structures for foreign workers.

### **Digitalisation and the internet**

Digitalisation and the internet play an increasingly important role with regard to human trafficking. They have countless and multifaceted effects. The BKA National Situation Report on Trafficking in Human Beings and Exploitation for 2023 cites the prominent role played by initial contact being made via the internet in the sexual exploitation of minors. The EU Strategy on Combatting Trafficking in Human Beings (2021-2025) sets out a wide range of issues concerning human trafficking where digitalisation has an effect. These include the recruitment and exploitation of victims, organisation of their transport and accommodation, advertising victims online and reaching out to potential clients, controlling victims, communicating between perpetrators and hiding the criminal proceeds. The revised EU Directive on preventing and combating human trafficking also refers to the increasing use of the digital space in the trafficking of human beings. Accordingly, the focus on digitalisation and the internet is also reflected in the NAP THB. Section 3: Prosecution contains a related, comprehensive catalogue of preventive measures which use awareness-raising campaigns, bilateral cooperation with third countries and the expansion of investigative authorities' digital expertise to counter digitally supported exploitation practices such as the loverboy approach and online streaming. Measures concerning specialist counselling will also be further

developed and enhanced as digitalisation advances with the aim of boosting counselling capacities and access to counselling services.

The NAP Human Trafficking 2024 does not pre-empt public budgets and social benefit systems. Recommendations for action and measures listed in the report or future measures linked to them that result in financial burdens or additional personnel requirements that impact the federal budget are without prejudice to both current and future budget negotiations. As a result, any and all measures not financed under the federal budget and or provided for in the financial planning period up to 2028 are subject to the availability of funding. The division of powers between the Federal Government and the Länder as stipulated in the German Basic Law must also be taken into account: recommendations for action and measures listed in the report or future measures linked to them that result in financial burdens or additional staffing requirements that impact the federal budget are subject to the Federal Government having the applicable administrative and funding powers.

# 1. Prevention

If we are to effectively combat trafficking in human beings, prevention work is essential. The focus of that work is on reducing vulnerabilities and raising public awareness.

In Germany, individuals especially vulnerable to human trafficking are those:

- With precarious financial circumstances
- With undetermined residence status
- With poor (German/English) language proficiency and/or knowledge of the legal situation in Germany
- Living in social isolation

Children and adolescents are also especially vulnerable to human trafficking. The increasing use of the internet and social media have further increased that risk.

In addition to reducing vulnerabilities, raising awareness plays a key role in all prevention work. An informed public can make a major contribution in helping to recognise cases of human trafficking at an early stage and ensuring an appropriate response. This is of particular importance in the immediate social environment of persons at risk. Knowledge about the signs of human trafficking and the available support and counselling services provide both the individuals at risk and those around them the opportunity to seek help at an early stage and thereby prevent them from being exploited.

The following measures are largely designed to both continue and intensify the prevention efforts of the Federal Government in combating trafficking in human beings.

Objective: Awareness-building and public relations work			
Measures	Duration	Responsibility	Output/indicator
Funding of ECPAT Deutschland e.V. to develop prevention materials for children and adolescents #PreventTrafficking-Power_up!	2024-2026	BMFSFJ	ECPAT Deutschland e. V. annual reports
Education and activation campaign: "Schieb deine Verantwortung nicht weg!" ("Don't shirk your responsibility"). Practical knowledge for adults on how help protect children and adolescents against sexual	Since 2022	BMFSFJ/UBSKM	Campaign spots, social media reels, dedicated campaign website <a href="http://www.nicht-wegschieben.de">www.nicht-wegschieben.de</a> , local-level activities, networking, brochure series, other materials, events, podcast "einbiszwei" (onetotwo)

violence and spread the word.			
Awareness campaign for existing counselling services (e.g. the Violence Against Women Helpline) for victims of violence in prostitution or forced prostitution.	From 2025	BMFSFJ	Campaign material (e.g. flyers, social media presence, report)
Sensitising potential victims to the risks of human trafficking in countries of origin, transit and destination	Various stand-alone activities with different durations.  Ending no later than August 2027	BMZ in cooperation with national and regional partner organisations	Projects implemented, project status report and final report
Public awareness campaign designed both to inform clients of prostitutes about exploitation and human trafficking, and combat stigmatisation of prostitution.	2026-2028	BMFSFJ	Campaign material
Implementation of identification guidance, “Die Identifizierung vulnerabler Personen im Asylverfahren” (“Identifying vulnerable persons in asylum procedures”)	Ongoing	BAMF	Guidance on identifying and dealing with potentially vulnerable persons and considering their individual needs throughout the entire asylum process – taking into account the requirements of EU law (Reception Conditions Directive/Asylum Procedures Directive)

			and the federal division of powers between the Federal Government and the Länder.
Information and awareness-building event for private domestic staff employed by foreign diplomats.	Annual	AA	Information regarding specific labour law issues, exclusively for private domestic staff without the presence of their employer
<b>Objective: Reducing vulnerabilities</b>			
<b>Measures</b>	<b>Duration</b>	<b>Responsibility</b>	<b>Output/indicator</b>
Funding of the federal initiative “Schutz von geflüchteten Menschen in Unterkünften für Geflüchtete” (Protection of refugees in refugee accommodation centres)	Ongoing since 2016	BMFSFJ	Projects implemented and project reports
Measures to prevent the exploitation of and provide protection for private domestic staff employed by foreign diplomats and career consular officials in Germany, e.g. by using sample employment contracts provided by the AA, questioning during the visa application process, annual interviews following arrival in Germany, checking health insurance cover	Ongoing	AA	Protecting the rights of private domestic staff in diplomatic households and those of career consulate officials in Germany

