

First Monitoring Report

on the National Action Plan to Prevent and Combat Trafficking
in Human Beings and Protect Trafficked Persons 2024 - 2028

Reporting period: up to 31 December 2025



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

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1 Introduction

After adoption by the Federal Cabinet in December 2024, the first interministerial **National Action Plan to Prevent and Combat Trafficking in Human Beings and Protect Trafficked Persons (NAP THB)** was published. It will run until the end of 2028. The aim of the NAP THB is to strengthen the protection and support of victims. The focus is particularly on groups at increased risk of becoming victims of human trafficking: women in precarious situations, children and adolescents, migrants and refugees.

The protection and support of victims, as well as effective prosecution, require a coordinated and interministerial approach. This necessitates close coordination, cooperation and strategic development among the various ministries, while maintaining their respective responsibilities and areas of expertise. As the central coordination body at federal level, the Federal Government Working Group on Combating Human Trafficking was established. This comprises the Federal Ministry of Finance, the Federal Ministry of the Interior, the Federal Foreign Office, the Federal Ministry of Justice, the Federal Ministry for Family Affairs, Senior Citizens, Women and Youth, the Federal Ministry of Labour and Social Affairs, and the Federal Ministry for Economic Cooperation and Development.

The NAP THB comprises 126 measures at federal level across four areas of action to combat trafficking in human beings in Germany.

These four areas are:

1. Prevention
2. Protection, Support Services, Victim Compensation
3. Prosecution
4. Partnership at national, European and international level

In February 2025, the Federal Government also adopted the [National Action Plan against Labour Exploitation and Forced Labour \(NAP LE/FL\)](#) under the leadership of the Federal Ministry of Labour and Social Affairs. With the NAP LE/FL, the Federal Government has, for the first time, adopted a coherent strategy to combat these abuses in the labour market. The overarching objective of the NAP LE/FL is to protect workers from precarious, exploitative and forced employment irrespective of their origins and qualifications. This is to ensure good labour market conditions for all and, in doing so, to increase Germany's attractiveness as a destination country for labour migration. To this end, the NAP LE/FL pursues a holistic, preventative and labour market-oriented approach ("labour approach") and aims to reduce risks in the labour market that contribute to the emergence of labour exploitation.

The NAP LE/FL contains 83 measures assigned to four fields of action:

- (I) Labour recruitment
- (II) Workers' rights and their enforcement
- (III) Working conditions, occupational safety and health, and public inspections
- (IV) Corporate responsibility.

The measures primarily focus on expanding low-threshold information, advisory and support services for workers, strengthening cross-border networking and cooperation among various labour market actors, and raising targeted awareness among public authorities, social partners, and enterprises regarding existing shortcomings.

In addition, the federal states (Länder) have developed a total of 125 measures within their own areas of responsibility. These measures are presented in an annex. The NAP LE/FL has been implemented gradually since February 2025 and is being continuously further developed in cooperation with the Länder, social partners, and civil society.

Both action plans enable the Federal Government to implement a key provision of Directive (EU) 2024/1712 amending Directive 2011/36/EU on preventing and combating trafficking in human beings and protecting its victims. Together, the two action plans address all forms of exploitation and target groups in the field of trafficking in human beings.

2 Methodology

According to Article 19b(2)(e) of Directive (EU) 2024/1712 amending Directive 2011/36/EU on preventing and combating trafficking in human beings and protecting its victims, Member states of the European Union may provide for regular monitoring and evaluation of the implementation of the national action plan on trafficking in human beings. The relevant ministries have agreed to conduct monitoring.

A continuous monitoring process will be conducted throughout the entire period until 2028. Systematic monitoring of progress in implementation will allow for the identification of areas requiring further action and their consideration in the planned revision of the NAP THB. An interministerial, coordinated monitoring procedure is therefore being established. The implementation status will be assessed annually.

Progress will be documented based on defined status criteria. The core of the monitoring is a standardised interministerial enquiry involving the subordinate authorities and addressing the implementation status of the measures listed in the NAP THB. The cut-off date for the first monitoring of the status of the measures is 31 December 2025.

3 Implementation Status

The present initial monitoring reflects the joint efforts of the participating federal ministries to implement existing measures and to systematically record their status. It demonstrates the Federal Government's commitment to intensifying cooperation among the various stakeholders in this field and to fulfilling international obligations to combat trafficking in human beings.

A positive assessment can be made for 2025. The majority of the recorded measures have already been initiated, are being continuously carried out, or have already been completed. There may be various reasons to explain why some measures have not yet begun: either political or organisational delays have occurred, or the measure was not scheduled to begin until after 31 December 2025.

