



**LEGISLATIVE ASSEMBLY**  
FOR THE AUSTRALIAN CAPITAL TERRITORY

OFFICE OF THE LEGISLATIVE ASSEMBLY

**PROPOSAL FOR "STUDY TRAVEL" BY NON-EXECUTIVE MEMBER**

The Remuneration Tribunal has determined that non-Executive members are entitled to financial assistance with travel for the purposes of undertaking studies or investigations of matters related to his or her duties and responsibilities as a Member ("study travel").

Chapter 15 of the Members' Guide sets out procedures for members to access this entitlement that the Standing Committee on Administration and Procedure has endorsed. The process involves:

1. the member completing a "study travel proposal" and lodging that proposal with the Secretariat's Corporate Services Office; and
2. the Corporate Services Office providing advice to the Speaker on the proposal and on the member's available entitlement.

**Members should note that approval to utilise this entitlement cannot be sought retrospectively.**

**The following information must be provided:**

Brief description of the proposed activity (must include the purpose of the journey/activity and/or details of any conferences to be attended or training to be undertaken):

Travel to France, Sweden and the UK from 14 April to 5 May 2014 to study law reform in the area of prostitution, human trafficking for prostitution and exit programs for people who wish to exit prostitution. I plan to undertake this study travel around the CPA Executive Committee meeting which is being held in London from 28 April to 1 May.

Detailed itinerary (including dates and times) of the places to be visited/activity to be undertaken:

See attached

Estimated Cost of Activity: \$ 9,000. This will cover accommodation, meals, incidentals and internal European flights. The cost of return airfares to London will be covered by the CPA. Mr Lyle Dunne will be accompanying me to the CPA meeting and therefore to France and Sweden. I understand there is a balance of approximately \$18,500 in my study travel account (cost should include fares, travelling allowances, conference fees and other training expenses)

I acknowledge that:

- within **eight weeks** of completing this activity, I am required to submit a written report detailing: the travel undertaken and the costs incurred (including any reimbursement received for nominee accompanied travel); the names and area of responsibility of persons contacted; a summary of business undertaken; and, in relation to any approved training undertaken, a report on that training; and
- details of this proposal and the study travel report will be published on the Assembly's internet site.

Member's Name

Signature

*Lyle Dunne*

16/12/13

APPROVED / NOT APPROVED

Speaker

*16/12/13*

\*Delete as applicable

*C/CH*

## **Program outline**

**14 April 2104** arrive Paris

**15 to 17 April 2014** - France

Mr Alexis Rinckenbach of the Directorate-General for Social Cohesion, Ministry of Social Affairs and Health is organizing meetings with:

- Najat Vallaud-Belkacem, Minister for Gender Equality
- Officials from the Ministry for Social Affairs

Covering issues such as:

- The genesis of the law reform which passed the National Assembly in November 2013
- Reform implementation
- Plans for effective implementation.

**18 to 21 April 2014** - Easter Holiday

**22 to 25 April 2014** - Sweden

The Swedish Institute is organizing meetings with:

- Maria Arnholm, Minister for Gender Equality
- Hans Lundborg, Ambassador at Large on Human Trafficking
- Anna Skarhed who evaluated the law
- Patrik Cederlof, National Coordinator against Prostitution and Trafficking
- Kajsa Wahlberg, National Rapporteur on Trafficking in Human Beings, Swedish National Police Board
- Stockholm City Police Prostitution Group,
- Stockholm Prostitution Unit
- Prosecutors with experience in the area of prostitution
- Project Lila

Covering issues such as:

- The genesis of the law reform
- The impact of the reforms
- Reviews of the legislation
- Programs to advertise the legislative reform
- Public acceptance of the reform
- Programs to assist people who wish to prostitution
- Strategies to address trafficking for prostitution

**28 April to 1 May 2014** – London - CPA Executive Committee Meeting

**1 and 2 May 2014** - London - Meet with the All-Party Parliamentary Groups on prostitution and the global sex trade; and human trafficking and modern-day slavery as well as anti-prostitution NGOs such as CARE and Beyond the Streets.

