

# Trafficking in Human Beings

Supplementary figures

Fourth report of the  
Dutch National Rapporteur

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The universal notion of protecting human dignity, which is at stake in case of THB, is underlined by the words 'Mensenhandel is verboden' (trafficking in human beings is prohibited) on the front cover of this report. These words are taken from the Charter of Fundamental Rights of the European Union which is part of the Treaty establishing a Constitution for Europe. Following the example of the Dutch artist Henk Visch, who organised in 2003 an exposition under the title 'Mensenhandel is verboden', the words are put in handwriting to stress the importance of their notion in daily practice.

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## Abbreviations used

BNRM	<i>Bureau Nationaal Rapporteur Mensenhandel</i> (Bureau of the Dutch National Rapporteur on Trafficking in Human Beings)
CBS	<i>Centraal Bureau voor de Statistiek</i> (Statistics Netherlands)
CFI	Criminal Financial Investigation
CIU	Central Intelligence Unit
COA	<i>Centraal Orgaan opvang Asielzoekers</i> (Central Agency for the Reception of Asylum Seekers)
CSO	Community Service Order
ECPAT	End Child Prostitution, Child Pornography and the Trafficking of Children for Sexual Purposes
EU	European Union
gsm	mobile phone
IEM	<i>Informatie-Eenheid Mensenhandel</i> (Trafficking in Human Beings Information Unit)
IKP-S	<i>Informatie Knooppunt Politie Systeem</i> (Police Information Node System)
IND	<i>Immigratie- en Naturalisatiedienst</i> (Immigration and Naturalisation Service)
KLPD	<i>Korps Landelijke Politie Diensten</i> (National Police Agency)
N	Number
n/a	not applicable
NAM	<i>Nationaal Actieplan Mensenhandel</i> (National Action Plan for Trafficking in Human Beings)
NB	Nota Bene
NRI	<i>Nationale Recherche Informatie</i> (National Crime Investigation Agency)
NRM	<i>Nationaal Rapporteur Mensenhandel</i> (National Rapporteur on Trafficking in Human Beings)
NRM1	First report by the National Rapporteur on Trafficking in Human Beings
NRM2	Second report by the National Rapporteur on Trafficking in Human Beings
NRM3	Third report by the National Rapporteur on Trafficking in Human Beings
PPM/dNP	<i>Projectgroep Prostitutie Mensenhandel/de Nederlandse Politie</i> (National Police Project on Prostitution and Trafficking in Human Beings)
PPS	Public Prosecution Service
SD	Standard Deviation
SiBa	<i>Statistische informatievoorziening en Beleidsanalyse</i> (Statistical Data Supply and Policy Analysis Unit)
STV	<i>Stichting Tegen Vrouwenhandel</i> (Foundation against Trafficking in Women)
THB	Trafficking in Human Beings
TK	<i>Tweede Kamer</i> (Lower House of Parliament)
UNICEF	United Nations Children's Fund
WODC	<i>Wetenschappelijk Onderzoek- en Documentatiecentrum</i> (Scientific Research and Documentation Centre)





# 1 Introduction

In mid-2004 the third report of the National Rapporteur on Trafficking in Human Beings (*Nationaal Rapporteur Mensenhandel* - NRM) was published. Besides quantitative data up to and including the year 2002, this report contained background information and more than 60 recommendations for improving the way trafficking in human beings (hereinafter abbreviated to THB) should be tackled. One of the recommendations was to draw up a National Action Plan for Trafficking in Human Beings (*Nationaal Actieplan Mensenhandel* - NAM). Such a plan has indeed been produced. In December 2004 the NAM was presented to the Lower House.<sup>1</sup> The NAM is also the government's response to recommendations in the third report. At the time of completing this fourth report (May 2005), the parliamentary debate on the third report and the NAM has yet to be held.

Apart from the realisation of the NAM, a number of other developments in the area of (combating) THB are worth mentioning. For example, the old article on THB in the Criminal Code (Article 250a), which only covers exploitation in the sex industry, was replaced on 1 January 2005 by an article that covers all forms of THB (Article 273a; Appendix 1). This includes exploitation in the sex industry, exploitation in other sectors of work and services, as well as certain activities aimed at the removal of human organs. The B9 regulation has been modified in line with this and the field of work of the Bureau of the National Rapporteur on Trafficking in Human Beings (BNRM) is expected to be broadened accordingly. One point of attention for BNRM is therefore to find out if, and if so, in which sectors and on what scale, such modern forms of slavery occur. For this purpose, BNRM has started up a study into 'other exploitation'. UNICEF and ECPAT are also conducting studies in this area, specifically focusing on underage victims. Chain partners in tackling THB face the task of remaining in a state of readiness and preparing themselves to assist the victims of other forms of exploitation as the need arises and to track down and prosecute the perpetrators. In order to inform and activate the chain partners, BNRM together with the Enforcement Department of the Ministry of Justice organised a meeting on this subject. In addition, in the first half of 2005 the *Information Point for Youth Prostitution* (Informatiepunt Jeugdprostitutie) was started up with Transact and the *Expertise Centre for Trafficking in Human Beings/Human Smuggling* (Expertisecentrum Mensenhandel/Mensen-smokkel) with the National Crime Squad. The efforts to improve the implementation of the B9 regulation in practice as well as the efforts of the Public Prosecution Service (PPS) in view of the recent broadening of legislation on THB also belong to this list of developments, which is by no means exhaustive.

But there are areas of concern too. For example, in 2004 a number of subsidies to various public organisations that were active in the policy areas of prostitution and (combating) THB were withdrawn or reduced, as a result of which important expertise has been lost, or is in danger of being lost. Another matter of concern is the fewer number of investigations into THB in 2003 that were successfully completed, and also the fewer number of suspects arrested and 'referred' for each investigation (See Chapter 3). In addition, the National Police Project on Prostitution and Trafficking in Human Beings (*Projectgroep Prostitutie Mensenhandel/de Nederlandse Politie* - PPM/dNP) did not meet for a number of months, and there are regular signs that in certain regions, partly because of capacity problems, there are no inspections, or only sporadic ones, taking place in sex establishments. It is therefore doubtful whether the fight against ex-

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<sup>1</sup> Appendix to Parliamentary Papers TK 2004-2005, 28 638 no. 13.

ploitation in the sex industry is indeed being given sufficient priority and capacity on a continuous basis, both in terms of administrative inspections by municipalities (in the role of decentralised government) in the licensed sector as well as the investigative and prosecution efforts - within and outside this sector - for which also the central government bears responsibility.

As has already been emphasised repeatedly in earlier reports, administrative control is a crucial enforcement tool. Crucial because the government's rationale behind distinguishing between the legalised sector without THB on the one hand and a thus increasingly more defined forbidden sector with an increased risk of THB on the other hand is otherwise undermined. Provisional figures show, incidentally, that the number of successfully completed investigations into THB in 2004 again increased significantly (see Appendix 5).

Enforcement - both administrative and in criminal justice - remains an important point, also in the light of the above-mentioned broadening of the definition of THB, which in fact demands alertness to potential exploitation within a much broader range of work situations.

This fourth report does not go into further detail regarding the abovementioned issues; it focuses on additional quantitative information for the year 2003<sup>2</sup>, concentrating on three areas, namely the victims of THB that have reported to the Foundation against Trafficking in Women (*Stichting Tegen Vrouwenhandel* - STV), investigations into THB and prosecutions brought by the police (dealt with by the PPS and settled in court). The figures are presented together with figures (already published in previous reports) for the years 2000 to 2002 inclusive, in order to show any trends.

Chapter 2 contains information on the victims of THB that have been reported to the STV.

Chapter 3 concerns investigations carried out by the Dutch police into cases of THB.

Chapter 4 contains information on cases of THB registered with and handled by the PPS, and their settlement by the courts.

Chapter 5 contains the summary.

For this report, information was made available by the STV and the police, for which BNRM is most grateful. A separate word of thanks goes to Peter Paul Groen of the Statistical Data Supply and Policy Analysis Unit (*Statistische informatievoorziening en Beleidsanalyse* - SiBa) of the Scientific Research and Documentation Centre (*Wetenschappelijk Onderzoek- en Documentatiecentrum* - WODC), for the analyses of the PPS's data, and to Onno Stijger and Suzanne Beijer for the contribution they made as apprentices in the police study. Thanks are also due to Alinde Verhaag for her contribution as guest worker at BNRM.

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<sup>2</sup> Appendix 5 contains a number of figures (some of which are provisional) for 2004 that have not been analysed further.

## 2 Victims

### 2.1 Introduction

This chapter contains statistical data on (possible) victims of THB. It is information from the registration of the Foundation against Trafficking in Women (*Stichting Tegen Vrouwenhandel - STV*) and information from the police's victim registration system.

### 2.2 Victim registrations kept by the Foundation against Trafficking in Women

One of the STV's tasks is to register the victims of THB. This paragraph contains information on the victims registered by the STV in 2003. Only basic background details, such as region and country of origin, age, sex and reporter are given.

#### 2.2.1 Regions and countries of origin

Table 2.1 gives an overview of the regions of origin of the (possible) victims of THB that have been registered by the STV.

*Table 2.1 Origin of (possible) victims registered by the STV, per annum*

Region of origin	2000		2001 <sup>1</sup>		2002		2003		Total	
	N	%	N	%	N	%	N	%	N	%
Central and Eastern Europe	134	39%	142	50%	170	50%	134	52%	580	47%
Africa	101	30%	45	16%	105	31%	64	25%	315	26%
Asia	26	8%	11	4%	13	4%	16	6%	66	5%
Latin America and Caribbean	7	2%	3	1%	11	3%	16	6%	37	3%
Western Europe	26	7%	13	5%	21	6%	15	6%	75	6%
Middle East	2	1%	-	-	6	2%	1	0%	9	1%
Unknown	45	13%	70	25%	17	5%	11	4%	143	12%
Total	341	100%	284	100%	343	100%	257	100%	1225	100%

Source: STV (2001; 2002; 2003).

257 victims were reported in 2003, significantly fewer than in 2002 and even 2001, the year that the STV was less readily accessible. Incidentally, this does not indicate the start of a new trend: the number of reports increased substantially again in 2004, as shown in the appendix with the provisional figures for 2004 (see Appendix 5). In 2003 too, most victims by far were from Central and Eastern Europe. The number of reports from this region has remained virtually the same since 2001 from a relative point of view. The number of reports concerning victims originating from Africa fluctuates somewhat, but was again considerable in 2003 (25%).

Table 2.2 contains the most common countries of origin of the victims reported.<sup>2</sup> Appendix 2 (Table B2.2) gives a complete overview of all countries of origin.

<sup>1</sup> The STV registration for 2001 deviates sharply from earlier years, probably due to the poor accessibility of the STV at that time.

<sup>2</sup> Countries are included that were the origin of at least 15 victims in the period from 2000 to 2003, or at least five in 2003.

*Table 2.2 Most common countries of origin of (possible) victims registered by the STV, per annum*

Country	2000		2001		2002		2003		Total	
	N	%	N	%	N	%	N	%	N	%
Albania	5	1%	4	1%	8	2%	2	1%	19	2%
Brazil	-	-	1	0%	-	-	12	5%	13	1%
Bulgaria	19	6%	40	14%	59	17%	48	19%	166	14%
Cameroon	4	1%	2	1%	10	3%	5	2%	21	2%
China	19	6%	10	4%	8	2%	8	3%	45	4%
Czech Republic	14	4%	8	3%	6	2%	3	1%	31	3%
Guinea	1	0%	3	1%	6	2%	5	2%	15	1%
Lithuania	10	3%	10	4%	13	4%	9	4%	42	3%
Moldova	6	2%	9	3%	14	4%	1	0%	30	2%
Netherlands	25	7%	11	4%	18	5%	11	4%	65	5%
Nigeria	41	12%	15	5%	45	13%	21	8%	122	10%
Poland	12	4%	4	1%	9	3%	3	1%	28	2%
Romania	10	3%	4	1%	22	6%	31	12%	67	6%
Russian Fed.	19	6%	27	10%	16	5%	11	4%	73	6%
Sierra Leone	10	3%	6	2%	12	3%	11	4%	39	3%
Thailand	4	1%	-	-	3	1%	5	2%	12	1%
Ukraine	12	4%	18	6%	5	1%	14	5%	49	4%
Other	81	24%	40	14%	68	20%	38	15%	227	19%
Unknown	49	14%	72	25%	21	6%	19	7%	161	13%
Total	341	100%	284	100%	343	100%	257	100%	1225	100%

Source: STV (2001; 2002; file for 2003).

Just as in 2002, Bulgaria was the most frequently occurring country of origin in 2003. Romania occupies the second place in that year as the origin of an increasing number of victims. The number of victims from Nigeria fluctuates, but was slightly lower in 2003 than in 2002. A sudden and strikingly large number of victims from Brazil were registered in 2003.

## 2.2.2 Age and gender

Table 2.3 contains the age distribution of the victims reported to the STV from 2001 to 2003.

*Table 2.3 Age distribution of victims reported to the STV, per annum*

Age	2001		2002		2003		Total	
	N	%	N	%	N	%	N	%
10 to 13 years	2	1%	-	-	2	1%	4	1%
14 to 17 years	25	9%	41	12%	18	7%	84	10%
18 to 23 years	86	30%	130	38%	112	44%	328	37%
24 to 29 years	39	14%	56	16%	54	21%	149	17%
30 to 39 years	12	4%	19	6%	25	10%	56	6%
40 years and older	1	0%	5	1%	5	2%	11	1%
Unknown	119	42%	92	27%	41	16%	252	29%
Total	284	100%	343	100%	257	100%	884	100%

Source: STV (2001; 2002; 2003).

A total of 20 underage victims were reported to the STV in 2003, which is less than in previous years. If we do not include victims whose age is unknown, the percentage of underage victims declined from 16% in 2001 and 2002 to 9% in 2003. Most victims come in the age category of 18 to 23 years old, and this applies to all the years studied.

No men or boys were reported in 2003.

### 2.2.3 The reporters

Table 2.4 provides an overview of the number of reports by various categories of reporters in the period from 2001 to 2003.

*Table 2.4 Reporters of victims, per annum*

Reporter	2001		2002		2003		Total	
	N	%	N	%	N	%	N	%
Police	135	48%	193	56%	153	60%	481	54%
Reception facility	23	8%	24	7%	20	8%	67	8%
Individuals <sup>3</sup>	18	6%	36	10%	23	9%	77	9%
Refugee/asylum organisations	17	6%	25	7%	17	7%	59	7%
Youth assistance organisations	12	4%	10	3%	6	2%	28	3%
Legal services	11	4%	13	4%	3	1%	27	3%
Assistance organisations	8	3%	11	3%	10	4%	29	3%
Victim himself/herself	6	2%	11	3%	3	1%	20	2%
Healthcare/fieldwork	3	1%	5	1%	4	2%	12	1%
Anonymous <sup>4</sup>	48	17%	-	-	-	-	48	5%
Other <sup>5</sup>	3	1%	15	4%	18	7%	36	4%
Total	284	100%	343	100%	257	100%	884	100%

Source: STV (2001; 2002; 2003).

Most victims registered by the STV are reported by the police. In 2003 this was almost two-thirds of all reports. Other reports were received from private individuals, reception facilities, refugee/asylum organisations, assistance organisations and - more occasionally - other organisations or persons.

### 2.3 (Possible) victims in the Police Information Node System

In principle, all regional police forces register all victims or possible victims of THB in the victim registration system known as the Police Information Node System (*Informatie Knooppunt Politie* Systeem - IKP-S). Some of these victims come to light when carrying out administrative inspections in the prostitution sector, while others come in contact with the police in other ways, such as by approaching the police themselves.

In order to establish whether someone is (possibly) a victim of THB, a list of signals is used, with each signal being assigned a number of points. At a score of 10 points or more, the possible victim is registered in IKP-S.<sup>NRM3</sup>

The *Police Monitor for Prostitution and Trafficking in Human Beings 2002* (PPM/dNP, 2003) showed that five of the twenty-five regional police forces did not register any (possible) victims in IKP-S.

<sup>3</sup> E.g. prostitutes, brothel owners, clients, friends and partners.

<sup>4</sup> From 2001 onwards, no reports are registered as 'anonymous'. In 2002 and 2003, the STV Helpdesk always asked which category the reporter belonged to.

<sup>5</sup> E.g. public organisations, migrant organisations, associations, foundations and local initiatives.

Concerning IKP-S, the following remarks are relevant:

- It is not always clear whether police forces that do register (possible) victims in IKP-S are consistent in this. Some forces, for example, register few victims when one would actually expect more, based on the size of the force and the prostitution sector within the region concerned.<sup>6</sup>
- Not only (possible) victims are registered in the victim registration system, but sometimes - suspected and unsuspected - relations of the victims as well.
- Registration in the system is not easy, nor is the prevention of double entries and tracing of victims. Victims often work under different names and the names of foreign victims are not always spelt in a consistent manner.

