

SWEDEN

I. General on progress in Sweden and within its international co-operation

Sweden submitted its contribution to the Global Alliance on 4 April 2013. In its contribution, Sweden raised two present concerns, namely **child sex tourism and real-time child sexual abuse over the Internet**. Sweden wishes to return to these concerns in this progress report since the Global Alliance is a context in which these abhorrent phenomena are well-placed to be addressed; the Internet is the vehicle for facilitating child sex tourism, for the dissemination of child sexual abuse material produced in connection with travelling and tourism and for the evolving phenomenon live-streamed child sexual abuse.

A. Implementation of measures announced in the contribution

1. **Child sex tourism** remains high on the Swedish agenda and is seen as an issue that requires a lot more attention at international level. Sweden therefore proposed the organisation of a conference in Brussels in order to explore ways to strengthening EU and international responses. The overarching objective of such a conference would be to significantly increasing the attention given to child sex tourism at the political levels of the EU, its Member States, and, subsequently of states in a wider international context, including those participating in the Global Alliance. Such a conference would also contribute to an increased attention at operative levels, including to facilitate and to promote law enforcement and judicial co-operation as well as co-operation involving civil society.
2. As regards **real-time child sexual abuse over the Internet**, Sweden proposed that work against this evolving practice of child sexual abuse be included as an operational goal, or an element of a goal, under Policy Target 2 Enhancing efforts to investigate cases of child sexual abuse online and to identify and prosecute offenders.

B. Assessment of progress

1. For the purpose of organising the proposed conference with EU co-funding, Sweden established already in the spring of 2012 a broad international partnership from seven countries involving Interpol, Europol, Cefpol, OSSE, Member States, academia and NGO's. However, the European Commission considered that the bid for EU co-funding did not meet the trans-nationality criterion and therefore rejected it. Sweden has not been able to pursue this project as a driver, but wishes to reiterate its view that an EU and international conference with relevant stake holders would be an important step to promote further the international response against child sex tourism. Sweden is also ready to contribute to the organisation of such a conference.

2. Further investigations into real-time child sexual abuse over the Internet have been conducted since spring 2013. It is clear that this modus is evolving and that it will continue to evolve further in the future. Albeit this development is given attention by the international law enforcement community and the European Financial Coalition, it is suggested by Sweden that it is explicitly included in the co-operation framework of the Global Alliance.
3. Over the past years, the Swedish Police and the Prosecution Service have addressed these concerns more intensively. Within the National Bureau of Investigation, a dedicated, specialised group of investigators has been established and the examination in 2011 by the Prosecution Service of cases on child sexual abuse committed outside Sweden has been developed into a manual for these investigations. In a follow-up exercise by the Prosecution Service, it was concluded inter alia that strengthening international co-operation is needed. Moreover, the National Police Commissioner has invited relevant stakeholders to two round-tables, one in May 2011 and a second in May 2013. The main conclusion in 2013 was that a clear improvement of experience and knowledge into this type of investigations had taken place since 2011.

Furthermore, the Swedish Ministry of Health and Social Affairs, together with the Police and ECPAT Sweden, implemented the campaign "Don't look away!" between December 2011–March 2012. The purpose of the campaign was to alert travellers on sexual exploitation of children in connection with tourism and travelling and available opportunities for reporting observations. The campaign was implemented in a second round during December 2013 and February 2014.

Finally, on 20 February 2014, the Government adopted an Action Plan 2014-2015 to protect children from trafficking in human beings, exploitation and sexual abuse. The Action Plan includes a series of measures that targets child sex tourism in a broader context than crime prevention and crime fighting.