**Objective: Protecting prostitutes against violence and exploitation**

Measures	Duration	Responsibility	Output/indicator
Strengthening the counselling structure for prostitutes and in particular promoting networking and revision of nationwide quality standards for specialist counselling through funding of the NetSWork project run by bufas e.V.	2023-2026	BMFSFJ	Quality standards/guidelines, training events
Identifying and analysing scope for improvement identified in the evaluation of the Prostitute Protection Act (ProstSchG).	From 2025	BMFSFJ	Development of recommendations for action, subject to the pending outcomes of the evaluation
Implementing the identified scope for improvement, in particular regarding protection against forced prostitution and violence in prostitution	From 2026	BMFSFJ	Subject to the outcome of the identified needs
Reviewing measures to improve data collection on persons working in prostitution and to improve accessibility to especially vulnerable persons in prostitution	2025-2027	BMFSFJ in cooperation with the scientific community and civil society organisations	Subject to the outcome of the identified measures
Further development of the nationwide exit counselling programme for prostitutes, including with regard to preventing violence	2024-2026	BMFSFJ in cooperation with the scientific community and civil society organisations	Exit counselling guidelines

in prostitution and forced prostitution			
Intensifying cooperation between the FKS and the relevant stakeholders at local level, taking into account the existing FKS mandate to improve protection against exploitation, including sexual exploitation in prostitution establishments.	From 2025	Central Customs Authority (GZD), main customs offices (HZÄ)	Reporting
<b>Objective: Preventing labour exploitation and forced labour through comprehensive measures in the area of labour recruitment and access to information for workers</b>			
Measures	Duration	Responsibility	Output/indicator
Measures in the area of labour recruitment to prevent labour exploitation and forced labour, with the aim of ensuring fair recruitment and employment conditions, and easy access to information on labour law, both in countries of origin and in Germany, for all workers (see measures in the labour recruitment action area in the NAP LE/FL).	From adoption of the NAP LE/FL – see the NAP LE/FL for the duration of individual measures	BMAS	Implementation of the NAP LE/FL
Information on the topic of human trafficking for the purpose of labour exploitation on the website of the Office for the Equal Treatment of EU	Continuously updated since 1 September 2021	Integration Commissioner (Office for the Equal Treatment of EU Workers)	Easy-read information for potential victims of human trafficking and forced labour, indicators for human trafficking and forced labour in 11 languages,



Workers (in 11 languages): <a href="#">Website of the Office for the Equal Treatment of EU Workers</a>			information on specialised counselling centres
<b>Objective: Preventing human trafficking for the purpose of labour exploitation in global supply chains</b>			
Measures	Duration	Responsibility	Output/indicator
Funding of the OSCE project “Prevention of human trafficking for labour exploitation in supply chains”	2024-2028	AA	Project report

## 2. Protection

Trafficking in human beings is a serious violation of human rights. The victims who are identified by authorities or supporting organisations or who approach these institutions on their own initiative often find themselves in financially and/or psychologically highly vulnerable situations.

Their need for help and support services is both immense and highly varied. The Data Report 2024 published by the German NGO Network Against Trafficking in Human Beings (KOK e. V.) highlights the diverse needs of trafficked persons. They include psychosocial counselling and support, access to information, support in criminal prosecution proceedings and help in exercising their rights (such as claiming victim compensation), assistance in asylum and residence law procedures, accessing social benefits to cover the cost of living, and support in matters concerning pregnancy and children.

Germany is committed under both EU and international law to provide comprehensive help and support for victims of human trafficking and has thus put a wide range of support structures in place that have been expanded over time.

Effective cooperation and networking structures operated by various stakeholders within those help and support structures and also those of the criminal prosecution authorities all play a key role in providing victims with the kind of easily accessible, wide-ranging help they need. Measures concerning these networking structures are addressed in Section 4.

<b>Objective: Improving timely detection and identification of victims of human trafficking</b>			
Measures	Duration	Responsibility	Output/indicator
Model projects run by the German Association of Psychosocial Centres for Refugees and Victims of Torture (BAFF) to detect	Ongoing since 2021	BMFSFJ	Project outcomes, model for specialised centre or office to identify

and identify special protection needs when receiving refugees			special protection needs
Identification during asylum procedures, by raising awareness among asylum decision-makers to the topic of human trafficking and training of special representatives for victims of human trafficking	Ongoing	BAMF	No. of training sessions
<b>Objective: Improving access to existing initial and specialist counselling</b>			
<b>Measures</b>	<b>Duration</b>	<b>Responsibility</b>	<b>Output/indicator</b>
Campaign to raise awareness of existing counselling services (e.g. the Violence Against Women Helpline) for victims of human trafficking and for victims of violence in prostitution, including measures that address victims' immediate social environment (e.g. relatives, friends and professionals)	From 2025	BMFSFJ/BAFzA	Campaign material/ statistics on launching the material
Networking meetings for special representatives of victims of human trafficking at regional specialised counselling centres (partly in cooperation with KOK e. V.) to promote collaboration in individual cases. Background: The BAMF asylum procedure directive provides for the referral of victims of human trafficking to specialised counselling centres.	Ongoing	BAMF	Number of networking meeting
Expanding the information available on <a href="http://www.zoll.de">http://www.zoll.de</a> for	2025-2026	Central Customs Authority (GZD)	Website, links, reporting