**3 May 2014** depart London

# REPORT ON MEMBER'S STUDY TRIPS

## STUDY TRIP REPORT

Name: **Vicki Dunne**

Purpose of Visit: **To investigate the operation of the Nordic model of prostitution law, trafficking and exit programs in France, Sweden and England**

Places visited and dates of visit: **14 April to 2 May 2014 in Paris, Stockholm and London.** [I also participated in the mid-year meeting of the Executive Committee of the Commonwealth Parliamentary Association (CPA) in London on 28-30 April. This meeting, which was funded by the CPA, is not covered by this report.]

Expenses incurred (including any reimbursement received for spouse accompanied travel): **\$18,539.09. See attached**

Organisation(s) and individuals visited: **See attached**

Area of responsibility of persons contacted: **See attached**

Business undertaken: **See attached**

Conclusions and/or recommendations: **See attached**

Signed:



Date:

*12 June 2014*

# **Study Trip Report**

## **Participation in a Joint Parliamentary Delegation to France and Sweden to investigate the operation of the Nordic model of prostitution law, trafficking and exit programs and Meetings in the UK to investigate the operation of the Nordic model of prostitution law, trafficking and exit programs and other matters**

**April-May 2014**

### **Motivation for this study trip**

In 2011/12 I chaired an inquiry into the operation of the ACT's *Prostitution Act 1992*<sup>1</sup>.

At the time of the inquiry, many submitters encouraged the inquiry to visit Sweden and look at the law reform undertaken there. This type of law making was a radical departure and had not been envisaged when the ACT undertook its 1992 law reform. Unfortunately the majority of the members of that Committee would not consider the option and also declined support for me to add a few days to a private visit to Europe to visit Sweden as part of the inquiry.

I have long considered an in-depth study of the Swedish laws and consideration of their applicability to Australia and in the ACT in particular, in the areas of both prostitution and trafficking as unfinished business.

Initially the plan for the study trip was for two members of the ACT Legislative Assembly to visit Sweden to look at the operation of their prostitution laws over 15 years; and South Korea because their exit programs and shelters for prostituted persons are considered the best in the world. During the months of planning, I discovered colleagues in other parliaments interested in the same subject matter, and we decided to collaborate, and also to invite civil society organisations and researchers to participate in some or all of the program at their own expense.

In November I became aware of the passage of laws similar to the Swedish laws, through the French National Assembly. The laws passed in December 2013. This would provide an opportunity to study the immediate passage of current laws and

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<sup>1</sup> [http://www.parliament.act.gov.au/\\_data/assets/pdf\\_file/0003/373368/JACS09\\_Prostitution\\_Act.pdf](http://www.parliament.act.gov.au/_data/assets/pdf_file/0003/373368/JACS09_Prostitution_Act.pdf).

consider the large task of implementing such laws from the ground up. It would also offer an opportunity to gauge the level of support for such legislation as it was being debated.

A complication to the planning of the study trip was that a meeting of the Commonwealth Parliamentary Association's Executive Committee, of which I am a member, was rescheduled to London in the last week of April when I had planned to be in South Korea. This meant that I was not able to participate in the South Korean leg of the journey. However events in England, especially the publication of a report of the All-Party Parliamentary Group on Prostitution and the Global Sex Trade, provided some opportunities to learn from the experience of other legislators and policy makers about developments there.

In the end a group of five members of state parliaments and five others visited between them four different countries, looking at innovations in the way law and society deals with prostituted and trafficked persons. This report covers my visit to Paris, Stockholm and London, and while there will be similarities with the meetings and travels of other members of the group, they are not the same. The reflections on issues arising are mine alone.

In making this report, I extend my thanks to the following people for their assistance and advice in organising such a complex program. H.E. Mr Gerald Thomson, Australian Ambassador to Sweden; H.E. Mr. Stéphane Romatet, Ambassador for France; H.E. Mr Sven-Olof Petersson, Ambassador for Sweden; Ms Sandrine Mouchet; Ms Nathalie Dupont; Mr Oskar Röhlander and the staff of the Swedish Institute; Mr Chris Whitehouse; Ms Gunilla Ekberg; and Mr Brian Iselin. Particular thanks to Carol-Ann Braun for her translating and interpreting services and her ongoing interest in the subject, which helps me keep abreast of developments in France.