As of 31 December 2025, of the 126 measures planned under the National Action Plan to Prevent and Combat Trafficking in Human Beings and Protect Trafficked Persons (NAP THB):

- 59 measures (46.8 %) are ongoing on a continuous basis (essentially permanent measures without a fixed end date)
- 48 measures (38.1 %) have been initiated (and are still in progress)
- 12 measures (9.5 %) have not yet been started
- 7 measures (5.6 %) have been completed

4 Monitoring Results

as of 31 December 2025

4.1 Prevention

Objective: Awareness-building and public relations work				
Measures	Duration	Responsibility	Output/Indicator	Status
Funding of ECPAT Deutschland e.V. to develop prevention materials for children and adolescents #PreventTrafficking-Power_up!	2024–2026	BMBFSFJ	ECPAT Deutschland e. V. annual reports	started
Education and activation campaign: “Schieb deine Verantwortung nicht weg!” (“Don’t shirk your responsibility”). Practical knowledge for adults on how to help protect children and adolescents against sexual violence and spread the word.	Since 2022	BMBFSFJ/UBSKM	Campaign spots, social media reels, dedicated campaign website www.nicht-wegschieben.de , local-level activities, networking, brochure series, other materials, events, podcast “einbiszwei” (onetotwo)	ongoing
Awareness campaign for existing counselling services (e.g. the Violence Against Women Helpline) for victims of violence in prostitution or forced prostitution.	From 2025	BMBFSFJ	Campaign material (e.g. flyers, social media presence, report)	started
Sensitising potential victims to the risks of human trafficking in countries of origin, transit and destination	Various stand-alone activities of different durations. Ending no later than August 2027 ¹	BMZ in cooperation with national and regional partner organisations	Projects implemented, project status report and final report	started
Public awareness campaign designed both to inform clients of prostitutes about exploitation and human trafficking, and to combat stigmatisation of prostitution	2026–2028	BMBFSFJ	Campaign material	not started yet
Implementation of identification guidance, “Die Identifizierung vulnerabler Personen im Asylverfahren” (“Identifying vulnerable persons in asylum procedures”)	Ongoing	BAMF	Guidance on identifying and dealing with potentially vulnerable persons and considering their individual needs throughout the entire asylum process – taking into account the requirements of EU law (Reception Conditions Directive/Asylum Procedures Directive) and the federal division of powers between the Federal Government and the Länder	ongoing

¹ Editorial note: Duration of the measure until December 2028 at the latest.

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

Objective: Protecting prostitutes against violence and exploitation				
Measures	Duration	Responsibility	Output/Indicator	Status
Strengthening the counselling structure for prostitutes and, in particular, promoting the networking and revision of nationwide quality standards for specialist counselling through funding of the NetSWork project run by bufas e.V.	2023–2026	BMBFSFJ	Quality standards/guidelines, training events	started
Identifying and analysing scope for improvement identified in the evaluation of the Prostitute Protection Act (ProstSchG)	From 2025	BMBFSFJ	Development of recommendations for action, subject to the pending outcomes of the evaluation	not started yet
Implementing the identified scope for improvement, in particular regarding protection against forced prostitution and violence in prostitution	From 2026	BMBFSFJ	Subject to the outcome of the identified needs	not started yet
Reviewing measures to improve data collection on persons working in prostitution and to improve accessibility to especially vulnerable persons in prostitution	2025–2027	BMBFSFJ in cooperation with the scientific community and civil society organisations	Subject to the outcome of the identified measures	not started yet
Further development of the nationwide exit counselling programme for prostitutes, including with regard to preventing violence in prostitution and forced prostitution	2024–2026	BMBFSFJ in cooperation with the scientific community and civil society organisations	Exit counselling guidelines	started
Intensifying cooperation between the FKS and the relevant stakeholders at local level, taking into account the existing FKS mandate to improve protection against exploitation, including sexual exploitation in prostitution establishments	From 2025	Central Customs Authority (GZD), main customs offices (HZÄ)	Reporting	ongoing

Objective: Preventing labour exploitation and forced labour through comprehensive measures in the area of labour recruitment and access to information for workers				
Measures	Duration	Responsibility	Output/Indicator	Status
Measures in the area of labour recruitment to prevent labour exploitation and forced labour, with the aim of ensuring fair recruitment and employment conditions, and easy access to information on labour law, both in countries of origin and in Germany, for all workers (see measures in the labour recruitment action area in the NAP LE/FL).	From adoption of the NAP LE/FL – see the NAP LE/FL for the duration of individual measures	BMAS	Implementation of the NAP LE/FL	started
Information on the topic of human trafficking for the purpose of labour exploitation on the website of the Office for the Equal Treatment of EU Workers (in 11 languages): Website of the Office for the Equal Treatment of EU Workers	Continuously updated since 1 September 2021	Integration Commissioner (Office for the Equal Treatment of EU Workers)	Easy-read information for potential victims of human trafficking and forced labour, indicators for human trafficking and forced labour in 11 languages, information on specialised counselling centres ²	completed
Objective: Preventing human trafficking for the purpose of labour exploitation in global supply chains				
Measures	Duration	Responsibility	Output/Indicator	Status
Funding of the OSCE project “Prevention of human trafficking for labour exploitation in supply chains”	2024–2028	AA	Project report	ongoing

² On the website of the EU Equal Treatment Office: in plain language, a reference to specialised counselling centres in the EU Equal Treatment Office counselling centre finder in eleven languages, information on forced labour and labour exploitation in eleven languages in the handbook for EU citizens (practical guide), and publications on the topic under “Analyses” in German.