victims of human trafficking for the purpose of labour exploitation			
<b>Objective: Consolidating and strengthening counselling and support services</b>			
Measures	Duration	Responsibility	Output/indicator
Violence against Women Helpline	Ongoing (since 2013)	BAFzA	Annual report on take-up of the helpline, listing all forms of violence separately (including human trafficking, violence in prostitution, forced marriage)
Sexual Abuse Helpline	Ongoing (since 2014)	UBSKM	Regular report on take-up of the helpline, including analysis of the calls received
UBSKM Survivors' Board	Ongoing (since 2015)	UBSKM	Regular meetings with the Survivors' Board, attendance at official appointments by members of the Survivors' Board, drafting of statements by the Survivors' Board
Crisis chat – online chat	Funding 2024	BMFSFJ	Project report with information on take-up (separate list of counselling topics)
Expanding the JugendNotmail (youth emergency email) online counselling service for children and adolescents into an accessible, multilingual psychosocial online counselling service	May 2023 – April 2026	BMFSFJ	Project report with information on take-up (separate list of counselling topics)
Continued funding of the German NGO Network Against Trafficking in Human Beings (KOK e. V.)	Funding period 2025-2027	BMFSFJ	Project reports

Funding of the German NGO Network Against Trafficking in Human Beings (KOK e. V.) for the design and creation of an online counselling tool for victims of human trafficking	2025-2027	BMFSFJ	Design and creation of an online counselling tool, associated reports
Gemeinsam stark (strong together): Funding of ECPAT Deutschland e.V. activities to protect children and adolescents against human trafficking and exploitation	2025-2027	BMFSFJ	ECPAT Deutschland e. V. annual reports
Funding of further training of men and women to share knowledge on male-focused counselling at SKM Bundesverband e. V.	August 2023 – July 2027	BMFSFJ	Project report
Online clearing point for male-focused counselling at SKM Bundesverband e. V.	October 2024 – December 2027	BMFSFJ	Project report
Funding of a nationwide specialised counselling and coordination centre Protection of Male Victims of Violence (BFKM) run by Landesarbeitsgemeinschaft Jungen- und Männerarbeit Sachsen e. V.	October 2022 – September 2025	BMFSFJ	Project report
Funding programme for the independent asylum procedure advice and specific legal advice programme for queer and other vulnerable persons seeking protection. The independent asylum procedure advice and legal advice programmes are designed to assist timely identification of vulnerable persons, thereby ensuring that the necessary procedural guarantees are upheld.	Since January 2023	BAMF	Project reports for the various projects funded

The legal advice programme includes funding for projects that are taken up specifically by victims of human trafficking			
Support programmes for the empowerment of refugee women and other vulnerable groups (Diakonie Deutschland)	2023-2024	Integration Commissioner	Identification of victims and supporting them in seeking and developing perspectives for the future, networking, specialist support and awareness-building for professionals, training of survivors to become everyday companions (peer-to-peer approach), creation of a nationwide platform for exchange between survivors, and development of guidance for specialised counselling centres

**Objective: Improving labour law counselling and support structures for foreign workers**

Measures	Duration	Responsibility	Output/indicator
Further funding and reinforcement of existing labour law counselling and support structures for foreign workers (see measures in the action area Workers Rights and their Enforcement in the NAP LE/FL)	From adoption of the NAP LE/FL – see the NAP LE/FL for the duration of individual measures	BMAS	Implementation of the NAP LE/FL
Overview of the specialised counselling centres on forced labour/ human trafficking for the	Continuously and annually updated since	Integration Commissioner (Office for the Equal	Germany-wide overview of the counselling centres that offer

purpose of labour exploitation in the searchable list of counselling centres on the website of the Office for the Equal Treatment of EU Workers (in 11 languages)	1 January 2017	Treatment of EU Workers)	information in various languages regarding support for victims of forced labour and human trafficking for the purpose of labour exploitation
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**Objective: Providing victims of human trafficking with access to cost-of-living assistance**

Measures	Duration	Responsibility	Output/indicator
Ensuring access to cost-of-living assistance (Leistungen zur Sicherung des Lebensunterhalts) for victims of human trafficking (in accordance with Article 11(5) of EU Directive 2011/36/EU as amended by Directive 2024/1712/EU and Article 12 (1) a of the Council of Europe Convention on Action against Trafficking in Human Beings) by reviewing the conditions for entitlement to benefits under Book II of the Social Code (SGB II) for EU nationals; improving practical implementation	2025	BMAS and Federal Employment Agency (BA) (in relation to joint agencies, as BA directives are only binding in this respect)  *Länder and local authorities to be involved in the event of a consultation on practice between BA and the Länder (Weisungs-konsultations-verfahren) or informed via publication in the BA knowledge database.	Outcome of the review concerning clarification/ expansion of the BA directives on Section 7 of SGB II, where it involves EU citizens who are victims of human trafficking (scope for presenting evidence to a job centre)

**Objective: Improving access to victim compensation**

Measures	Duration	Responsibility	Output/indicator
Support for the Länder in implementing the new social compensation law contained in SGB XIV	Ongoing as of 2024	BMAS	Rise in the number of applications for victim compensation
Production of material (regarding victims of human trafficking) for use by responsible case managers in the social affairs offices (Versorgungsämter) as easily accessible, compact	Updated continuously from 2025	BMAS/Service Centre against labour exploitation, forced labour and human trafficking, in cooperation with KOK e. V.	Develop a one-page guide for the social affairs offices and provide feedback where applicable