### 2.3.1 Country of birth

Table 2.5 gives an overview of the most common countries of birth of (possible) victims registered in IKP-S.<sup>7</sup> An overview of all countries of birth can be found in Appendix 2 (Table B2.5).

*Table 2.5 Most common countries of birth of (possible) victims in IKP-S, per annum*

Country of birth	2002		2003		Total	
	N	%	N	%	N	%
Albania	8	2%	4	3%	12	2%
Bulgaria	106	29%	33	22%	139	27%
Hungary	4	1%	4	3%	8	2%
Liberia	7	2%	6	4%	13	3%
Lithuania	8	2%	5	3%	13	3%
Netherlands	16	4%	18	12%	34	7%
Nigeria	23	6%	10	7%	33	6%
Poland	22	6%	4	3%	26	5%
Romania	38	10%	21	14%	59	11%
Russian Federation	18	5%	6	4%	24	5%
Sierra Leone	25	7%	3	2%	28	5%
Sudan	11	3%	-	-	11	2%
Ukraine	9	2%	6	4%	15	3%
Other/unknown	76	21%	33	22%	109	21%
Total	371	100%	153	100%	524	100%

In the year 2003, the police registered 153 (possible) victims in IKP-S, significantly fewer than in 2002 when 371 (possible) victims were entered in the system. Potential explanations for this relate to technical problems when entering information in IKP-S, a reduced motivation to register the victim, a decline in the number of victims in the licensed segment of the sex industry, and possibly also less police effort given to prostitution inspections and investigations into THB.

Relatively speaking, most victims in both 2002 and 2003 originate from Bulgaria and - to a lesser extent - Romania. In addition, the Netherlands and Nigeria scored relatively highly in 2003 as countries of origin. The percentage of victims born in the Netherlands compared to 2002 increased sharply.

<sup>6</sup> Lower numbers may however also be a reflection of a 'cleaner' licensed sector, where inspections are indeed made but few victims are found, or to the decline in the number of inspections or other police activity in tackling THB.

<sup>7</sup> Those countries are included from which at least 10 victims came in the years 2002 and 2003 together, or at least 4 in the year 2003.

### 2.3.2 Age and gender

Table 2.6 contains the age distribution of (possible) victims registered in IKP-S.

*Table 2.6 Age distribution of (possible) victims in IKP-S*

Age	2002		2003		Total	
	N	%	N	%	N	%
0 to 17 years	51	14%	21	14%	72	14%
18 to 23 years	155	42%	62	41%	217	41%
24 to 29 years	120	32%	41	27%	161	31%
30 years and older	39	11%	28	18%	67	13%
Unknown	6	2%	1	1%	7	1%
Total	371	100%	153	100%	524	100%

In 2002, 51 underage persons were registered as possible victims, whereas in 2003 there were 21. In both years they accounted for 14% of (possible) victims. With regard to the other age categories too, the percentages in both years are virtually the same. Most victims come in the category of 18 to 23 years.

In 2003, two men were registered in IKP-S. Both were born in Ecuador and are 35 and 36 years old respectively. Further analysis by the Trafficking in Human Beings Information Unit (*Informatie Eenheid Mensenhandel* - IEM) showed that these are both transsexuals who were found in a streetwalker's zone. Both were residing illegally in the Netherlands.

In 2002, 13 men were registered in IKP-S. Twelve of them were underage, and all came from various countries outside the European Union.





## 3 Investigation

### 3.1 Introduction

Each year BNRM analyses all successfully completed investigations into THB. An explanation of the study method can be found in Appendix 3. This chapter contains the results for the year 2003.

### 3.2 Investigations into trafficking in human beings

Table 3.1 contains an overview of all investigations into THB completed and ‘referred’ to the Public Prosecution Service (PPS) each year,<sup>1</sup> also showing the extent of the rise or fall in the number of investigations compared to the base year 2000 (with indices)<sup>2</sup>. The results in Table 3.1 have also been subdivided according to the type of THB: cross-border or domestic. In the case of cross-border THB, victims are recruited abroad, whereas with domestic THB they are recruited in the Netherlands. In both cases they are exploited in the Netherlands (among other countries) in prostitution.<sup>3</sup>

Table 3.1 Investigations into THB completed each year according to THB type

Year	Cross-border THB		Domestic THB		Total	
	N	Index	N	Index	N	Index
2000	17	100	8	100	25	100
2001	36	212	12	150	48	192
2002	42	247	13	163	55	220
2003	32	188	10	125	42	168
Total	127	n/a	43	n/a	170	n/a

The number of completed investigations into THB rose sharply from 2000 onwards,<sup>4</sup> but was lower in the year 2003 than in the two preceding years.

Of all the investigations completed in 2003, 24% concerned domestic and 76% cross-border THB. These percentages have remained virtually the same for the last three years studied.<sup>5</sup>

#### Reason for the investigation

For the period from 2001 to 2003<sup>6</sup> was examined what the *direct* reason was for the investigation into THB. Table 3.2 contains the result.

<sup>1</sup> The investigations were carried out by the police and the Royal Military Constabulary.

<sup>2</sup> For an explanation of the indices, see Appendix 4.

<sup>3</sup> If victims are originally recruited abroad, but sold (on) in the Netherlands or recruited once again (e.g. after having worked independently for a time in prostitution), their case is categorised as cross-border THB. A combination of cross-border and domestic THB occurred twice in the cases investigated (in 2001 and in 2003). In the first case, the victims were predominantly recruited in the Netherlands, but occasionally in Belgium as well. This investigation was categorised as domestic THB. In the second case, the victims were recruited largely in Hungary, but also in the Netherlands. This investigation was categorised as cross-border THB.

<sup>4</sup> Incidentally, in the year 2000 the number of completed investigations into THB was already higher than in previous years (see earlier reports of the NRM presenting figures from 1997 onwards).

<sup>5</sup> The percentages of investigations into domestic THB per annum (as a percentage of the number of investigations in that year): 32% (2000), 25% (2001), 24% (2002) and 24% (2003).

<sup>6</sup> This data was not collected for the year 2000 and part of 2001. In view of its renewed relevance, the question has been included again.

Table 3.2 Reason for investigation, per annum

Reason	2001		2002		2003		Total	
	N	%	N	%	N	%	N	%
Report	13	36%	13	24%	17	40%	43	32%
Inspection in prostitution sector	6	17%	12	22%	7	17%	25	19%
Other investigation	6	17%	11	20%	2	5%	19	14%
CIU information	4	11%	5	9%	3	7%	12	9%
Other	7	19%	14	26%	13	31%	34	26%
Total	36	100%	55	100%	42	100%	133	100%

In 2003 ‘spontaneous’ reports were relatively often the basis of investigations into THB. The number of investigations following reasons other than those mentioned (category ‘other’) rose in the years studied. In 2003 these were often reports by witnesses. For example, they reported the fact that women were locked up or forced to prostitute themselves, or incidents of violence. One report of THB came from the Immigration and Naturalisation Service (*Immigratie- en Naturalisatiedienst* - IND) and one from the Royal Military Constabulary. One investigation was also started up following a report by acquaintances of a suspect who reported that he was acting as a ‘loverboy’.

The reason for investigations into domestic THB differs significantly from those for investigations into cross-border THB.<sup>7</sup> With domestic THB, a report is more often the direct reason than with cross-border THB (55% compared to 26%). With cross-border THB, checks are more often the reason (23% compared to 10%).

### 3.3 Suspects

Table 3.3 contains information (per annum) on the number of suspects of THB that were identified, arrested and ‘referred’ to the PPS in successful investigations. The indices show the development in the number of *identified* suspects. In addition, the proportion of the identified suspects that were arrested and ‘referred’ are also given (in percentages).

Table 3.3 Suspects of THB, per annum

Year	Suspects identified		Suspects arrested		Suspects ‘referred’	
	N	Index	N	%*	N	%*
2000	160	100	140	88%	129	81%
2001	224	140	179	80%	142	63%
2002	207	129	191	92%	180	87%
2003	148	92	135	91%	127	86%
Total	739	n/a	645	87%	578	78%

\*Percentage of the number of suspects identified in the year concerned.

In the successful investigations completed in 2003, the police identified 148 suspects of THB, arrested 135 suspects and ‘referred’ 127 suspects to the PPS.<sup>8</sup> The number of suspects arrested and ‘referred’ in 2003 was lower than in the two preceding years and comparable with the level in 2000.<sup>9</sup>

<sup>7</sup> Chi2=10.41, df=4; p<.05.

<sup>8</sup> The actual number of identified and arrested suspects is probably higher, because there may have been suspects identified as such and arrested in investigations that are in progress or have been halted.

<sup>9</sup> Incidentally, in 2000 the number of suspects in all categories was higher than in previous years (see second report which presents the figures from 1997 onwards).

In the rest of this paragraph, *arrested* suspects will be referred to.

Table 3.4 contains an overview of the average number of arrested suspects in each investigation, divided into the type of THB (cross-border or domestic).<sup>10</sup>

*Table 3.4 Average number of suspects in each investigation, each year and by THB type*

Year	Cross-border THB		Domestic THB		Total
	N (average)		N (average)		N (average)
2000	6.8		3.0		5.6
2001	4.2		2.3		3.7
2002	4.0		1.8		3.5
2003	3.6		2.0		3.2
Total	4.3		2.2		3.8

The average number of suspects arrested in each investigation fell (further) in 2003. This fall applies more to investigations into cross-border THB than to investigations into domestic THB. The average number of suspects arrested in investigations into domestic THB, however, is lower (in all years) than in investigations into cross-border THB.

#### *Gender*

The majority of the arrested suspects are male. However, almost a quarter of the suspects arrested from 2000 to 2003 are women. The percentage of women among the suspects fell in the year 2002, but rose again in 2003.<sup>11</sup> The female suspects arrested are mostly engaged in cross-border THB (96% of the women arrested from 2000 to 2003).

#### *Nationality*

Table 3.5 shows the nationality of the suspects, divided according to the year in which the investigation was completed. Only the most common nationalities are contained in the table, in order of declining frequency.<sup>12</sup> A table with the nationality of all suspects is to be found in Appendix 2 (Table B3.5).

*Table 3.5 Most common nationalities of suspects of THB, per annum*

Nationality	2000		2001		2002		2003		Total	
	N	%	N	%	N	%	N	%	N	%
Dutch	50	36%	85	47%	62	32%	61	45%	258	40%
Romanian	1	1%	2	1%	5	3%	24	18%	32	5%
Bulgarian	-	-	4	2%	39	20%	21	16%	64	10%
Turkish	2	1%	1	1%	10	5%	7	5%	20	3%
Nigerian	11	8%	12	7%	6	3%	5	4%	34	5%
Ukrainian	3	2%	4	2%	1	1%	4	3%	12	2%
Albanian	1	1%	13	7%	35	18%	2	1%	51	8%
German	1	1%	6	3%	1	1%	2	1%	10	2%
Belgian	1	1%	-	-	7	4%	1	1%	9	1%
Yugoslavian	7	5%	15	8%	-	-	1	1%	23	4%
Russian	3	2%	-	-	5	3%	1	1%	9	1%
Moroccan	10	7%	2	1%	-	-	-	-	12	2%
Czech	2	1%	4	2%	-	-	-	-	6	1%

<sup>10</sup> For the standard deviations, see Appendix 2, Table B3.4.

<sup>11</sup> In the period from 2000 to 2003 the percentages were 29%, 29%, 17% and 24% respectively.

<sup>12</sup> Only countries of which a total of six or more suspects were nationals in the period from 2000 to 2003 are included in the table.

Nationality	2000		2001		2002		2003		Total	
	N	%	N	%	N	%	N	%	N	%
Moldovan	-	-	3	2%	4	2%	-	-	7	1%
Other/unknown	48	34%	28	16%	16	8%	6	4%	98	15%
Total	140	100%	179	100%	191	100%	135	100%	645	100%

The Dutch, Romanian and Bulgarian nationalities formed the ‘top three’ in 2003. In that year the number of suspects of Romanian nationality rose markedly. On the other hand, after a peak in 2002 the number of arrested suspects of Albanian nationality fell (sharply). The number of Nigerian suspects was also low in 2003 (as it was in 2002 too) compared to previous years.

### *Country of birth*

Table 3.6 contains an overview (in order of declining frequency) of the most common countries of birth of the suspects,<sup>13</sup> divided according to the year in which the investigation was completed. A table with the countries of birth of all suspects is included in Appendix 2 (Table B3.6).

*Table 3.6 Most common countries of birth of suspects of THB, per annum*

Country of birth	2000		2001		2002		2003		Total	
	N	%	N	%	N	%	N	%	N	%
Netherlands	31	22%	57	32%	49	26%	38	28%	175	27%
Romania	2	1%	2	1%	5	3%	25	19%	34	5%
Bulgaria	-	-	4	2%	40	21%	21	16%	65	10%
Turkey	5	4%	4	2%	17	9%	13	10%	39	6%
Surinam	1	1%	1	1%	2	1%	10	7%	14	2%
Nigeria	13	9%	11	6%	6	3%	7	5%	37	6%
Ukraine	4	3%	4	2%	1	1%	4	3%	13	2%
Dutch Antilles	7	5%	1	1%	1	1%	3	2%	12	2%
Albania	3	2%	14	8%	35	18%	2	1%	54	8%
Belgium	2	1%	-	-	6	3%	1	1%	9	1%
Germany	1	1%	5	3%	-	-	1	1%	7	1%
(Former) Yugoslavia	8	6%	18	10%	-	-	1	1%	27	4%
Lithuania	2	1%	2	1%	1	1%	1	1%	6	1%
Morocco	10	7%	5	3%	1	1%	1	1%	17	3%
Russian Federation	3	2%	-	-	6	3%	1	1%	10	2%
Ghana	-	-	9	5%	-	-	-	-	9	1%
Indonesia	-	-	6	3%	1	1%	-	-	7	1%
Moldova	-	-	3	2%	4	2%	-	-	7	1%
Czech Republic	2	1%	4	2%	-	-	-	-	6	1%
Other/unknown	46	33%	29	16%	16	8%	6	4%	97	15%
Total	140	100%	179	100%	191	100%	135	100%	645	100%

Also when one examines the countries of birth of the suspects, the Netherlands, Romania and Bulgaria were the top three in 2003, and the rise in the number of suspects from Romania and the fall in the number of suspects from Albania is particularly striking. Compared to the overview of nationalities, the number of suspects from a Turkish or Surinamese background is greater. Their share grew compared to previous years.

<sup>13</sup> Only countries in which a total of six or more suspects were born in the period from 2000 to 2003 have been included in the table.

Table 3.7 shows, in order of declining frequency, the most common countries of birth of suspects for the total period from 2000 to 2003,<sup>14</sup> here divided into type of THB (cross-border or domestic).

Table 3.7 Most common countries of birth of suspects, according to type of THB (2000 to 2003)

Country of birth	Cross-border THB		Domestic THB		Total	
	N	%	N	%	N	%
Netherlands	146	83%	29	17%	175	100%
Bulgaria	65	100%	-	-	65	100%
Albania	48	89%	6	11%	54	100%
Turkey	36	92%	3	8%	39	100%
Nigeria	37	100%	-	-	37	100%
Romania	34	100%	-	-	34	100%
(Former) Yugoslavia	22	81%	5	19%	27	100%
Morocco	1	6%	16	94%	17	100%
Surinam	5	36%	9	64%	14	100%
Ukraine	11	85%	2	15%	13	100%
Dutch Antilles	1	8%	11	92%	12	100%
Russian Fed.	10	100%	-	-	10	100%
Belgium	9	100%	-	-	9	100%
Ghana	9	100%	-	-	9	100%
Germany	7	100%	-	-	7	100%
Indonesia	7	100%	-	-	7	100%
Moldova	7	100%	-	-	7	100%
Lithuania	6	100%	-	-	6	100%
Czech Republic	6	100%	-	-	6	100%
Other/unknown	84	87%	13	13%	97	100%
Total	551	85%	94	15%	645	100%

Almost all of the suspects born in Morocco and the Dutch Antilles (94% and 92% respectively) were suspected of domestic THB. This applies to 64% of the suspects born in Surinam. One can clearly see that in the period 2000 to 2003 a relatively large number of suspects born in (former) Yugoslavia, Ukraine and (to a lesser extent) Albania were suspected of *domestic* THB. Suspects originating from other foreign countries are mostly or exclusively suspected of cross-border THB.

#### Residence status

The residence status of suspects of non-Dutch nationality was examined for the years 2000 to 2003. This shows that 38% of the suspects in 2003 were residing legally in the Netherlands at the time of their arrest (usually by virtue of a residence permit, visa or a 'visa-free period'<sup>15</sup>).<sup>16</sup> Almost two-thirds (62%) of suspects of non-Dutch nationality in that year were therefore in the Netherlands illegally at that time.

The number of foreign suspects that were residing illegally in the Netherlands rose strongly in the period 2000 to 2003, from 10% in 2000 to 42% in 2001, 48% in 2002 and 62% in 2003.

<sup>14</sup> Only countries in which a total of six or more suspects were born in the period 2000 to 2003 are included in the table.

