

Regional Office for the Baltic and Nordic Countries  
Helsinki

LAUNCHING THE INFORMATION CAMPAIGN  
ON PREVENTION OF TRAFFICKING IN WOMEN IN THE BALTIC STATES

## **REGIONAL SEMINAR**

### **TRAFFICKING IN WOMEN IN THE BALTIC STATES: THE EXTENT OF THE CHALLENGE AND SEARCH FOR EFFECTIVE REMEDIES**

Report



15-16 October 2001  
Vilnius, LITHUANIA

IOM is committed to the principle that humane and orderly migration benefits migrants and society. As an intergovernmental body, IOM acts with its partners in the international community to: assist in meeting the operational challenges of migration; advance understanding of migration issues; encourage social and economic development through migration; and work towards effective respect of the human dignity and well-being of migrants.

**Contact:** International Organization for Migration  
Regional Office for the Baltic and Nordic Countries  
P.O.Box 851  
FIN-00101 Helsinki  
Finland  
**Tel:** +358-9-684 1150  
**Fax:** +358-9-684 11 510  
**E-mail:** [iomhelsinki@iom.int](mailto:iomhelsinki@iom.int)  
**Internet:** <http://www.iom.fi>

IOM-Helsinki Report 54/2002 (English)

ISSN 1238-8211

© 2002 International Organization for Migration (IOM)

All rights reserved. No part of this publication may be reproduced, stored in a retrieval system, or transmitted in any form by any means electronic, mechanical, photocopying, recording, or otherwise without prior written permission of the publisher.

## Table of Contents

---

FOREWORD	7
RAPPORTEUR'S REPORT	8
<u>LAUNCHING OF THE INFORMATION CAMPAIGN</u>	
MS ANNE-BERIT MONG-HAUG MINISTRY OF FAMILY AND CHILDREN, NORWAY <b>TRAFFICKING IN WOMEN IN THE BALTIC SEA REGION: PERSPECTIVES OF THE CHALLENGE AND REMEDIES</b>	22
MR JOHN F. TEFFT US AMBASSADOR IN LITHUANIA <b>US COUNTER-TRAFFICKING POLICY, WORLD-WIDE CO-OPERATION AND ACTIVITIES IN THE BALTIC STATES</b>	25
MS TAINA KIEKKO FINLAND'S AMBASSADOR DESIGNATED TO LITHUANIA <b>FINLAND'S CO-OPERATION WITH THE BALTIC COUNTRIES IN COMBATING TRAFFICKING IN WOMEN AND RELATED AREAS</b>	28
MS HELEN NILSSON SWEDISH INTERNATIONAL DEVELOPMENT CO-OPERATION AGENCY <b>SWEDEN'S POLICIES AND SIDA'S ROLE IN COMBATING TRAFFICKING IN WOMEN</b>	30
<u>THE BALTIC INFORMATION CAMPAIGN: FOUNDATIONS AND MODALITIES OF RAISING PUBLIC AWARENESS IN TRAFFICKING IN WOMEN</u>	
PROF. MAREK OKOLSKI IOM-CONSULTANT, WARSAW, ACADEMY OF ADVANCED SOCIAL PSYCHOLOGY (SWPS), POLAND <b>MAJOR FINDINGS OF THE IOM RESEARCH ON TRAFFICKING IN WOMEN IN THE BALTIC STATES: PATTERNS AND EXTENT OF THE PROBLEM</b>	32
MR VLADAS GAIDYS DIRECTOR, PUBLIC OPINION AND MARKET RESEARCH CENTRE "VILMORUS" <b>PUBLIC PERCEPTION AND AWARENESS OF TRAFFICKING IN WOMEN IN THE BALTIC STATES: RESULTS OF TARGETED OPINION POLLS</b>	38
MS AUDRA SIPAVIČIENE HEAD OF IOM OFFICE IN VILNIUS <b>IOM ANTI-TRAFFICKING INFORMATION CAMPAIGN: MESSAGES</b>	

<b>AND STRATEGIES TO INCREASE AWARENESS ON TRAFFICKING IN WOMEN AMONG POTENTIAL VICTIMS IN THE BALTIC STATES</b>	<b>51</b>
 <b><u>REGIONAL SEMINAR</u></b>	
<b><u>TRAFFICKING IN WOMEN IN THE BALTIC STATES: THE EXTENT OF THE CHALLENGE AND SEARCH FOR EFFECTIVE REMEDIES</u></b>	
 <b>PRESENTATION OF THE IOM RESEARCH RESULTS</b>	
MR JOSE-ANGEL OROPEZA IOM REGIONAL REPRESENTATIVE FOR THE BALTIC AND NORDIC STATES <b>IOM’S ROLE IN COMBATING AND PREVENTING TRAFFICKING WORLD-WIDE: POLICY AND PRACTICE. ACTIVITIES IN THE BALTIC STATES</b>	<b>61</b>
MR ERIKAS SLAVĖNAS PROGRAMME OFFICER/DEPUTY RR, IOM HELSINKI <b>IOM RESEARCH ON TRAFFICKING IN WOMEN IN THE BALTIC STATES: SCOPE AND OBJECTIVES</b>	<b>65</b>
MS HELI ASKOLA IOM CONSULTANT, EUROPEAN UNIVERSITY INSTITUTE, FLORENCE <b>LEGAL MODALITIES OF TRAFFICKING IN WOMEN: THE BALTIC STATES IN THE CONTEXT OF RELEVANT INTERNATIONAL AND EUROPEAN NORMS</b>	<b>71</b>
 <b>GAPS AND MOST URGENT PROBLEMS IN BALTIC LEGISLATION RELATED TO TRAFFICKING IN WOMEN: NATIONAL PERSPECTIVES</b>	
MR ANDRI AHVEN ADVISOR, INTERNAL SECURITY ANALYSIS DEPARTMENT, MINISTRY OF INTERIOR, ESTONIA <b>ESTONIA</b>	<b>76</b>
MS ANHELITA KAMENSKA, LATVIAN CENTRE FOR HUMAN RIGHTS AND ETHNIC STUDIES, LATVIA <b>LATVIA</b>	<b>77</b>
MS AUDRONĖ PERKAUSKIENĖ, HEAD OF EUROPEAN INTEGRATION DIVISION, MINISTRY OF INTERIOR, LITHUANIA <b>LITHUANIA</b>	<b>80</b>
PROF. MAREK OKOLSKI IOM-CONSULTANT, WARSAW ACADEMY OF ADVANCED SOCIAL PSYCHOLOGY (SWPS), POLAND <b>SOCIOLOGICAL MODULE: TRAFFICKING IN WOMEN IN THE BALTIC STATES: MECHANISMS, ACTORS, PROBLEMS, AND NEEDS FOR ASSISTANCE</b>	<b>83</b>
 <b>NATIONAL PERSPECTIVES OF MAIN PROBLEMS CONCERNING TRAFFICKING</b>	

## **IN WOMEN IN THE BALTIC STATES: RESEARCH FINDINGS**

MR JURI SAAR, CRIMINOLOGICAL RESEARCH UNIT, INSTITUTE OF INTERNATIONAL  
AND SOCIAL STUDIES, TALLINN PEDAGOGICAL UNIVERSITY, ESTONIA  
**ESTONIA** 99

MS INNA ZARINA, LATVIAN WOMEN STUDIES AND INFORMATION  
CENTER, LATVIA  
**LATVIA** 103

MS DANUTĖ TUREIKYTĖ, VILNIUS UNIVERSITY, DEPARTMENT OF SOCIOLOGY  
MS AUDRA SIPAVIČIENE, IOM VILNIUS, LITHUANIA  
**LITHUANIA** 109

### TRAFFICKING IN WOMEN: THE PERSPECTIVE AND RESPONSES OF RECEIVING COUNTRIES AND THE INTERNATIONAL COMMUNITY

MR JOHAN ALLING,  
NORDIC COUNCIL OF MINISTERS SECRETARIAT, DENMARK  
**THE NORDIC PROGRAMME TO COMBAT TRAFFICKING IN WOMEN:  
POLITICAL AND LEGAL ASPECTS** 121

MR RUDIGER RICHTER  
POLICE ATTACHÉ, GERMAN EMBASSY IN LITHUANIA  
**BALTIC TRAFFICKERS AND TRAFFICKING FLOWS TO THE EU:  
THE CASE OF GERMANY** 125

MR MICHAEL G. WEISS  
DETECTIVE SERGEANT, CRIMINAL INVESTIGATION DEPARTMENT,  
ÅARHUS, DENMARK  
**DENMARK'S EXPERIENCE IN INVESTIGATING ORGANISED AND RESOURCE-  
DEMANDING CRIME: TRAFFICKING IN WOMEN FROM THE BALTIC STATES** 129

MS JOHANNA TURNEROVA, IOM PRAGUE  
**IOM INFORMATION CAMPAIGNS RELATED TO PREVENTION OF  
TRAFFICKING IN WOMEN: THE CASE OF THE CZECH REPUBLIC** 134

MS ELISA TSAKIRI, IOM GENEVA  
**IOM'S MANDATE AND ACTIVITIES RELATED TO TRAFFICKING IN  
WOMEN PREVENTION INFORMATION CAMPAIGNS** 139