guidance to aid better identification of victims of human trafficking			
Needs-based design of (online) training for the responsible case managers in the social affairs offices on the Social Compensation Law to ensure targeted awareness-building to the needs of victims of human trafficking for the purpose of labour exploitation and sexual exploitation, and to aid better identification and addressing of victims	Training to be launched as soon as social affairs offices are ready; once launched, ongoing programme with continuous updates	BMAS/Service Centre against labour exploitation, forced labour and human trafficking, in cooperation with KOK e. V.	Number of training sessions, number of participant social affairs offices
Needs-based programme of (online) training with information for case managers in the social affairs offices to enable activating and coordinating support for entitled claimants throughout the application and benefits process	Training to be launched as soon as a corresponding programme has been developed for case managers. Once launched, ongoing programme with continuous updates	BMAS/Service Centre against labour exploitation, forced labour and human trafficking, in cooperation with KOK e. V.	Number of training sessions, number of participants, content and feedback for case managers
Information for specialised counselling centres in the Länder regarding the scope for victims to apply at social affairs offices for social compensation (SGB XIV, entry into force 1 January 2024). Sensitising the specialised counselling centres to data collection when accompanying victims to social affairs offices to submit their applications	Ongoing once launched	BMAS/Service Centre against labour exploitation, forced labour and human trafficking, in cooperation with KOK e. V.	Number of participant counselling centres in the Länder, number of recorded persons by category (accompaniment, registration of applications, successful, unsuccessful, still open)

Objective: Protecting victims worldwide			
Measures	Duration	Responsibility	Output/indicator
Strengthening survivors' rights and reintegration	Various standalone activities with different durations.  Ending no later than August 2027	BMZ in cooperation with national and regional partner organisations	Projects implemented, project status report and final report
Review of the need for further support from the UN Voluntary Trust Fund for Victims of Trafficking in Persons/Small Grants Programme (managed by the United Nations Office on Drugs and Crime)	Ongoing	AA	Project report

### 3. Prosecution

The consistent prosecution of human trafficking is a complex challenge that has high priority for the Federal Government.

Investigation proceedings in this field are often highly involved and resource-intensive. One of the main reasons is the central role played by witness testimony in German criminal proceedings. Many victims remain silent out of fear, in some cases also to protect their family members or because they do not perceive themselves as victims of a crime. Also, human trafficking offences as defined in sections 232 et seq. of the German Criminal Code (StGB) are coercive control offences, and there can therefore be assumed to be a large number of unreported cases.

The same difficulties are encountered when dealing with all forms of human trafficking. These include human trafficking for the purpose of sexual exploitation and exploitation offences in connection with employment, begging and criminal acts such as shoplifting. Perpetrators often play on victims' precarious financial situation in their countries of origin by making false promises of providing them with work. And not infrequently, victims are placed in such exploitative situations by their family members or people they know.

Against this backdrop, the following catalogue of measures aims to improve the conditions to enable prosecution of human trafficking offences and to further improve and intensify police prosecution and investigative work in all four action areas of the NAP THB.



**Objective: Further development of the legal framework**

Measures	Duration	Responsibility	Output/indicator
Aligning the offences of human trafficking under sections 232 et seq. StGB with the amendments made by Directive (EU) 2024/1712 of 13 June 2024 amending Directive 2011/36/EU on preventing and combating trafficking in human beings and protecting its victims	2024-2026	BMJ	Draft legislation
Reviewing and, where necessary, aligning the provisions of criminal law on combating human trafficking with the aim of improving their effectiveness in the light of further developments (including evaluation reports of the Criminological Research Institute of Lower Saxony (KFN) on sections 232 et seq. StGB (2021), Federal-Länder case reports, and the Prostitute Protection Act (2025))	2025-2029	BMJ, BMI, BMFSFJ (on the ProstSchG)	Completed evaluations, if applicable, initiation of legislative procedures
Surveying the need for changes in the law regarding police practices	Ongoing	BMI with involvement of the Länder	Documentation of police requirements, consultations held by the Temporary Federal-Länder Project Group on NAP Implementation, report
Nationwide standardised rights of entry for the police for locations where potential victims of human trafficking could be identified.	From 2025	BMI with involvement of the Länder	Evaluation of the need for legal action
Revision of practical guidance on the application of child-friendly criteria in criminal proceedings, developed as part of the work of the National Council against	Ongoing	BMFSFJ	Announcement

Violence Committed against Children and Adolescents			
Creation of a nationwide dedicated child-friendly justice website by the German Children's Fund (Deutsche Kinderhilfswerk)	From 2025	BMFSFJ	Announcement
Review as to whether the Guidelines for Criminal Proceedings and Proceedings to Impose a Regulatory Fine (RiStBV) need to be elaborated for implementation of the GRETA recommendation on the non-punishment principle	Planned	BMJ	Discussion with the committee members regarding the possible need for change with regard to the rules on the exercise of discretionary powers
<b>Objective: Intensifying dialogue and exchange between the Federal Government and the Länder</b>			
<b>Measures</b>	<b>Duration</b>	<b>Responsibility</b>	<b>Output/indicator</b>
Establishment of a permanent dialogue and exchange format between the Federal Government and the Länder on issues concerning criminal prosecution	Ongoing (since 2023)	BMJ	Annual meeting
Ongoing involvement of the Länder through police bodies and expansion and intensification of networking between national and international law enforcement agencies, including the involvement of civil society actors as needed.	Ongoing	BMI (Federal Criminal Police Office (BKA), Federal Police (BPOL)), Central Customs Authority (GZD)	Events, meetings
Federal-Länder project group of police authorities for implementation of measures listed in the Prosecution section of the NAP (planned participant group: BKA, Federal Police (BPOL), Länder police representatives, FKS)	From 2025 (duration of the NAP)	BMI (BKA, BPOL), GZD	Establishment of the temporary project group, meetings, report to Standing Conference of German Interior Ministers (IMK) working groups