C. Follow-up actions

1. Sweden will in the fall of 2014 follow-up on the feasibility to give further attention to child sex tourism in the context of the Global Alliance.
2. Real-time child sexual abuse and its evolvement are of serious concern for Sweden and further counter-measures are required. Continued investigative efforts are required together with broader measures. Sweden therefore invites the Secretariat to explore the feasibility to include real-time child sexual abuse over the Internet into the framework of operational goals of the Global Alliance.
3. Furthermore, Sweden will continue its efforts within the Police and the Prosecution Service to prevent and fight child sex tourism. Broader Swedish action against child sex tourism will be based on inter alia the above Action Plan 2014-2015 to protect children from trafficking in human beings, exploitation and sexual abuse, hereinafter. This will

include:

- Commission to the County Board in Stockholm to implement a nationwide awareness raising effort on child sex tourism (AP 2014-2015).
- The Government will convene annual dialogues with all stake holders, private and public as well as civil society, in order maintain a high level of awareness of child sex tourism, exchange of experiences and increasing the overall knowledge (AP 2014-2015).
- The Government will bring child sex tourism to the attention of the EU Expert Group on Children's Rights. This platform can in a broad sense take further steps and help elevate the issue further at international level (AP 2014-2015).
- The Government will continue to explore the inclusion of child sex tourism in bilateral co-operation agreements (AP 2014-2015, in 2013 covered in two new, bilateral law enforcement co-operation agreements).
- Further steps will be taken to address child sex tourism in the work of Swedish embassies and consulates (AP 2014-2015).

Policy Target No. 1

Enhancing efforts to identify victims and ensuring that they receive the necessary assistance, support and protection.

Operational Goal: Increase the number of identified victims in the International Child Sexual Exploitation images database (ICSE database) managed by INTERPOL by at least 10% yearly.

A) *Please report on implementation of any measures announced in your country's 2013 report*

In relation to this operational goal, Sweden highlighted mainly three points in its contribution:

- The coordinating role of the National Bureau of Investigation against child sexual abuse online across the 21 regional police services will be helpful also in strengthening the ability to contribute at international level, not least in the context of Interpol.
- Additional deployment of investigators dedicated to identification has been made with a view to increasing the number of identified children appearing in child sexual abuse material.
- There is a need to developing the functionalities of the technical support for communication and sharing information in connection with the law enforcement network around ICSE-database.

B) *Please assess progress made in your country to pursue this shared policy target and to reach this operational goal of the Global Alliance*

- At present, the Swedish Police are undergoing a major re-organisation that will merge all 21 regional police services into one single Police Service with a nationwide mandate. The co-ordinating role of the National Bureau of Investigation on child sexual abuse online will be maintained at national level within the new National Operative Department. Indeed, it is important to organise this important line of work in such a way that maximum profit can be gained from the established expertise, including for instance in supporting investigations at the future, seven regional levels, building and developing co-operation with NGO:s and the private sector and driving further developments. A key role is and will be to pursue the work in all relevant international contexts, including Interpol and its ICSE-database. Europol and the establishment of the EU Cyber Crime Centre (EC3), will provide another important co-operation mechanism for Sweden. Consequently, the current re-organisation provides prospects for an enhanced response at national level as well as at international level, in turn also in the Swedish contribution to the ICSE-database.
- The deployment of additional officers dedicated to increasing the number of identified children victims in child sexual abuse material has paid off in Sweden and the reports to the ICSE-database are also growing steadily. From the statistical reports from Interpol ICSE, the Swedish figures are as follows:
 - On 1 January 2011 there were a total of 145 children identified;
 - On 1 January 2012 there were a total of 152 children identified, i.e. a modest increase of 4,8%;
 - On 1 January 2013 there were 182 children identified, an increase of 19,7%;
 - On 1 January 2014 there were 238 children identified, an increase of 30,7%.

The increases in 2012 and 2013 correlate with an enhanced focus and deployment of dedicated officers on identification of children victims appearing in child sexual abuse material. Even if Sweden meets the target figure of a 10% annual increase set for this operational goal, it remains to be seen how the figures will develop in 2014; there are numerous factors that may impact on the aggregated result, including many that go beyond the sphere that the Police have an influence over. It goes without saying that the number of identified children victims is still very low seen in relation to the volume available child sexual abuse material on the Internet.