<sup>15</sup> Those who remain in the Netherlands during the 'visa-free period' come from countries without a visa obligation (e.g. (former) candidate member states of the EU). They may remain in the Netherlands without a visa for between 3 and 6 months, depending on the country of origin. The visa-free period is cancelled, incidentally, as soon as a criminal offence is committed.

<sup>16</sup> N=285 (not possible to find out for all suspects of non-Dutch nationality).

*Proprietors*

Among the suspects arrested in 2003, 22 were proprietors of sex establishments: of these, 6 ran licensed sex establishments, 11 unlicensed sex establishments and 5 establishments which, in the guise of a different business activity, were (also) engaged in running sexual services (two Turkish cafes and one beauty salon).<sup>17</sup> Twenty-one of them (95%) were 'referred' to the PPS. These percentages remained virtually unchanged from 2001 onwards.<sup>18</sup>

As well as prosecuting proprietors in criminal proceedings, it is also possible to impose administrative measures (sanctions). For this purpose, a report must be made to the municipality that a (licensed) proprietor is a suspect in a criminal investigation. In 2003, 5 of the 6 suspected proprietors (of licensed establishments) were reported to the municipality, in one case this still had to be done. In so far as known to the police, (also) administrative proceedings have been initiated against 4 of these proprietors. Against 3 proprietors this has led - also in so far as known to the police - to administrative sanctions. These numbers may yet rise, because the team leaders of investigations completed do not always know whether an administrative process has (already) been initiated.

Table 3.8 shows the extent to which assumptions of involvement in THB have (nevertheless) arisen concerning proprietors who 'emerged' in the investigations completed in 2002 and 2003 (also including the proprietors who were not officially regarded as suspects). For this purpose - just as in the third report of the NRM - three categories of possible involvement have been used.<sup>19</sup>

*Table 3.8 Level of awareness of proprietors, according to the police (2002 and 2003)<sup>20</sup>*

Possible involvement	2002		2003		Total	
	N	%	N	%	N	%
Proprietor ignorant	49	39%	18	44%	67	40%
Proprietor is aware	75	59%	9	22%	84	50%
Proprietor is active as trafficker	3	2%	14	34%	17	10%
Total	127	100%	41	100%	168	100%

The results for 2003 show a completely different picture to that for 2002. For example, a relatively higher number of proprietors in 2003 were categorised as traffickers in human beings, and significantly fewer proprietors as 'aware, but not actively cooperating'. The percentage of proprietors that, in the opinion of those persons interviewed, were unaware of THB, remained more or less the same.

<sup>17</sup> A total of 54 sex establishments were involved in the successfully completed investigations into THB, of which 19 were unlicensed. In 2002 this figure was 140, 38 of which were unlicensed.

<sup>18</sup> In 2000, 10 proprietors were arrested and 9 'referred', in 2001 22 were arrested and 18 'referred', whereas 19 were arrested and 18 'referred' in 2002. Over the entire period from 2000 to 2003, 68 proprietors were arrested and 61 were 'referred'.

<sup>19</sup> 1) The proprietor is not aware of the fact that victims are being exploited. 2) The proprietor is indeed aware of this, but does not actively cooperate. These are usually proprietors who act as if it was none of their concern: they profit from the supply of (new) 'girls', but often do not earn more from them than from legal prostitutes. 3) The proprietor plays an active role in (parts of) the THB process. The proceeds are higher than usual for these brothel owners, because they take more of the victims' earnings than the customary 50%.

<sup>20</sup> In a few cases an establishment had more than one proprietor and/or owner. In these cases, for each establishment the proprietor who comes under the 'most serious' category of involvement is included in the table.

### 3.4 Methods adopted by traffickers in human beings

#### 3.4.1 Recruitment

The THB process nearly always begins with recruiting, press-ganging or kidnapping victims, in the Netherlands or abroad (this paragraph goes on to refer to all these cases as ‘recruiting’).

##### *Cross-border THB: recruiters tracked down?*

With cross-border THB, not all those persons involved in THB are identified and/or tracked down or prosecuted. The recruiters in particular often remain out of reach.<sup>NRM3</sup> Table 3.9 shows the extent to which recruiters are arrested in completed investigations into cross-border THB.<sup>21</sup>

*Table 3.9 Arrests of recruiters in cross-border THB, per annum*

Recruiters arrested	2000		2001		2002		2003		Total	
	N	%	N	%	N	%	N	%	N	%
All	5	29%	10	28%	24	57%	16	50%	55	43%
Some	3	18%	6	17%	8	19%	7	22%	24	19%
None	9	53%	20	56%	10	24%	9	28%	48	38%
Total	17	100%	36	100%	42	100%	32	100%	127	100%

In 2003, as in 2002, the percentage of investigations into cross-border THB whereby - as far as is known - all recruiters were arrested, was much higher than in previous years. In half of the investigations all the recruiters were arrested, and some of them in a further fifth of the investigations. It would therefore appear that recruiters have managed to keep out of reach to a lesser extent in the past few years. Even so, in (more than) a quarter of the cases no recruiter at all was arrested.

##### *Buying and selling victims, and middlemen*

As far as is known, in 14% of all cases completed in 2003, victims were sold (on). This percentage fluctuated widely in the total period under study.<sup>22</sup>

Another phenomenon relates to the ‘middlemen’: these persons buy and sell victims, without bringing them into the sex industry themselves. In 6 investigations in 2001, persons came to light that were working exclusively as middlemen, while in 2002 this number rose to 13 and in 2003 it fell again to 7.<sup>23</sup>

#### 3.4.2 Travel and residence documents

Table 3.10 shows for the investigations concerning cross-border THB the extent to which the *victims* were in possession of a valid or fake<sup>24</sup> passport. Since a single investigation may involve various victims bearing different identify documents, the table does not add up to 100%.

<sup>21</sup> Investigations into domestic THB have not been included here, because the recruiters are virtually always arrested in such investigations. These are in fact the same persons as those who bring victims into prostitution and exploit them.<sup>NRM3</sup>

<sup>22</sup> 8% (2000), 25% (2001), 22% (2002) and 14% (2003).

<sup>23</sup> Percentages were 13% (2001), 24% (2002) and 17% (2003). This was not studied in the year 2000 and earlier.

<sup>24</sup> A fake passport is understood to mean one that is fake (i.e. forged) as well as a passport in which information has been changed or which is used improperly.

*Table 3.10 Passport of victims, per annum*<sup>25</sup>

Passport	2000		2001		2002		2003		Total	
	N	%	N	%	N	%	N	%	N	%
Genuine/valid	12	69%	22	56%	25	63%	26	90%	82	68%
Fake/forged	11	63%	20	50%	16	40%	8	28%	53	44%
None	2	13%	6	17%	2	5%	-	-	10	8%

In most of the cases of cross-border THB completed in 2003, one or more victims had a valid passport. The percentage of investigations whereby victims possessed a fake passport fell (further) in 2003. However, in almost one-third of the cases in 2003, one or more victims had a fake passport. In both 2002 and 2003, roughly half of the fake passports showed the nationality of an EU member state.<sup>26</sup>

Fake visas are used less frequently; they were not found in any of the investigations in 2003.

### 3.4.3 Putting victims to work in the sex industry

#### *Type of sex work*

It was examined which type of sex work the victims in investigations completed in 2003 were expected to carry out. In all investigations, prostitution was involved. Two involved sex entertainment,<sup>27</sup> and one investigation concerned a case where victims were also 'used' for making pornography.

#### *Prostitution sectors*

Victims of THB may be put to work in various sectors of prostitution, such as window prostitution, clubs/brothels/private homes, the escort sector and street prostitution. Table 3.11 shows which prostitution sectors were involved in the cases of THB that were investigated. Since victims may be put to work in several sectors, the percentages do not add up to 100%.

*Table 3.11 Prostitution sectors involved, per annum*

Prostitution sector	2000		2001		2002		2003		Total	
	N	%	N	%	N	%	N	%	N	%
Window prostitution	15	60%	22	46%	26	47%	11	26%	74	44%
Clubs/brothels	11	44%	28	58%	30	55%	13	31%	82	48%
Escort	1	4%	10	21%	10	18%	8	19%	29	17%
Street prostitution	5	20%	7	15%	12	22%	11	26%	35	21%
Other	-	-	-	-	2	4%	3	7%	5	3%

In 2003 the number of investigations that concerned window and club prostitution declined. The number of investigations focusing on the escort sector remained relatively constant, whereas the number of investigations into street prostitution increased relatively slightly.

Businesses that (also) engage in running sexual services in the guise of another type of business are included in Table 3.11 in the category 'other'. In 2003, as in 2002, these involved prostitution in Turkish cafes.<sup>28</sup> In addition, in 2003 victims were prostituted in a beauty salon.

<sup>25</sup> This information could not be ascertained for all the years. The number of investigations for which this is known is 16 (2000), 36 (2001), 42 (2002), 29 (2003) and 121 (total).

<sup>26</sup> 50% and 56% respectively. The starting point here is the EU before the accession of ten new countries on 1 May 2004.

<sup>27</sup> Such as (pole) dancing and striptease.

<sup>28</sup> In two investigations in 2002 and in two investigations in 2003.



### *Means of coercion*

Traffickers in human beings use all kinds of means of coercion to bring women into prostitution, to keep them there and/or to take their earnings. Table 3.12 gives an overview. Since traffickers may use several means of coercion, the table does not add up to 100%.

*Table 3.12 Means of coercion, per annum*

Methods of force	2000		2001		2002		2003		Total	
	N	%	N	%	N	%	N	%	N	%
Threat of (physical) violence	19	79%	39	81%	45	82%	33	79%	136	80%
Watch/lock victim up	17	71%	32	67%	36	66%	28	67%	113	67%
(Fictitious) debt	14	58%	23	48%	28	51%	28	67%	93	55%
Violence (physical)	18	75%	35	73%	36	66%	26	62%	115	68%
Confiscation of passport	12	52%	25	52%	29	53%	21	50%	87	51%
(Threats of) violence towards victim's family	11	48%	20	42%	23	42%	16	38%	70	41%
Threat of disclosing sex work	6	25%	17	35%	22	40%	11	26%	56	33%
Feigned love	9	38%	14	29%	29	53%	11	26%	63	37%
Voodoo	4	17%	4	8%	3	6%	2	5%	13	8%

In all the years studied, (the threat of) violence plays an important role in bringing victims into prostitution and keeping them there, as well as keeping them under watch and/or locking them up and imposing debts on them. The first means of coercion is used in both cross-border and domestic THB, whereas the latter two methods are used above all with cross-border THB.

The rise observed in 2002 in the number of investigations concerning the use (by 'loverboys'), of 'feigned love' to get victims into prostitution, did not persist into 2003. However, this method is (once again) not used exclusively with domestic THB.<sup>29</sup>

Both in 2002 and 2003, nine investigations involved drug use by victims.<sup>30</sup> It was examined for 2003 to what extent this drug use was voluntary. According to the police, in 7 of the 9 cases this was indeed so.

In 2003, victims were raped by the traffickers in 13 cases (31%).

### *Earnings for victims*

Not all victims are - physically - forced to do their work. Sometimes they are 'only' forced to hand over (part of) their money. In those cases completed in 2003, it was examined how often victims themselves keep any money from their work in prostitution. This is usually based on their own statements.<sup>31</sup> Of the 37 cases in 2003 in which traffickers confiscated money, there were 13 (35%) in which the victims were allowed or able to keep some of the money.<sup>32</sup> In two-thirds of the cases, the victims had to hand over everything.

### *Mobility*

Victims of THB are usually put to work in more than one place, often outside the Netherlands.<sup>NRM3</sup> Table 3.13 shows in which countries, outside the Netherlands and the country of ori-

<sup>29</sup> Of the 11 cases in 2003 in which this method was used, 5 concerned cross-border and 6 concerned domestic THB.

<sup>30</sup> In 2003 this was in 6 of such cases of domestic THB and in 3 cases of cross-border THB. In 2002 the figures were 1 and 8 respectively.

<sup>31</sup> Sometimes traffickers tell victims that the money is being saved for them or transferred to their families. Because traffickers act as if they are really doing so (Van Dijk et al, 2002) it is assumed, if no proof of this is found, that all the money is confiscated.

<sup>32</sup> In some cases it is unknown whether and how much of the earnings will be taken, for example because victims have not yet been working in prostitution.

gin, the victims have worked in prostitution according to the investigations.<sup>33</sup> The numbers in the table concern the number of investigations and not the number of victims.

Table 3.13 Countries where victims are put to work, per annum<sup>34</sup>

Put to work outside the Netherlands	2000		2001		2002		2003		Total	
	N	%	N	%	N	%	N	%	N	%
No	12	48%	22	47%	30	59%	28	68%	92	56%
Yes	13	52%	25	53%	21	41%	13	32%	72	44%
<i>Germany</i>	8	32%	11	23%	8	16%	6	15%	33	20%
<i>Belgium</i>	3	12%	8	17%	8	16%	4	10%	23	14%
<i>Italy</i>	4	16%	7	15%	3	6%	3	7%	17	10%
<i>Spain</i>	5	20%	6	13%	1	2%	1	2%	13	8%
<i>France</i>	4	16%	2	4%	-	-	-	-	6	4%
<i>Switzerland</i>	1	4%	1	2%	2	4%	-	-	4	2%
<i>Other countries</i> <sup>35</sup>	1	4%	7	15%	1	2%	-	-	9	6%

The percentage of investigations whereby victims were brought into prostitution outside the Netherlands as well fell further in 2003. Victims that were brought into prostitution elsewhere most often (also) ended up in Germany. Other countries that ‘scored’ relatively highly in 2003 were Belgium and Italy.

In the period from 2000 to 2003, victims of cross-border THB were brought into prostitution outside the Netherlands (and outside the country of origin) more often than victims of domestic THB.<sup>36</sup> Victims of domestic THB are predominantly put to work in the neighbouring countries of Germany and Belgium, while victims of cross-border THB are also put to work in other countries.

### 3.4.4 Criminal collaboration

THB is sometimes carried out by persons working alone, but more often by groups. This subparagraph deals with the criminal organisational forms that are found in THB.

#### *Types of collaboration*

As already mentioned in previous NRM reports, three forms of criminal organisation can be distinguished: the *solo operator*,<sup>37</sup> the *isolated criminal group*<sup>38</sup> and the *criminal networks*.<sup>39</sup>

<sup>33</sup> The table includes only the countries that appear - in this context - in four or more investigations in the period from 2000 to 2003.

<sup>34</sup> N=25 (2000); 47 (2001); 51 (2002); 41 (2003) and 164 (Total).

<sup>35</sup> The other countries are: Aruba, Turkey, United Kingdom, Surinam, Poland, Ghana, Albania, Austria en Bosnia-Herzegovina.

<sup>36</sup> In 51% of the investigations into cross-border THB from 2000 to 2003, it emerges that the victims - as far as is known - were brought into prostitution elsewhere too, and in 23% of the investigations into domestic THB. This difference is significant: Chi2=10.09; df=1; p<.01.

<sup>37</sup> A single person exploits one or more girls. Although many ‘pimps’ know each other and also discuss things together, these are ‘one-man bands’. Sometimes the pimp is helped by an ‘accomplice’ who plays a very marginal role. For example, a pimp may ask someone to keep an eye on the victim while he goes out for a moment.

<sup>38</sup> A group with at least two ‘principal perpetrators’,<sup>NRM3</sup> and a maximum of five members, who are responsible for the entire THB process and which has no demonstrable contacts with other (groups of) persons involved in THB. With cross-border THB, the members of the group collect the victims from abroad themselves – such as through a member of the family of the principal perpetrator or partner living abroad.

<sup>39</sup> The number of perpetrators involved is at least six, but often much higher. This typical group often meets the description of criminal macro-networks, as described in the study by Klerks (2000, p.75): “In this undifferentiated criminal infrastructure, in principal everyone is linked to everyone else through one or more intermediaries. There

Table 3.14 shows the organisational forms as they emerge from the investigations that have been completed and 'referred'.<sup>40</sup>

Table 3.14 Criminal organisations of THB, per annum<sup>41</sup>

Organisational form	2000		2001		2002		2003		Total	
	N	%	N	%	N	%	N	%	N	%
Solo operator	4	16%	12	25%	17	32%	14	34%	47	28%
Isolated group	6	24%	8	17%	18	34%	10	24%	42	25%
Network	15	60%	28	58%	18	34%	17	41%	78	47%
Total	25	100%	48	100%	53	100%	41	100%	167	100%

There was a slight relative increase in the number of investigations focusing on (parts of) networks in 2003; however it did not reach the level of the years before 2002.<sup>NRM2</sup> One-third of the investigations completed in 2003 focused on solo operators.

Table 3.14 concerns an analysis of *THB investigations*. If one looks at the *suspects* in these investigations, it can be seen that over the entire study period 69% of the suspects arrested form part of a network, 19% of an isolated group and 12% are solo operators. This division can be found in general terms in all the years studied.<sup>42</sup>

Of the solo operators, the majority (66%) are involved in domestic THB, whereas for the isolated groups this figure is 24%. Virtually all criminal networks (97%) are involved in cross-border THB.