Designation of contact persons for NAP THB implementation at the BKA, BPOL (Presidium/ Directorates), Länder Criminal Police Offices, FKS	2025-2026	BMI (BKA, BPOL), GZD	Written list of designated contact persons
<b>Objective: Expanding the knowledge base of investigative authorities and the judiciary</b>			
<b>Measures</b>	<b>Duration</b>	<b>Responsibility</b>	<b>Output/indicator</b>
Activating the network of police agencies to develop suitable police-related research projects and generate national and EU-level funding	Ongoing	BMI, BKA	Applications for research funding and projects, consultations held by the Temporary Federal-Länder Project Group on NAP Implementation
Structure identification/ structural data (including data collection and analyses, detecting new phenomena and action required)	Ongoing	BKA	Work of the BKA in its capacity as central police authority
Increased initial and further training within the police; increased further training for other requesting agencies	Ongoing	BKA with involvement of the Länder	Conduct corresponding specialised training courses
Further training for the judiciary on human trafficking, provided by the German Judicial Academy	Ongoing	BMJ in cooperation with the Länder	Provision of further training
Additional research on current phenomena of human trafficking and approaches to combat and prevent it, where applicable with third-party funding	Ongoing	BKA	Research reports
Annual networking meetings on the topic of forced labour, labour exploitation and human trafficking to foster exchange of experience between public prosecutors	Ongoing	BMAS/Service Centre against labour exploitation, forced labour and human trafficking (BMAS project funding)	Number of network meetings organised by the Service Centre
<b>Objective: Intensifying cooperation with civil society and the private sector</b>			
<b>Measures</b>	<b>Duration</b>	<b>Responsibility</b>	<b>Output/indicator</b>

Cooperation agreements between the police (BKA, Federal Police (BPOL), Länder Criminal Police Offices, FKS) and the specialised counselling centres, and cooperation agreements with foreign NGOs, are to be continued and rolled out throughout Germany.	Ongoing	BMI (BKA, BPOL)	Additional cooperation agreements, recommendations for implementation
Review and development of a specimen cooperation agreement between prosecution authorities and specialised counselling centres	2025-2027	BMJ	Publication of a sample agreement
<b>Objective: Stepping up financial investigations in relation to human trafficking</b>			
<b>Measures</b>	<b>Duration</b>	<b>Responsibility</b>	<b>Output/indicator</b>
Stepping up financial investigations and asset recovery in relation to human trafficking investigations	Ongoing	BKA	Inclusion of a module on human trafficking and financial investigations in training courses and case manager seminars  Financial investigations made a standard part of human trafficking investigations  Recommendations for the Länder
<b>Objective: Focus on digitalisation (internet as crime scene and means of crime, use of information and communication technologies (ICT) for prevention and investigation work)</b>			
<b>Measures</b>	<b>Duration</b>	<b>Responsibility</b>	<b>Output/indicator</b>
Development and adaptation of combating strategies, particularly with regard to the increasing online dimension of the human trafficking phenomenon	Ongoing	BKA, Länder	Implementation and support of existing measures and development of new measures
Awareness campaign on the risks of human trafficking in the online dimension	Ongoing	BKA	Campaigns implemented and supported

Germany (BKA) as co-lead in the THB project of the European Multidisciplinary Platform Against Criminal Threats (EMPACT <sup>3</sup> ): Internet/Social Media as enabler of THB (OA 3.1)	Ongoing	BKA	Assumption of co-lead role
Live-streaming as thematic focus – follow-up to the 2022 German G7 presidency	Ongoing until April 2026	BMI, BKA	Measures under the THB LIBERI II project; project report
Police capacity building in relation to livestreamed sex offences against children and adolescents in the Philippines	Planned from 2025	BKA	Report on training and equipment assistance
Continuation of existing dialogue with website operators as the need arises and organisation of focus events on human trafficking	Ongoing	BMI, BKA	Measures within the BKA remit
Expanding digital expertise in investigative authorities (including the provision of equipment, technology and training)	Ongoing until April 2026	BKA	Measures under the THB LIBERI II project; project report
<b>Objective: Establishment and continuation of successful projects</b>			
<b>Measures</b>	<b>Duration</b>	<b>Responsibility</b>	<b>Output/indicator</b>
Additional EU-funded projects on human trafficking to be pursued at operational level	Ongoing	BKA	Applications and participation in calls
THB LIBERI II project, “Multidisziplinäre Bekämpfung des Menschenhandels” (“Multidisciplinary combat of human trafficking”)	Ongoing until April 2026	BKA	Measures, project report
<b>Objective: Intensifying cross-border/international cooperation</b>			
<b>Measures</b>	<b>Duration</b>	<b>Responsibility</b>	<b>Output/indicator</b>
Continued participation of German prosecution authorities in Anti-Trafficking Days (Europol, EMPACT)	Ongoing	BKA, BPOL	Ongoing participation in activities as part of the Anti-Trafficking Days

<sup>3</sup> European Multidisciplinary Platform Against Criminal Threats.