4.2 Protection, Support Services, Victim Compensation

Objective: Improving timely detection and identification of victims of human trafficking				
Measures	Duration	Responsibility	Output/Indicator	Status
Model projects run by the German Association of Psychosocial Centres for Refugees and Victims of Torture (BAfF) to detect and identify special protection needs when receiving refugees	Ongoing since 2021	BMBFSFJ	Project outcomes, model for specialised centre or office to identify special protection needs	ongoing
Identification during asylum procedures, by means of raising awareness among asylum decision-makers of the topic of human trafficking and training of special representatives for victims of human trafficking	Ongoing	BAMF	Number of training sessions	ongoing
Objective: Improving access to existing initial and specialist counselling				
Measures	Duration	Responsibility	Output/Indicator	Status
Campaign to raise awareness of existing counselling services (e.g. the Violence Against Women Helpline) for victims of human trafficking and for victims of violence in prostitution, including measures that address victims' immediate social environment (e.g. relatives, friends and professionals)	From 2025	BMBFSFJ/(BAFzA)	Campaign material/statistics on launching the material	started
Networking meetings for special representatives of victims of human trafficking at regional specialised counselling centres (partly in cooperation with KOK e. V.) to promote collaboration in individual cases. Background: The BAMF asylum procedure directive provides for the referral of victims of human trafficking to specialised counselling centres.	Ongoing	BAMF	Number of networking meeting	ongoing
Expanding the information available on http://www.zoll.de for victims of human trafficking for the purpose of labour exploitation	2025–2026	Central Customs Authority (GZD)	Website, links, reporting	started

Objective: Consolidating and strengthening counselling and support services				
Measures	Duration	Responsibility	Output/Indicator	Status
Violence against Women Helpline	Ongoing (since 2013)	BAFzA	Annual report on take-up of the helpline, listing all forms of violence separately (including human trafficking, violence in prostitution, forced marriage)	ongoing
Sexual Abuse Helpline	Ongoing (since 2014)	UBSKM	Regular report on take-up of the helpline, including analysis of the calls received	ongoing
UBSKM Survivors' Board	Ongoing (since 2015)	UBSKM	Regular meetings with the Survivors' Board, attendance at official appointments by members of the Survivors' Board, drafting of statements by the Survivors' Board	ongoing
Crisis chat – online chat	Funding 2024	BMBFSFJ	Project report with information on take-up (separate list of counselling topics)	ongoing
Expanding the JugendNotmail (youth emergency email) online counselling service for children and adolescents into an accessible, multilingual psychosocial online counselling service	May 2023 – April 2026	BMBFSFJ	Project report with information on take-up (separate list of counselling topics)	ongoing
Continued funding of the German NGO Network Against Trafficking in Human Beings (KOK e. V.)	Funding period 2025–2027	BMBFSFJ	Project reports	started
Funding of the German NGO Network Against Trafficking in Human Beings (KOK e. V.) for the design and creation of an online counselling tool for victims of human trafficking	2025–2027	BMBFSFJ	Design and creation of an online counselling tool, associated reports	started
Gemeinsam stark (strong together): Funding of ECPAT Deutschland e.V. activities to protect children and adolescents against human trafficking and exploitation	2025–2027	BMBFSFJ	ECPAT Deutschland e. V. annual reports	started
Funding of further training for men and women to share knowledge on male-focused counselling at SKM Bundesverband e.V.	August 2023–July 2027	BMBFSFJ	Project report	started
Online clearing point for male-focused counselling at SKM Bundesverband e. V.	October 2024–December 2027	BMBFSFJ	Project report	started

Objective: Consolidating and strengthening counselling and support services				
Measures	Duration	Responsibility	Output/Indicator	Status
Funding of a nationwide specialised counselling and coordination centre – Protection of Male Victims of Violence (BKFM) – run by Landesarbeitsgemeinschaft Jungen- und Männerarbeit Sachsen e. V.	October 2022–September 2025	BMBFSFJ	Project report	started
Funding programme for the independent asylum procedure advice and specific legal advice programme for queer and other vulnerable persons seeking protection. The independent asylum procedure advice and legal advice programmes are designed to assist timely identification of vulnerable persons, thereby ensuring that the necessary procedural guarantees are upheld. The legal advice programme includes funding for projects that are taken up specifically by victims of human trafficking	Since January 2023	BAMF	Project reports for the various projects funded	ongoing
Support programmes for the empowerment of refugee women and other vulnerable groups (Diakonie Deutschland)	2023–2024	Integration Commissioner	Identification of victims and supporting them in seeking and developing prospects for the future, networking, specialist support and awareness-building for professionals, training of survivors to become everyday companions (peer-to-peer approach), creation of a nationwide platform for exchange between survivors, and development of guidance for specialised counselling centres	ongoing
Objective: Improving labour law counselling and support structures for foreign workers				
Measures	Duration	Responsibility	Output/Indicator	Status
Further funding and reinforcement of existing labour law counselling and support structures for foreign workers (see measures in the action area Workers Rights and their Enforcement in the NAP LE/FL)	From adoption of the NAP LE/FL – see the NAP LE/FL for the duration of individual measures	BMAS	Implementation of the NAP LE/FL	started
Overview of the specialised counselling centres on forced labour/ human trafficking for the purpose of labour exploitation in the searchable list of counselling centres on the website of the Office for the Equal Treatment of EU Workers (in 11 languages)	Continuously and annually updated since 1 January 2017	Integration Commissioner (Office for the Equal Treatment of EU Workers)	Germany-wide overview of the counselling centres that offer information in various languages regarding support for victims of forced labour and human trafficking for the purpose of labour exploitation	ongoing