### 3.5 Victims in investigations

#### 3.5.1 Reports

Table 3.15 contains an overview of the number of victims who reported an offence or made a witness statement, divided by year and type of THB (cross-border or domestic). This only concerns the investigations 'referred' to the PPS; victims reporting an offence whose case was not taken up or completed are not shown here.

Table 3.15 Reports\* made by victims of THB, by year and type of THB

Year	Cross-border THB		Domestic THB		Total	
	N	Average <sup>43</sup>	N	Average <sup>44</sup>	N	Average <sup>45</sup>
2000	72	4,5	19	2,4	91	3,8
2001	156	4,3	30	2,5	186	3,9
2002	226	5,5	32	2,5	258	4,8

are however clear clusters based on geographical proximity, family ties, friendships, trade links and mutually related activities". In the case of THB, clusters develop around recruitment in specific countries, the transport to the Netherlands (i.e. the middlemen) and the prostitution of victims in one or more countries/cities. Victims are bought and sold on, and often recruited and/or put to work in more than one country.

<sup>40</sup> In this classification it concerns not the number of suspects, but the number of persons involved.

<sup>41</sup> The organisation type could not be ascertained for two investigations in 2002 and one investigation in 2003.

<sup>42</sup> The percentage of suspects who formed part of a criminal network, an isolated group or acted as a solo operator respectively were: 76%, 16%, 7% (2000); 75%, 13%, 11% (2001); 60%, 25%, 15% (2002); 67%, 20%, 13% (2003).

<sup>43</sup> SD and N respectively, 4.90 and 16 (2000); 3.79 and 36 (2001); 5.78 and 41 (2002); 4.70 and 32 (2003); 4.85 and 126 (total).

<sup>44</sup> SD and N respectively 2.50 and 8 (2000); 1.57 and 12 (2001); 2.44 and 13 (2002); 2.51 and 10 (2003); 2.18 and 43 (total).

<sup>45</sup> SD and N respectively 4.31 and 24 (2000); 3.45 and 48 (2001); 5.32 and 54 (2002); 4.30 and 42 (2003); 4.43 and 169 (total).

Year	Cross-border THB		Domestic THB		Total	
	N	Average <sup>43</sup>	N	Average <sup>44</sup>	N	Average <sup>45</sup>
2003	130	4,1	25	2,5	155	3,7
Total	592	4,7	106	2,5	698	4,1

\*And witness statements.

In 2003 the total number of reports and witness statements in successfully completed investigations was 155. This is a sharp fall compared to the year 2002 and - to a lesser extent - the year 2001. The average number of reports/witness statements in each investigation also fell. The average number of reports/witness statements in all years is higher in cross-border than in domestic THB.

### 3.5.2 Minors

Table 3.16 contains an overview of the number of investigations where one or more underage victims were involved.<sup>46</sup> The information is divided by the year in which the investigations were completed and by type of THB.

*Table 3.16 Investigations involving underage victims, by year and type of THB*

Year	Cross-border THB		Domestic THB		Total	
	N	%*	N	%*	N	%**
2000	8	47%	5	63%	13	52%
2001	11	31%	7	58%	18	38%
2002	11	26%	4	31%	15	27%
2003	8	25%	6	60%	14	33%
Total	38	30%	22	51%	60	35%

\*Percentage of the total number of investigations into the type of THB concerned in the year concerned.

\*\*Percentage of the total number of investigations in the year concerned.

In 2003, (also) underage victims were involved in one-third of the investigations into THB. This percentage is higher than in the previous year, but lower than in 2001 and 2000.

For the year 2003, it was examined how many minors were involved in investigations. The investigations that were completed in that year came across 20 underage victims, of which 19 reported the offence.

In investigations into domestic THB, underage victims are involved much more often than in investigations into cross-border THB (51% compared to 30%).<sup>47</sup> This is the case in each of the years studied.<sup>48</sup>

### 3.5.3 Countries of origin

Table 3.17 contains, in order of declining frequency, an overview of the most common countries of origin of the victims whom the investigations came across.<sup>49</sup> In the table, N refers to the number of investigations and not the number of victims. An overview of all countries of origin is included in Appendix 2 (Table B3.17). Since victims from several countries may be involved in a single investigation, the table does not add up to 100%.

<sup>46</sup> These may not necessarily have reported an offence or made a witness statement.

<sup>47</sup> Chi2=6.35, df=1; p<.05.

<sup>48</sup> Percentages per annum for domestic and cross-border THB respectively: 63% and 47% (2000); 58% and 31% (2001); 31% and 26% (2002); 60% and 25% (2003).

<sup>49</sup> I.e. countries that were registered in the period from 2000 to 2003 as countries of origin in ten or more investigations.

*Table 3.17 Most common countries of origin of victims, per annum*

Countries of origin	2000		2001		2002		2003		Total	
	N	%	N	%	N	%	N	%	N	%
Bulgaria	-	-	6	13%	20	36%	12	29%	38	22%
Netherlands	8	32%	12	25%	13	24%	11	26%	44	26%
Romania	2	8%	2	4%	4	7%	8	19%	16	9%
Hungary	1	4%	4	8%	3	6%	3	7%	11	7%
Poland	3	12%	1	2%	7	13%	3	7%	14	8%
Nigeria	6	24%	6	13%	3	6%	2	5%	17	10%
Russian Fed.	2	8%	6	13%	6	11%	2	5%	16	9%
Lithuania	3	12%	3	6%	3	6%	1	2%	10	6%
Ukraine	2	8%	6	13%	2	4%	1	2%	11	7%
Moldova	-	-	7	15%	3	6%	-	-	10	6%

In 2003, as in 2002, Bulgaria was the most frequently occurring country of origin of victims in successfully completed investigations. There was however a sharp rise in the number of investigations where the victims were from Romania. The number of investigations involving Nigerian victims was low in 2003 and 2002 compared to the previous years.

Taking all the countries of origin into consideration, there were a relative large number of victims from the Balkans in the investigations completed in 2003, as was also the case in 2002.<sup>50</sup> In addition, many victims were recruited in the Netherlands. There was a relative decline in the number of investigations involving recruitment in Eastern Europe<sup>51</sup> and the Baltic states<sup>52</sup>.

#### *Country of origin without visa requirement*

It was examined to what extent in investigations into cross-border THB the victims come from countries with or without a visa requirement. For this purpose, the visa status of the countries of origin at the start of the investigation was taken. The result is shown for each year in Table 3.18. This table distinguishes between investigations whereby recruitment takes place in countries with a visa requirement, countries without a visa requirement and in both.

*Table 3.18 Countries of origin with and without visa requirement, per annum<sup>53</sup>*

Countries of origin	2000		2001		2002		2003		Total	
	N	%	N	%	N	%	N	%	N	%
Without visa requirement	3	18%	6	17%	23	55%	24	75%	56	44%
With visa requirement	6	35%	14	39%	10	24%	8	25%	38	30%
Without and with visa requirement	8	47%	16	44%	9	21%	-	-	33	27%
Total	17	100%	36	100%	42	100%	32	100%	127	100%

Three-quarters of the investigations into cross-border THB completed in 2003 involved victims from countries without a visa requirement. This is a marked rise compared to previous years.

<sup>50</sup> Countries of former Yugoslavia (Croatia, Yugoslavian Federation (Serbia and Montenegro), Bosnia & Herzegovina, Macedonia and Slovenia) as well as Romania, Bulgaria and Albania.

<sup>51</sup> Russian Federation, Ukraine, Moldova, Belarus, Azerbaijan and Georgia.

<sup>52</sup> Estonia, Latvia and Lithuania.

<sup>53</sup> NB: This table only includes the investigations whereby recruitment (also) took place abroad.

### 3.6 Investigation methods and process

#### 3.6.1 Investigation methods used

Table 3.19 contains an overview of the investigation methods used in completed investigations into THB, in order of declining frequency. Questions on this were only asked for the years 2002 and 2003. For the year 2003 the questions were more detailed, so that the results from these two years are not entirely comparable.

Incidentally, the question was also asked whether a financial criminal investigation was carried out. The results concerning financial criminal investigations are discussed in the following paragraph.

*Table 3.19 Investigation methods used (2002 and 2003)*

Investigation methods	2002		2003		Total	
	N	%	N	%	N	%
Suspect interviews	x	x	42	100%	x	x
Victim interviews	x	x	41	98%	x	x
Police information*	x	x	38	91%	x	x
Witness investigation**	x	x	37	88%	x	x
Technical investigation***	x	x	26	62%	x	x
Observation	30	55%	24	57%	54	56%
Telephone/gsm tapping	28	51%	22	52%	50	52%
Obtaining details of post, telephone and fax communication	x	x	21	50%	x	x
Requests for legal assistance	13	24%	14	33%	27	28%
Other	7	13%	2	5%	9	9%

\*Targeted searches for police knowledge and information in files.

\*\*E.g. interviewing witnesses such as colleague prostitutes or proprietors.

\*\*\*E.g. searches ('house searches'), confiscation, collection of forensic material.

x=Not studied, or not studied for both years and therefore unknown.

The results for the year 2003 correspond - in general terms and in so far as comparable - with the results for 2002. However, a relatively larger number of requests for legal assistance were submitted in 2003.

#### 3.6.2 Financial aspects

A financial criminal investigation is where specific attention is given to (identifying) the profits obtained through crime and the way in which these could be confiscated. This implies the use of financial and administrative tools and assessing investigation information from a financial and technical point of view.

Based on financial investigation, it may be decided during or after such an investigation to calculate the perpetrators' illegally obtained benefit and to try to confiscate this benefit. In order to do so, first a criminal financial investigation (CFI) is carried out. Table 3.20 shows how often financial investigations were made in the investigations into THB studied, how often a CFI was opened and how often this - in so far as (already) known to the police - led to a confiscation procedure. Information about criminal financial investigations has been collected from 2002 onwards. In a number of cases it was still under consideration whether or not to open a CFI and/or to institute confiscation proceedings. These cases are not included in the table.

Table 3.20 Financial investigation and confiscation, per annum<sup>54</sup>

Year	Financial investigation		Criminal financial investigation		Confiscation proceedings	
	N	%	N	%*	N	%**
2000	x	x	8	32%	5	63%
2001	x	x	15	32%	14	93%
2002	23	43%	16	30%	9	56%
2003	19	46%	9	23%	9	23%
Total	42	44%	48	29%	37	28%

\*Percentage of the total number of investigations in the year concerned, for which this is known.

\*\*Percentage of the number of CFIs in the year concerned.

x=Not studied.

In 2003 almost half of the investigations into THB, according to those interviewed, a financial investigation was carried out. In 2002, the relative number of investigations in which a criminal financial investigation was carried out, was just as high.

In almost one-quarter of the investigations a CFI was opened in 2003. This percentage is a little lower than in previous years. The percentage of investigations whereby the CFI resulted in the calculation of illegally obtained benefit and - in so far as (already) known to the police - confiscation proceedings, was much lower in the year 2003 than in previous years. The persons interviewed would appear to be increasingly not always aware of this, because financial investigations are also carried out by other specialist departments and agencies.<sup>55</sup>

#### *Illegally obtained benefit*

The illegally obtained benefit for the five suspects in 2003 for whom this has been calculated and is known, is almost €1,000,000 (rounded off). On average the illegally obtained benefit per suspect in the year studied is €200,000 (rounded off). The average illegally obtained benefit per suspect varies from year to year, and was €104,953 in 2000, €210,999 in 2001, €15,384 in 2002 and €193,776 in 2003.<sup>56</sup>

#### *Claim from victims for compensation*

It was examined whether victims have made an attempt through civil proceedings or through a 'joinder of the injured party in criminal proceedings' to recover (some) of the money they earned, or to obtain compensation for damage (actually) incurred. This was found - in so far as known - to be so in 3 cases in 2003. In 2002 there were 4 cases, 10 cases in 2001 and 2 cases in 2002.

<sup>54</sup> Total number of investigations per annum for which the following information is known: 1) Financial investigation: 54 (2002), 41 (2003) and 95 (total); 2) CFI: 25 (2000), 47 (2001), 53 (2002), 40 (2003) and 165 (total); 3) Confiscation: 18 (2000), 28 (2001), 47 (2002), 39 (2003) and 132 (total).

<sup>55</sup> In view of the importance of financial investigations, BNRM decided to collect further information on this subject. The results will be discussed in a subsequent report.

<sup>56</sup> SD and N respectively €93,484.90; 7 (2000); €230,147.07; 15 (2001); €143,316.03; 13 (2002); €1,565.74; 5 (2003) and €161,420.08; 42 (total).





## 4 The Public Prosecution Service and prosecution

### 4.1 Introduction

This chapter contains the results of (secondary) analyses of THB cases within the public prosecutor's national database for the period 2000 to 2003.<sup>1</sup> Per year it was examined how many cases were registered with the Public Prosecution Service (PPS), were dealt with by the department or were settled in court (i.e. no cohort was followed).<sup>2</sup> The explanation of the research methods used can be found in Appendix 3.

### 4.2 THB cases registered with the Public Prosecution Service

During the period from 2000 to 2003, 625 criminal cases in which suspicion of THB (Article 250ter or Article 250a of the Criminal Code) was solely or partly the case were registered with the PPS.<sup>3</sup> A (criminal) case in the context of prosecution is understood to mean the case against a single suspect.

Table 4.1 shows for each year how many cases it concerns and how many of these cases (in so far as is known) (also) involved underage victims.<sup>4</sup>

Table 4.1 Number of cases registered<sup>5</sup> and cases that (also) involve underage victims, per annum

Year	Registered cases		Cases that (also) involve underage victims	
	N		N	%
2000	138		37	27%
2001	130		27	21%
2002	200 <sup>6</sup>		27	13%
2003	157		38	24%
Total	625		129	21%

The considerable increase in the number of registered cases that was seen in 2002 did not continue into 2003. The number in 2003 was however still significantly higher than in the first two years of this century. Both the number and the proportion of cases that (also) involved underage victims increased in 2003 compared to the two previous years. Over the total period from 2000 to 2003, more than 20% of the number of cases (also) involved underage victims. NB: this says nothing about the *number* of underage victims involved.

<sup>1</sup> This was carried out by SiBa, WODC.

<sup>2</sup> It therefore does not concern exactly the same cases each time, because not all cases are registered, dealt with by the PPS and settled in court in the same year.

<sup>3</sup> Including cases that were later dropped by the PPS or in which the charge ultimately does not contain a suspicion of THB.

<sup>4</sup> Criterion: registration under paragraphs and subparagraphs of the THB provision in the Criminal Code that imply underage victims. However, underage victims may well come under different paragraphs and subparagraphs of this provision, so this is almost certain to be an underestimate of their numbers.

<sup>5</sup> Including cases transferred (to another district) (a total of 4 in this period).

<sup>6</sup> This is one less than was found in earlier analyses of this same year and than reported in the previous report. The difference is caused by small shifts in numbers that are the result of corrections in PPS data after the reference date of the earlier analyses. Since consistent use has been made of the new analyses for this report, there are a few small differences with earlier reports.

A division by paragraphs *within* the THB provision in the Criminal Code gives the following results in Table 4.2.

Table 4.2 Type of THB, per year of registration

Type THB	2000		2001		2002		2003		Total	
	N	%	N	%	N	%	N	%	N	%
250ter/a paragraph 1	3	2%	34	26%	52	26%	32	20%	121	19%
250ter/a paragraph 2	135	98%	96	74%	148	74%	125	80%	504	81%
250ter/a paragraph 3	-	-	-	-	-	-	-	-	-	-
Total	138	100%	130	100%	200	100%	157	100%	625	100%

The vast majority of THB cases concern Article 250a or 250ter paragraph 2, i.e. THB whereby two or more persons act in association, or a victim is involved who is younger than 16 years, or serious physical injury is inflicted. Cases that are registered under Article 250ter or 250a paragraph 1<sup>7</sup> also occur, but in the period of four years under study no case at all was registered under Article 250ter/a paragraph 3.

The crime of THB is often committed in combination with other offences, such as people smuggling, (attempted) rape or complicity in rape, possession or use of weapons, (attempted) deliberate deprivation of liberty or complicity in such, and offences to do with drugs, making and using fake or forged travel documents, abuse and threats.<sup>NRM3</sup> A case may therefore concern several offences.