### INFORMATION, PREVENTION, AND ASSISTANCE TO THE VICTIMS OF TRAFFICKING: STRENGTHS AND LIMITATIONS OF THE GOVERNMENTAL SECTOR. SENDING COUNTRIES' PERSPECTIVE

MR IGORIS BAZYLEVAS  
ADVISER, PUBLIC SECURITY DEPARTMENT, MINISTRY OF INTERIOR  
**LITHUANIA. TRAFFICKING PROBLEMS IN LITHUANIA. TRAFFICKING IN  
HUMAN BEINGS AND PROSTITUTION PREVENTION PROGRAMME 2001-2005** 142

MR ULDIS OSMANIS, VICE SQUAD UNIT, DRUG ENFORCEMENT BUREAU, STATE POLICE MS VALIJA GREBENZIECE, INQUEST SERVICE OF THE INFORMATION BOARD, CENTRAL BOARD, STATE BORDER GUARD <b>LATVIA. GOVERNMENTAL ATTEMPTS TO PREVENT AND COMBAT TRAFFICKING IN WOMEN: STATE OF PLAY</b>	145
MS ULLE-MARIKE PAPP HEAD OF BUREAU OF EQUALITY, MINISTRY OF SOCIAL AFFAIRS <b>ESTONIA. PROBLEMS OF TRAFFICKING IN WOMEN IN ESTONIA AND RESPONSE TO THE CHALLENGE</b>	148
<u>TRAFFICKING PREVENTION AND ASSISTANCE TO VICTIMS - NGO PERSPECTIVE: CAPACITIES, PROBLEMS, AND INTERNATIONAL CO-OPERATION</u>	
MS CAROLINA WENNERHOLM PROJECT MANAGER, KVINNOFORUM, STOCKHOLM, SWEDEN <b>KVINNOFORUM: “CROSSING BORDERS AGAINST TRAFFICKING” – EXPERIENCE OF THE NORDIC-BALTIC NETWORK AND ITS ROLE IN ANTI-TRAFFICKING CO-OPERATION</b>	151
MS REET NURMI STAKES NATIONAL RESEARCH AND DEVELOPMENT CENTRE FOR WELFARE AND HEALTH, FINLAND <b>PROMOTION OF CO-OPERATION BETWEEN GOVERNMENTAL AUTHORITIES AND NGOS – FINNISH EXPERIENCE: ACHIEVEMENTS AND PROBLEMS</b>	154
MS ELEANOR VALENTINE WINROCK INTERNATIONAL, DIRECTOR <b>NETWORK OF TRAFFICKING PREVENTION CENTRES: LOCAL AND INTERNATIONAL NGO CO-OPERATION (CASES OF UKRAINE, MOLDOVA, AND ARMENIA)</b>	160
<b>BALTIC NGOS’ ROLE IN COMBATING TRAFFICKING IN WOMEN: PROBLEM PERCEPTION, ASSISTANCE CAPACITY, TRAINING AND CO-OPERATION NEEDS. INTEREST IN INFORMATION CAMPAIGN AND PROSPECTS OF CO-OPERATION</b>	167
MR JURI KALIKOV, AIDS INFORMATION AND SUPPORT CENTRE, TALLINN, ESTONIA	169
MS VITA KARKLINA, PROJECT FOR THE PREVENTION OF ADOLESCENT TRAFFICKING, YOUTH HEALTH CENTRE’S COUNCIL IN LATVIA	171
MS DALIA MARCINKEVIČIENĖ, NGO “PREITIES PEDOS”, VILNIUS, LITHUANIA	173

## Foreword

Trafficking in human beings has become a serious global concern. International criminal groups, whose activities often include other forms of illicit trade such as smuggling of drugs and arms, often control trafficking in persons as well. In addition to abusing human rights, and violating labour and migration laws, trafficking in persons is also a problem of national and international security.

Through the generous support of donor governments, IOM has established itself as an important agency in combating trafficking, addressing first of all the most vulnerable groups of victims: women and children. IOM strategy of tackling trafficking in women in the Baltic States consists of three consecutive steps, each creating foundation for subsequent activities. (1) The first step was research in trafficking in women. Having covered both legal and sociological dimensions, the completed research produced a clear and systematic picture of trafficking in women in the Estonia, Latvia and Lithuania, outlining the main patterns and modalities, as well as the most vulnerable areas and greatest damage done, both to individuals as well as to societal stability. (2) On the basis of the research insights, an Information Campaign is being carried out - thanks first of all to generous funding from the Swedish Government - in order to raise public awareness of the dangers of trafficking in women in the three Baltic States. Besides societies in general, numerous specialised components of the information campaign will be targeted at the high risk groups, particularly young women in a disadvantaged economical situation, turning their attention to the lurking dangers of trafficking and promoting well informed responses. (3) The third step is Technical Co-operation with the Baltic States in order to enhance their administrative capacity to combat trafficking in women, and to ensure successful prevention. This last module will cover both governmental entities as well as non-governmental organisations, which have a crucial role to play in combating trafficking in women.

The Regional Seminar took place in Vilnius, Lithuania on 15-16 October 2001 and was attended by over 115 government officials and NGO representatives from the Baltic States as well as Nordic and other EU countries. The Seminar serves a number of purposes.

Firstly, it was an opportunity to recapitulate the results of the implemented IOM research project and present its findings to the audience which consisted of key actors in combating trafficking in women, both in the Baltic region as well as internationally.

Secondly, discussions and comments at the seminar provided valuable feedback to designing IOM's further measures in combating trafficking in women in the Baltic States, chiefly information campaign and administrative capacity building. In particular, comments provided by the participants to the newly launched IOM information campaign in the Baltic States – including its conceptual framework and the “Human Marionette” visual design – contributed to the effectiveness of the ongoing campaign.

Finally, the seminar proved to be an important event in promoting networking and consolidating working links between key actors active in combating in trafficking in women, in particular those from governmental agencies and the NGO sector.

This Report presents summary of proceedings at the Vilnius Regional Seminar and recapitulates the main points that emerged during presentations and discussions. We trust that the attached presentations and other empirical data will serve useful reference to both academics as well as practitioners working in the field of combating trafficking in women.

IOM Helsinki Regional Office

## Report of the Rapporteur

---

MR HYUN UNG GOH  
Programme Development Officer, IOM Helsinki

### 1. Introduction

The Regional Seminar titled **“Trafficking in Women in the Baltic States: the Extent of the Challenges and Search for Effective Remedies”** and organised by the International Organization for Migration (IOM), was held on 15-16 October 2001 at the premises of the Ministry of Justice, Vilnius, Lithuania. The event was sponsored by the Swedish Agency for Development Cooperation (SIDA), the Governments of the United States and Finland. It took place in the framework of the IOM project “Prevention of Trafficking in Women in the Baltic Countries.”

The seminar brought together government officials, researchers and academics, NGOs and other key players from the Nordic and Baltic States and the US, in order to examine the pressing problem of trafficking in women in the Baltic region, and exchange ideas how to combat and prevent these challenges in an effective and concerted manner.

In the course of discussions, the participants of the meeting agreed that the trafficking in women was best tackled when the countries involved - i.e. countries of origin, transit and destination - addressed the problem in close cooperation with one another. It was also generally felt that not only prosecuting the criminals but also protecting victims and raising the awareness of the general public and government authorities are equally important and badly needed in the Baltic region.

The event was also an opportunity to present to the participants the IOM Information Campaign to combat and prevent trafficking in women in the Baltic States. In particular, the IOM campaign’s conceptual framework, messages and newly-designed “Human Marionette” concept were presented to the audience. It was recognised that IOM’s upcoming information campaign would prove an important initiative and there was a lot of potential for further co-operation with other NGOs and governmental entities that are either currently implementing counter-trafficking programmes or planning them.

Below is the brief report of the presentations and discussions during the two-day regional seminar.

### 2. Opening and Welcome Statements

**Mr José-Angel Oropeza, IOM Regional Representative for the Baltic and Nordic States**, opened the seminar by welcoming the participants and expressing his



appreciation to the Lithuanian Ministry of Justice for supporting the meeting and providing convenient venue. He informed the participants of the structure of the meeting which was divided into two parts, namely, (1) the launching of the information campaign and (2) a regional seminar aimed at sharing information and experiences of IOM's information campaigns in the Nordic States, Poland, Ukraine, etc., and assessing the relevance of accumulated expertise to the Baltic region.

Mr Oropeza noted that the problem of trafficking in women was an issue on the rise, both globally as well as in the Baltic region. The number of victims was an issue that still needed closer investigation and IOM would shortly engage in information gathering with an objective of clarifying the whole dimensions of the phenomenon including law enforcement, security, human rights, etc. IOM would also inform and work together with all the participants to find common solution in both countries of origin and countries of destination.

In the course of the seminar, he informed, a press conference would be held during which IOM research book on trafficking would be formally released. The book covered both sociological and legal issues of trafficking in women in three Baltic States. Also, the message and images of the information campaign would be presented to the audience.

Mr Oropeza shared his personal commitment to the issue of trafficking as a father who felt touched to see teenagers being trafficked, and reiterated IOM's commitment to preventing this crime and its expertise and experience in information campaign to prevent potential victims from making wrong decisions.

He expressed his gratitude for the governments of Finland, USA, and Sweden for their generous and substantial support, which has been the driving force of the programme, and invited all participants to contribute to the success of the campaign.