			(Europol, EMPACT cooperation framework)  (regarding FKS participation, see the measures in the NAP LE/FL in the action area working conditions, occupational safety and health, and statutory controls).
Strengthening international police cooperation in the fight against human trafficking, including as part of capacity building (training and equipment assistance on the part of the BMI)	Ongoing	BMI	Measures, report
Expanding police international information sharing to identify structures in internationally operating human trafficking gangs	Ongoing	BKA	Activities of BKA in its capacity as central police authority Includes participation in operational task forces according to their thematic focus.
Human trafficking prevention measures to be taken into account when negotiating agreements on migration	Ongoing	BMI	Opening and conduct of negotiations; signing of migration agreements
<b>Objective: Increase in activities focused on South America</b>			
<b>Measures</b>	<b>Duration</b>	<b>Responsibility</b>	<b>Output/indicator</b>
Intensifying police cooperation with partner authorities in South America	Planned	BKA	Measures, including intensifying police-to-police exchange on cases of human trafficking, with involvement of BKA liaison officers and/or Europol
Intensification of police cooperation with Peru, including commencement of negotiations on a bilateral security agreement between Germany and Peru, with a focus on combating	Planned	BMI	Commencement of negotiations

organised crime, including human trafficking			
Intensifying police cooperation with Brazil, including further development and alignment of the German-Brazilian security agreement of 2008	Planned	BMI, BKA	Commencement of negotiations
Applying for EU projects on combating human trafficking in connection with South America	Ongoing	BKA	Participation in application processes
Training and equipment assistance for Colombia in relation to combating human trafficking	From 2025	BKA	Report on training and equipment assistance

## 4. Partnership

In matters concerning networking in the area of human trafficking, Germany is an international leader. Since 1996, dialogue and exchange has taken place between the Federal Government, the Länder and civil society under the auspices of the work performed by the Federal Working Group on Trafficking in Human Beings. In recent years, this work has been expanded by the Federal Working Group on Labour Exploitation and the National Council.

This has provided the basis for further development of structures for cooperation, dialogue and exchange. The importance of these structures has been especially evident in relation to the Russian war of aggression against Ukraine and the resulting migratory movements. The existing structures responded quickly and effectively to the exceptional circumstances of what are mainly women and children seeking refuge in Germany, who are exposed to various risks due to their situation.

Section 4 of the NAP THB contains measures designed to reinforce, enhance and expand the proven structures in place. The Federal Government wants to develop these networking structures in terms of the topics covered and their scope, thereby promoting robust structures that also address the new challenges faced in preventing and combating human trafficking and providing protection for trafficked persons.

Section 4 also contains measures concerning international (development) cooperation which the Federal Government aims to use to prevent and combat human trafficking through targeted cooperation between countries of origin, transit and destination.

**Objective: Improving and further developing dialogue and exchange formats at federal level**

Measures	Duration	Responsibility	Output/indicator
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Dialogue and exchange in the context of the National Council against Sexual Violence Committed against Children and Adolescents (including the Working Group on Exploitation and International Cooperation)	2025-2030	BMFSFJ/UBSKM	Number of meetings and talks with experts
Dialogue and exchange as part of the work of the Federal-Länder Working Group on Trafficking in Human Beings	Ongoing	BMFSFJ in cooperation with the responsible federal ministries	Number of meetings, minutes of meetings
Special meetings of the Federal-Länder Working Group on Trafficking in Human Beings on 'newer' forms of exploitation under the revised EU Directive (exploitation through surrogacy and adoption and forced marriage) with respective stakeholders as guest participants	2025-2026	BMFSFJ	Minutes of meeting
Review and testing of potential exchange and networking formats on the 'newer' forms of exploitation contained in the revised EU Directive	2025-2026	BMFSFJ	Subject to the outcome of the review
Discussion of further measures to prevent and combat human trafficking for the	2025-2026	BMFSFJ	Exchange and minutes of meeting



purpose of exploitation through begging and criminal offences as part of the work performed by the Federal-Länder Working Group on Trafficking in Human Beings			
Establishment of a regular exchange format for the Conference of Gender Equality and Women's Affairs Ministers (GFMK) in the Länder on the action areas of prevention, protecting women and children, victim protection and counselling	From 2025	BMFSFJ	Exchange
Dialogue and exchange as part of the work of the Federal-Länder Working Group on Trafficking in Human Beings for the Purpose of Labour Exploitation	Ongoing	BMAS	Number of meetings, minutes of meetings
Reviewing the need for and offering to establish – under auspices of the Federal-Länder Working Group on Trafficking in Human Beings for the Purpose of Labour Exploitation – a temporary working group on the accommodation of victims of human trafficking and labour exploitation	2025	BMAS	Subject to the outcome of the review

as a dialogue and exchange format for the Länder within their jurisdiction			
<b>Objective: Promoting networking between the specialised counselling centres</b>			
Measures	Duration	Responsibility	Output/indicator
Supporting a nationwide network of specialised counselling centres by funding the German NGO Network Against Trafficking in Human Beings (KOK)	Ongoing (upcoming funding period 2025-2027)	BMFSFJ	Project and outcome reports
Supporting a nationwide network of specialised counselling centres for prostitutes by funding the NetSWork project run by bufas e.V.	2023-2026	BMFSFJ	Quality standards/ guidelines, training events
<b>Objective: Strengthening operational structures in line with the provisions of the amended EU Directive</b>			
Measures	Duration	Responsibility	Output/indicator
Establishing a national focal point for EU and international authorities and institutions for cross-border referral of victims in line with the revised EU Anti-Trafficking Directive	By 2025	Interministerial Steering Group on THB (coordinated by BMFSFJ)	Designation of focal points at Federal Government level
Reinforcing the national-level referral mechanisms for victims of human trafficking, taking account of the revised EU Anti-Trafficking Directive	Ongoing from 2025	BMFSFJ in cooperation with the responsible federal ministries	Revised federal/national cooperation strategy and review of follow-up measures