Table 4.3 gives an overview of the most serious offences in each case. This categorisation adopted by Statistics Netherlands (*Centraal Bureau voor de Statistiek* - CBS), whereby the offence with the most severe punishment 'will take precedence', has been modified for this purpose in the sense that a separate category has been created for THB (under the CBS's categorisation, THB comes in the category of 'other crimes') and in the case of a combination of crimes bearing equal punishment, THB is taken as the most serious crime and included in the overview.<sup>8</sup>

Table 4.3 Most serious crime, per year of registration

Most serious crime	2000		2001		2002		2003		Total	
	N	%	N	%	N	%	N	%	N	%
Sexual violence	9	7%	18	14%	14	7%	14	9%	55	8%
Other violence	2	1%	3	2%	7	3%	2	1%	14	2%
Offences against property	2	1%	2	1%	-	-	1	1%	5	1%
Vandalism/public order	1	1%	-	-	-	-	-	-	1	0%
THB: 250ter/a paragraph 1	2	1%	24	18%	43	21%	24	15%	93	15%
THB: 250ter/a paragraph 2	119	86%	81	62%	131	65%	109	69%	440	70%
Other offences under the Criminal Code <sup>9</sup>	3	2%	2	1%	5	2%	7	4%	17	3%
Total	138	100%	130	100%	200	100%	157	100%	625	100%

<sup>7</sup> This could be regarded as the simplest form of THB: not committed in association with others, no victims younger than 16 years involved and no serious physical injury inflicted. This qualification, however, does not detract in any way from the seriousness of the crime in itself.

<sup>8</sup> Should there still be several crimes with the same punishment, a crime registered earlier will take precedence.

<sup>9</sup> E.g. (THB in combination with) fraud, corruption of a public official, making false charges, bigamy, getting an underage person drunk or withdrawal of an underage person from parental authority.<sup>NRM3</sup>

In 2003, THB was the only or the most serious crime in 84% of the cases registered. The other cases involved an even more serious crime besides THB: usually a form of sexual violence (9%) such as indecent assault or rape.

If one looks at the total period from 2000 to 2003, THB is the only or the most serious crime registered in 85% of cases. In most cases, it involves Article 250ter/a paragraph 2. The increase identified in the previous report in the number of cases in which Article 250ter/a paragraph 1 forms the most serious crime did not continue.

It could be added here that in 25% of the cases, participation in a criminal organisation was also registered.<sup>10</sup>

Considering the above, the THB cases registered would seem to have become more serious in nature: increase in the proportion of cases under Article 250ter/a paragraph 2 (compared to Article 250ter/a paragraph 1, a rise in the proportion of cases where an underage victim is (also) involved and - compared to 2001 and 2002 - a rise in the proportion of cases in which participation in a criminal organisation is (also) involved.

### 4.3 The suspects

#### Age

In 75% of the cases registered in 2003, the age of the suspects at the time of the first THB offence<sup>11</sup> was between 18 and 41 years. Their average age was 33 years<sup>12</sup> and there were 7 underage suspects (4%).<sup>13</sup>

#### Country of origin

The suspects come from more than 50 countries. Table 4.4 contains (in alphabetical order) the most common countries of origin.<sup>14</sup> See Table B4.4 in Appendix 2 for a complete overview.

Table 4.4 Most common countries of birth of suspects, per year of registration

Country of birth	2000		2001		2002		2003		Total	
	N	%	N	%	N	%	N	%	N	%
Albania	2	1%	4	3%	26	13%	5	3%	37	6%
Bulgaria	-	-	12	9%	27	13%	19	12%	58	9%
Czechoslovakia	3	2%	5	4%	2	1%	-	-	10	2%
Iraq	-	-	1	1%	6	3%	-	-	7	1%
Morocco	17	12%	5	4%	3	1%	3	2%	28	4%
Netherlands	38	28%	30	23%	51	25%	48	31%	167	27%
Nigeria	17	12%	3	2%	7	3%	5	3%	32	5%
Romania	3	2%	2	1%	8	4%	22	14%	35	6%
(Former) Soviet Union	2	1%	6	5%	7	3%	11	7%	26	4%
Surinam	6	4%	4	3%	5	2%	10	6%	25	4%
Turkey	9	7%	8	6%	26	13%	16	10%	59	9%
(Former) Yugoslavia	9	7%	22	17%	6	3%	3	2%	40	6%

<sup>10</sup> In the years 2000 to 2002, this was 30%, 13% and 20% respectively.

<sup>11</sup> One and the same person may be suspected of several THB offences.

<sup>12</sup> SD 10.74.

<sup>13</sup> In the years 2000 to 2002, this was 8, 4 and 3 respectively.

<sup>14</sup> Criterion for inclusion: in one of the years at least five, or in the entire period at least ten suspects who came from the country concerned.

Country of birth	2000		2001		2002		2003		Total	
	N	%	N	%	N	%	N	%	N	%
Other/unknown	32	23%	28	21%	26	13%	15	10%	101	16%
Total	138	100%	130	100%	200	100%	157	100%	625	100%

Once again in 2003, the Netherlands is the most frequently occurring country of birth and the share of suspects born in the Netherlands also increased in proportion. What is striking is the large proportion of suspects born in Bulgaria, Romania and Turkey (each at least 10%), but of these three countries only the Romanian share grew in 2003. In addition, the number of suspects from the former Soviet Union and Surinam grew in that year; the increase and substantial proportion of Albanian suspects identified in 2002 did not continue.

Table 4.5 contains for each year the ranking of the five most frequently occurring countries of birth of the suspects.<sup>15</sup>

*Table 4.5 Ranking of most frequently occurring countries of birth of suspects, by year of registration*

Country	2000	2001	2002	2003	Total	
	Rank	Rank	Rank	Rank	N	Rank
Netherlands	1	1	1	1	167	1
Romania			4	2	35	
Bulgaria		3	2	3	58	3
Turkey	3'	4	3'	4	59	2
(Former) Soviet Union		5		5	26	
(Former) Yugoslavia	3'	2	3'		40	4
Albania					37	5
Nigeria	2'				32	
Morocco	2'				28	

The overview shows a constant first place for the Netherlands as the country of birth of suspects, and a relatively stable 'position' of Turkey and (to a slightly lesser extent) Bulgaria and (former) Yugoslavia. Nigeria would seem to have become less important as a country of origin.

#### *Gender*

Most suspects are male; in 76% of cases in 2003. However there are clear differences between the countries of origin. Limited to the five most frequently occurring countries of origin of the suspects, it is noticeable that among the Turkish suspects there are hardly any women (just one). Of the Romanian suspects, 45% are women. The other three most frequently occurring countries of origin occupy an intermediate position.<sup>16</sup>

#### **4.4 Cases dealt with by the Public Prosecution Service**

Table 4.6 contains, by year of registration, an overview of the number of cases in which the suspect was held in pre-trial detention.

<sup>15</sup> An accent indicates a shared ranking.

<sup>16</sup> 17% women among the Dutch suspects and 18% among suspects from the former Soviet Union, to 26% women among the Bulgarian suspects.

*Table 4.6 Pre-trial detention, per year of registration*

Pre-trial detention	2000		2001		2002		2003		Total	
	N	%	N	%	N	%	N	%	N	%
Yes	108	78%	94	72%	152	76%	131	83%	485	78%
No	30	22%	36	28%	48	24%	26	17%	140	22%
Total	138	100%	130	100%	200	100%	157	100%	625	100%

In 2003, 83% of the suspects were in pre-trial detention at the moment the case was brought to court. This percentage has grown somewhat in the last three years.

Table 4.7 shows how the PPS deals with cases. In the above, it concerned each time the 625 criminal cases registered in the period 2000 to 2003. Table 4.7 shows the 606 cases that were dealt with by the PPS in the same period.<sup>17</sup>

*Table 4.7 Cases dealt with by the PPS, per year in which they were dealt with*

Dealt with	2000		2001		2002		2003		Total	
	N	%	N	%	N	%	N	%	N	%
THB summons <sup>18</sup>	72	77%	100	63%	113	68%	128	68%	413	68%
Unconditional decision not to prosecute	17	18%	46	29%	40	24%	42	22%	145	24%
Summons for other offences <sup>19</sup>	3	3%	12	8%	10	6%	11	6%	36	6%
Transfer <sup>20</sup>	1	1%	1	1%	-	-	2	1%	4	1%
Joinder	-	-	-	-	1	1%	4	2%	5	1%
Conditional decision not to prosecute	-	-	1	1%	-	-	-	-	1	0%
Out-of-court settlement	1	1%	-	-	1	1%	-	-	2	0%
Total	94	100%	160	100%	165	100%	187	100%	606	100%

The number of cases dealt with is rising each year. The summons was once again in 2003 by far the most frequently used method. It was usually (also) THB summons (68% of cases dealt with) and sometimes summons solely for other offences (6% of all cases dealt with). In 22% of the cases, it was decided unconditionally not to prosecute. These decisions were made above all because of the unlikelihood of a conviction (technical dismissal).<sup>21</sup> The other forms of completion (transfer, conditional decision not to prosecute and out-of-court settlement) are only applied sporadically.

#### 4.5 Settlement by the court

To recapitulate: in the period from 2000 to 2003, 625 cases were registered with the PPS in which THB was (also) suspected. In the same period 606 cases were dealt with by the PPS, as

<sup>17</sup> The difference is caused by the fact that the PPS does not always take a decision to prosecute in the same year that the case is registered.

<sup>18</sup> Summons only or also for THB.

<sup>19</sup> Cases whereby, despite earlier suspicions of THB, ultimately no charge of THB was made.

<sup>20</sup> To another district or abroad.

<sup>21</sup> The ground for deciding not to prosecute (technical dismissal) is usually 'no legal evidence' (46%), followed some way behind by 'wrongly reported as a suspect' (15%). 'Minor share in the offence' (11%) and 'old offence' (7%) are the most common grounds for policy decisions not to prosecute (policy dismissal).

were a total of 382 cases dealt with in the courts (of the first instance) in which THB was (also) the charge.<sup>22</sup> Table 4.8 gives an overview of the court decisions by year of settlement.

*Table 4.8 Settlement in the first instance, per year of settlement*

Settlement	2000		2001		2002		2003		Total	
	N	%	N	%	N	%	N	%	N	%
Sentenced	72	87%	74	87%	85	88%	106	91%	337	88%
Acquittal	11	13%	7	8%	10	10%	5	4%	33	9%
PPS inadmissible	-	-	3	4%	1	1%	1	1%	5	1%
Joinder in court	-	-	1	1%	1	1%	5	4%	7	2%
Total	83	100%	85	100%	97	100%	117	100%	382	100%

In 2003, a sentence was imposed in the vast majority of the cases brought to court (91%). 4% of cases ended in an acquittal, and an equal number of cases were joined in court. In one case, the PPS was inadmissible.

Table 4.9 gives an overview of the nature of the settlement by the most serious offence in the charge.

*Table 4.9 Settlement by the most serious crime, per year of settlement*

Most serious crime <sup>23</sup>	Judgement	2000		2001		2002		2003		Total	
		N	%	N	%	N	%	N	%	N	%
Sexual violence	Sentenced	12	100%	9	100%	8	89%	9	100%	38	98%
	PPS n.a.*	-	-	-	-	1	11%	-	-	1	2%
	<i>Total</i>	12	100%	9	100%	9	100%	9	100%	39	100%
Other violence	Sentenced	2	100%	1	100%	1	100%	3	100%	7	100%
	<i>Total</i>	2	100%	1	100%	1	100%	3	100%	7	100%
Vandalism / public order	Sentenced	-	-	1	100%	-	-	-	-	1	100%
	<i>Total</i>	-	-	1	100%	-	-	-	-	1	100%
THB 250ter/a paragraph 1	Sentenced	-	-	3	100%	12	92%	10	91%	25	93%
	Acquittal	-	-	-	-	1	8%	1	9%	2	7%
	<i>Total</i>	-	-	3	100%	13	100%	11	100%	27	100%
THB 250ter/a paragraph 2	Sentenced	57	84%	59	85%	62	86%	81	89%	259	86%
	PPS n.a.	-	-	3	4%	-	-	1	1%	4	1%
	Acquittal	11	16%	6	9%	9	13%	4	4%	30	10%
	Joinder**	-	-	1	1%	1	1%	5	5%	7	2%
<i>Total</i>	68	100%	69	100%	72	100%	91	100%	300	100%	
Other offences under the Criminal Code	Sentenced	1	100%	1	50%	2	100%	2	100%	6	86%
	Acquittal	-	-	1	50%	-	-	-	-	1	14%
	<i>Total</i>	1	100%	2	100%	2	100%	2	100%	7	100%
Total	Sentenced	72	85%	74	87%	85	88%	106	91%	337	88%
	PPS n.a.	-	1%	3	4%	1	1%	1	1%	5	1%
	Acquittal	11	13%	7	8%	10	10%	5	4%	33	9%
	Joinder	-	-	1	1%	1	1%	5	4%	7	2%
<i>Total</i>	83	100%	85	100%	97	100%	117	100%	382	100%	

\*Not admissible.

\*\*Joinder in court.

<sup>22</sup> These are therefore not necessarily the same cases as those registered with the PPS or dealt with by the PPS during the same period. Cases that were registered with the PPS as (also) THB, but in which the summons was issued for only other offences (in the period from 2000 to 2003 there were 36 cases) are no longer included from now on.

<sup>23</sup> 'Offences against property' are not included in this overview, because no charge was brought for this and/or the court had not yet reached a judgement in such a case.

A word of warning when interpreting this table: for the sake of completeness, percentages as well as figures are given. Because of the far-reaching subdivision, however, some cell combinations are so low that the percentages are not very meaningful. What can be deduced from the table, however - besides the concrete figures, of course - is the following:

- In 2003 in all (nine) cases in which sexual violence was the most serious crime a sentence was passed. This also occurred in 91% of the cases where Article 250a paragraph 1 was the most serious crime, and in 89% of the cases for Article 250a paragraph 2;
- If one looks, in the period from 2000 to 2003, at the cases in which Article 250ter/a paragraph 2 was the most serious crime, the percentage of cases ending in a sentence rises slightly over time.

Until recently the PPS data contained only information on the nature of the settlement in relation to the summons and not in relation to the crimes for which a suspect was ultimately sentenced. However, this has changed slightly. Although the registration of whether or not each offence ends with a court conviction is not yet entirely flawless,<sup>24</sup> the information does show that in a significant number of cases (in 2003 this would appear to be 16 of the 106, i.e. 15%) a sentence did ensue, but not for THB (which was also one of the charges). The crimes for which a sentence was indeed imposed were (sometimes in combination) smuggling of human beings, sexual abuse of underage persons, rape, abuse, threat of violence, forgery of documents or fake travel documents, participation in a criminal organisation, violation of the Opium Act and/or violation of the Weapons and Ammunition Act.

Table 4.10 gives an overview of the sentences imposed, once again for the crime that carries the heaviest punishment.<sup>25</sup>

*Table 4.10 Sentence imposed for the most serious crime, per year of settlement*

Most serious crime <sup>26</sup>	Sentence imposed	2000		2001		2002		2003		Total	
		N	%	N	%	N	%	N	%	N	%
Sexual violence	No principal sentence <sup>27</sup>	1	8%	-	-	-	-	1	11%	2	5%
	Custodial Sentence	11	92%	8	89%	8	100%	7	78%	34	89%
	CSO*	-	-	1	11%	-	-	1	11%	2	5%
	<i>Total</i>	<i>12</i>	<i>100%</i>	<i>9</i>	<i>100%</i>	<i>8</i>	<i>100%</i>	<i>9</i>	<i>100%</i>	<i>38</i>	<i>100%</i>
Other violence	Custodial sentence	2	100%	1	100%	1	100%	3	100%	7	100%
	<i>Total</i>	<i>2</i>	<i>100%</i>	<i>1</i>	<i>100%</i>	<i>1</i>	<i>100%</i>	<i>3</i>	<i>100%</i>	<i>7</i>	<i>100%</i>
Offence against property	Custodial sentence	-	-	-	-	-	-	1	100%	1	100%
	<i>Total</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>1</i>	<i>100%</i>	<i>1</i>	<i>100%</i>
Vandalism / public order	Custodial sentence	-	-	1	100%	-	-	-	-	1	100%
	<i>Total</i>	<i>-</i>	<i>-</i>	<i>1</i>	<i>100%</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>-</i>	<i>1</i>	<i>100%</i>

<sup>24</sup> This is evident from a number of inconsistencies in the information.

<sup>25</sup> The 16 cases in which ultimately no conviction of the crime of THB followed also form part of the overview.

<sup>26</sup> 'Offences against property' are lacking in this overview, because no charge was brought for this and/or the court had not yet reached a judgement in such a case.

<sup>27</sup> With cases in the category 'no principal sentence', an additional penalty (e.g. confiscation) or an order (e.g. hospital order) may have been imposed. The term 'additional penalty', incidentally, is somewhat misleading. Contrary to what the term seems to suggest, the court may limit itself to imposing an additional penalty.