**Mr Vytautas Markevičius, Minister of Justice of Lithuania**, welcomed the participants to the regional seminar and expressed his wish to have practical and constructive ideas to tackle the problem of trafficking in women. He briefed the audience on the current situation of trafficking in women, which has been the major and growing problem since the collapse of the Iron Curtain, which opened up the border and brought greater freedom of movement. Existing economic and political gap between the regions cause people to try finding better lives in Western Europe, which often exist only in their idea but not in reality.

Mr Markevicius stressed the importance of tackling the problem from both ends: in the countries of origin and countries of destination. He pointed that the trafficking has been a profitable business for criminals, and depends on demand as well as the thought of those who are inclined to risk their lives. Therefore, combined efforts in the field of legal enforcement, penalising the criminals, and a wide range of information campaign targeting potential victims would be important.

While the effect of information campaign is hard to gauge, Mr Markevicius expressed his confidence that any form of prevention would bring benefits to the society and wished fruitful outcome of IOM's counter-trafficking information campaign.

**Mr Rimantas Kairelis, Vice-minister of Social Security and Labour, Lithuania,** welcomed the regional seminar to discuss one of the most damaging crimes, and briefed about the Lithuanian government's efforts to fight the trafficking in women, focusing on preventive measures, integration of victims not least through financial assistance, and in close co-operation with NGOs.

Mr Kairelis also informed the participants of the "Women and Democracy Conference" where the issue of trafficking in women was discussed in one of the working groups and the high level of unemployment and impoverishment were identified as main root causes of the problem. He also outlined the joint initiative of the Baltic countries, where the governments agreed during the Ministerial meeting to launch information campaign next year in all three Baltic States. Mr Kairelis expressed his appreciation for the seminar and wished that the joint action platform would contribute to solving the problem.

In her address titled **"Trafficking in Women in the Baltic Sea Region: Perspectives of the Challenge and Remedies"**, **Ms Anne-Berit Mong-Haug, Ministry of Family and Children, Norway,** has outlined the policy of the Nordic Council of Ministers in tackling trafficking in women, while mentioning that the trafficking in human beings remains one of the main priorities of all Nordic countries.

Ms Mong-Haug stressed the importance of gender quality in addressing the issue. She also reiterated the importance of penalising the criminals as well as preventive measures. She informed the audience on the Working Group that the Nordic Council of Ministers has established to ensure the co-operation between Nordic and Baltic states and to survey the situation and devise joint measures. During the "Women and Democracy Conference" it was decided to launch information campaign targeting both potential victims as well as institutional awareness on the issue, for which the planning has just started. She welcomed IOM's information campaign and expressed her wishes for further co-operation and synergy.

**Mr John F. Tefft, US Ambassador in Lithuania,** gave a speech on **"US Anti-Trafficking Policy: Activities in Lithuania and the Baltic States"**. Mr Tefft has reaffirmed US government's commitment to eradicate the problem: protecting victims, prosecuting criminals, and, more importantly; preventing these crimes.

He deplored the fact that trafficking is going on all over the world in both developed and developing countries, and at least 700,000 people are estimated to become victims of trafficking every year. Mr Tefft then outlined a number of US government agencies and the division of labour in the fight against trafficking. Mr Tefft also introduced his government's activities in the Baltic States including the Conference on Democratic Development jointly sponsored by US government and the Council of Baltic Sea States, and recently published US Department of State report on trafficking in persons which recognised the efforts of Lithuanian government to fight this problem.

The speaker then briefed about three-pronged approaches of the Embassy to fight trafficking in persons in partnership with the Lithuanian government:

- Training to share methods of investigation and operations to combat all types of crime;

- Assistance to NGOs involved in informational and educational campaigns to help stop trafficking in Lithuania;
- Creation of shelter for victims of trafficking

The ambassador congratulated IOM on its information campaign and expressed his conviction that it would bring concrete results.

During her presentation titled **“Finland’s Co-operation with the Baltic Countries in Combating Trafficking in Women and Related Areas”**, **Ms Taina Kiekko, Finland’s Ambassador designated to Lithuania**, paid tribute to Mr Oropeza and IOM for the tireless efforts in the field of migration, especially in counter-trafficking measures.

Ms Kiekko consequently pointed out the feminisation of migration stemming from the inferior position of women in the countries of origin. She briefed about the initiative of Finland and Nordic countries in general, high interest of President Tarja Halonen on the issue, and the need to learn from good practices of the Nordic countries in carrying out counter-trafficking measures in other regions. She raised the issue of the demand side and the need to raise the awareness of customers in the Nordic countries. She noted that the problem is not an easy one and the root cause is even more challenging but reiterated the need to tackle the issue from regional co-operation involving international and non-governmental organisations, and she wished success for IOM’s information campaign.

**Ms Helen Nilsson, Swedish International Development Cooperation Agency (SIDA)**, started her speech titled **"Sweden’s Policies and SIDA’s Role in Combating Trafficking in Women"** by saying that the trafficking in human beings was first of all a question of human rights, and that the Swedish government wanted to have active policy for human rights in its fight against trafficking. The problem of trafficking is an international issue, and it also has social dimension including equal opportunity, and development angle as well. The Swedish government tackles this issue through international co-operation for effective laws, preventive measures and support to the victims.

In the field of international development co-operation in the Baltic Sea Region, SIDA identified a number of main fields of future co-operation based on a new bill concerning the future co-operation with Central and Eastern Europe:

- Social Security with special attention to women and children that are under the threat of sexual exploitation through, for example, trafficking
- Building Democracy through the support in the field of justice and home affairs

Ms Nilsson quoted the successful co-operation of SIDA with IOM in the Balkans and in Kazakhstan, and recognised the important role that IOM and other organisations play in the fight against trafficking in human beings. She concluded by mentioning her conviction that the Information Campaign on prevention of trafficking in women in the Baltic States will be a valuable contribution to this fight.

### **3. The Baltic Information Campaign: Foundations and Modalities of Raising Public Awareness in Trafficking in Women**

During his presentation titled **“Major Findings of the IOM Research on Trafficking in Women in the Baltic States: Patterns and Extent of the Problem”**, **Prof. Marek Okolski, IOM Consultant, Polish Academy of Advanced Social Psychology**, has shared the methodologies and main findings of the research with the participants. Due to the nature of the topic, which proved difficult for researchers to penetrate, the research was based on secondary sources as well as comprehensive primary source such as interviews with key informants.

According to Prof. Okolski, the research has shown that the sex and entertainment industry (S&EI) has witnessed an unprecedented growth mainly due to so-called feminisation of poverty and high demand for foreign labour in that sector in western countries. The research, he reported, found that there were distinctive difference in perception of trafficking and prostitution. While in Estonia, the concept of prostitution tends to be seen apart from trafficking, trafficking was seen as indispensable aspect of prostitution in Lithuania.

While the research was not able to find causal relationship between trafficking and prostitution across the Baltic States, the study has identified that the trafficking seems to be on the rise in Lithuania.

He then went on to report on the findings on three main subjects of research:

- **who** are the trafficked women: victims reveal a number of distinct characteristics such as acute poverty, drug/alcohol abuse, troubled personal/family life, etc. It seems that the traffickers are making use of their personal weakness
- **how** they get involved: the mode of luring victims by traffickers has become more delicate and more personalised since late '90s, and traffickers first identify a target, and establish friendly relationship before they “deliver” her to an ultimate owner.
- **what** is the nature of their fate: they go through physical violence as well as psychological shock, after which they become permanently vulnerable. Consequently they develop strong dependency on the brokers/pimps.

Prof. Okolski concluded by mentioning that the trafficking is not the invention of traffickers, but of the society that tolerate and indeed feeds the development of the problem.

**Mr Vldas Gaidys, Director, Public Opinion and Market Research Centre “Vilmorus”** has presented the main results of targeted opinion polls on the **“Public Perception and Awareness of Trafficking in Women in the Baltic States”** as follows:

- Respondents’ experience related to women trafficking by force: about 6-10% of the respondents in three States were aware of trafficking case among their acquaintances, which was alarming number.
- Nearly a quarter of Lithuanians and one third of Estonians mentioned that they would not know what to do (or would not do anything) if a close relative would be forced to engage in prostitution abroad. This is a significant indicator, instructing to strengthen the information campaign about sexual exploitation of women.
- How to combat these problems? Lithuanians, Latvians and Estonians alike point to informing on the issue, how to behave in such a situation and legal employment

opportunities abroad as key factors. Lithuanians think that stiff penalties for the organisers of women trafficking by force for the purpose of prostitution are essential.

#### **4. Presentation of the IOM research results**

**Mr Jose-Angel Oropeza, IOM Regional Representative, IOM Helsinki**, briefed the audience about **IOM's Role in Combating and Prevention Trafficking World-wide and Activities in the Baltic States**. He briefed the audience on numerous information campaigns that IOM has carried out world-wide, including Africa, Asia and East Central Europe. He also introduced the wide range of support and assistance to governments, victims and communities: protection of victims; health care, including HIV; safe and voluntary return of victims; reintegration assistance; regional approach to tackle trafficking, etc. Mr Oropeza assured that the lessons learned from IOM's activities will be incorporated to the information campaign and other counter-trafficking activities in Baltic States. He also briefed about the early developments rooted in the "Women and Democracy Conference" that lead to full-scale IOM current activities in combating and preventing trafficking in women in the Baltic States.