Objective: Providing victims of human trafficking with access to cost-of-living assistance				
Measures	Duration	Responsibility	Output/Indicator	Status
Ensuring access to cost-of-living assistance (Leistungen zur Sicherung des Lebensunterhalts) for victims of human trafficking (in accordance with Article 11(5) of EU Directive 2011/36/EU as amended by Directive 2024/1712/EU and Article 12 (1) a of the Council of Europe Convention on Action against Trafficking in Human Beings) by reviewing the conditions for entitlement to benefits under Book II of the Social Code (SGB II) for EU nationals; improving practical implementation	2025	BMAS and Federal Employment Agency (BA) (in relation to joint agencies, as BA directives are only binding in this respect) Länder and local authorities to be involved in the event of a consultation on practice between BA and the Länder (Weisungs-konsultations-verfahren) or informed via publication in the BA knowledge database.	Outcome of the review concerning clarification/expansion of the BA directives on Section 7 of SGB II, where it involves EU citizens who are victims of human trafficking (scope for presenting evidence to a job centre))	started
Objective: Improving access to victim compensation				
Measures	Duration	Responsibility	Output/Indicator	Status
Support for the Länder in implementing the new social compensation law contained in SGB XIV	Ongoing as of 2024	BMAS	Rise in the number of applications for victim compensation	started
Production of material (regarding victims of human trafficking) for use by responsible case managers in the social affairs offices (Versorgungsämter) as easily accessible, compact guidance to aid better identification of victims of human trafficking	Updated continuously from 2025	BMAS/Service Centre against labour exploitation, forced labour and human trafficking, in cooperation with KOK e. V.	Develop a one-page guide for the social affairs offices and provide feedback where applicable	started
Needs-based design of (online) training for the responsible case managers in the social affairs offices on the Social Compensation Law to ensure targeted awareness-building to the needs of victims of human trafficking for the purpose of labour exploitation and sexual exploitation, and to aid better identification and addressing of victims	Training to be launched as soon as social affairs offices are ready; once launched, ongoing programme with continuous updates	BMAS/Service Centre against labour exploitation, forced labour and human trafficking, in cooperation with KOK e. V.	Number of training sessions, number of participating social affairs offices	started

Objective: Improving access to victim compensation				
Measures	Duration	Responsibility	Output/Indicator	Status
Needs-based programme of (online) training with information for case managers in the social affairs offices to enable activating and coordinating support for entitled claimants throughout the application and benefits process	Training to be launched as soon as a corresponding programme has been developed for case managers. Once launched, ongoing programme with continuous updates	BMAS/Service Centre against labour exploitation, forced labour and human trafficking, in cooperation with KOK e. V.	Number of training sessions, number of participants, content and feedback for case managers	started
Information for specialised counselling centres in the Länder regarding the scope for victims to apply at social affairs offices for social compensation (SGB XIV, entry into force 1 January 2024). Sensitising the specialised counselling centres to data collection when accompanying victims to social affairs offices to submit their applications	Ongoing once launched	BMAS/Service Centre against labour exploitation, forced labour and human trafficking, in cooperation with KOK e. V.	Number of participant counselling centres in the Länder, number of recorded persons by category (accompaniment, registration of applications, successful, unsuccessful, still open)	started
Objective: Protecting victims worldwide				
Measures	Duration	Responsibility	Output/Indicator	Status
Strengthening survivors' rights and reintegration	Various standalone activities with different durations. Ending no later than August 2027 ³	BMZ in cooperation with national and regional partner organisations	Projects implemented, project status report and final report	started
Review of the need for further support from the UN Voluntary Trust Fund for Victims of Trafficking in Persons/Small Grants Programme (managed by the United Nations Office on Drugs and Crime)	Ongoing	AA	Project report	ongoing

³ Editorial note: Duration of the measure until December 2028 at the latest.