**Objective: Intensifying cooperation at operational level**

Measures	Duration	Responsibility	Output/indicator
Including members of the judiciary who possess relevant expertise in professional forums on the subject of human trafficking that are organised by the BKA	Ongoing	BKA	Events, projects
Implementation of a regional cooperation agreement of the State of Berlin between the Berlin police, Berlin main customs office and the umbrella organisations of Berlin-based counselling centres and other services for victims of labour exploitation, human trafficking for the purposes of labour exploitation and forced labour, for cooperation in criminal prosecution and enhance victim protection in all cases	2025	Central Customs Authority (GZD)/main customs offices (HZÄ)	Reporting
Implementation of a regional cooperation agreement of the State of Lower Saxony between the competent state ministries, the customs administration	2025	GZD/HZÄ	Reporting

(FKS), the Federal Employment Agency (BA) and local authority associations on cooperation to protect victims of human trafficking for the purpose of labour exploitation			
Review, signing and implementation of additional cooperation agreements to combat labour exploitation and trafficking in human beings	Ongoing	GZD/HZÄ	Advice and support for the main customs offices on the part of the Central Customs Authority, review, signing of cooperation agreement, reporting
Informing the general public about the above cooperation agreements	Ongoing	GZD/HZÄ	Announcement of concluded cooperation agreements
Regular exchange of experience between the GZD/BKA	Ongoing	GZD/BKA	Events
Mutual participation by the Central Customs Authority (GZD) and the BKA in presentations, training courses and seminars	Ongoing	GZD/BKA	Number of trained employees, number of events held
<b>Objective: Strengthening cooperation between labour market inspectorates on combating labour exploitation and forced labour</b>			
<b>Measures</b>	<b>Duration</b>	<b>Responsibility</b>	<b>Output/indicator</b>
Strengthening cooperation between inspectorates and counselling centres via networking (see measures in the action area working conditions,	From adoption of the NAP LE/FL 2025 – see the NAP LE/FL for the duration of	BMAS	Implementation of the NAP LE/FL

occupational safety and health and state control in the NAP LE/FL)	individual measures		
<b>Objective: Intensifying cooperation in the EU</b>			
Measures	Duration	Responsibility	Output/indicator
Supporting cooperation within the EU NREM network, including participation in regular network meetings	Ongoing	BMFSFJ in cooperation with Interministerial Steering Group on THB	Regular participation of the Federal Government in NREM network meetings
Contributing Germany's position and experience in legislative and policy shaping processes in EU Council working groups	Ongoing	BMJ in cooperation with Interministerial Steering Group on THB	Participation in meetings
Strengthening bilateral cooperation with EU countries of origin on preventive measures to protect workers against labour exploitation and forced labour (see measures in the NAP LE/FL on bilateral cooperation with Bulgaria and Romania as countries of origin)	From adoption of the NAP LE/FL – see the NAP LE/FL for the duration of individual measures	BMAS	Implementation of the NAP LE/FL
Training of BAMF employees and partner asylum authorities within the remit of the EU Agency for Asylum (EUAA)	Ongoing	BMI	Number of BAMF participations in further training programmes/ network meetings concerning human trafficking in asylum proceedings (exchange among special representatives and with special representatives from other EU member states, participation of the

			BAMF Victims of Human Trafficking in Asylum Procedures (VHTAP) department in international specialist conferences (number of participations)). Number of course participations among upcoming special representatives for victims of human trafficking and lecturer activities taken up as part of the EUAA train-the-trainer measures (lecturers need not be special representatives)
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Objective: Strengthening international cooperation between state and civil society organisations and parties involved in the areas of prevention, criminal prosecution and victim protection

Measures	Duration	Responsibility	Output/indicator
Participation in meetings of the Council of the Baltic Sea States and involvement in implementation of the Transnational Referral Mechanism to protect victims of human trafficking	Ongoing	BMAS/BMFSFJ	Reports
Regular participation at the Conference of the Parties to UNTOC	Ongoing	AA/BMFSFJ (UNTOC review)	Recommendations for action
Funding of UN projects aimed at combating human trafficking and protecting trafficked persons	Ongoing	AA	Project reports
Bilateral and regional projects to support institutions in combating human trafficking and protecting victims	Various standalone activities with different durations,	BMZ in cooperation with national and regional partner organisations	Projects implemented, project status reports and final report

Countries of origin, transit and destination outside the EU	ending no later than August 2027		
Funding of Interpol/Afripol projects to combat cross-border organised crime, including human trafficking	March 2023 – February 2025	AA	Project reports
Funding of two projects with the International Organization for Migration (IOM) with a focus on curbing cross-border crime, including human trafficking	Two standalone projects with differing life cycles, ending no later than October 2025	AA	Project reports
<b>Objective: Expanding OSCE capacities and strengthening networks and practice-related expertise of participating states and cooperation partners</b>			
<b>Measures</b>	<b>Duration</b>	<b>Responsibility</b>	<b>Output/indicator</b>
Secondment of experts as Special Representative of the OSCE Chairperson-in-Office and Coordinator for Combating Human Trafficking	Regularly since 2019	AA	Number of seconded experts in the Office of the Special Representative
Supporting simulation-based training at the OSCE via funding for the project on Combating Trafficking in Human Beings: Sustaining Multi-agency Collaboration through National Simulation-based Training Exercises	2021-2026	AA	Project report

## 5. Monitoring and Research

### Data on human trafficking in Germany

The following data on human trafficking in Germany is suited solely for use in drawing conclusions on reported cases and to a limited extent on such unreported cases as come to the attention of the investigative and prosecution authorities and/or selected specialised counselling centres. The number of unreported cases of human trafficking is estimated to be large.