**Mr Erikas Slavenas, Programme Officer/Deputy Regional Representative, IOM Helsinki**, gave a presentation on **IOM Research on Trafficking in Women in the Baltic States** elaborating on the scope and objectives of the completed research. He summarised the main objective of the research as to have systematic picture of the problem in the region for IOM to come up with practice-oriented practical measures to address the problem. In practical terms, the research was composed of two modules: legal and sociological, each of them carried out by an international Principal Researcher supported by a team of local Baltic consultants. The speaker also stressed the practical applicability of the results of this research: besides providing academic value, they proved to provide valuable feedback and recommendations to designing further IOM counter-trafficking activities in the Baltic region.

**Ms Heli Askola, IOM Consultant, European University Institute, Italy**, made the presentation on the legal module of the research during her speech titled "**Legal Modalities of Trafficking in Women: the Baltic States in the Context of Relevant International and European Norms.**" On a starting note, she outlined the main international and European legal frameworks to counter the trafficking that would affect three Baltic States as accession countries to the EU as well as members of international community. In place of 1949 "Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others", which offers little help in combating modern forms of trafficking, more important international instrument for the future would be the new "United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children".

Ms Askola summarised the importance of the UN Protocol in three points:

- it is a wide-ranging international instrument, and addresses trafficking in women on a Transnational level, and creates a global language and legislation to define it
- new Protocol introduces measures on the victim protection, prevention and co-operation

- it provides for the possibility for the victims of trafficking to stay in the host country.

On the EU level, the Commission has recently submitted the Proposal for a Council Framework Decision on combating trafficking in human beings, which aims to ensure a common definition of trafficking throughout the EU, with 1) effective sanctions, 2) extraterritorial jurisdiction and extradition and 3) non-criminalising of trafficked persons.

This general introduction by the legal Principal researcher was followed by three national presentations on legal issues titled **“Gaps and Most Urgent Problems in Baltic Legislation Related to Trafficking in Women”** concentrating on the state of play of relevant legal norms in each Baltic State.

**Mr Andri Ahven, Advisor, Internal Security Analysis Department, Ministry of Internal Affairs, Estonia**, told the participants that the trafficking in persons was not defined in the Estonian legislation, but terms “pandering or pimping” are used in the Criminal Code in order to criminalise trafficking in women.

He also reported that Estonia is signatory to the 1949 Convention and would sign the new Protocol, and also has victim protection programme in partnership with two Baltic States. Mr Ahven suggested the following measures to improve the fight against trafficking:

- info exchange between target and source countries should be improved (e.g. data on deportation);
- criminal investigation would be more effective, if victims could stay in target countries until criminal proceeding is finalised

**Ms Anhelita Kamenska, Latvian Centre for Human Rights and Ethnic Studies, Latvia**, reported on the first anti-trafficking provision in the Latvian Criminal Code adopted by the Parliament in May 2000, that criminalises the sending of human beings to a foreign country for the purpose of sexual exploitation. She also informed of several acts of legislation were being drafted that would improve the protection of victims and witnesses, create unified register of criminal offences. According to her, Latvia also increased its police force to 27 to work on such crimes as compelling persons to engage in prostitution, pandering, trafficking in human beings for the purpose of sexual exploitation and engaging of children in the creation of pornographic materials and their dissemination

**Ms Audronė Perkauskienė, Head of European Integration Division, Ministry of Interior, Lithuania**, reported that the Lithuanian Criminal Code has specific that explicitly criminalises trafficking in human beings. She also introduced other national provisions against pandering, forcing to engage into prostitution, production and dissemination of pornographic materials and prostitution.

Currently, according to Ms Perkauskiene, there are following gaps in legal framework to fight trafficking:

- no specific legal provisions or judicial practice exist to enable the courts to order convicted traffickers to pay compensation to victims of trafficking

- Lithuanian legal acts contain no provision to allow those victims of trafficking that have been trafficked *into* a Baltic state from another country to receive a residence permit in exchange for testifying against their traffickers
- legal persons may not be liable for trafficking either criminally or administratively.

**After a detailed introduction to sociological module of the research by Prof. Okolski**, three researchers presented the main findings of three national studies.

**Mr Juri Saar, Criminological Research Unit, Institute of International and Social Studies, Tallinn Pedagogical University**, presented the main findings of the social research in Estonia. He introduced three main dimensions of the study: social concept of prostitution; theory of migration, and a three-step-model of human trafficking. He reported that the research could identify the shift since Estonia's independence as follows:

- The public opinion shifted from general acceptance in the beginning of the nineties to negative perception towards prostitution
- The sexual service in early nineties were offered in rented apartments. Since '96, however, small firms ran out of business and prostitutes had to relocate into hotels, saunas, night-clubs and other businesses, that officially had other purposes. The phenomenon has mainly disappeared from the public scene and has been linked to the criminal world
- There has been a big change in the nationality of the prostitutes: in the 1920s, 90% of prostitutes were Estonians; now, about 80% of the prostitutes are estimated to be non-Estonian origin.

He also identified the high risk groups in today's Estonia to become prostitutes and/or victims of trafficking:

- Non-Estonian (mainly Russian)
- Persons without Estonian citizenship
- Persons from North-Eastern Estonia or Tallinn
- Women with high-school education or without finished high-school education.

**Ms Inna Zarina, Latvian Women Studies and Information Centre**, reported that compared to another study carried out in Latvia 5 years ago, the situation in Latvia, unfortunately, has not improved.

According to Ms Zarina, there is an organised sex business in Latvia that has close links with the legal entertainment industry. Irrespective of the form of activity, however, the organised sex business, including individual prostitution, is of an international nature, and there is close co-operation with partners in Poland and the economically developed countries of the West. Latvian prostitutes work most commonly in Germany, Switzerland, Italy, Denmark, the Netherlands and other Western countries. She also informed that women from Latvia were sold into slavery for sexual exploitation in other countries, especially Turkey, Israel and western countries.

**Ms Audra Sipavičiene, Head of Office, IOM Vilnius**, mentioned that the trafficking in women in Lithuania was quite a new phenomenon, and little is known about it in a systematic fashion. However, she reported that the number of victims of trafficking

from Lithuania increased seeing from a number of sources: information from the Lithuanian Interpol office; number of deported Lithuanians and missing people.

The speaker reported that regardless of the fact whether victims knew they were going to work as prostitute or they were trafficked by force or fraud, victims go through physical as well as psychological trauma and exploited by traffickers and pimps. She suggested the following measures to combat trafficking in women:

- Prevention of trafficking in women through a wide-scale information campaign.
- Social assistance to trafficking victims, as well as women who are already involved in prostitution business, strengthening of relevant NGOs
- Severe punishment for pimps and traffickers, including economic sanctions
- Increasing the responsibility of the customer as a participant in prostitution
- Strengthening of morals and implementation of the true human values in the society through education and training
- Forming the public opinion of intolerance to violence against a woman and trafficking in particular

## **5. Trafficking in Women: the Perspective and Responses of Receiving Countries and the International Community**

**Mr Johan Alling, Nordic Council of Ministers Secretariat, Denmark**, informed the participants of the Nordic Programme to Combat Trafficking in Women, and its political and legal aspect. Mr Alling outlined that while trafficking in women is not defined in the Nordic Penal Codes more specific actions like procuring, abduction, illegal entry into a country, organised trafficking in human beings, or buying sexual services.

He then touched on the concerted efforts and political commitment of Nordic States in the framework of the Europol and The Task Force on Organised Crime in the Baltic Sea Region to fight trafficking. As for the future prospect, Mr Alling mentioned the current debate in the Nordic States on whether to criminalise the trafficking in women as such, and the initiative to improve the cross boarder exchange of information and experiences between national police authorities in the framework of the Task Force.

**Mr Rudiger Richter, Police Attaché, German Embassy in Lithuania**, shared the information on the Baltic Traffickers and Trafficking Flows to the EU, chiefly from the perspective of Germany as a receiving country. According to Mr Richter, the largest number of victims of trafficking last year came from Lithuania, which was alarming considering the relatively small number of population of Lithuania. Most of the criminals were from Germany and Turkey. 50-60% of victims testified that they came to Germany simply looking for job, while a quarter of victims worked as prostitute in their home countries. He quoted the difficulty to grant legal status to the victims until the end of proceedings as major obstacle in the investigation.

After his presentation, there was a question from the floor why the police was somewhat hesitant to cooperate with NGOs. In his response, Mr Richter suggested the following reasons:

- simply due to the fact that the police is quite rigid organisation
- it takes time to convince both parties that the co-operation is beneficial



- prejudices against each other

One participant to the meeting has commented that the police should not treat the victims as means for penalising criminals, and also there should be a close co-ordination between the police and social workers.

As to a query on obstacles or challenge in co-operating with countries of origin of victims, Mr Richter commented that the German police enjoyed good co-operation with Lithuanian police. The problem, according to him, comes rather from victims in that most of them are strictly against co-operation with Lithuanian police since they do not want their family to know what happened in Germany.

During his presentation titled **“Denmark’s Experience in Investigating Organised and Resource-demanding Crime: Trafficking in Women from the Baltic States”**, **Mr Michael G. Weiss, Detective Sergeant, Criminal Investigation Department, Åarhus, Denmark**, has reported to the participants of the seminar on the criminal investigation case in Denmark that involved the death of two victims of trafficking (from Thailand and Latvia).