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Most serious crime <sup>26</sup>	Sentence imposed	2000		2001		2002		2003		Total	
		N	%	N	%	N	%	N	%	N	%
THB: 250ter/a paragraph 1	Conditional principal sentence	-	-	-	-	1	8%	1	10%	2	8%
	Custodial sentence	-	-	3	100%	9	75%	5	50%	17	68%
	Fine	-	-	-	-	-	-	1	10%	1	4%
	Custodial sentence + fine	-	-	-	-	1	8%	-	-	1	4%
	CSO	-	-	-	-	1	8%	2	20%	3	12%
	Custodial sentence + CSO	-	-	-	-	-	-	1	10%	1	4%
	<i>Total</i>	-	-	3	100%	12	100%	10	100%	25	100%
THB: 250ter/a paragraph 2	No principal sentence	1	1%	-	-	1	2%	2	2%	4	2%
	Conditional principal sentence	2	4%	-	-	3	3%	2	2%	7	3%
	Custodial sentence	43	75%	47	84%	50	82%	58	72%	198	76%
	Custodial sentence + fine	3	5%	-	-	-	-	2	2%	5	2%
	CSO	6	11%	8	14%	4	7%	5	6%	23	9%
	CSO + fine	1	2%	2	-	3	5%	-	-	6	2%
	Fine	1	2%	1	2%	-	-	5	6%	7	3%
	Custodial sentence + CSO	-	-	1	-	1	2%	7	9%	9	3%
<i>Total</i>	57	100%	59	100%	62	100%	81	100%	259	100%	
Other crimes under the Criminal Code	Custodial sentence	1	100%	1	100%	2	100%	2	100%	6	100%
	<i>Total</i>	1	100%	1	100%	2	100%	2	100%	6	100%
Total	No principal sentence	2	3%	-	-	1	1%	3	3%	6	2%
	Conditional principal sentence	2	3%	-	-	4	4%	3	3%	9	3%
	Custodial sentence	57	79%	61	82%	70	83%	76	72%	264	78%
	Custodial sentence + fine	3	4%	-	-	1	1%	2	2%	6	2%
	CSO	6	8%	9	12%	5	6%	8	7%	28	8%
	CSO + fine	1	2%	2	3%	3	4%	-	-	6	2%
	Fine	1	2%	1	1%	-	-	6	6%	8	2%
	Custodial sentence + CSO	-	-	1	1%	1	1%	8	7%	10	3%
<i>Total</i>	72	100%	74	100%	85	100%	106	100%	337	100%	

\*Community Service Order.

Because of the many empty cells, some percentages are not very meaningful. What the table does make clear, though - apart from the concrete figures - is the following:



- In 2003 in 81% of all cases in which (whether or not in combination with another crime) THB was involved and the court imposed a sentence, a custodial sentence was imposed, sometimes in combination with another sentence or order;<sup>28</sup>
- this percentage was somewhere between 81% and 86% annually in the period from 2000 to 2003;
- in 2003, in 83% of all cases in which Article 250ter/a paragraph 2 was the most serious crime and a sentence was imposed, that sentence was a custodial sentence.<sup>29</sup>

Table 4.11 gives for each crime (combination) the average duration of the custodial sentences imposed, as well as the associated standard deviations.<sup>30</sup> The total of 15 cases in which ‘other violence’, ‘vandalism/public order’ or ‘other crimes under the Criminal Code’ were the most serious crime, have only been included in calculating the total (bottom row of the table), because the numbers are too small for separate averages or standard deviations to be calculated for them.

*Table 4.11 Average term of custodial sentences (in days), per year of settlement*

Most serious crime	2000		2001		2002		2003	
	Average	SD	Average	SD	Average	SD	Average	SD
Sexual violence	1367	905	1427	719	1250	863	1514	982
THB: 250ter/a para 1	-	-	887	580	382	220	428	323
THB: 250ter/a para 2	779	561	788	638	620	479	599	559
Totalised	893	659	926	717	671	509	732	697

In 2003, calculated for all cases in which THB was (also) involved, a custodial sentence averaging two years was imposed (see bottom row of the table). The highest average custodial sentence was imposed where sexual violence was the most serious crime (1514 days, or more than four years). With THB Article 250ter/a paragraph 1 as the most serious crime, an average of more than 14 months was imposed (428 days) and with THB Article 250ter/a paragraph 2 as the most serious crime an average of almost 20 months (599 days).

PPS data contains only information on settlement in the first instance, as well as on whether an appeal has been lodged in a case, and by whom. Table 4.12 gives an overview.

*Table 4.12 Appeal lodged, per year of settlement (in the first instance)*

Appeal lodged	2000		2001		2002		2003		Total	
	N	%	N	%	N	%	N	%	N	%
None	44	52%	44	52%	48	49%	62	53%	198	52%
By Public Prosecutor	5	6%	4	5%	11	14%	6	5%	26	7%
By suspect	21	27%	22	26%	23	22%	32	27%	98	26%
By both parties	13	15%	15	18%	15	15%	17	14%	60	16%
Total	83	100%	85	100%	97	100%	117	100%	382	100%

The table shows that in 2003 an appeal was lodged in 46% of the cases, usually by the suspect. Viewed over the period from 2000 to 2003, the number of appeals lodged by the Public Prosecutor was relatively high in 2002.

<sup>28</sup> Only a custodial sentence in 72% of cases, a custodial sentence plus fine in 2% of cases and a custodial sentence plus community service order in 7% of cases.

<sup>29</sup> Only a custodial sentence in 72% of cases, a custodial sentence plus community service order in 9% of cases and a custodial sentence and fine in 2% of cases.

<sup>30</sup> These give an idea of the extent to which the term varies in the different cases for which an average has been calculated (the higher the SD, the greater the variation). For a further explanation see Appendix 4.



## 5 Summary

### 5.1 Introduction

Several developments in the area of (combating) THB since the publication of the previous report are worth mentioning. For example, the National Action Plan on THB was drawn up and the old article on THB, Article 250a in the Criminal Code, that originally only covered exploitation in the sex industry was replaced by Article 273a that covers exploitation in the sex industry and exploitation in other sectors of work and services, as well as certain activities focusing on the removal of human organs. The B9 regulation for victims/witnesses has been modified in line with this and BNRM's field of work is expected to be broadened accordingly. In anticipation of this, BNRM has started up a study into 'other exploitation' in order to find out whether, and if so in which sectors and on what scale, such modern forms of slavery occur in the Netherlands. In addition, in the first half of 2005 an *Information Centre for Youth Prostitution (Informatiepunt Jeugdprostitutie)* and - in cooperation with the National Crime Squad - the Expertise Centre for Trafficking in Human Beings/Human Smuggling (*Expertisecentrum Mensenhandel/Mensensmokkel*) were started up. Efforts have also been made to improve the implementation of the B9 regulation in practice and the PPS has set up three working groups in view of the recent broadening of THB legislation.

There are matters of concern too, though, such as the reduction in subsidies for public organisations in the policy areas of prostitution and (combating) THB, the fall in the number of successfully completed investigations into THB in 2003, and also the decline in the number of suspects arrested and 'referred' in each investigation. In addition, the National Police Project on Prostitution and Trafficking in Human Beings (*Projectgroep Prostitutie Mensenhandel/de Nederlandse Politie - PPM/dNP*) did not meet for several months, and there are frequent signs that in certain regions, partly due to capacity problems, only sporadic inspections are made of sex establishments. There is therefore some doubt whether the fight against exploitation in the sex industry is being given sufficient priority and capacity on a continuous basis, both through the administrative inspections by the municipalities in the licensed sector as well as in investigations and prosecutions - within and outside that sector. Enforcement - both administrative and criminal - remains an important issue, also in the light of the broadening of the definition of THB, which requires watchfulness for potential exploitation within a much wider scale of work situations.

This fourth report does not go further into the above-mentioned issues; it contains statistical data up to and including 2003.<sup>1</sup> This chapter contains the summary. The information concerning victims of THB that have been reported to the STV, police investigations into THB, prosecution by the PPS and settlement in the courts, is grouped under the headings of investigation, prosecution, victims and suspects.

### 5.2 Investigation

#### 5.2.1 Number and type of investigations

The number of investigations into THB successfully completed by the police rose from 48 in 2001 to 55 in 2002, but fell in 2003 to 42. This fall concerned investigations into both cross-border and domestic THB and the proportion of both types remained virtually the same in this

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<sup>1</sup> Appendix 5 contains some provisional figures for the year 2004.

period (in 2003: 76% and 24% respectively).<sup>2</sup> The number of investigations focusing on window and club prostitution fell in 2003 compared to previous years. The proportion of investigations focusing on the escort sector remained virtually the same, and the proportion of investigations into street prostitution rose slightly in 2003.

Of the investigations in 2003, 41% concerned (parts of) networks; this is a slight rise compared to 2002 (34%), but does not reach the level of 2001 (58%). Just as in 2002, one-third of the investigations in 2003 involved solo suspects, whereas a quarter concerned isolated groups.

### **5.2.2 Reason for the investigations**

The reasons for investigations into domestic THB differ significantly from those for investigations into cross-border THB. With domestic THB a report of an offence is much more frequently the reason for an investigation than with cross-border THB (55% compared to 26%). With cross-border THB, inspections are more often the reason (23% compared to 10%). The number of investigations for reasons other than those mentioned rose in the period from 2001 to 2003. In 2003 these were often reports from witnesses.

### **5.2.3 Investigation methods used**

As well as the (standard) interviewing of suspects and victims, in virtually all investigations successfully completed in 2003 information from police databases was used and witness investigations were carried out. In more than half of the investigations a technical investigation took place, observations were made and/or telecommunication methods were tapped or information from providers was requested. In one-third of the investigations, requests for legal assistance were made.

### **5.2.4 Financial aspects**

According to the police, in 2003 a financial investigation was conducted in more than half of the investigations into THB. This applied in general terms for 2002 as well. The percentage of investigations in which a criminal financial investigation (CFI) was subsequently opened fell from about 30% in the years 2000 to 2002 to almost a quarter in 2003. There was a much sharper fall compared to previous years in the number of investigations whereby the CFI led to the calculation of illegally obtained benefit and confiscation proceedings. This percentage fell to 23% (2000: 63%; 2001: 93% and 2002: 56%). The average amount of illegally obtained benefit calculated per suspect was a little less than €200,000 in 2003, and varies widely from year to year (more than €100,000 in 2000 and 2002, more than €200,000 in 2001). The number of cases in which victims attempted to obtain compensation for material and immaterial loss suffered by them, either through civil proceedings or as a joinder of the injured party also fluctuated widely: in 2003 this occurred in 3 cases, in the years 2000 to 2002 there were 2, 10 and 4 cases respectively.

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<sup>2</sup> Incidentally, provisional figures for 2004 show a sharp rise in the number of investigations completed successfully (see Appendix 5).

### 5.3 Prosecution

#### 5.3.1 Number and types of cases

In 2003 there were 157 suspects registered with the PPS in which there was the suspicion (only or partly) of THB (Article 250*ter* or Article 250a of the Criminal Code). The sharp rise in the number of registered cases (200) that had been observed in 2002 therefore did not continue into 2003, but the number is still significantly higher than in the first two years of this century (2000: 138; 2001: 130).<sup>3</sup> Both the number and the proportion of cases in 2003 that (also) concern underage victims rose compared to 2002 to slightly above the level of 2001. This, however, says nothing about the *number* of underage victims involved.

During the last three years, most of the THB cases (74%-80%) concerned the second paragraph of the THB article; 20-26% concerned the first paragraph, whereas during the past four years no case at all was registered under paragraph 3.

THB was the only crime, or the most serious crime, in 84% of the cases registered in 2003. In the other cases, there was an (even) more serious crime besides THB, usually a form of sexual violence (9%), such as sexual assault or rape. These figures are comparable to those of the three previous years.

#### 5.3.2 Cases dealt with by the Public Prosecution Service

In 2003 the PPS dealt with 187 cases in which THB was (only or partly) the case, considerably more than in previous years (2000: 94; 2001: 160; 2002: 165). This resulted in a summons in by far the majority of cases in 2003, just as in previous years. In more than two-thirds of cases this was a summons (also) for THB, sometimes however only a summons for other crimes was issued (6% of all cases dealt with). More than one-fifth of the cases were (unconditionally) dropped (dismissal by reason of unlikely conviction). Only occasionally were cases transferred, conditionally dropped or settled out of court.

#### 5.3.3 Trial and appeal

The court in the first instance dealt with 117 cases in 2003 in which THB was (also) a charge, a larger number than in previous years (2000: 83; 2001: 85; 2002: 97). In the vast majority of these cases (91%) the court imposed a sentence (in 2000 and 2001: 87%; in 2002: 88%). Compared to these years, in more than 80% of the cases this was a custodial sentence. The average term of these custodial sentences was two years in 2003; if there was a charge of a more serious crime besides THB (e.g. sexual violence), the custodial sentence was considerably longer (an average of more than four years). When the first paragraph of the THB provision was the most serious charge, the custodial sentence was on average more than 14 months, and under paragraph 2 as the most serious charge, almost 20 months. 4% of the cases in 2003 ended in an acquittal; less often than the previous years. Similarly, 4% of cases were consolidated and in one case the PPS was inadmissible.

Over the years an appeal has been lodged in slightly less than half of the THB cases judged in the first instance, usually only by the suspect, often also by the PPS and only very occasionally by the PPS alone.

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<sup>3</sup> Provisional figures show that the number of suspects registered with the PPS rose once again in 2004 (see Appendix 5).

## 5.4 Victims

### 5.4.1 Victims registered with the STV

257 victims were reported to the Foundation against Trafficking in Women (*Stichting Tegen Vrouwenhandel* - STV) in 2003; significantly fewer than in 2002 (343) and even fewer than in 2001 (284), the year in which it was difficult to reach the STV.<sup>4</sup> Just as in previous years, in 2003 most of the victims by far (52%) came from Central and Eastern Europe, with Bulgaria, followed by Romania with an increasing number, being the main countries of origin. The number of reports of victims originating from Africa fell slightly, but was still a considerable 25% in 2003 with victims from Nigeria accounting for the largest group. The other victims came from Asia, Western Europe and Latin America and the Caribbean in equal proportions, with the growing number of victims from Brazil being particularly striking.

Over the years, most victims that have been reported to the STV are in the age category from 18 to 23 years, and this was no different for 2003. The number of underage victims reported to the STV (10 to 17 years) was 20 in that year, fewer than in previous years (2001: 27; 2002: 41). The number of victims whose age was unknown fell in 2003 to 16%. STV received no reports of male victims in 2003.

### 5.4.2 Victims in the IKP-S victim registration system

Regional police forces register (possible) victims of THB in the IKP-S victim registration system. Some of these victims emerged during administrative inspections in the prostitution sector, while others came in contact with the police in other ways, for instance because they themselves went to the police. This registration is not comprehensive. In 2003 the police registered 153 (possible) victims in IKP-S, considerably less than in 2002 (371). In 2003 more than a fifth (22%) of these victims came from Bulgaria and 14% from Romania. In addition, the Netherlands and Nigeria had a relatively high score as countries of origin. The percentage of victims born in the Netherlands rose strongly compared to 2002: from 4% to 12%.

Also most victims registered in IKP-S are in the age category of 18 to 23 years. In 2003 21 minors were registered, compared to 51 in 2002. As a proportion of the total, this was 14% in both years. As far as the other age categories are concerned, the percentages in both years are also virtually the same. With regard to gender, in 2003 two (Ecuadorian) men were registered, whereas in 2002 this was 13, all originating from countries outside the European Union (EU). Twelve of them were minors.

### 5.4.3 Victim information from the investigations

#### *Numbers and countries of origin*

The number of victims and/or witnesses who reported an offence or made a witness statement in 2003 fell sharply to 155 compared to 258 in 2002 and 186 in 2001. In the investigations completed in 2003, as in 2002, there was a relatively high proportion of victims from the Balkans. In addition, many victims were recruited in Western Europe (the Netherlands in virtually all cases), whereas the number of investigations whereby victims were recruited in Eastern Europe and the Baltic states declined in relative terms. As in 2002, Bulgaria was the most fre-

<sup>4</sup> Incidentally, figures relating to 2004 show a sharp rise in the number of victims reported to the STV (see Appendix 5).

quently occurring country of origin of victims in the investigations successfully completed in 2003. However, there was a sharp rise in the number of investigations concerning cases with victims from Romania. The number of investigations into cases with Nigerian victims was low in 2003 and 2002 compared to earlier years.

#### *Underage victims*

In 2003, one-third of investigations into THB (also) involved underage victims. Over the years, there have been significantly more investigations into domestic THB than into cross-border THB (in 2003 51% compared to 30%). In real numbers, in the investigations completed successfully in 2003 there were 20 underage victims, 19 of whom reported the offence. No information is known about the victims' gender in successfully completed investigations.

#### *Means of coercion used*

(The threat of) violence plays an important role in bringing victims into prostitution and keeping them there, as does keeping them under surveillance and/or locking them up and imposing debts on them. However, the first means of coercion is used in both cross-border and domestic THB, whereas the last two are used particularly in cross-border THB. The rise in the number of investigations in 2002 in which 'feigned love' was used (by 'loverboys') to bring victims into prostitution, did not continue in 2003. In more than a quarter of cases this method was used (compared to 53% in 2002). The method, as also became clear earlier, is not used exclusively in domestic THB: of the 11 cases in 2003 where there was 'feigned love', 5 concerned cross-border and 6 domestic THB.

Not all victims are forced to do sex work. Sometimes the element of exploitation 'only' involves confiscating earnings. Of the 37 cases in 2003 whereby the trafficker confiscated money, according to the victims themselves 13 of them (35%) were allowed or able to keep some of the money for themselves. In the other cases, however, the victims had to hand over everything.