Thanks to my travelling companions whose professionalism, interest in the topic and long-standing commitment to improving the lives of prostituted people, made a lengthy journey and challenging subject matter easier.

I also thank all those I met and who gave so generously of their time and expertise.

## **France 14-17 April 2014**

### ***Monday 14 April***

**Natalie Tournyol du Clos, Head of Service, and Fannie Benedetti, European and International Affairs Unit, Social Cohesion Directorate-General, Ministry of Women's Rights**

The Social Cohesion Director-General gave a background to the new laws and France's motivation for the passage of the laws.

**Tuesday 15 April**

**Ms Elisabeth Moiron-Braud, Secretary General, Ministry for the Protection of Women, the Interministerial Taskforce for Protecting women victims of violence and the fight against human trafficking (MIPROF)**

Formed in late 2012, MIPROF co-ordinates the collection, analysis and retrieval of useful data on violence against women. It has formed partnerships with NGOs and local authorities to develop local initiatives to meet the needs of victims of violence against women.

The MIPROF will be responsible for defining and coordinating the implementation of plans of action against trafficking in human beings and the implementation of France's new prostitution laws.

**Gregoire They, Executive Director, Mouvement du Nid**

Mouvement du Nid (Nest) was founded in 1946 by members of the Catholic workers' movement in France to: help prostitutes; inform the French public about prostitution; and act on the causes and consequences of prostitution. Le Mouvement trains about 3000 social workers per year. It is developing new training for lawyers, judges, the police, teachers and nurses working in inner-city schools

In the 1970s Mouvement du Nid founded an offshoot organisation, Amicales du Nid, which concentrates on outreach to women in prostitution while the Mouvement concentrates on advocacy and political action. Mouvement du Nid is a non-profit association, recognised and partly funded by French government, and is located throughout France, acting on the causes and consequences of prostitution.

M They outlined the role of NGOs in the passage of legislation from public advocacy, testament and lobbying members of the National Assembly from all parties.

**Yves Charpenel , Advocate General, Supreme Court and President, Philippe Scelles, Vice-President and Founder, and Francisco Boisard, Chief of Projects Scelles Foundation**

Scelles Foundation began in 2003. Initially it focused its work on the establishment of clearing house for information on sexual exploitation: the Centre for International Research and Documentation on Sexual Exploitation (CRIDES), which publishes an annual report on the state of prostitution in the world. From this beginning, Scelles Foundation contributed to the creation of several partnerships of NGOs both nationally (Abolition) and internationally (the Coalition against Prostitution (CAP)).

Foundation brings a broad range of skills, especially research and advocacy to the fight against sexual exploitation.

M Charpenel, who is a senior prosecutor and UN expert, spoke about the cases of trafficking in France. Last year there were 400 cases of human trafficking in the courts, which is the highest number in Europe, and 50 human trafficking networks were dismantled.

### ***Wednesday 16 April***

#### **Maud Olivier – Counsel General, Member of National Assembly**

Mme Olivier is a Socialist member of the National Assembly. She has been a rapporteur of the Special Commission to review the proposed legislation to strengthen the fight against the prostitution system and a member of the delegation of the National Assembly on women's rights and equal opportunities between women and men.

Mme Olivier described the passage of the legislation through the General Assembly and spoke about its prospects for passage through the Senate and final implementation.

### ***Thursday 17 April***

#### **Dr Jean-Francois Corty, Directeur des Missions France, Olivier Lebel, Executive Director, Medecins du Monde and Laure Cure, social worker, Le Lotus Bus**

Medecins du Monde is a broad based, international group of doctors and related volunteers that operate programs in 15 countries internationally. The French operation began as a drug harm minimisation organisation which, according to its country director Jean-Francois Corty, is a practical rather than ideological organisation. Medecins du Monde runs a number of outreach programs to prostitutes across France, including a specialised service to the growing number of Chinese women working in prostitution in Paris: Le Lotus Bus.