Through the investigation for one year with 4 to 10 police officers involved over the year, the Danish police could identify and arrest 40 criminals in Denmark related to trafficking. The main motive, he pointed, was big profit. One head of massage parlour could get DKK 50,000 (approx. EUR 6,700) from each girl in 3 months, and a married couple who were charged for the trafficking of 53 girls were estimated to earn DKK 2.5 mil (approx. EUR 335,800).

Replying to one participant on the preventive measures against trafficking ring, Mr. Weiss stressed the fact that the particular trafficking ring is considered to be almost amateur, and the trafficking rings have enormous network, the investigation of which requires a lot of resources.

As to another question on the mode of advertisement, he replied that they used the Internet webpage. He also added on good co-operation they enjoyed during the investigation with the Interpol and the Latvian police.

**Ms Elisa Tsakiri, IOM Information Campaign Service Area, IOM Geneva** gave an overview on IOM’s Mandate and Activities Related to Trafficking in Women Prevention concentrating on the implementation of counter-trafficking Information Campaigns.

Ms Tsakari explained that the information dissemination programmes were being carried out in countries of origin in an effort to acquaint potential migrants, victims of trafficking in human being with the risks of irregular migration and the consequences of trafficking as well as to dissuade them from resorting to trafficking. The information campaign follows the following general framework:

- research to find out the audience profile, target groups’ current attitude on migration, and their media preferences
- strategy definition to define objectives, time frame and main campaign messages, and select media and implementation partners
- information dissemination through both mass and informal media channels

According to the speaker, one could measure the impact of the information campaign through: audience response; recall rate; change in awareness of issue; change in attitude and perception.

Ms Tsakiri also pointed to the fact that the information campaigns are not a miracle solution in the fight against trafficking and they have to be part of a wider effort and long term strategy that complements:

- Law enforcement actions;
- Legislative measures;
- Assistance to victims and
- Possibilities for legal migration

## **6. Information, Prevention and Assistance to the Victims of Trafficking: Strengths and Limitations of the Governmental Sector – Sending Countries' Perspective**

**Mr Igoris Bazylevas, Adviser, Public Security Department, Ministry of Interior, Lithuania,** presented to the audience the main modalities of tackling **trafficking problems in Lithuania: Trafficking in Human Beings and Prostitution Prevention Programme 2001-2005.**

Recalling the grave problem of trafficking in women in Lithuania as well as world-wide, Mr Bazylevas introduced the participants the new programme that the Lithuanian Ministry of Interior initiated in close partnership with other relevant ministries: Trafficking in human beings, prostitution control and prevention programme. The project would be implemented between 2001 and 2005 with the total budget of 3.7 million litas. The main activities of the national programme, according to him, would consist of four parts:

- evaluation of current situation to clearly identify the enemy (countries of destination, criminal research, monitoring,)
- public awareness and education measures
- work with risk group, anti-advertising measures
- Support for victims (such as establishment of rehabilitation centre)

**Mr Uldis Osmanis, Vice Squad Unit, Drug Enforcement Bureau, State Police, Latvia** reported on the activities of Morality Police in the framework of **the Governmental attempts to prevent and combat trafficking in women: state of play.** The Morality police, according to Mr. Osmanis, was set up on 11 March 1999 in Latvia, within the Bureau for the Struggle against drugs. Morality police cooperate with local police forces as well as relevant authorities in neighbouring states and the Interpol. Through this co-operation, he introduced that 10 cases have been investigated in which more than 100 victims were involved. The key to the success of the fight against trafficking, Mr Osmanis stressed, was the co-operation and sharing of information with the corresponding institutions.

**Ms Valija Grebneziece, Inquest Service of the Information Board, Central Board, State Border Guard, Latvia,** informed the participants of Latvian government's initiative in fighting trafficking in women in legal field. She reported

that the legislation of Latvia was being revised to comply with the requirements of the European Union. At the present time there are some articles in the criminal law which define the punishment for the people involved in the trafficking or in some way related to this activity, regardless of whether women-victims go for it willingly or not. She also stressed the importance of taking the issue of human right into account, in which measures against trafficking do not restrict the rights such as free movement.

## **7. Trafficking Prevention and Assistance to Victims – NGO Perspective: Capacities, Problems and International Co-operation**

**Ms Carolina Wennerholm, Project Manager, Kvinnoforum, Stockhol, Sweden** briefed about her organisation and its activities during her presentation titled **“Kvinnoforum: “Crossing Borders Against Trafficking” – Experience of the Nordic-Baltic Network and its Role in Anti-Trafficking Co-operation.”** Ms Wennerholm introduced Kvinnoforum as women’s organisation with the overall aim to enhance women’s position in society, in the working life as well as in private life. The “Crossing Borders Against Trafficking” is a project that involved the following partners: Monika, Multicultural Women’s Association, Finland; PRO-centre, Denmark; AIDS information and Support Centre AIDSI TUGIKESKUS, Estonia; Latvian Gender Problem Centre, Latvia; and Lithuanian Women's NGO “PRAEITIES PEDOS”, Lithuania.

The project, she explained, resulted, inter alia, in the Resource Book and the same material was translated into an Internet Resource Base with descriptions, addresses, references and online documents. She gave a number of suggestions to the information campaign:

- Build on existing networks and the experiences
- Keep the focus on the women and girls focusing both on prevention of trafficking and recovery of victims
- Initiate an information campaign directed to the buyers, the demand side in the countries of destination

**Ms Reet Nurmi, STAKES National Research and Development Centre for Welfare and Health, Finland,** has shared her experience on the **Promotion of Co-operation Between Governmental Authorities and NGOs - Finnish Experience: Achievements and Problems.**

The Finnish National Programme for Prevention of Prostitution & Violence Against Women, Ms. Nurmi explained, was part of the Finnish Governmental Plan of Action for the Promotion of Gender Equality, and incorporates a number of projects that aim at *inter alia* disseminating information on questions relating to prostitution, developing professional education and building networks and co-operation, especially between governmental and non-governmental organisations in the region.

The speaker also voiced her opinion on the lack of clear linkage between sexual exploitation and trafficking in human beings, in the EU framework decisions. The issue of demand side, according to her, should be tackled while citing the example of Sweden where buying sex service is punishable according to the criminal code. According to her, without sex industry and without demand for sex services, there wouldn't be victims of trafficking and sexual exploitation.

During her presentation titled **“Network of Trafficking Prevention Centres: Local and International NGO Co-operation in Ukraine, Moldova, and Armenia”**, **Ms Eleanor Valentine, Director of Winrock International**, introduced two programmes that her organisation implements to address the root causes of lack of economic opportunity and problems of violence against women: first project through providing information and services to the population most at risk of trafficking, and; second project through providing training to teach entrepreneurship and business skills to young women as well as providing micro-credits.

**Mr Juri Kalikov, AIDS Information and Support Centre, Tallinn, Estonia** shared his experience of the project “SEASTAR” (prevention of migratory prostitution), in which his organisation gave counselling and information services to sex workers. He mentioned the lack of financial support from the government and the negative attitude of government authorities as main difficulties. He called for more attention on rapid spread of HIV/AIDS and the fact that it is not just Russians but also Estonian girls who become victims of trafficking.

**Ms Vita Karklina** introduced the **Project for the Prevention of Adolescent Trafficking, Youth Health's Centre's Council in Latvia** that aims to prevent the trafficking of adolescents in Latvia by increasing the awareness of human trafficking and forced labour among adolescents, and increasing the capacity of NGOs and government officials in Latvia to prevent human trafficking and forced labour.

She estimated that the work with young people in sexual health education proved to be an effective, emotional work that leads to results in development of personalities of young people, allowing them to choose and make decisions for their own life. She also pointed to the importance of giving special and continuous attention to adolescence, especially victims of rape.

**Ms Dalia Marcinkeviciene, NGO “Preities Pedos”, Vilnius**, presented her organisation’s work in Lithuania that focused on the education concerning the issue of trafficking in human beings in secondary schools. She especially pointed to the fact that a great number of minors understand prostitution as lucrative source of income, and the coverage of prostitution on media treat this issue with certain dose of humour. She urged consequently more vigorous action towards the government.

During his **Closing Remarks**, **Mr Oropeza** evaluated that the seminar laid a good foundation for the cooperation of NGOs, governments and international organisations in the fight against trafficking in women in the Baltic region. He underlined the importance of such cooperation stressing that a challenge as multi-faceted as trafficking in women can be tackled effectively only by coordinated efforts, both on regional and international levels.

Mr Oropeza noted that the already implemented IOM activities in the Baltic States created strong grounds for further practical measures in preventing trafficking in women in Estonia, Latvia and Lithuania - the newly launched Information Campaign and administrative capacity building measures being the most vivid examples. However, considering the scope of the challenge, additional areas yet remain to be

addressed subject to availability of resources. The rehabilitation of the victims of trafficking is a field that requires additional work and practical measures. He also suggested an information campaign approach in countries of origin on the demand side as one example of future activities that IOM is considering in close coordination with the Nordic Council of Ministers.

## **Trafficking in Women in the Baltic Sea Region: Perspectives of the Challenge and Remedies**

---

**MS ANNE-BERIT MONG-HAUG**  
Ministry of Family and Children, Norway

It is a pleasure to be here in Vilnius to take part in the launching of this important information campaign on trafficking in women by the IOM.