#### *Victims put to work*

Victims may be put to work in prostitution within and outside the Netherlands. Victims who are recruited abroad are more often brought into prostitution outside the Netherlands (and outside the country of origin) than victims who are recruited in the Netherlands. The former were put to work primarily in the neighbouring countries of Germany and Belgium, whereas the second group also ended up in other countries, including Italy in particular. The downward trend in the number of investigations whereby victims were brought into prostitution outside the Netherlands as well, continued into 2003: from more than half at the start of the century to more than 40% in 2002 to one-third in 2003.

#### *Documents*

Victims found in investigations into cross-border THB increasingly possess a valid passport; the percentage of investigations whereby victims had a fake passport therefore declined (further). Nevertheless, in almost one-third of cases in 2003 there were still one or more victims with a fake passport. In 2002 and 2003 this concerned in (more than) half of the cases fake passports of EU member states. No fake visas were found in any of the investigations in 2003.

## 5.5 Suspects

### 5.5.1 Investigations and suspects

#### *Number of suspects*

The police identified a total of 148 suspects of THB, arrested 135 and 'referred' 127 to the PPS in the investigations successfully completed in 2003. The number of arrested and 'referred' suspects was therefore considerably lower than in the two previous years and comparable with the level in 2000. The average number of arrested suspects in each investigation also fell (further) in 2003. This fall was almost 50% for investigations into cross-border THB (from 6.8 in 2000 to 3.6 in 2003), and one-third for investigations into domestic THB (from 3.0 in 2000 to 2.0 in 2003).

#### *Level of organisation*

Of the suspects arrested in 2003, 69% formed part of a network, 19% of an isolated group and 12% were solo operators, a division that can be seen - in general terms - in all the years since 2000. Of the solo operators in 2003, the majority (66%) were engaged in domestic THB and of the isolated groups this was 24%. Virtually all criminal networks (97%) were engaged in cross-border THB.

#### *Arrested recruiters*

With cross-border THB, not all the persons suspected of involvement in THB are tracked down and prosecuted. Recruiters in particular often remain out of reach in such cases, although this was less often the case in 2002 and 2003 than in previous years. The percentage of investigations into cross-border THB, whereby *all* recruiters were arrested was in fact much higher in 2003, just as in 2002, than in previous years: 50% or more. Moreover, in a further fifth of the investigations, *some* of the recruiters were arrested. This does not alter the fact that in more than a quarter of cases *no* recruiters were arrested at all. With investigations into domestic THB, on the other hand, the recruiters are virtually always arrested. These are in fact often those who also bring the victims into prostitution and exploit them there.

#### *Countries of origin*

The most common nationalities of suspects identified in investigations in 2003 are Dutch, Romanian and Bulgarian. The proportion of the various nationalities has fluctuated considerably over the years. For example, the number of suspects of Romanian nationality in 2003 increased sharply, to almost one-fifth. The proportion of Bulgarian suspects was slightly less. The number of arrested suspects of Albanian nationality, on the other hand - after a peak in 2002 - declined (sharply). The number of Nigerian suspects was low in 2003 (as in 2002) compared to the previous years. The proportion of Dutch suspects was consistently around 40%. Also when one considers the countries of birth of the suspects, the Netherlands, Romania and Bulgaria formed the top three and the rise in the number of suspects from Romania and fall in the number from Albania is particularly striking. Compared with the figures on nationality, the number of suspects with a Turkish or Surinamese background rose. If we look at the type of THB these persons are suspected of, it is noticeable that virtually all the suspects born in Morocco and the Dutch Antilles (94% and 92% respectively) were suspected of domestic THB. This applies to 64% of suspects born in Surinam. Suspects from other foreign countries were exclusively (Bulgaria, Romania, the Russian Federation, Nigeria, Ghana and Belgium) or in most cases (Turkey, Albania, former Yugoslavia and Ukraine) suspected of cross-border THB.

Of the suspects of non-Dutch nationality, 38% were residing legally in the Netherlands at the time of their arrest (2003). The number of foreign suspects who were residing illegally in the



Netherlands at the time of their arrest rose considerably in the period from 2000 to 2003, from 10% in 2000 to 42% in 2001, 48% in 2002 and 62% in 2003. The share of foreign suspects residing legally in the Netherlands fell in inverse proportion.

### *Proprietors*

Among the suspects arrested in 2003, 22 were proprietors of sex establishments: 6 of which were licensed. In 5 of these 6 cases, the suspicion was reported to the municipality which had issued the licence, which led to administrative proceedings against 4 proprietors. In the perception of the police, there is a certain level of awareness of the exploitative situation among the proprietors of sex establishments that come to the fore in one way or another in an investigation. During the years 2002 and 2003, half of these proprietors were typified as 'aware of, but not actively cooperating in the exploitation', and 10% worked actively as traffickers in human beings. The latter type rose dramatically in 2003, whereas the former in fact fell sharply.

### **5.5.2 Suspects prosecuted**

In 75% of the cases registered with the PPS in 2003, the age of the suspects was between 18 and 41 years. Seven were minors. The proportion of minors among the suspects remained the same at 4%, compared to the previous years. The average age of the suspects in 2003 was 33 years. Once again the Netherlands was the most common country of birth in 2003. The proportion of suspects born in the Netherlands increased proportionally compared to 2002, from one-quarter to almost one-third; in absolute figures there was a slight fall in numbers. What is noticeable is the large proportion of suspects born in Bulgaria, Romania and Turkey (each with at least 10%), but of these three countries only the Romanian share rose in 2003. In addition, the proportion of suspects from the former Soviet Union and Surinam rose in that year; however, the rise in and the substantial proportion of Albanian suspects identified in 2000 did not continue into 2003.

Most suspects are male; in 76% of the cases in 2003. The proportion of female suspects has fluctuated since 2001 around one-quarter. As far as the gender of the suspects are concerned, there are clear differences between the countries of origin. Looking at only the five most common countries of origin of suspects (the Netherlands, Romania, Bulgaria, Turkey and the former Soviet Union), it is noticeable that there were hardly any women among the Turkish suspects (just one), whereas 45% of the Romanian suspects were women. The remaining three countries of origin occupy an intermediate position in this respect.



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<sup>1</sup> This bibliography contains an overview of the publications studied for writing the Dutch version of this report. Although the English translation is a somewhat abridged version, for the readers' information the bibliography is included in its entirety.



# Appendix 1 Article 273a Criminal Code

## Article 273a (non-official, English translation of 1 January 2005)

1. Any person who:

- (a) by force, violence or other act, by the threat of violence or other act, by extortion, fraud, deception or the misuse of authority arising from the actual state of affairs, by the misuse of a vulnerable position or by giving or receiving remuneration or benefits in order to obtain the consent of a person who has control over this other person recruits, transports, moves, accommodates or shelters another person, with the intention of exploiting this other person or removing his or her organs;
- (b) recruits, transports, moves, accommodates or shelters a person with the intention of exploiting that other person or removing his or her organs, when that person has not yet reached the age of eighteen years;
- (c) recruits, takes with him or abducts a person with the intention of inducing that person to make himself/herself available for performing sexual acts with or for a third party for remuneration in another country;
- (d) forces or induces another person by the means referred to under (a) to make himself/herself available for performing work or services or making his/her organs available or takes any action in the circumstances referred to under (a) which he knows or may reasonably be expected to know will result in that other person making himself/herself available for performing labour or services or making his/her organs available;
- (e) induces another person to make himself/herself available for performing sexual acts with or for a third party for remuneration or to make his/her organs available for remuneration or takes any action towards another person which he knows or may reasonably be expected to know that this will result in that other person making himself/herself available for performing these acts or making his/her organs available for remuneration, when that other person has not yet reached the age of eighteen years;
- (f) wilfully profits from the exploitation of another person;
- (g) wilfully profits from the removal of organs from another person, while he knows or may reasonably be expected to know that the organs of that person have been removed under the circumstances referred to under (a);
- (h) wilfully profits from the sexual acts of another person with or for a third party for remuneration or the removal of that person's organs for remuneration, when this other person has not yet reached the age of eighteen years;
- (i) forces or induces another person by the means referred to under (a) to provide him with the proceeds of that person's sexual acts with or for a third party or of the removal of that person's organs;

shall be guilty of trafficking in human beings and as such liable to a term of imprisonment not exceeding six years and a fifth category fine\*, or either of these penalties:

2. Exploitation comprises at least the exploitation of another person in prostitution, other forms of sexual exploitation, forced or compulsory labour or services, slavery, slavery like practices or servitude.

3. The following offences shall be punishable with a term of imprisonment not exceeding eight years and a fifth category fine\*, or either of these penalties:

- (a) offences as described in the first paragraph if they are committed by two or more persons acting in concert;
- (b) offences as described in the first paragraph if such offences are committed in respect of a person who is under the age of sixteen.

4. The offences as described in the first paragraph, committed by two or more persons acting in concert under the circumstance referred to in paragraph 3 under (b), shall be punishable with a term of imprisonment not exceeding ten years and a fifth category fine\*, or either of these penalties.

5. If one of the offences described in the first paragraph results in serious physical injury or threatens the life of another person, it shall be punishable with a term of imprisonment not exceeding twelve years and a fifth category fine\*, or either of these penalties.

6. If one of the offences referred to in the first paragraph results in death, it shall be punishable with a term of imprisonment not exceeding fifteen years and a fifth category fine\*, or either of these penalties.

7. Article 251 is applicable *mutatis mutandis*.

\*A fifth category fine is a fine of maximum €45,000,-

## Appendix 2 Supplementary tables

In Chapters 2, 3 and 4 tables are included that contain only part of the available information, in order to make them more readable. This appendix contains additional data. The table numbers in the appendix correspond with the tables numbered in the same manner in the various chapters. For example, Table B2.2 belongs to Table 2.2 in Chapter 2. Table B2.2 contains information on *all* the countries of origin of (possible) victims registered with the STV in the period from 2000 to 2003, whereas Table 2.2 only contains information on the most common countries.

### Supplementary tables to Chapter 2 (Victims)

*Table B2.2 Countries of origin of (possible) victims registered by the STV, per annum*

Country	2000		2001		2002		2003		Total	
	N	%	N	%	N	%	N	%	N	%
Albania	5	1%	4	1%	8	2%	2	1%	19	2%
Algeria	1	0%	-	-	1	0%	-	-	2	0%
Angola	-	-	1	0%	3	1%	2	1%	6	1%
Armenia	-	-	-	-	-	-	3	1%	3	0%
Belarus	2	1%	1	0%	8	2%	-	-	11	1%
Belgium	-	-	-	-	1	0%	-	-	1	0%
Benin	-	-	-	-	-	-	1	0%	1	0%
Bosnia	-	-	1	0%	1	0%	1	0%	3	0%
Brazil	-	-	1	0%	-	-	12	5%	13	1%
Bulgaria	19	6%	40	14%	59	17%	48	19%	166	14%
Burundi	-	-	-	-	1	0%	-	-	1	0%
Cameroon	4	1%	2	1%	10	3%	5	2%	21	2%
China	19	6%	10	4%	8	2%	8	3%	45	4%
Colombia	2	1%	1	0%	2	1%	1	0%	6	1%
Congo	4	1%	1	0%	3	1%	1	0%	9	1%
Croatia	-	-	-	-	1	0%	-	-	1	0%
Cuba	-	-	-	-	3	1%	-	-	3	0%
Czech Republic	14	4%	8	3%	6	2%	3	1%	31	3%
Dominican Republic	4	1%	-	-	3	1%	-	-	7	1%
Ecuador	-	-	-	-	1	0%	-	-	1	0%
Egypt	-	-	2	1%	-	-	-	-	2	0%
Eritrea	-	-	1	0%	-	-	-	-	1	0%
Estonia	3	1%	1	0%	-	-	2	1%	6	1%
Ethiopia	2	1%	-	-	1	0%	2	1%	5	0%
France	-	-	-	-	1	0%	-	-	1	0%
Georgia	-	-	2	1%	1	0%	1	0%	4	0%
Germany	1	0%	-	-	1	0%	1	0%	3	0%
Ghana	4	1%	2	1%	2	1%	1	0%	9	1%
Guinea	1	0%	3	1%	6	2%	5	2%	15	1%
Guyana	-	-	-	-	1	0%	-	-	1	0%
Hungary	6	2%	4	1%	1	0%	-	-	11	1%
Indonesia	-	-	-	-	1	0%	1	0%	2	0%
Iran	-	-	-	-	1	0%	-	-	1	0%
Iraq	1	0%	-	-	-	-	-	-	1	0%
Ireland	-	-	-	-	-	-	1	0%	1	0%

Country	2000		2001		2002		2003		Total	
	N	%	N	%	N	%	N	%	N	%
Italy	-	-	1	0%	-	-	-	-	1	0%
Ivory Coast	1	0%	-	-	4	1%	2	1%	7	1%
Kazakhstan	-	-	1	0%	-	-	-	-	1	0%
Kyrgyzstan	-	-	1	0%	-	-	1	0%	2	0%
Latvia	9	3%	1	0%	1	0%	-	-	11	1%
Liberia	4	1%	4	1%	-	-	2	1%	10	1%
Lithuania	10	3%	10	4%	13	4%	9	4%	42	3%
Malawi	11	3%	-	-	-	-	-	-	11	1%
Moldova	6	2%	9	3%	14	4%	1	0%	30	2%
Mongolia	1	0%	-	-	2	1%	-	-	3	0%
Morocco	6	2%	1	0%	4	1%	2	1%	13	1%
Namibia	-	-	1	0%	-	-	-	-	1	0%
Netherlands	25	7%	11	4%	18	5%	11	4%	65	5%
Nigeria	41	12%	15	5%	45	13%	21	8%	122	10%
Philippines	1	0%	-	-	-	-	1	0%	2	0%
Poland	12	4%	4	1%	9	3%	3	1%	28	2%
Romania	10	3%	4	1%	22	6%	31	12%	67	6%
Russian Fed.	19	6%	27	10%	16	5%	11	4%	73	6%
Rwanda	-	-	-	-	1	0%	-	-	1	0%
Sierra Leone	10	3%	6	2%	12	3%	11	4%	39	3%
Slovakia	5	1%	1	0%	2	1%	2	1%	10	1%
Somalia	1	0%	-	-	1	0%	1	0%	3	0%
Sudan	4	1%	1	0%	1	0%	-	-	6	1%
Suriname	1	0%	1	0%	1	0%	1	0%	4	0%
Sweden	-	-	1	0%	-	-	-	-	1	0%
Taiwan	-	-	-	-	1	0%	1	0%	2	0%
Tajikistan	-	-	1	0%	-	-	-	-	1	0%
Thailand	4	1%	-	-	3	1%	5	2%	12	1%
Togo	3	1%	2	1%	6	2%	2	1%	13	1%
Turkey	1	0%	-	-	5	1%	1	0%	7	1%
Uganda	-	-	1	0%	1	0%	3	1%	5	0%
Ukraine	12	4%	18	6%	5	1%	14	5%	49	4%
Uzbekistan	-	-	1	0%	-	-	-	-	1	0%
Vietnam	2	1%	1	0%	-	-	-	-	3	0%
(Former) Yugo- slavia*	1	0%	3	1%	-	-	1	0%	5	0%
Unknown	49	14%	72	25%	21	6%	19	7%	161	13%
Total	341	100%	284	100%	343	100%	257	100%	1225	100%

\*Including Kosovo.

(Source: STV 2000; 2001; registration 2003).