- The ICSE-database and the co-operation network that supports it, is a key mechanism for international co-operation. The co-operation network is using a particular software as a means for communication and sharing of information. However, it seems that this IT-support will not be further updated.

C) Please indicate specific actions that your country will undertake as a follow-up

Sweden maintains its commitment to this operational goal of the Global Alliance with an explicit focus on identification of children victims combined with a measurable objective.

Sweden is supportive to a development of the functionalities of the technical support for

communication within the international law enforcement network that supports the work by Interpol and its ICSE-database.

Policy Target No. 2

Enhancing efforts to investigate cases of child sexual abuse online and to identify and prosecute offenders.

Operational Goal: Establish the necessary framework for the criminalization of child sexual abuse online and the effective prosecution of offenders, with the objective of enhancing efforts to investigate and prosecute offenders.

A) *Please report on implementation of any measures announced in your country's 2013 report*

In relation to this operational goal, Sweden concluded in April 2013 that its legal framework was up-to-date, but constantly under review. References were made to the upcoming ratification of the Lanzarote Convention and the evaluation of the grooming offence. As regards effective investigation and prosecution, the National Image Database was pointed to as an example of an important tool and its connection to the NetClean filtering software was noted. Training was highlighted as an indispensable part of maintaining and strengthening the work against child sexual abuse online. Furthermore, an important shift in view was underlined; rather than focusing on this material being criminal to possess and distribute, it is considered as evidence of sexual abuse of children, in particular if the material is not previously known and relatively recently produced. This approach makes possible the use of more intrusive investigative techniques in appropriate cases.

B) *Please assess progress made in your country to pursue this shared policy target and to reach this operational goal of the Global Alliance*

i) *Legislative framework*

A series of reforms and adjustments of relevant legislation over the past years justify the conclusion that Swedish legislation on child sexual abuse is up-to-date.

However, monitoring of developments must be pursued uninterrupted and since the first Swedish contribution to the Global Alliance further steps are being taken on legislative review. The starting point is that a comprehensive penal framework is required. The framework should include a series of definitions of criminal, sexual conduct and the scales of punishment should be devised in such a way that they reflect the seriousness of the respective, criminal conduct as well as providing margins for covering different situations of varying degrees of gravity. As indicated in the contribution, the criminal offence "contact with a child for a sexual purpose", i.e. grooming, has been evaluated. There have been only a few convictions since the offence was introduced in 2009. The evaluation shows that the scope of the legislation may be too narrow and its practical significance small. On this basis, the legislation is now being reviewed.

Furthermore, Sweden ratified the Lanzarote Convention on 28 June 2013, i.e. the Council of

Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse (CETS No. 201). In respect of Sweden, the Convention came into force on 1 October 2013. In ratifying the Convention, a series of legislative amendments were made in order to align some aspects of criminal law with the Convention. This include inter alia an extension of Swedish jurisdiction (exemption of double criminality) to additional sexual offences and a prolongation of the point in time when child sexual abuse offences are statute-barred (the point in time is calculated from the day the child victim turns, or would have turned, 18 years of age).

ii) *Effective prosecution and enhancing efforts to investigate and prosecute offenders*

Effective investigation and prosecution of child sexual abuse online require an adequate “tool box”, including a substantive and procedural legal framework, appropriate working methods, co-operation mechanisms for relevant stakeholders, an efficient international co-operation etc. Besides the general methods of investigation of crime and cyber-crime, the Police have established a series of ways and means to prevent and investigate child sexual abuse online. This includes inter alia the National Image Database (cf. the ICSE-database), the voluntary blocking co-operation at the level of the end-user, the Financial Coalition, and co-operation with the ECPAT-hotline. In the context of these ways and means, progress has taken place since the spring 2013 (see further under other operational goals).