As a member of a working group on trafficking in women, established by the Nordic Council of Ministers, Committee on Gender Equality, I have been asked to give a short presentation of activities carried out by the NCM on this issue.

### ***Introduction***

Trafficking in women and children has become an issue of priority for all the Nordic Countries. Activities are now initiated and measures are planned in different areas, such as:

- Improved inter-agency collaboration
- International collaboration
- Legislation
- Increase in knowledge and change in attitudes about the phenomenon
- Continued financing of projects that contribute to combating trafficking in human beings

My presentation will cover some activities related to the Nordic Cooperation Programme on Gender Equality for 2001 –2005. Therefore, I will start with a few words to underline the importance of integrating a gender perspective both in defining the problem and also in designing measures to combat trafficking in women. Why then, is gender equality such an important perspective?

Gender equality means that power and influence are equally distributed; that women and men have the same rights, obligations and opportunities in all areas of life and that gender based violence has been eliminated from society.

Trafficking in women is one of the phenomena included in the concept of gender-based violence, according to the Declaration on Violence against Women that the UN adopted in 1993. Implicit in this concept is that violence against women is an expression of historically uneven power relations between women and men. The formation of opinion and information from a gender perspective is thus an important part of the work of combating trafficking in women.

I would also like to mention The UN Convention against Transnational Organized Crime and its supplementary protocol to prevent, suppress and punish trafficking in persons especially women and children, which was opened for signature in December 2000. The Nordic states have all signed the convention and the protocol. The UN

protocol is intended to serve as an international strategy against human trafficking. It has also set focus on the humanitarian aspects on trafficking - not only on penal law issues. This protocol thus has a potential to function as a broad common frame of reference both for making a comparable analysis on the status of measures that have to be taken and for international cooperation that also integrates a gender perspective.

The affluent Nordic welfare societies have a reverse side. The safety of women has not yet received enough attention as an issue in the Nordic Countries. It is a fact that it is most often men who commit violent acts, and for the most part violence against women reflects imbalance in the power relationship between women and men. However, it is only quite recently that violence against women has been included on the political agenda in Nordic Countries.

We know that many Nordic men use their economic supremacy to purchase sexual services, particularly from women from the adjacent areas. The surge in sex trafficking across borders and Nordic men's sex travels to less affluent countries are central problems both in the Nordic community and the adjacent areas. It is a grave problem if the Nordic countries are promoting women's economic independence by encouraging them to humiliate themselves by selling their body and sexuality to Nordic men.

Many Nordic Countries have now set up measures and action plans to halt trafficking in women. It is especially important right now for the common Nordic work in this field to encourage dialogue and exchange of experiences between Nordic Countries and all neighbour countries.

One goal for the Nordic Council of Ministers for the period 2001 –2005 is therefore to create well-functioning co-operation between the relevant councils at the Council of Ministers and the authorities to prevent violence against and trafficking in women, and to map out the situation in the Nordic Countries and the adjacent areas. To achieve this some working groups have been established to survey the situation and coordinate activities.

### ***The Nordic-Baltic Cooperation Programme on Gender Equality***

On a more general level the Nordic and Baltic Ministers responsible for Gender Equality adopted a Nordic-Baltic Cooperation Programme on Gender Equality in 1997. A working group to coordinate the Nordic Baltic activities was also established. An important part of the Nordic Baltic cooperation is the net-working that provides significant flows of information about women's and men's situation, constraints, resources, needs and objectives, which are vital for local, national and regional development planning. The programme has been prolonged for a second period. Activities are financed through the NCM yearly budget for the adjacent areas, and individual projects can be financed bilaterally or nationally. One of the main themes for the period 2001 to 2005 is "Trafficking in Women".

### ***Nordic Working-group on trafficking in Women***

Early this year, The Nordic Council of Ministers Committee on Gender Equality appointed the working- group on Trafficking in Women. Their mandate was to survey the situation and to propose measures for a common Nordic strategy to combat this phenomenon, based on a gender perspective. It was important to ensure that

measures taken have a wider scope than the penal law issues. Both focusing on the prevention on a structural level and to see that the protection of victims is built on an understanding of women's situation and position in society. The results of this work will be part of the knowledgebase for designing the Nordic Baltic Campaign against Trafficking in Women.

### ***Nordic-Baltic Campaign against Trafficking in Women***

During the conference on Women and Democracy here in Vilnius in June this year, the Baltic and Nordic Ministers responsible for gender equality had an informal meeting where they decided to launch a campaign against trafficking in women.

The idea of the campaign to counteract trafficking in women emerged in various contexts, inter alia, in the UN protocol. Since trafficking in women takes place in an organized form and is crossing borders, it requires collaboration over borders to reach the groups and people who organize this trade. Countries must also work together to inform women in their home countries of the risks and women in the countries they come to where they can obtain help. A common Nordic and Baltic campaign could have a great impact if it is carried out simultaneously in every country.

The campaign will be carried out in 2000. The aim of the campaign will be to raise the awareness about the problem and stimulate discussions with all relevant institutions on how to combat the problem of trafficking, by:

- Making the general public aware of the existence of this form of criminality and the vulnerable situation of the victims
- Engaging in educational work with the aim of helping the victims and preventing new women becoming involved in trafficking
- Raising the awareness among institutions, financing different cooperation projects, of the need to establish work possibilities for women.

### ***The organization of the campaign***

The planning of the campaign has just started this autumn and it will be carried out in 2002. A Nordic- Baltic project group consisting of representatives both for the ministries of gender equality and the ministries of justice and police will be appointed in the near future to be responsible for carrying out the campaign.

It will be important to make use of the experiences of earlier campaigns and to adapt the implementation according to particular conditions in the different countries. We are also aware that it is very important that this campaign is designed and carried out in dialogue and cooperation with active partners working for the same purpose. Only in this way we can hope to achieve synergies and complementarities that are of vital importance to succeed in combating trafficking in women.

We welcome this campaign launched by the IOM and look forward to further co-operation in the future.



## **U.S. Anti - Trafficking Policy: Activities in Lithuania and other Baltic States**

---

**MR JOHN F. TEFFT**  
*US Ambassador in Lithuania*

### General Overview:

As President George W. Bush stated in a special message that he sent to the 2<sup>nd</sup> Conference on Women and Democracy that took place here in Vilnius this past June, "Trafficking in persons threatens our common interests in upholding democratic values, human rights, and the rule of law. The United States is committed to eradicating this terrible practice and supporting our friends and allies in their quest to do the same. International and regional cooperation is necessary to achieve this goal. The immediate fight against trafficking depends on protecting victims and prosecuting criminals, but the real battle is to prevent these crimes in the first instance. Creating viable economic alternatives, leadership roles, and educational opportunities for women are keys to battling against these dreadful crimes. American engagement in these important meeting is one testament to our commitment to these objectives."

The fact that trafficking in human beings is taking place in the 21<sup>st</sup> century is shocking. Yet it is abundantly clear that trafficking is going on all over the world, in both developed and developing countries, even within the United States. It happens in countries where the government violates human rights and in countries where the government's human rights record is generally excellent.

The U.S. Department of State estimates that at least 700,000 people become victims of trafficking every year. The overwhelming number are women and children who have been lured, coerced or abducted by criminals who trade in human misery and treat human beings like chattel. Deprived of the most fundamental human rights, subjected to threats and violence, victims of trafficking are made to toil under horrific conditions in sweatshops and on construction sites, in fields and in brothels. Women and children, some as young as seven years old, are forced to labor in sex industries where they suffer physical and mental abuse and are exposed to disease, including infection by the HIV virus.

The United States believes that the only way to effectively address the worldwide problem of trafficking is through collective efforts by all countries, whether they are countries of origin, transit or destination, and by being brutally honest about this issue. We have publicly pledged ourselves to work closely with other governments, organizations and concerned people throughout the world to put an end to this abomination against humanity.

Worldwide, U.S. Government efforts to counter the practice of trafficking in persons are undertaken by several different agencies. The Department of State funds anti-

trafficking programs in the areas of trafficking prevention, protection and assistance for victims, and prosecution of traffickers.

The U.S. Agency for International Development also funds programs designed to help disseminate information on the dangers of trafficking to vulnerable groups, strengthen the capacity of women's and anti-trafficking organizations to protect those groups from abuse and violence, and engage in public education, outreach, and economic opportunity programs for those most at risk of being trafficked.

The Department of Labor provides funding for anti-trafficking programs in the areas of protection and provision of services to victims, prevention, and governmental and non-governmental organization (NGO) capacity building and coordination against trafficking.

#### Activities in the Baltic States:

Let me now draw your attention to some recent activities in the Baltic States and in Lithuania in particular.

On May 20-21, 2001, the U.S. Department of Justice and the U.S. Embassy in Copenhagen jointly sponsored a conference with the Council of Baltic Sea States on Democratic Development. The seminar included police, prosecutors, parliamentarians and other government officials from 11 countries who work on trafficking in the Baltic region. The focus was on the legal reforms necessary to combat trafficking and the services needed by victims, as well as "best practices" for law enforcement and methods of preventing trafficking. My Embassy helped send a five-person delegation to this excellent conference.