While Medecins du Monde welcome the social programs associated with the new laws, the repeal of the current laws on soliciting and procuring, they are highly critical of the decision to criminalise the buyer of sex and people living off the proceeds of prostitution. They also question whether there will be enough funding for the social programs.

#### **Senator Marie-Annick Duchene, Chair, Versailles/Canberra Association, Palais du Luxembourg**

I met Senator Duchene at the request of the Canberra arm of the Versailles/Canberra Association to discuss ways of building closer co-operation for the benefit of both cities.

## Issues arising from the meetings in Paris

France has a long abolitionist<sup>2</sup> history. Officials cited France's ratification, in 1960, of the 1949 UN Convention for the Suppression of the Traffic in Persons, and of the Exploitation of the Prostitution of Others, whose preamble states:

*Whereas prostitution and the accompanying evil of the traffic in persons for the purpose of prostitution are incompatible with the dignity and worth of the human person and endanger the welfare of the individual, the family and the community*

Other documents that direct the French approach to prostitution and trafficking include the European Directive against human trafficking from 2011.

France's current prostitution laws, passed in 2005, prohibit soliciting, procuring and living off the earnings of prostitution. By all accounts, they have been half-heartedly enforced, with the prostituted person more often prosecuted than the purchaser or procurer.

The new laws provide for a series of fines for the purchasers of sex from prostituted persons, as well as the confiscation of the proceeds of prostitution from any third party. The fines and the proceeds of crime legislation will be put into a €20m fund to provide social programs for prostituted persons and for the purchasers of sex.

Apart from issues of gender equity, the motivation for the new law comes from the estimated 20 000 to 40 000 prostituted persons in France and the increasing number of apparently trafficked women. An estimated 90 percent are foreigners, mostly from Eastern Europe, Balkan States, the former USSR; Anglophone African countries, such as Nigeria; and China. Most of them are believed to have been trafficked or to have some kind of debt bond. Human trafficking is recognised as a form of violence inflicted on women and a growing problem for France.

The laws passed the National Assembly with broad support across all parties and groupings. There was strong support from women, with no female parliamentarian voting against the laws, although some abstained.

The officials, legislators and NGOs spoke about the passage of the laws as an "exceptional show of solidarity" by the National Assembly, where members worked together to write, push for and vote in a law to address the "demand side" of prostitution. There was some concern that the Senate would reject elements of the law when it is debated there in about September. However the general view was that the National Assembly would uphold the laws and they would pass into law in their present form.

There is concern that French agencies are 'siloed', and that it will be difficult to implement the law across many levels of government, and through a range of agencies both government and non-government. The French government has

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<sup>2</sup> "Abolitionist" is not in common usage in the English-speaking world but was a term commonly used by all those I met to describe France's long-term anti-prostitution stance.

appointed a co-ordinating agency, MIPROF, to implement the new law and its associated policy initiatives.

Implementation may be difficult, and there is a general and realistic belief that for the laws to be really effective there will need to be a change in culture. Officials believe that this cultural change will take at least 15 years. However both supporters and opponents of the law report that the law has already had an effect, with anecdotal evidence that fewer people were buying sex in the months following the passage of the laws. Supporters pointed to this as a sign that the law was having a normative effect. (see Sweden below).

French authorities and all civil society organisations, even those opposed to the laws, recognise that there need to be programs to assist prostituted persons who want to exit prostitution. This is generally seen to be the responsibility of specialist non-government organisations with financial support from the central and regional governments. All parties appreciate the opportunities that the new laws will provide in this area.

## Sweden 22-25 April 2014

*Tuesday 22 April*

**Annika Rembe, Director General, and Ulrika Rosvall, Programme Manager, Swedish Institute.**

The Swedish Institute, founded in 1945, is a public agency with a staff of approximately 130 employees, and offices in Stockholm, Visby and Paris. Its main aim is to promote Sweden and Swedish issues globally. Since 1998 the Institute has been a joint agency reporting to the Minister for Foreign Affairs & Trade. The Institute played a role in Sweden's Action Plan on Human Trafficking & Prostitution. The plan targeted police, social services, NGOs and journalists to raise awareness of the laws. The Institute organises seminars overseas, and hosts study visits from overseas visitors looking at the Swedish model.