Furthermore, the special nature of investigation and prosecution of cases of child sexual abuse require not only specialised investigators and prosecutors, but also an organisation that is designed to meet the investigative needs and new, emerging challenges. The Prosecution Service has deployed special prosecutors to deal with crimes against children. Within the Prosecution Service specialised centres for pursuing developments in particular areas have also been set up. One such centre is concerned with child sexual abuse. Consequently, the new single Police Service (see above under identification) and the organisation of the Prosecution Service should enable a continual attention to the requirements in this particular field of investigation and prosecution.

As highlighted in the contribution of April 2013, regular training is an indispensable element to meet the particular requirements and new developments in investigating and prosecuting online child sexual abuse cases. The well-established expertise in the National Bureau of Investigation not only implements training within the Police, but reaches a broader target group of relevant actors and including awareness-raising. Indeed, substantial contributions on training and awareness-raising are also provided by other actors, such as ECPAT Sweden.

C) *Please indicate specific actions that your country will undertake as a follow-up*

The Ministry of Justice will review the grooming offence during the next reporting period for the Global Alliance (after the Ministerial Conference in Washington).

The tool box for effective investigations and prosecutions will be kept up-to-date. The organisation of the new Police Service and set-up within the Prosecution Service will enable the services to meet new developments.

Training will continue to be important to sustain and promote further the effective investigations and prosecutions. The complexity of the subject-matter requires involvement of other relevant actors in training and awareness-raising.

Operational Goal: Improve the joint efforts of law enforcement authorities across Global Alliance countries to investigate and prosecute child sexual abuse online.

A) *Please report on implementation of any measures announced in your country's 2013 report*

Swedish Police is working on a regular basis in the context of the law enforcement network of Interpol and in connection with its ICSE-database. The Swedish Police is also active in other international fora, not least Europol. Bilateral cooperation is important and Sweden is involved in relevant EU-projects such as the recently finished IN-4-MATION-project managed by the Police in Netherlands. Sweden pointed to cloud computing as a challenge for investigations on child sexual abuse in the ICT-environment.

B) *Please assess progress made in your country to pursue this shared policy target and to reach this operational goal of the Global Alliance*

Interpol: Sweden has continued to actively participate and make use of Interpol for operative, investigative purposes as well as strategic purposes. The other way around, Sweden seeks to deliver a contribution with a view to strengthen the overall work within the context of Interpol.

Europol: Since the establishment of the Global Alliance in December, Europol is evolving into a major "hub" for co-operation against child sexual abuse online at EU-level. Developments include a series of important steps such as the further building-up of the European Cyber Crime Centre, the Operational Action Plan on Child Sexual Exploitation within the EU Policy Cycle on Serious and International Crime, and a tangible progress within the European Financial Coalition. Sweden is active in all three contexts mentioned, and is taking steps at national level, including for instance a feasibility study on establishing a Swedish Cyber Crime Centre that can make the Swedish contribution more compatible with the developments at EU-level as well as better meeting the needs for improvements on cyber-crime at national level. Co-operative action at EU-level and at national level against cyber-crime and child sexual abuse will form part of the National Programme for the implementation of the EU Internal Security Fund.

Other contexts: Swedish Police is active also in other contexts such as within the above EU-project addressing Child Abuse Material and Travelling Sex Offenders and in bilateral co-operation as appropriate. Obviously, the co-operation between the Nordic Countries is particularly close and effective.

C) *Please indicate specific actions that your country will undertake as a follow-up*

Sweden concludes that the Police are actively making use of all relevant platforms for co-operation and that it is aiming at contributing to further enhancements. Sweden will continue its active participation in multilateral contexts such as Interpol and Europol and will take steps to develop further the co-operation with other partners, including the US and countries with which operational co-operation is needed for instance as regards live-streamed child sexual abuse. Follow-up will be made on the implementation of bilateral police co-operation agreements covering child sexual abuse as well as the prospects for further agreements.