Last July the first congressionally mandated report on trafficking in persons around the world was produced by the U.S. Department of State. I would like to refer to several portions of that report that I think are relevant to any discussion of U.S. anti-trafficking activities in Lithuania and the Baltic States. First, as that report stated, "Governments need strong individual and collective action to combat this phenomenon and to bring those responsible to justice." The report further stated, "The U.S. Government is strongly committed to combating trafficking in persons at home and abroad."

As many of you and as the report noted, the United States is primarily a destination country for trafficking in persons, with some 45,000 to 50,000 people, primarily women and children, being trafficked to the U.S. annually.

The report stated that "Lithuania is a source, transit, and destination country for trafficking in persons, primarily women who are trafficked for purposes of sexual exploitation. Lithuanian women are trafficked to Western Europe (including Germany, the Netherlands, Denmark, France, and Austria and the Middle East (including Israel and the United Arab Emirates). Trafficking also occurs within Lithuania."

Last, but not least, the report concluded that "the Government of Lithuania is making significant efforts to address the problem despite resource constraints. The Criminal Code specifically prohibits trafficking in persons... The penalty for trafficking is

commensurate with the penalties for rape or sexual assault. The Government investigates cases of trafficking; however, there have not yet been any prosecutions. The Government provides limited funding for trafficking prevention and victim's rehabilitation programs... and trafficked victims do have access to free medical care... There is no established practice of providing temporary residence for trafficked victims, although it occasionally is granted. Government agencies encourage victims to seek legal action against the traffickers. Government officials respect the rights of trafficked victims."

In this context, the U.S. Embassy has adopted a three-pronged approach in an effort to meet our government's commitment to combat trafficking in persons at home and abroad by working the Government of Lithuania and with Lithuanian NGOs to help stem trafficking in persons in this country.

The first element of our cooperative efforts is in cooperation in law enforcement training to share methods of investigation and operations to combat all types of crime. We are also cooperating with the Baltic Task Force and Organized Crime, organized by the Council of the Baltic Sea States.

The second element of our efforts here in Lithuania is to help those NGOs who are involved in informational and educational campaigns to help stop trafficking in Lithuania. Through our embassy's Democracy Commission, we recently gave small grants to two organizations to help them undertake programs of educating young women in the dangers of trafficking. In addition, we have provided brochures that help get the message out to young women, in particular, about trafficking in persons. Third and finally, we have been fortunate to use Humanitarian Assistance funding from the U.S. Department of Defense to help create a shelter for women who have been the victims of trafficking and need a place to go to put their lives back on course.

#### Conclusion:

While we are pleased with these efforts, much remains to be done by all of us. Mr. Oropeza, I congratulate IOM. I am confident your information campaign and research into the problem of trafficking in the Baltic States will provide a significant contribution to the international effort to stop crimes of trafficking.

Thank you for inviting me to speak. I wish you all every success.

## **Finland's Cooperation with the Baltic Countries on Trafficking in Women and Related Issues**

---

**MSTAINA KIEKKO**

Finland's Ambassador designated to Lithuania

Mr Chairman,

This is my first opportunity as the ambassador of Finland in Lithuania to attend such a high level seminar and to address the issue of trafficking in human beings in the Baltic States region. Let me congratulate Mr. Oropeza, IOM Regional Representative for the Baltic and Nordic States for his and IOM's tireless efforts to bring the issue of trafficking in human beings high on the international cooperation agenda for this region.

Trafficking may start with migration and the root causes for migration are economic and social inequalities between the European countries. Persons wishing to migrate in order to improve their living standards easily become the targets of organized trafficking in human beings. The inferior status of women and girls, especially the minority women and girls, at times before the law and more generally in society leads to women, as a group, being more affected by general poverty, unemployment and racism. This leads to the feminization of labour migration and exposes this group to trafficking. Therefore, a gender perspective should be taken into account when designing strategies to improve the economic and social situation in the countries of the Baltic region.

For some time Finland has been actively cooperating with the Baltic States in improving the status of women in the Baltic Sea area. Projects, besides addressing the issue of trafficking, have been carried out on labour issues, education and family affairs. In April 2001 an inter-ministerial working group was established to coordinate women's entrepreneurship programmes in the Baltic States and North Western Russia. In carrying out these projects and programmes the cooperation of NGOs and the international organizations have been essential. Finland will seek to continue this line of collaboration with the existing and new partners.

Mr Chairman,

Trafficking in human beings constitutes a crime under international conventions. The Finnish Government supports the broadest possible international ratification and implementation of the International Convention Against Organized International Crime and its Protocol on trafficking in human beings. At the same time trafficking in human beings is also a human rights issue, as it for example violates victims right to personal freedom and their economic rights. The human right's aspect on trafficking in women and girls was especially emphasized by H.E. Ms. Tarja Halonen, the

President of Finland, in the launch of the initiative to combat the violence against women and prostitution in the Baltic States in 1999. This initiative has now developed into a successful project carried out by the Finnish Research Centre for the Social and Health Issues, STAKES.

Efforts are currently made in several European countries and European and international organizations to include work against trafficking in human beings into their activities. In this light it is very important to avoid duplication of already scarce resources and to draw the best possible results of active cooperation at the international, regional and national level in the fight against trafficking in human beings.

Good example of effective cooperation in this field is the Nordic cooperation initiative with the Baltic States in the fight against trafficking in human beings. Large-scale information campaign in all the Nordic countries targeted at the demand side of the problem will start simultaneously with the information campaign in the Baltic States addressing the supply side of the problem. Inter-ministerial task forces will be set up to guarantee the broadest possible participation and success of these campaigns. To ensure the accuracy of the messages delivered by these campaigns local knowledge of the conditions in each country will be used.

Mr Chairman,

The problem of trafficking is not an easy one to tackle due to its clandestine nature. The root causes of trafficking are even more difficult to tackle since the change of attitudes and economic and social patterns takes a long time. Yet we must try and we will try. Comprehensive and coordinated international, regional and national measures to prevent trafficking, to prosecute offenders and to protect and guarantee the rights of the trafficked women and children are required. The broadest possible set of actors is needed to carry out this task successfully. The Government of Finland is ready to continue its support to the fight against trafficking in women and children in the Baltic States region.

Thank you.

## **Swedish policies and Sida's role in combatting trafficking in women: Sweden's perspective**

---

**MS HELEN NILSSON.**  
Sida, Sweden

Ladies and Gentlemen:

Trafficking in human beings is first a question of women's human rights, how this rights respects and protects. International and national work to strengthen women rights, their rights to get protection, social support and information, is therefore a part of the fight against trafficking in human beings. Swedish government wants to have an active policy for human rights. To fight against the trafficking is to show respect for human rights.

To stop the trade of women and children and children is - and has been for a long time - an important issue for Sweden. The only way of working is international cooperation if we want to put a stop to this form of trafficking. Since 1996, trafficking in human beings have been placed high on the EU - agenda. Some initiative has been taken. For example an Action Plan was adopted in 1997. Sweden took the initiative to develop a cooperative project against trafficking between the EU member states, the European Commission and Eastern and Southern Asia. During the Swedish presidency of the EU Council of Ministers trafficking in human beings was a prioritized issue. Within the Swedish Government several ministers share the responsibility for work against trafficking in human beings. Trafficking in human beings is an international issue, it leads sometimes to illegal migration and trafficking has of course a social dimension and is also a question about equal opportunity. Last but not least trafficking in human beings must also be seen from a development perspective. In the last rapport concerning poverty from the World Bank describes how the poverty force especially women into prostitution and trafficking. The Swedish government wants to stop this trade through international cooperation for effective laws, preventive measures and support the victims.

What does Sweden then do in the field of international development cooperation in the Baltic Sea Region? The Swedish Parliament has in June 2001 adopted a new bill concerning the future cooperation with Central - and Eastern Europe. This bill is for Sida, The Swedish International Cooperation Development Agency, the guideline for our future cooperation and support in the Baltic Sea Region. One of the main fields for future cooperation with our neighbouring countries is Social Security. Special attention should be drawn to groups in the society how are extra weak and groups with special needs, such as women and children how have been abused for sexual exploitation though for instance trafficking.. Violence against women and children is a serious and increasing problem. To reach long-term effects in the work to combat violence against women is it important to support assignment with the aim to prevent

the problem. Sida should support information projects but also program with the aim to integrate the victims into the society.

Another purpose with our cooperation is to reach democracy through giving support to the field of justice and home affairs. The Swedish Government wants to continue to strengthen the possibility for the authorities around the Baltic Sea to fight against the increasing international crimes. This work is especially important when it come to trafficking in human beings. Sida will in the future have the possibility to support cooperation between police authorities and organizations, with the aim to develop cooperation, exchange of information and network building between the involved authorities and organizations.

Sida has and has already had successful cooperation with IOM before, for example in the Balkans and also in Kazakhstan. In this work against trafficking in human beings, IOM and other organizations have an extremely important role to play.

To sum up, I know that we have a lot work to do, in all of our countries if we want to stop the trafficking of human beings. But I am convinced that this project "the Information Campaign on prevention of trafficking in women in the Baltic States" will be valuable contribution to the work and fight against trafficking in human beings.

I wish all of us success with this project.

Thank you for your attention.