**Magnus Jonsson, Ministry for Education and Research.**

Mr Jonsson's portfolio includes issues on prostitution and trafficking for sexual purposes (as well as gender equality and education).

He outlined the aim of the Government's gender equality policy: to create the conditions for women and men to enjoy the same power and opportunities to influence their own lives. Further, he outlined the genesis of the Swedish prostitution laws and how they had been implemented since 1999. There is an increasing level of interest in the operation of the laws, with Swedish agencies hosting many delegations from around the world, including France, Belgium, England, Ireland, Northern Ireland, Canada, USA, Germany and the Netherlands. In addition, there are similar laws in Denmark, Iceland and Finland (although in Finland it is only an offence to purchase sex if it is from a trafficked person).

**Kajsa Wahlberg, Superintendent, the National Police Board National Rapporteur on Human Trafficking, and Ewa Carlenfors, Superintendent, Stockholm City Police**

The National Police Board combats serious organised crime on a national and international level. The role of National Rapporteur is to provide overview, record statistics and data on trafficking, identify issues, undertake training of police, as well as liaising internationally. Superintendent Wahlberg has held the position since the passage of the laws in 1999.

Superintendent Carlenfors heads a 25-strong team on Trafficking and Procuring in the Stockholm City Police.

Both officers believed the laws had been effective in curbing but not stopping prostitution. They strongly rejected the notion that the 1999 laws had driven

prostitution “underground”. On the contrary, they claimed that prostitution relied on customers being able to find prostitutes and if customers could find them, so could the police.

They also contended that there was a better relationship between the police and prostituted persons than had previously been the case because they did not risk arrest. This was supported by Patrik Cederlöf and contested by Perta Östergren.

### ***Wednesday 23 April***

#### **Marie Lind Thomsen and Ewa Wintzell, Prosecutors, International Public Prosecution Office**

The Prosecutor’s Office, as in Australia, is an authority independent from the Parliament, police and the courts. The Prosecutor General reports to Parliament. The Office has specialised units that concentrate on national security, corruption and organised crime.

There has been an attitude shift in Sweden around sharing information, and a concerted effort to break down silos in law enforcement, which have made it easier to combat organised crime. Swedish law has both proceeds-of-crime and unexplained-wealth provisions, as it is recognised that with organised crime the risk of going to prison is just one of the costs of doing business, whereas taking their assets really hurts them.

#### **His Excellency Gerald Thomson, Australian Ambassador to Sweden**

Meeting and lunch at Ambassador’s residence, along with Patrik Cederlöf, Kajsa Wahlberg, Hans Lundborg, Anna Skarhed, Angela Beausang and Oskar Röhlander.

#### **Anna Skarhed – Chancellor of Justice**

The main tasks of the Chancellor of Justice are to:

- Act as the Government’s ombudsman in the supervision of authorities and civil servants;
- Represent the State in legal disputes, primarily actions for damages against the State;
- Ensure that the freedom of the press and other media are protected; and
- Act as sole prosecutor in cases concerning offences against the freedom of the press and the freedom of expression.

During 2008-2010 Ms Skarhed investigated Sweden’s sex purchase law. The review focussed on whether the law met legislators’ expectations. The review found:

- strong public support for the law-(1996: 67%; 1999: 70%); support is consistently above 70% in recent surveys. This compares to 30% support when the laws passed; (see Issues Arising below)
- no evidence of a more rapid increase in internet prostitution in Sweden than in similar countries like Denmark and Norway;
- a strong “normative effect” caused by the law: in 1996 13% of Swedish men admitted to having paid for sex;-by 2008 that number had fallen to 8%; (see Issues Arising below)
- fears of the impact of the law on prostituting women have not come true;
- while the law has not eliminated sex trafficking, very few of the 140,000 individuals trafficked internationally each day arrive in Sweden, indicating that the law has functioned as a protection from major trafficking;
- no evidence of any increase in violence against women.

The review recommended a permanent, long-term government strategy and consistent investment to continue to achieve results.