4.3 Prosecution

Objective: Further development of the legal framework				
Measures	Duration	Responsibility	Output/Indicator	Status
Aligning the offences of human trafficking under sections 232 et seq. StGB with the amendments made by Directive (EU) 2024/1712 of 13 June 2024 amending Directive 2011/36/EU on preventing and combating trafficking in human beings and protecting its victims	2024–2026	BMJV	Draft legislation	started
Reviewing and, where necessary, aligning the provisions of criminal law on combating human trafficking with the aim of improving their effectiveness in the light of further developments (including evaluation reports of the Criminological Research Institute of Lower Saxony (KFN) on sections 232 et seq. StGB (2021), Federal-Länder case reports, and the Prostitute Protection Act (2025))	2025–2029	BMJV, BMI, BMBFSFJ (on the ProstSchG)	Completed evaluations, if applicable, initiation of legislative procedures	ongoing
Surveying the need for changes in the law regarding police practices	Ongoing	BMI with involvement of the Länder	Documentation of police requirements, consultations held by the Temporary Federal-Länder Project Group on NAP Implementation, report	ongoing
Nationwide standardised rights of entry for the police for locations where potential victims of human trafficking could be identified.	From 2025	BMI with involvement of the Länder	Evaluation of the need for legal action	started
Revision of practical guidance on the application of child-friendly criteria in criminal proceedings, developed as part of the work of the National Council against Violence Committed against Children and Adolescents	Ongoing	BMBFSFJ	Announcement	started
Creation of a nationwide dedicated child-friendly justice website by the German Children's Fund (Deutsche Kinderhilfswerk)	From 2025	BMBFSFJ	Announcement	completed
Review as to whether the Guidelines for Criminal Proceedings and Proceedings to Impose a Regulatory Fine (RiStBV) need to be elaborated for implementation of the GRETA recommendation on the non-punishment principle	Planned	BMJV	Discussion with the committee members regarding the possible need for change with regard to the rules on the exercise of discretionary powers	started

Objective: Intensifying dialogue and exchange between the Federal Government and the Länder				
Measures	Duration	Responsibility	Output/Indicator	Status
Establishment of a permanent dialogue and exchange format between the Federal Government and the Länder on issues concerning criminal prosecution	Ongoing (since 2023)	BMJV	Annual meeting	ongoing
Ongoing involvement of the Länder through police bodies, and expansion and intensification of networking between national and international law enforcement agencies, including the involvement of civil society actors as needed.	Ongoing	BMI (Federal Criminal Police Office (BKA), Federal Police (BPOL)), Central Customs Authority (GZD)	Events, meetings	ongoing
Federal-Länder project group of police authorities for implementation of measures listed in the Prosecution section of the NAP (planned participant group: BKA, Federal Police (BPOL), Länder police representatives, FKS)	From 2025 (duration of the NAP)	BMI (BKA, BPOL), GZD	Establishment of the temporary project group, meetings, report to Standing Conference of German Interior Ministers (IMK) working groups	started
Designation of contact persons for NAP THB implementation at the BKA, BPOL (Presidium/ Directorates), Länder Criminal Police Offices, FKS	2025–2026	BMI (BKA, BPOL), GZD	Written list of designated contact persons	completed

Objective: Expanding the knowledge base of investigative authorities and the judiciary				
Measures	Duration	Responsibility	Output/Indicator	Status
Activating the network of police agencies to develop suitable police-related research projects and generate national and EU-level funding	Ongoing	BMI, BKA	Applications for research funding and projects, consultations held by the Temporary Federal-Länder Project Group on NAP Implementation	ongoing
Structure identification/structural data (including data collection and analyses, detecting new phenomena and action required)	Ongoing	BKA	Work of the BKA in its capacity as central police authority	ongoing
Increased initial and further training within the police; increased further training for other requesting agencies	Ongoing	BKA with involvement of the Länder	Conducting of relevant specialised training courses	ongoing
Further training for the judiciary on human trafficking, provided by the German Judicial Academy	Ongoing	BMJV in cooperation with the Länder	Provision of further training	ongoing

Objective: Expanding the knowledge base of investigative authorities and the judiciary				
Measures	Duration	Responsibility	Output/Indicator	Status
Additional research on current phenomena of human trafficking and approaches to combat and prevent it, where applicable with third-party funding	Ongoing	BJA	Research reports	ongoing
Annual networking meetings on the topic of forced labour, labour exploitation and human trafficking to foster exchange of experience between public prosecutors	Ongoing	BMAS/Service Centre against labour exploitation, forced labour and human trafficking (BMAS project funding)	Number of network meetings organised by the Service Centre	ongoing
Objective: Intensifying cooperation with civil society and the private sector				
Measures	Duration	Responsibility	Output/Indicator	Status
Cooperation agreements between the police (BJA, Federal Police (BPOL), Länder Criminal Police Offices, FKS) and the specialised counselling centres, and cooperation agreements with foreign NGOs, are to be continued and rolled out throughout Germany.	Ongoing	BMI (BJA, BPOL)	Additional cooperation agreements, recommendations for implementation	ongoing
Review and development of a specimen cooperation agreement between prosecution authorities and specialised counselling centres	2025–2027	BMJV	Publication of a sample agreement	started
Objective: Stepping up financial investigations in relation to human trafficking				
Measures	Duration	Responsibility	Output/Indicator	Status
Stepping up financial investigations and asset recovery in relation to human trafficking investigations	Ongoing	BJA	Inclusion of a module on human trafficking and financial investigations in training courses and case manager seminars. Financial investigations made a standard part of human trafficking investigations. Recommendations for the Länder	ongoing