Policy Target No. 3

Enhancing efforts to increase public awareness of the risks posed by children's activities online, including grooming and self-production of images that results in the production of new child pornography that may be distributed online.

Operational Goal: Develop, improve, or support appropriate public awareness campaigns or other measures which educate parents, children, and others responsible for children regarding the risks that children's online conduct poses and the steps they can take to minimize those risks.

A) Please report on implementation of any measures announced in your country's 2013 report

In relation to this operational goal, Sweden referred in its contribution to a series of actions by governmental agencies and governmental commissions. The role of the Media Council, set up with the primary task to promote the empowering of minors as conscious media users and to protect them from harmful media influences, was described. References were also made to the multi-annual commission to the National Board of Youth Affairs to prepare training material etc. and the training material developed by National Board of Health on support to children and adolescents who are paid for sex. It was concluded that further measures aiming at raising awareness and preventing risk behaviour are necessary given the presence of the Internet in every-day life. Training of trainers such as teachers is one type of action that has been implemented.

B) Please assess progress made in your country to pursue this shared policy target and to reach this operational goal of the Global Alliance

The Media Council has been set up specifically to make a contribution towards the objective of this operational goal. Activities are ongoing. The above commission to the National Board of Youth Affairs and the specific training action by the National Board of Health and Welfare have been finalised. In addition to these measures, there are at present also other initiatives being developed, for instance the initiative of the Ministry of Health and Social Affairs to establish the network Surfa Lugnt (Safe Surfing). This network involves national agencies, business enterprises and NGOs spreading knowledge on children's use of Internet and other digital media platforms. Partners in this network are among others the Ombudsman for Children, the organisation Friends, World Childhood Foundation, Save the Children Sweden, F-Secure, the Media Council and the Swedish IT and Telecom Industries. The network has its own website and is running projects and information campaigns for disseminating relevant information to the target groups. The target groups for the network consist of parents, teachers, and other professionals working with children. Furthermore, the Government will initiate a broad dialogue with the mentioned actors, public and private, on ways forward to increase the protection of children against harmful contacts or exploitation in social media (AP 2014-2015).

C) Please indicate specific actions that your country will undertake as a follow-up

An overarching assessment shows that relevant actions are being taken by a number of relevant stake holders from various sectors of society. However, the conclusion drawn in the contribution of April 2013 remains valid, namely that further developments towards increasing knowledge, raising awareness and preventing risk behaviour are needed given the presence of the Internet in every-day life.

Operational Goal: Share best practices among Global Alliance countries for effective strategies to inform the public about the risks posed by online, self-exploitative conduct in order to reduce the production of new child pornography.

A) Please report on implementation of any measures announced in your country's 2013 report

As indicated in the contribution, the work of the above Media Council also stretches out to the EU-level. The Council operates the Swedish Safer Internet Centre for a safer use of the Internet and other digital media among children and young people. The Council represents Sweden in the pan-European network Insafe. The Safer Internet Centre is run in collaboration with BRIS (Children's rights in Society) and is co-funded by the European Commission's Safer Internet Programme. Through these EU-platforms, the Media Council receives and shares best practices.

Furthermore, in addition to the contribution and in a wider international perspective, Swedish action within development co-operation is also relevant in the pursuit of the objectives of the Global Alliance. The political framework for Swedish work on Policy Coherence for Development (PCD) was set out in the 2003 Government Bill "*Shared Responsibility: Sweden's Policy for Global Development*". Strong parliamentary and public support underpins the commitment. The policy commits the Government to regularly report on progress to the Parliament.