**Marie Johansson, social worker, Project KAST.**

KAST is a project overseen by the City of Stockholm that provides counsellors to work with those who buy sex, many of whom also have addictions to pornography. (There are similar services in Malmo and Gothenberg.) Access to the services is voluntary, and programs are tailor-made for each client.

***Thursday 24 April***

**Cecilia Back and Maria Kaiser, Rapporteurs from the Committee on Justice of the Riksdag followed by a guided tour of the Swedish Parliament.**

Committee officials spoke about the widespread support for the law. When the law passed in 1998 it was by a slim parliamentary majority. Now all parliamentary groupings in the Riksdag support the law. (see Issues Arising below)

The Committee is currently considering sex tourism legislation as a compliment to the prostitution laws.

**Carin Ohlsson, President of the Swedish Association of Women’s Shelters and Young Women’s Empowerment Centres (SKR).**

SKR is a national association of women’s shelters, young women’s empowerment centres, relatives’ associations and other organisations working to prevent and put a

stop to men's violence against women. The association is not affiliated to any political party or religion. SKR has over 100 member organisations.

**Angela Beausang President of the National Organisation for Women's Shelters and Young Women's Shelters (ROKS).**

ROKS is the largest member organisation for women's shelters and young women's shelters in Sweden. ROKS aims at safeguarding the common interests of the shelters in their work against male violence towards women.

**Gertrud Åström, President and Stephanie Thögensen, Programme Manager from the Swedish Women's Lobby.**

The Swedish Women's Lobby (SWL) is a politically and religiously independent umbrella organization for women's organizations in Sweden. SWL works to fulfil women's full human rights and towards a gender equal society within Sweden, the EU and internationally.

**His Excellency Hans Lundborg, Ambassador-at-Large for Sweden on Human Trafficking, Department for Multilateral Development Cooperation, Ministry for Foreign Affairs.**

His Excellency spoke about the need for multilateral action as the only way to solve the problem of trafficking. Trafficking is about poor people, human rights, women's rights, children's rights and corruption. At this stage multilateral efforts are weak because the issue is seen as huge and complex. We suffer from different definitions and different interpretation in different countries. Selling the Swedish Model in the international community is challenging, but there are now several organisations of the UN and in Europe working against trafficking.

***Friday 25 April***

**Eva Göransson, Director and other staff of the Skogsbo Centre.**

Skogsbo is a Salvation Army-run shelter for abused women and children . For many years Skogsbo has provided shelter and assistance to women who are victims of human trafficking. Skogsbo, which is in a village outside of Stockholm, provides one-on-one, tailored programs to women in need and residents stay as long as is necessary. Some clients have remained up to three years.

**Petra Östergren, writer and social commentator specialising on gender politics and prostitution issues.**

Petra Östergren is the author of several books and a novel, and currently a PhD candidate in social anthropology at Lund University. Ms Östergren is an outspoken critic of the Swedish prostitution laws. She is currently researching a PhD on why Sweden is opposed to commercial sex. She believes that Sweden is a "progressive

utopia” and that these laws are discordant with the Swedish way.

**Patrik Cederlöf, National coordinator against prostitution/trafficking. Social issues section County Administrative Board of Stockholm Sweden.**

The County Administrative Board is the representative of the Government in the region and the coordinating body for State activities in each county. The Stockholm County Administrative Board has a national co-ordinating role in delivering social services to trafficked women. The Board is seen as a neutral agency looking at needs from both the social and law enforcement perspective, and ensures that social welfare officers work with the police in the area of prostitution.

Mr Cederlöf spoke about the work of shelters, usually run by NGOs, and their important role once police and the social services pick up prostituted or trafficked women. He also spoke about the options for women to remain in Sweden or to be repatriated.

***Saturday 26 April***

**Ruth Norstrom from Scandinavian Human Rights Lawyers (SHRL) and Mats Tunehag from European Freedom Network (EFN).**

SHRL is an NGO dedicated to the promotion and protection of human rights and human dignity in Scandinavia and Europe. SHRL implements an effective strategy of advocacy, networking and education on legal issues.