Objective: Focus on digitalisation (internet as crime scene and means of crime, use of information and communication technologies (ICT) for prevention and investigation work)				
Measures	Duration	Responsibility	Output/Indicator	Status
Development and adaptation of combating strategies, particularly with regard to the increasing online dimension of the human trafficking phenomenon	Ongoing	BKA, Länder	Implementation and support of existing measures and development of new measures	ongoing
Awareness campaign on the risks of human trafficking in the online dimension	Ongoing	BKA	Campaigns implemented and supported	completed
Germany (BKA) as co-lead in the THB project of the European Multidisciplinary Platform Against Criminal Threats (EMPACT ⁴): Internet/Social Media as enabler of THB (OA 3.1)	Ongoing ⁵	BKA	Assumption of co-lead role	ongoing
Live-streaming as thematic focus – follow-up to the 2022 German G7 presidency	Ongoing until April 2026	BMI, BKA	Measures under the THB LIBERI II project; project report	started
Police capacity building in relation to livestreamed sex offences against children and adolescents in the Philippines	Planned from 2025	BKA	Report on training and equipment assistance	started
Continuation of existing dialogue with website operators as the need arises, and organisation of focus events on human trafficking	Ongoing	BMI, BKA	Measures within the BKA remit	ongoing
Expanding digital expertise in investigative authorities (including the provision of equipment, technology and training)	Ongoing until April 2026	BKA	Measures under the THB LIBERI II project; project report	started

⁴ European Multidisciplinary Platform Against Criminal Threats

⁵ Editorial note: EMPACT OA 3.1 will be continued as part of the new EMPACT cycle from 2026 onwards under OA 2.2 “Digital dimension of THB”

Objective: Establishment and continuation of successful projects				
Measures	Duration	Responsibility	Output/Indicator	Status
Additional EU-funded projects on human trafficking to be pursued at operational level	Ongoing	BKA	Applications and participation in calls	ongoing
THB LIBERI II project, "Multidisziplinäre Bekämpfung des Menschenhandels" ("Multidisciplinary combat of human trafficking")	Ongoing until April 2026 ⁶	BKA	Measures, Project report	started

Objective: Intensifying cross-border/international cooperation				
Measures	Duration	Responsibility	Output/Indicator	Status
Continued participation of German prosecution authorities in Anti-Trafficking Days (Europol, EMPACT)	Ongoing	BKA, BPOL	Ongoing participation in activities as part of the Anti-Trafficking Days (Europol, EMPACT cooperation framework). (Regarding FKS participation, see the measures in the NAP LE/FL in the action area working conditions, occupational safety and health, and statutory controls.)	ongoing
Strengthening international police cooperation in the fight against human trafficking, including as part of capacity building (training and equipment assistance on the part of the BMI)	Ongoing	BMI	Measures, report	ongoing
Expanding police international information sharing to identify structures in internationally operating human trafficking gangs	Ongoing	BKA	Activities of BKA in its capacity as central police authority. Includes participation in operational task forces according to their thematic focus.	ongoing
Human trafficking prevention measures to be taken into account when negotiating agreements on migration	Ongoing	BMI	Opening and conduct of negotiations; signing of migration agreements	ongoing

6 Editorial note: Ongoing until December 2027

Objective: Increase in activities focused on South America				
Measures	Duration	Responsibility	Output/Indicator	Status
Intensifying police cooperation with partner authorities in South America	Planned	BKA	Measures, including intensifying police-to-police exchange on cases of human trafficking, with involvement of BKA liaison officers and/or Europol	started
Intensification of police cooperation with Peru, including commencement of negotiations on a bilateral security agreement between Germany and Peru, with a focus on combating organised crime, including human trafficking	Planned	BMI	Commencement of negotiations	started
Intensifying police cooperation with Brazil, including further development and alignment of the German-Brazilian security agreement of 2008	Planned	BMI, BKA	Commencement of negotiations	not started yet
Applying for EU projects on combating human trafficking in connection with South America	Ongoing	BKA	Participation in application processes	ongoing
Training and equipment assistance for Colombia in relation to combating human trafficking	From 2025	BKA	Report on training and equipment assistance	started

4.4 Partnerships at national, European, and international Level

Objective: Improving and further developing dialogue and exchange formats at federal level				
Measures	Duration	Responsibility	Output/Indicator	Status
Dialogue and exchange in the context of the National Council against Sexual Violence Committed against Children and Adolescents (including the Working Group on Exploitation and International Cooperation)	2025–2030	BMBFSFJ/UBSKM	Number of meetings and talks with experts	ongoing
Dialogue and exchange as part of the work of the Federal-Länder Working Group on Trafficking in Human Beings	Ongoing	BMBFSFJ in cooperation with the responsible federal ministries	Number of meetings, minutes of meetings	ongoing
Special meetings of the Federal-Länder Working Group on Trafficking in Human Beings on ‘newer’ forms of exploitation under the revised EU Directive (exploitation through surrogacy and adoption and forced marriage) with respective stakeholders as guest participants	2025/2026	BMBFSFJ	Minutes of meeting	not started yet
Review and testing of potential exchange and networking formats on the ‘newer’ forms of exploitation contained in the revised EU Directive	2025/2026	BMBFSFJ	Subject to the outcome of the review	started
Discussion of further measures to prevent and combat human trafficking for the purpose of exploitation through begging and criminal offences as part of the work performed by the Federal-Länder Working Group on Trafficking in Human Beings	2025/2026	BMBFSFJ	Exchange and minutes of meeting	not started yet
Establishment of a regular exchange format for the Conference of Gender Equality and Women’s Affairs Ministers (GFMK) in the Länder on the action areas of prevention, protecting women and children, victim protection and counselling	From 2025	BMBFSFJ	Exchange	not started yet
Dialogue and exchange as part of the work of the Federal-Länder Working Group on Trafficking in Human Beings for the Purpose of Labour Exploitation	Ongoing	BMAS	Number of meetings, minutes of meetings	ongoing
Reviewing the need for and offering to establish – under auspices of the Federal-Länder Working Group on Trafficking in Human Beings for the Purpose of Labour Exploitation – a temporary working group focused on the accommodation of victims of human trafficking and labour exploitation as a dialogue and exchange format for the Länder within their jurisdiction	2025	BMAS	Subject to the outcome of the review	not started yet