The Federal Criminal Police Office (BKA) National Situation Report on Trafficking in Human Beings and Exploitation provides an overview of case numbers and trends in relation to criminal prosecution. Findings in the National Situation Report are based on reports from the Länder Criminal Police Offices, the BKA, the Federal Police and the Financial Monitoring Unit to Combat Illicit Employment (FSK) on investigations concluded in the reporting year and submitted to the competent public prosecutors' offices in the relevant offence categories involving crimes committed in Germany. The National Situation Report for 2023 counted a total of 474 investigations conducted involving suspected cases of human trafficking. An additional 299 cases of sexual exploitation and 36 cases involving labour exploitations were also investigated.

In 186 proceedings, exploitation of minors was the subject of the investigations.

Cases of forced marriage as a form of human trafficking, exploitation in committing a punishable offence and exploitation in the act of begging were also investigated in 2023. The victims, mostly women, were primarily from Germany, Eastern Europe and Asia.

KOK e. V. has published data reports commissioned by the BMFSFJ since 2020. These are based on data from specialised counselling centres in the KOK e. V. network. The KOK e. V. Data Report gives an overview of the activities of the specialised counselling centres along with information regarding the needs of the victims they advise. It also illuminates unreported cases that remain invisible to the prosecution authorities, thereby making the report a valuable addition to official data resources. In 2023, a total of 702 cases of human trafficking were registered in the KOK e. V. data tool, of which 597 were evaluated. Based on the expertise of the specialised counselling centres, a large proportion of those cases (as categorised by the specialised counselling centres) involved the offence of human trafficking, 71% forced prostitution and 15% labour exploitation. Most of the clients were aged between 22 and 39. A large majority came from West Africa.



The phenomenon of human trafficking is subject to constant change, influenced by geopolitical events, economic developments, climate change and digitalisation. This gives rise to new forms of exploitation, new target groups and new modus operandi. Significant numbers of unreported cases complicate data collection and European comparison. Ongoing research work and advancements in data collection and analysis are thus key to the success of any strategy to prevent and combat human trafficking and exploitation. The measures in this context in this NAP THB are designed to improve research and data collection and ensure that evidence-based decisions can continue to be made in the future. Equally as important as ongoing research on human trafficking in Germany are the regular monitoring and evaluation of the impacts of policy measures to combat this phenomenon. Against this backdrop, this section also contains national, EU and international reporting procedures as well as the monitoring process that is part of this NAP THB.

Objective: Improving data collection			
Measures	Duration	Responsibility	Output/indicator
Funding/supporting the establishment and pilot phase of the independent National Rapporteur Mechanism on trafficking in human beings at the German Institute for Human Rights (DIMR)	Until October 2026	BMFSFJ	Project report, first National Rapporteur Mechanism periodic report
Continued funding of research into unreported cases via data collection at the specialised counselling centres (data tool of the German NGO Network Against Trafficking in Human Beings (KOK e. V.))	Ongoing (funding period 2025-2027)	BMFSFJ	Annual KOK e. V. Data Report
Report on the current situation and trends in offences of human trafficking and exploitation in Germany, as defined in the German Criminal Code (StGB)	Ongoing	BKA	Annual BKA National Situation Report on Trafficking in Human Beings and Exploitation

Objective: Enabling research projects and establishing structures			
Measures	Duration	Responsibility	Output/indicator
Study on the prevalence and forms of forced marriage as a form of human trafficking in Germany	From 2026	BMFSFJ	Project and research report
Establishment of a centre for research on sexual violence against children and adolescents, with the first data collection wave in a nationwide prevalence survey of unreported cases among young people in schools regarding their experience of sexual violence, including questions concerning online sexual violence/exploitation (ongoing award process)	End of 2024 to (provisionally) end of 2028	UBSKM	Research report and planned UBSKM report to the German Bundestag
Objective: International reporting obligations for the further development of national measures			
Measures	Duration	Responsibility	Output/indicator
Monitoring procedure of the Council of Europe Group of Experts on Action against Trafficking in Human Beings (GRETA) – 4th Evaluation Round	Ongoing	Interministerial Steering Group on THB (coordinated by BMFSFJ)	Report of the Federal Government and GRETA Report with recommendations for action
Reporting on the status of implementation of the EU Anti-Trafficking Directive (2011/36/EU)	Ongoing	Interministerial Steering Group on THB (coordinated by BMFSFJ)	EU Commission report on the status of implementation of the EU Directive
Active involvement in implementing the UNTOC Review Mechanism	Ongoing, completion expected 2028	Interministerial Steering Group on THB (coordinated by BMJ and BMFSFJ)	Reports
Regular reporting to assist the development of the US TIP Report	Ongoing	Interministerial Steering Group on THB (coordinated by BMFSFJ)	Annual US TIP reports

**Objective: Monitoring implementation of the NAP THB**

Measures	Duration	Responsibility	Output/indicator
Establishing a monitoring mechanism for NAP THB implementation	Ongoing from 2026	Interministerial Steering Group on THB (coordinated by BMFSFJ)	Agreement in the Interministerial Steering Group on THB on the design and implementation of the monitoring mechanism  Annual review of the implementation status and availability of results
Kick-off event for implementation of the NAP THB with the Federal Government, the Länder and civil society	2025	Interministerial Steering Group on THB (coordinated by BMFSFJ)	Record of proceedings

## **Imprint**

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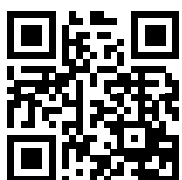
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Fax: +49 30 18 555-4400  
Email: [info@bmfsfj.service.bund.de](mailto:info@bmfsfj.service.bund.de)

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