EFN was initiated by the European Evangelical Alliance in response to the growing need to network Christian groups working on the issues of human trafficking and sexual exploitation. Currently some 135 organisations from 35 countries are networked through EFN and this not only facilitates the sharing of information, but also facilitates the rehabilitation of human trafficking victims who may wish to be repatriated.

**Issues arising from the meetings in Stockholm**

The prohibition on sex purchasing came into force in 1999 after the passage of *Violence Against Women Act (Kvinnofrid)*, which was a package of legislation against sexual harassment, domestic violence and prostitution. The laws were not popular at the time, and were passed with a cobbled-together coalition of support by a narrow margin.

Sweden is proud of the development and application of its prostitution laws. This is evidenced by the regularity with which they host delegations and study tours and conduct seminars overseas on the operation of the laws.

There is little doubt that the law has met the objectives of its authors, as well as having had the unanticipated effect of being a significant barrier to trafficking for sexual purposes. Every official encountered admitted that trafficking had not been considered when the legislation came into effect in 1999; in fact Sweden did not have anti-trafficking laws until 2002. However it soon became clear that trafficking was less of a problem in Sweden than it was in other countries of Europe. Since 2002 the fight against prostitution and trafficking has been unified, as they are seen by Swedish authorities as different sides of the same coin. This was a view held by French officials as well.

The Swedish approach to law enforcement, and the extensive program of care available to prostituted and trafficked persons is characterised by

- high levels of co-operation between agencies;
- information sharing; and
- a conscious effort to break down silos between agencies of government and between government and non-government organisations.

The level of co-operation between police and prosecutors at the investigation phase seemed unusual to me, and might be a function of a different legal system as much as a collaborative spirit. It would be interesting to see if a system of laws like those introduced in Sweden and elsewhere in the Nordic countries would operate as effectively in France where the laws are due to pass, or in a Common Law jurisdiction

From years of study and inquiry it has become clear to me that Sweden has the most comprehensive and co-ordinated approach to caring for trafficked persons. With high levels of agency co-operation during the investigation of prostitution rings, social security support and high quality shelters to provide resettlement for trafficked persons in Sweden and programs to repatriate them to their homelands, with micro credit loans, the Swedish authorities aim to ensure the safety and long-term security of prostituted persons.

That is not to say that prostitution and trafficking have been eliminated completely from Sweden. Nevertheless the figures indicate that it is substantially reduced in absolute terms from what it was in 1999, and that there is less prostitution in Sweden than in comparable European countries with different laws.

One of the important factors in the implementation of the laws was the training of police in issues related to prostitution, and the comparatively large number of police involved in the enforcement of the law. The low level of corruption in the anti prostitution agencies is also a factor. This could be a function of a lot of women police officers and a general low level of corruption in Sweden<sup>3</sup>.

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<sup>3</sup> Sweden is regularly in the top three of Transparency International's Corruption Perception Index <http://www.transparency.org/research/cpi/>

The other element that all officials spoke about was the powerful normative effect of the law. Officials reinforced that this could not be underestimated. They believed that the mere existence of the law deterred up to 30% of purchasers. While it was not a universally held view, most officials did not support the extension of the penalty for purchasing sex to a prison term because they believed that the current penalties had wide public support and that they worked well as a deterrent for many potential purchasers of sex.

Research indicates that younger people are less tolerant of the purchase of sex. Further it is believed that the large turnaround in the number of people admitting to buying sex can be attributed to the change in the national view about prostitution.

## England 1 & 2 May 2014

### *Thursday 1 May*

**Gavin Shuker MP, Rob Ffello MP, Julian Brazier MP and Catherine McKinnell MP**

Mr Shuker is the Chairman of the All-Party Parliamentary Group on Prostitution and the Global Sex Trade. The All-Party Group was formed to “raise awareness of the impact of the sale of sexual services on those involved and to develop proposals for government action to tackle individuals who create demand for sexual services as well as those who control prostitutes; to protect prostituted women by helping them to exit prostitution and to prevent girls from entering prostitution.”<sup>4</sup> The group recently published a report *Shifting the Burden*, which looks at the state of the law in England and Wales and advocates for the adoption of the Nordic model of prostitution law.