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

Objective: Intensifying cooperation at operational level				
Measures	Duration	Responsibility	Output/Indicator	Status
Inclusion of members of the judiciary who possess relevant expertise in professional forums on the subject of human trafficking that are organised by the BKA	Ongoing	BKA	Events, projects	ongoing
Implementation of a regional cooperation agreement of the State of Berlin between the Berlin police, Berlin main customs office and the umbrella organisations of Berlin-based counselling centres and other services for victims of labour exploitation, human trafficking for the purposes of labour exploitation and forced labour, for cooperation in criminal prosecution and enhance victim protection in all cases	2025 ⁷	Central Customs Authority (GZD)/main customs offices (HZÄ)	Reporting	ongoing
Implementation of a regional cooperation agreement of the State of Lower Saxony between the competent state ministries, the customs administration (FKS), the Federal Employment Agency (BA) and local authority associations on cooperation to protect victims of human trafficking for the purpose of labour exploitation	2025 ⁸	GZD/HZÄ	Reporting	not started yet
Review, signing and implementation of additional cooperation agreements to combat labour exploitation and trafficking in human beings	Ongoing	GZD/HZÄ	Advice and support for the main customs offices on the part of the Central Customs Authority, review, signing of cooperation agreement, reporting	started
Informing the general public about the above cooperation agreements	Ongoing	GZD/HZÄ	Announcement of concluded cooperation agreements	ongoing
Regular exchange of experience between the GZD/BKA	Ongoing	GZD/BKA	Events	ongoing
Mutual participation by the Central Customs Authority (GZD) and the BKA in presentations, training courses and seminars	Ongoing	GZD/BKA	Number of trained employees, number of events held	ongoing

⁷ Editorial note: Implementation of the concluded cooperation agreement is ongoing.

⁸ Editorial note: Consultations on the conclusion of the cooperation agreement are ongoing.

Objective: Strengthening cooperation between labour market inspectorates on combating labour exploitation and forced labour				
Measures	Duration	Responsibility	Output/Indicator	Status
Strengthening cooperation between inspectorates and counselling centres via networking (see measures in the action area working conditions, occupational safety and health and state control in the NAP LE/FL)	From adoption of the NAP LE/FL 2025 – see the NAP LE/FL for the duration of individual measures	BMAS	Implementation of the NAP LE/FL	started
Objective: Intensifying cooperation in the EU				
Measures	Duration	Responsibility	Output/Indicator	Status
Supporting cooperation within the EU NREM network, including participation in regular network meetings	Ongoing	BMBFSFJ in cooperation with Interministerial Steering Group on THB	Regular participation of the Federal Government in NREM network meetings	ongoing
Contributing Germany's position and experience in legislative and policy shaping processes in EU Council working groups	Ongoing	BMJV in cooperation with Interministerial Steering Group on THB	Participation in meetings	ongoing
Strengthening bilateral cooperation with EU countries of origin on preventive measures to protect workers against labour exploitation and forced labour (see measures in the NAP LE/FL on bilateral cooperation with Bulgaria and Romania as countries of origin)	From adoption of the NAP LE/FL – see the NAP LE/FL for the duration of individual measures	BMAS	Implementation of the NAP LE/FL	started
Training of BAMF employees and partner asylum authorities within the remit of the EU Agency for Asylum (EUAA)	Ongoing	BMI	Number of BAMF participations in further training programmes/network meetings concerning human trafficking in asylum proceedings (exchange among special representatives and with special representatives from other EU member states, participation of the BAMF Victims of Human Trafficking in Asylum Procedures (VHTAP) department in international specialist conferences (number of participations)). Number of course participations among upcoming special representatives for victims of human trafficking and lecturer activities taken up as part of the EUAA train-the-trainer measures (lecturers need not be special representatives)	ongoing