Table B2.5 Countries of birth of (possible) victims in IKP-S, per annum

Country of birth	2002		2003		Total	
	N	%	N	%	N	%
Albania	8	2%	4	3%	12	2%
Algeria	1	0%	-	-	1	0%
Angola	4	1%	2	1%	6	1%
Belarus	3	1%	-	-	3	1%
Benin	1	0%	1	1%	2	0%
Brazil	1	0%	1	1%	2	0%
Bulgaria	106	29%	33	22%	139	27%



Country of birth	2002		2003		Total	
	N	%	N	%	N	%
Cameroon	4	1%	-	-	4	1%
China	4	1%	-	-	4	1%
Colombia	-	-	2	1%	2	0%
Czech Republic	5	1%	1	1%	6	1%
Dominican Republic	5	1%	2	1%	7	1%
Ecuador	-	-	2	1%	2	0%
Estonia	1	0%	-	-	1	0%
Germany	2	1%	2	1%	4	1%
Ghana	4	1%	1	1%	5	1%
Hungary	4	1%	4	3%	8	2%
India	2	1%	-	-	2	0%
Indonesia	-	-	3	2%	3	1%
Iran	1	0%	-	-	1	0%
Iraq	1	0%	-	-	1	0%
Italy	-	-	1	1%	1	0%
Kenya	-	-	1	1%	1	0%
Latvia	3	1%	-	-	3	1%
Liberia	7	2%	6	4%	13	3%
Lithuania	8	2%	5	3%	13	3%
Moldova	4	1%	1	1%	5	1%
Morocco	5	1%	1	1%	6	1%
Mozambique	-	-	1	1%	1	0%
Netherlands	16	4%	18	12%	34	7%
Nigeria	23	6%	10	7%	33	6%
Palestine	1	0%	-	-	1	0%
Poland	22	6%	4	3%	26	5%
Portugal	1	0%	-	-	1	0%
Romania	38	10%	21	14%	59	11%
Russian Federation	18	5%	6	4%	24	5%
Sierra Leone	25	7%	3	2%	28	5%
Slovakia	5	1%	1	1%	6	1%
Spain	2	1%	-	-	2	0%
Sri Lanka	1	0%	-	-	1	0%
Sudan	11	3%	-	-	11	2%
Suriname	1	0%	1	1%	2	0%
Thailand	1	0%	-	-	1	0%
Togo	2	1%	1	1%	3	1%
Turkey	1	0%	-	-	1	0%
Uganda	1	0%	-	-	1	0%
Ukraine	9	2%	6	4%	15	3%
United Kingdom	-	-	1	1%	1	0%
Vietnam	-	-	2	1%	2	0%
Western Samoa	-	-	1	1%	1	0%
Unknown	9	2%	4	3%	13	3%
Total	371	100%	153	100%	524	100%

**Supplementary tables to Chapter 3 (Investigation)***Table B3.4 Standard deviations with Table 3.4*

Year	Cross-border THB	Domestic THB	Total
	SD	SD	SD
2000	8,7	2,1	7,4
2001	4,4	2,5	4,1
2002	3,8	1,7	3,5
2003	3,7	2,2	3,5
Total	4,9	2,1	4,5

*Table 3.5 Nationalities of suspects of THB, per annum*

Nationality	2000	2001	2002	2003	Total	
	N	N	N	N	N	%
Albanian	1	13	35	2	51	8%
Azerbaijani	-	1	-	-	1	0%
Belgian	1	-	7	1	9	1%
Brazilian	-	1	-	-	1	0%
Bulgarian	-	4	39	21	64	10%
Cameroonian	-	-	-	1	1	0%
Czech	2	4	-	-	6	1%
Dutch	50	85	62	61	258	40%
Estonian	-	5	-	-	5	1%
German	1	6	1	2	10	2%
Ghanaian	-	2	-	-	2	0%
Hungarian	-	2	-	-	2	0%
Indonesian	-	1	-	-	1	0%
Iraqi	-	-	2	-	2	0%
Israeli	2	-	-	-	2	0%
Italian	1	1	-	-	2	0%
Liberian	-	2	-	-	2	0%
Lithuanian	-	1	1	1	3	1%
Moldavian	-	3	4	-	7	1%
Moroccan	10	2	-	-	12	2%
Nigerian	11	12	6	5	34	5%
Polish	-	-	2	2	4	1%
Romanian	1	2	5	24	32	5%
Russian	3	-	5	1	9	1%
Slovakian	2	1	-	-	3	1%
Spanish	-	1	-	-	1	0%
Stateless	1	-	-	-	1	0%
Suriname	-	-	1	-	1	0%
Syrian	-	1	-	-	1	0%
Thai	-	-	1	-	1	0%
Tunisian	1	-	2	-	3	1%
Turkish	2	1	10	7	20	3%
Ukrainian	3	4	1	4	12	2%
Yugoslav	7	15	-	1	23	4%
Unknown	41	9	7	2	57	9%
Total	140	179	191	135	645	100%

*Table B3.6 countries of birth of suspects of THB, per annum*

Country of birth	2000	2001	2002	2003	Total	
	N	N	N	N	N	%
Albania	3	14	35	2	54	8%
Algeria	-	1	-	-	1	0%
Azerbaijan	-	1	-	-	1	0%
Belgium	2	-	6	1	9	1%
Brazil	-	1	-	-	1	0%
Bulgaria	-	4	40	21	65	10%
Cameroon	-	-	-	1	1	0%
Czech Republic	2	4	-	-	6	1%
Dutch Antilles	7	1	1	3	12	2%
Egypt	-	2	-	-	2	0%
Estonia	-	5	-	-	5	1%
Germany	1	5	-	1	7	1%
Ghana	-	9	-	-	9	1%
Hungary	-	2	-	-	2	0%
Indonesia	-	6	1	-	7	1%
Iraq	1	-	2	-	3	1%
Israel	2	-	-	-	2	0%
Italy	1	1	-	-	2	0%
Lebanon	-	2	-	-	2	0%
Liberia	-	-	-	1	1	0%
Lithuania	2	2	1	1	6	1%
Moldova	-	3	4	-	7	1%
Morocco	10	5	1	1	17	3%
Netherlands	31	57	49	38	175	27%
Nigeria	13	11	6	7	37	6%
Poland	-	-	2	2	4	1%
Romania	2	2	5	25	34	5%
Russian Federation	3	-	6	1	10	2%
Slovakia	2	1	-	-	3	1%
Spain	-	1	1	-	2	0%
Sudan	-	2	-	-	2	0%
Suriname	1	1	2	10	14	2%
Syria	-	1	-	-	1	0%
Thailand	-	-	1	-	1	0%
Tunisia	1	-	2	-	3	1%
Turkey	5	4	17	13	39	6%
Ukraine	4	4	1	4	13	2%
United Kingdom	1	-	-	-	1	0%
(Former) Yugoslavia	8	18	-	1	27	4%
Unknown	38	9	7	2	54	8%
Total	140	179	191	135	645	100%

*Table B3.17 Countries of origin of victims, per annum*

Country of origin	2000	2001	2002	2003	Total	
	N	N	N	N	N	%
Albania	1	1	4	-	6	4%
Azerbaijan	-	1	-	-	1	1%
Belarus	-	4	5	-	9	5%
Belgium	-	1	-	-	1	1%
Brazil	-	1	-	-	1	1%

Country of origin	2000	2001	2002	2003	Total	
	N	N	N	N	N	%
Bulgaria	-	6	20	12	38	22%
Cameroon	-	-	-	1	1	1%
Czech Republic	3	2	2	1	8	5%
Estonia	-	2	1	-	3	2%
Georgia	-	-	-	1	1	1%
Germany	-	-	-	1	1	1%
Ghana	-	3	-	-	3	2%
Hungary	1	4	3	3	11	7%
Indonesia	1	1	-	-	2	1%
Italy	-	1	1	-	2	1%
Latvia	1	4	2	-	7	4%
Lithuania	3	3	3	1	10	6%
Malawi	2	-	-	-	2	1%
Moldova	-	7	3	-	10	6%
Netherlands	8	12	13	11	44	26%
Nigeria	6	6	3	2	17	10%
Poland	3	1	7	3	14	8%
Romania	2	2	4	8	16	9%
Russian Federation	2	6	6	2	16	9%
Sierra Leone	2	-	-	1	3	2%
Slovakia	3	2	-	-	5	3%
Thailand	1	1	1	-	3	2%
Ukraine	2	6	2	1	11	7%
(Former) Yugoslavia	-	1	-	-	1	1%

#### Supplementary tables to Chapter 4 (The Public Prosecution Service and prosecution)

*Table B4.4 Countries of birth of suspects, per year of registration*

Country of birth	2000	2001	2002	2003	Total	
	N	N	N	N	N	%
Afghanistan	-	-	1	-	1	0%
Albania	2	4	26	5	37	6%
Angola	-	1	-	-	1	0%
Belgium	3	-	2	1	6	0%
Brazil	1	1	-	1	3	0%
Bulgaria	-	12	27	19	58	9%
Cameroon	-	-	-	1	1	0%
Cape Verde Islands	-	1	-	-	1	0%
China	-	-	1	-	1	0%
Colombia	-	-	1	-	1	0%
Czech Republic	3	5	2	-	10	2%
Dutch Antilles	4	1	1	2	8	0%
Egypt	-	2	1	-	3	0%
Estonia	2	2	1	-	5	0%
France	1	-	-	-	1	0%
Germany	-	1	-	1	2	0%
Ghana	4	3	1	-	8	0%
Gold Coast*	1	-	-	-	1	0%

Country of birth	2000	2001	2002	2003	Total	
	N	N	N	N	N	%
Greece	-	-	2	-	2	0%
Guinea	1	-	-	-	1	0%
Hungary	-	1	1	-	2	0%
Indonesia/Dutch East Indies	3	3	1	-	7	0%
International territory	1	-	-	-	1	0%
Iran	-	2	-	-	2	0%
Iraq	-	1	6	-	7	0%
Ireland	-	1	-	-	1	0%
Jordan	1	-	-	-	1	0%
Latvia	-	1	-	-	1	0%
Lebanon	-	2	-	-	2	0%
Liberia	2	1	-	2	5	0%
Lithuania	2	2	-	-	4	0%
Malaysia	-	-	-	1	1	0%
Morocco	17	5	3	3	28	4%
Netherlands	38	30	51	48	167	27%
Niger	-	1	-	-	1	0%
Nigeria	17	3	7	5	32	5%
Poland	1	-	4	-	5	0%
Romania	3	2	8	22	35	6%
Russian Federation	2	6	7	11	26	4%
Sierra Leone	-	-	1	1	2	0%
Somalia	-	-	1	-	1	0%
Sudan	4	-	2	-	6	0%
Suriname	6	4	5	10	25	4%
Syria	-	1	-	-	1	0%
Thailand	-	-	1	2	3	0%
Tunisia	1	-	-	-	1	0%
Turkey	9	8	26	16	59	9%
Vietnam	-	1	-	-	1	0%
Yugoslavia	9	22	6	3	40	6%
Unknown	-	-	4	3	7	0%
Total	138	130	200	157	625	100%

\*Coastal region of present Ghana.



# Appendix 3 Explanation of the research methods used

## 1 Introduction

BNRM collects information in a variety of ways. This appendix provides an explanation of the research methods used in the BNRM police study and the secondary analyses of the PPS data.

## 2 The BNRM police study

### *Introduction*

Each year BNRM analyses all investigations into THB that have been completed by the police and 'referred' to the PPS. The results of this study can be found in Chapter 3 (Investigation).

### *Objectives and research questions*

The purpose of the study is to provide an insight into the way in which THB is committed in the Netherlands, by whom and with which type of victims. The research questions are as follows:

- How many investigations into THB do the police complete in the Netherlands in 2003?
- How can traffickers in human beings be typified?
- To what extent do they form (organised) criminal collaborative groups?
- How is the offence of THB carried out?
- How can the victims of THB be typified?
- To what extent and in what way is the prostitution sector involved in THB?
- How much do traffickers earn from THB?
- What offences apart from THB are committed by traffickers?
- In what way is THB investigated?
- What developments occur over time in relation to THB?

### *Research method*

For this report, all investigations into THB that were successfully completed in 2003 were collated and analysed. The results were then compared with the results from previous years.

All (police) units that (can) carry out investigations into THB were approached. They were asked to report to the researchers all investigations into THB that were completed in 2003, after which the team leaders of these investigations were interviewed by telephone. These interviews were carried out using approximately the same list of questions that was used in earlier years.

### *Additional remarks*

The investigations analysed for this study concern in principle all investigations into THB that have been completed and 'referred' to the PPS, and therefore provide a good picture of the situation. However, more THB offences are committed than come to the attention of the police and not all investigations are brought to a positive conclusion (and 'referred' to the PPS). The investigations analysed therefore only give a partial picture of the real situation. How large or representative this part is, is unknown.

## 3 The PPS data

### *Introduction*

At the request of BNRM, each year analyses are carried out on a 'THB' sub-file from the national database known as 'OM-data', which contains information from the 19 district PPS offices on the prosecution of suspects.<sup>1</sup> The analyses give a picture of the course of proceedings in the first instance. OM-data contains information on cases and offences. Unlike the situation in relation to police

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<sup>1</sup> The analyses are carried out by SiBa of the WODC.

investigation, a (criminal) case within the context of prosecution is taken to mean *the case against a single suspect*. Criminal cases against individual suspects may involve several criminal offences. The results of this study can be found in Chapter 4 (The Public Prosecution Service and prosecution).

#### *Objective and research questions*

The purpose of the study is to provide an insight into the prosecution of suspects of THB in the Netherlands. The research questions are as follows:

- How many cases relating to THB were registered with the PPS in 2003?
- How often are underage victims involved?
- How can the suspects be typified as regards gender, age and country of origin?
- What offences other than THB are they suspected of?
- How did the PPS deal with cases in 2003?
- How did the courts settle cases in 2003?
- How often do the various parties lodge an appeal?
- What developments are there over time with regard to THB?

#### *Research method*

From the total PPS database a selection was made of cases in which the offence of THB was (also) registered. No cohort was followed in the analyses, but each year the number of cases registered, dealt with by the PPS and settled by the court are examined.<sup>2</sup>

#### *Additional remarks*

Only the *principal* charges are included in OM-data. In addition, sometimes only the first offence in several principal charges is registered in OM-data. This means that not only does OM-data provide only a limited picture of the total number of THB offences that are committed (namely that part that comes to the attention of the police and is 'referred' to the PPS), but also that that part of the information that does indeed reach the PPS and which may possibly play a role in the course of the prosecution cannot be found in OM-data. How much information is lost in this way is not known.

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<sup>2</sup> This means that it does not necessarily refers to the same cases all the time.



## Appendix 4 Notes on tables and statistics

### Notes on the tables presented

This report includes many tables. Below are some comments that are important for the interpretation of these tables.

Due to rounding, the tables do not always add up to exactly 100%. For the sake of readability the tables do, however, always indicate 100%.

When numbers are set out in a column of a table, in the heading of the relevant column the letter N is used, an abbreviation for 'number'.

In the tables a dash (-) shows that the number is zero, and a dash (-) also indicates that the corresponding percentage is 0%. If the number is higher than zero, but the percentage when rounded comes to 0%, 0% is shown.

### Notes on the statistics used

#### *Standard deviation*

This report sometimes indicates what the average is, for example the average number of suspects in investigations into THB. In addition, the number (N; see above) and the so-called standard deviation (SD) are also always given. The standard deviation indicates the extent to which the numbers on which the average is calculated, differ. The higher the standard deviation, the more this is the case.

#### *Index*

In some tables an index is given. The index shows how much the number of - for example suspects - has changed in a particular year compared with a base year. The year that is taken as a base year is set at 100. An index of higher than 100 indicates a rise with respect to the base year and an index of lower than 100 a fall.

#### *Significance*

In this report results for different groups are sometimes compared with one another. If this is the case a check is usually made as to whether the difference found is 'significant' or not. This is then indicated in the text, with in a footnote the corresponding values chi<sup>2</sup>, df and p. This means that a check has been made as to how big the chance is that the difference found is based on coincidence.

In this report it is assumed that the chance of coincidence may not be greater than 5% - a percentage often used among researchers. Exactly how big this chance is, can be seen from the p value indicated in the footnote. For example:  $p < .01$  means that the chance of a coincidence is less than 1%. The values chi<sup>2</sup> and df (this stands for the number of degrees of freedom) are values that are necessary to determine whether differences are significant and are not discussed further here.



## Appendix 5 A few provisional figures for the year 2004

In 2004 the number of reports concerning victims to the STV rose enormously. The STV attributes the rise partly to growing attention being given to THB and to the fact that there has been intensive lobbying among cooperation partners, as a result of which the police and a few reception facilities have reported more frequently.

A total of 405 (possible) victims<sup>1</sup> were reported; in almost half of the cases by the police. A total of 26 reports concerned underage persons. The most common countries of origin of the victims are the Netherlands (59), Bulgaria (55), Romania (45) and Nigeria (39). In more than 45% of the cases reported to the STV, a report of the crime of THB was made (to the police). (Source: written information from the STV, April 2005).

In 2004 more than 70 police investigations into THB were completed successfully, in the sense that suspects were 'referred' to the PPS. (Source: provisional count from BNRM survey of investigations into THB completed successfully in 2004).

220 suspects of THB were registered with the PPS in 2004: 178 men (81%), and 39 women (18%).<sup>2</sup> The most common country of birth is the Netherlands (92 suspects), followed by Turkey (24), Romania (23) and Bulgaria (14). Most suspects are aged between 18 and 40 years (79%), while four suspects were minors.

In 73% of the cases, the suspicion concerned Article 250a/ter paragraph 2, while in all other cases this was Article 250a/ter paragraph 1.

In 14% of the cases, according to the charges, an underage victim was involved.

In 80% of the cases, THB is the only or most serious crime. In the other cases, besides THB there was an (even) more serious crime involved, usually sexual violence (11%), or other forms of violence (6%).

(Source: provisional printout of PPS data).

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<sup>1</sup> A number of witness informants are included in the 405 persons registered. The information on the (criminal) reports shows that there are at least 11. Incidentally, it should not be ruled out that they are also victims of THB.

<sup>2</sup> The gender of three suspects is not known.



## Colophon

### Reference:

**Dutch National Rapporteur on THB (2005).** *Trafficking in Human Beings - Supplementary figures. Fourth report of the Dutch National Rapporteur* The Hague: Bureau NRM.

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