Discussions with all MPs centred on the laws in England and Wales dealing with prostitution, and the forthcoming *Modern Slavery Bill*, which is in draft form and out for public discussion.

**Nola Leach, Chief Executive, and Louise Gleich, Human Trafficking and Sexual Exploitation Policy Officer, CARE**

Christian Action Research and Education (CARE) is a registered charity that advocates on public policy issues such as bioethics, prostitution and human trafficking family, gambling education and equity. CARE provided the secretariat services for Chairman of the All-Party Parliamentary Group on Prostitution and the Global Sex Trade during its investigation and the writing of the report *Shifting the Burden*.

### *Friday 2 May*

**Dr David Ryall, Assistant General Secretary and Cecilia Taylor-Camara, Office for Migration Policy, International Affairs Department, Catholic Bishops' Conference of England and Wales**

The Office for Migration Policy within the International Affairs Department of the Catholic Bishops' Conference is working to develop, with law enforcement agencies and community groups, pastoral care initiatives for vulnerable migrants especially given the increased demand for trafficked women and children in the UK.

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<sup>4</sup> <http://www.allparty.org/all-party-groups/prostitution-and-the-global-sex-trade>

Discussions centred on a number of initiatives by the office to co-ordinate the work of law enforcement agencies and civil society agencies to co-operate in the areas of trafficking, which culminated in the Santa Marta Commitment of April 2014. I was also provided with material designed for incorporation into the senior school curriculum.

### **Mary Honeyball MEP**

Ms Honeyball is a Labour MEP who in March 2014 successfully steered a non-binding resolution<sup>5</sup> through the European Parliament relating to gender equality and prostitution, proposing that the whole of Europe adopt the Swedish model for reform of prostitution.

Discussions centred on the passage of the resolution, the views of supporters and opponents and the general disposition of parties and individuals in Australia to the adoption of the Swedish model.

### **Issues arising from the meetings in London**

The Report *Shifting the Burden* highlighted that England's prostitution laws were fragmented, unco-ordinated and patchily implemented. This is especially the case with the 2010 law that made it a misdemeanour to have sex with a trafficked person. The forthcoming *Modern Slavery Bill* is seen as an opportunity to create a rational and modernised approach to prostitution law.

There is a high level of involvement of civil society organisations in addressing trafficking in the UK, and they also hold out hopes for reform through the *Modern Slavery Bill*.

### **General issues arising**

Unlike all the countries visited, Australia is a federation where the responsibility for laws in this area of study is split between the Commonwealth (trafficking) and the states and territories (prostitution). This division of responsibility could militate against a co-ordinated approach, especially when it comes to trafficking.

While it is generally believed that Australia is in many ways protected from trafficking on a very large scale by factors such as isolation and secure borders, it has long been recognised as a destination country for trafficked persons. If there are concerted and effective efforts in Europe to combat trafficking then Australia could become more vulnerable to trafficking and all the associated organised crime.

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<sup>5</sup> <http://www.europarl.europa.eu/sides/getDoc.do?pubRef=-//EP//TEXT+REPORT+A7-2014-0071+0+DOC+XML+V0//EN#title1>

This report has not discussed some of the emerging problems, which may have an element of trafficking associated with them, noted by officials and legislators in all the European countries visited namely: the increase in young boys, mainly from a middle-eastern background, in the sex industry; and the rise of what appears to be organised bands of beggars, mainly from eastern Europe.

Expenses incurred:

Study travel expenses 13 April to 4 May 2014	
Member	
Fares*	\$ 482.70
ATO-determined Meals and Incidentals allowance - 15 Days	\$ 5,175.00
Accommodation	\$ 3,241.19
Transfers and taxis	\$ 349.42
Interpreter - 1/3 share	\$ 1,063.80
<b>Total Member</b>	<b>\$ 10,312.11</b>
Accompanying person fares	\$ 8,226.98
<b>Total</b>	<b>\$ 18,539.09</b>

\* The bulk of the fares were paid by the CPA to attend the Executive Committee meeting