Objective: Strengthening international cooperation between state and civil society organisations and parties involved in the areas of prevention, criminal prosecution and victim protection				
Measures	Duration	Responsibility	Output/Indicator	Status
Participation in meetings of the Council of the Baltic Sea States and involvement in implementation of the Transnational Referral Mechanism to protect victims of human trafficking	Ongoing	BMAS/BMBFSFJ	Reports	ongoing
Regular participation at the Conference of the Parties to UNTOC	Ongoing	AA/BMBFSFJ (UNTOC Review)	Recommendations for action	ongoing
Funding of UN projects aimed at combating human trafficking and protecting trafficked persons	Ongoing	AA	Project reports	ongoing
Bilateral and regional projects to support institutions in combating human trafficking and protecting victims Countries of origin, transit and destination outside the EU	Various standalone activities of different durations, ending no later than August 2027 ⁹	BMZ in cooperation with national and regional partner organisations	Projects implemented, project status reports and final report	started
Funding of Interpol/Afrapol projects to combat cross-border organised crime, including human trafficking	March 2023 – February 2025	AA	Project reports	completed
Funding of two projects with the International Organization for Migration (IOM) with a focus on curbing cross-border crime, including human trafficking	Two standalone projects with differing life cycles, ending no later than October 2025	AA	Project reports	completed

9 Editorial note: Duration of the measure until December 2028 at the latest.

Objective: Expanding OSCE capacities and strengthening networks and practice-related expertise of participating states and cooperation partners				
Measures	Duration	Responsibility	Output/Indicator	Status
Secondment of experts as Special Representative of the OSCE Chairperson-in-Office and Coordinator for Combating Human Trafficking ¹⁰	Regularly since 2019	AA	Number of seconded experts in the Office of the Special Representative	ongoing
Supporting simulation-based training at the OSCE via funding for the project on Combating Trafficking in Human Beings: Sustaining Multi-agency Collaboration through National Simulation-based Training Exercises ¹¹	2021–2026	AA	Project report	ongoing

¹⁰ Editorial note: Secondments to the Office of the Special Representative/Coordinator for Combating Trafficking in Human Beings.

¹¹ Editorial note: Combating Trafficking in Human Beings – Responding to Technology-Facilitated THB.

4.5 Monitoring and Research

Objective: Improving data collection				
Measures	Duration	Responsibility	Output/Indicator	Status
Funding/supporting the establishment and pilot phase of the independent National Rapporteur Mechanism on trafficking in human beings at the German Institute for Human Rights (DIMR)	Until October 2026	BMBFSFJ	Project report, first National Rapporteur Mechanism periodic report	started
Continued funding of research into unreported cases via data collection at the specialised counselling centres (data tool of the German NGO Network Against Trafficking in Human Beings (KOK e. V.))	Ongoing (funding period 2025-2027)	BMBFSFJ	Annual KOK e. V. Data Report	started
Report on the current situation and trends in offences of human trafficking and exploitation in Germany, as defined in the German Criminal Code (StGB)	Ongoing	BKA	Annual BKA National Situation Report on Trafficking in Human Beings and Exploitation	ongoing
Objective: Enabling research projects and establishing structures				
Measures	Duration	Responsibility	Output/Indicator	Status
Study on the prevalence and forms of forced marriage as a form of human trafficking in Germany	From 2026	BMBFSFJ	Project and research report	not started yet
Establishment of a centre for research on sexual violence against children and adolescents, with the first data collection wave in a nationwide prevalence survey of unreported cases among young people in schools regarding their experience of sexual violence, including questions concerning online sexual violence/exploitation (ongoing award process)	End of 2024 to (provisionally) end of 2028	UBSKM	Research report and planned UBSKM report to the German Bundestag	started

Objective: International reporting obligations for the further development of national measures				
Measures	Duration	Responsibility	Output/Indicator	Status
Monitoring procedure of the Council of Europe Group of Experts on Action against Trafficking in Human Beings (GRETA) – 4th Evaluation Round	Ongoing	Interministerial Steering Group on THB (coordinated by BMBFSFJ)	Report of the Federal Government and GRETA Report with recommendations for action	not started yet
Reporting on the status of implementation of the EU Anti-Trafficking Directive (2011/36/EU)	Ongoing	Interministerial Steering Group on THB (coordinated by BMBFSFJ)	EU Commission report on the status of implementation of the EU Directive	ongoing
Active involvement in implementing the UNTOC Review Mechanism	Ongoing, completion expected 2028	Interministerial Steering Group on THB (coordinated by BMBFSFJ)	Reports	started
Regular reporting to assist the development of the US TIP Report	Ongoing	Interministerial Steering Group on THB (coordinated by BMBFSFJ)	Annual US TIP reports	ongoing
Objective: Monitoring implementation of the NAP THB				
Measures	Duration	Responsibility	Output/Indicator	Status
Establishing a monitoring mechanism for NAP THB implementation	Ongoing from 2026	Interministerial Steering Group on THB (coordinated by BMBFSFJ)	Steering Group on THB on the design and implementation of the monitoring mechanism Annual review of the implementation status and availability of results	started
Kick-off event for implementation of the NAP THB with the Federal Government, the Länder and civil society	2025	Interministerial Steering Group on THB (coordinated by BMBFSFJ)	Record of proceedings	completed

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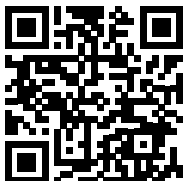
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