In September 2013, the Swedish International Development Agency (SIDA) presented an overview of actions in relation trafficking in children. A series of the presented actions also

contribute towards this operational goal of the Global Alliance. SIDA is for instance a major donor to ECPAT International for the period 2012-2015 which include inter alia:

- Research on the use of ICT's by youth initiated in 5 countries across Africa, to inform future advocacy and protection measures, including how public spaces such as cybercafés are used.
- Understanding how young people use ICTs and behave on-line is important to improve education and awareness- raising messages. Following youth-led research projects in Africa (Cameroon, Gambia, Kenya, Togo and Uganda) and Latin America (Chile, Guatemala, Mexico, Peru and Uruguay) a greater understanding of how young people use technology and the Internet has been developed.

B) Please assess progress made in your country to pursue this shared policy target and to reach this operational goal of the Global Alliance

There are structures and channels in place to provide a Swedish contribution towards this operational goal of the Global Alliance within the EU as well as in a wider international perspective. As is the case at national level, the conclusion that further action should be taken remains valid.

C) Please indicate specific actions that your country will undertake as a follow-up

A series of Swedish actions are running and will continue to run during the next reporting period for the Global Alliance.

Policy Target No. 4

Reducing as much as possible the availability of child pornography online and reducing as much as possible the re-victimization of children whose sexual abuse is depicted.

Operational Goal: Encourage participation by the private sector in identifying and removing known child pornography material located in the relevant State, including increasing as much as possible the volume of system data examined for child pornography images.

A) Please report on implementation of any measures announced in your country's 2013 report

As regards this operational goal, Sweden referred in its contribution to the Financial Coalition against Child Pornography on the Internet established in 2007 for the purpose of forming a partnership between the financial and payment sectors, the Police and ECPAT with a view to stop payments over the Internet for child sexual abuse material. The advocacy and efforts by ECPAT Sweden were also noted.

B) Please assess progress made in your country to pursue this shared policy target and to reach this operational goal of the Global Alliance

The Financial Coalition has strengthened its operation since spring 2013. In addition to a strong advocacy and an increasing number of members, further work has been carried out on new means of payment, including a study on a variety of such means. A particularly important step was taken when the Financial Coalition joined the European Financial Coalition in spring 2014. The Swedish Police, through the National Bureau of Investigation, has already been working with Europol and other Member States within the law enforcement work package of the European Coalition. Now, the Swedish Coalition will actively participate at EU-level in a comprehensive way. A meeting of the European Coalition in Stockholm in June 2014 also shows that clear progress has been made by the European Coalition.

ECPAT Sweden has over the past year continued to provide strong advocacy on children's rights issues in general and on child sexual abuse in particular. As a member and one of the founders of the Financial Coalition, ECPAT Sweden has contributed to the progress made and is now also aiming at providing input to the work of the European Coalition. ECPAT has pursued its close co-operation with the Police in connection with the ECPAT-hotline and will in the summer 2014 become a member of INHOPE, the global network of Internet Hotlines responding to reports of illegal content on the web and fighting Child Sexual Abuse Material.

C) Please indicate specific actions that your country will undertake as a follow-up

In relation to this operational goal clear progress have been made. Preventing and fighting child sexual abuse online require action from a variety of sectors of society and the above assessment shows a positive progress. The active participation of the Financial Coalition and ECPAT Sweden in international networks provide prospects for further developments.

Operational Goal: Increase the speed of notice and takedown procedures as much as possible without jeopardizing criminal investigation.

A) Please report on implementation of any measures announced in your country's 2013 report

In the contribution of April 2013, it was stated that the voluntary cooperation in Sweden on blocking child sexual abuse material at the level of the end-user is perceived to be effective. It was hoped that additional coverage, above the 90% already covered, of Internet subscribers could be attained.

B) Please assess progress made in your country to pursue this shared policy target and to reach this operational goal of the Global Alliance

It seems that the number of subscribers that are covered by the voluntary blocking co-operation remains at a level of approximately 90%.

C) Please indicate specific actions that will be undertaken as a follow-up

The blocking co-operation will continue its operation.