## **Major findings of the IOM research on trafficking in women in the Baltic States: Patterns and extent of the problem**

---

**PROF. MAREK OKOLSKI,**

IOM-Consultant, Warsaw, Academy of Advanced Social Psychology (SWPS), Poland

The reported study presents a rare example of systematic analysis of trafficking in women. The research was conducted between December 2000 and June 2001 in Estonia, Latvia and Lithuania. It inquired into the extent to which women in or from those countries are subject to trafficking and into the factors leading to those women being trafficked. The empirical material upon which the study was based included secondary sources, such as official statistics, records of various government agencies and NGOs and media reports, and comprehensive primary sources, such as interviews with key informants representing a wide range of organisations and with victims of trafficking or women at risk.

The research was purposefully confined to the predicament of females who were or could be trafficked in connection with those females' employment in sex and entertainment industry in the Baltic States or elsewhere, especially with their employment as prostitutes.

According to the study results, after 1990 the three Baltic States saw an unprecedented growth of the sex and entertainment industry (S&EI) in general, and of female employment in that sector in particular. It was suggested that this was conducive to an increasing probability of woman being trafficked. Two major factors can be held potentially responsible for a growing female involvement in the sex business, namely: "feminisation of poverty" in the Baltic States and strong demand for foreign labour in that sector in certain western countries.

Despite striking similarities among all three Baltic States concerning the development of S&EI after 1990, the research revealed a distinct difference between those countries in the way in which the link between prostitution and trafficking in women was perceived by government agencies, NGOs, experts and prostitutes themselves.

Generally speaking, in Estonia the concept of prostitution tends to be seen apart from trafficking. According to this view, being a prostitute does not necessarily mean being subject to trafficking. As a matter of fact, currently, a predominant feeling would see prostitution in Estonia (equally of local residents and foreigners) or prostitution of Estonian residents abroad as an occupational activity (often quite lucrative), which bases on employee's free will, adequate awareness of job specificity and relative independence of employer. Freedom of international travelling of the Estonian nationals and legality of their entry or stay in a majority of western countries, together with a high level of organisation if not sophistication of S&EI, particularly in Western Europe, might be the main factor that prevents prostitutes from being trafficked.



In turn, the Latvian study suggests that trafficking in female prostitutes is of relevance, in spite of the fact that the incidence of this phenomenon appears rather low and recently declining, and that practically it is confined to work of Latvian residents in S&EI agencies in certain foreign countries. By this token, prostitution, although as a rule necessary, does not seem to be a sufficient factor leading to trafficking in women. The ultimate circumstance is westbound migration for work in S&EI.

Finally, in Lithuania trafficking in women is largely perceived as an indispensable aspect of prostitution. This pertains to similar degree to prostitution in Lithuania and prostitution of Lithuanian residents in other countries. As the Lithuanian study demonstrates, such view at least partly stems from a terminological specificity. Namely, the concept of trafficking in women, as used by Lithuanian government agencies, NGOs, and certain experts, includes moral tones, and especially refers to inherent indignity of prostituting females.

While in Estonia no traces of trafficking in female prostitutes have been found, the Latvian study concludes that “women from Latvia are sold into slavery for sexual exploitation in other countries, especially [in] Turkey, Israel and western countries”.

The evidence, however, is scarce. For instance, the record of missing persons shows not only that the women are in a minority but also that they might be of various ages (including age brackets not qualifying for the employment in S&EI) and might be “lost” not necessarily in other countries (but rather in certain, relatively well-off, regions of Latvia itself). Moreover, Latvian officials claim that “it is all but impossible to take someone out of Latvia who does not want to go”. In turn, by accounts of prostitutes (and also many experts), “the number of women who depart from Latvia without knowing that they might end up as prostitutes has declined since the mid-90s. Women either know or at least sense what they will be doing.” According to the prevailing feeling in Latvia, the employment of women in S&EI should rather be perceived as “work” rather than “prostitution”.

The experience of interviewed Latvian women who have been prostituting in such countries as Germany, the Netherlands or Switzerland indicates that they neither come across coercion nor abusing by customers and employers.

On the other hand, those women stress the need of continuous alertness. Otherwise they might become an easy prey to traffickers. The study implies that a key risk factor in becoming a victim of trafficking is the level of woman’s education. The less educated are more likely to be the victimised persons. Many interviewed women have heard of stories of getting into the trap of traffickers by women (although not necessarily of Latvian origin) who proved to be “too naive” or “too reckless” or maybe “too greedy”. In all such cases low level of education seems an important contributing factor.

As already mentioned, and in sharp contrast to Estonia and even Latvia, a prevailing view in Lithuania is that trafficking in women is intrinsically related to prostitution. The Lithuanian study suggests that this kind of trade in human beings pertains, on equal footing, to domestic S&EI (involving both street/road prostitutes and females rendering various erotic services in agencies or bars) and to the export of Lithuanian

residents to S&EI facilities in other countries. When addressing the question of employment in S&EI, Lithuanian experts or key informants frequently speak of “selling of women” to brothels or other relevant facilities, as a way of entering the prostitution or intra-occupational mobility. For those experts, a sufficient condition for someone to be recognised as subject to trafficking is the involvement in erotic services rendered within S&EI. This is so because in that sector, deception, blackmail, compulsion and, generally, disrespect to female employees on the part of their superiors is perceived as a routine.

Contrary to the findings of studies simultaneously pursued in Estonia and Latvia, it has been implied in Lithuania that trafficking in women might be on the rise. Such assessment seems to be shared by the Lithuanian section of Interpol, the Police and the Border Guard. Authorities offer two kinds of indirect evidence to support this view. Firstly, they point to a systematic increase in the number of persons who were recognised as missing. For instance, between 1998 and 2000 the number of missing women aged 30 years or less rose by nearly 50 per cent. No information, however, are available on how many persons were missing due to trafficking. Secondly, it is implied that the growth of expulsions of the Lithuanian residents from other countries over recent years (e.g. by some 80 per cent in 2000 compared to 1999) might also be indicative of the expansion of trafficking in women. Unfortunately, official documents issued by countries that execute deportation of Lithuanian residents to justify such act never mention trafficking as a circumstance.

A peculiar trait of the way which trafficking is perceived in Lithuania also seems considering the use of intermediaries in young women migration to other countries or their getting employed in S&EI abroad as an attribute of trafficking. This is common to both experts and researchers. Some opinions seem to imply that the phenomenon of prostituting abroad is inseparable of the phenomenon of trading in women.

All this makes the Lithuanian government agencies, NGOs, and other influential bodies particularly sensitive to the problem of trafficking.

The Lithuanian study sheds penetrating light on a number of so far rather obscured issues related to broadly conceived trafficking in women, and indeed it contributes to more thorough understanding of those issues. Three of them appear to be of special relevance for the subject of the present study:

- who are the trafficked women?
- which ways those women are getting involved? and
- what is the nature of predicament of the trafficked women?

The trafficked women reveal a number of distinct characteristics. Relatively often they have troubled personal history, which comprises sex abuse in the childhood or adolescence, early initiation to alcohol, drinking or drug taking habit, poor motivation to be educated, bad performance at school and work (prior to the employment as a prostitute), misfortunate family life and acute poverty. To a large degree these characteristics result from the criteria of selection deliberately applied by recruiting agents rather than from relatively high attraction of women with troubled history to prostitution. To intermediaries, to those who trade in these women, human misfits are

a valuable target because of their helplessness, limited knowledge, the lack of adequate family support, and their suffering from stigma, social ostracism or exclusion.

.....

The modes of luring of these women to work in S&EI are diversified, and they continuously evolve towards more and more sophisticated and personally targeted. In the early 90s many affected women got in touch with traffickers in a rather simple way. Namely, those persons responded to newspaper advertisements offering well-paid and interesting jobs to young girls. Frequently the applying women were promised to be employed as a nurse or an “au-pair” girl or a house keeper or an agricultural worker in foreign country. A considerable proportion of these female workers were organised into groups and transported to the destination by representatives of the intermediary. Immediately upon arrival in the target country, however, the women realised that in reality they were sold as a prostitute to one of S&EI facilities. Deception seemed to be a norm in the process of recruitment. Furthermore, the women were made financially dependent on traffickers to whom they had to repay the costs of organising the trip, arranging travel documents or work permit and sometimes other expenditures (e.g. “proper” clothing). Traffickers, in turn, resorted to a very efficient means of forcing the obedience of their victims, i.e. to depositing their passports.

In the late 90s the recruitment became, so to speak, “more delicate and more personalised”. Quite often intermediaries acted according to a specific master plan that involved three separate stages:

- identification of an appropriate person;
- establishing friendly relationship with that person and securing her confidence;
- delivery (and disposal) of that person to an ultimate owner.

“Appropriate” person usually proved to be a woman in desperate situation or a young and inexperienced girl with an inferior family background. Recruited females were either pointed (or “recommended”) to traffickers by somebody else, or contacted traffickers by themselves through press adverts. In the latter instance, the description of jobs offered often suggested the employment in S&EI, but as a rule it was to be legal employment as a masseuse, dancer or the like. However, rarely any professional training or experience was required. Sometimes applying women were suggested that the offered job nature was to “warm up” customers in a bar.

Friendly relationship between women and trafficker, frequently brokered by a family member or an acquaintance of the victim, was essential in developing woman’s confidence in an agent, and making her trustful in his/her promises concerning job legality, employer’s renown and “artistic” character of work. Principally, it was made clear at that stage of the process that woman was not expected to prostitute. Nevertheless, the final outcome was similar: after an escorted trip to destination place, recruited females got enslaved in various S&EI units and instantly forced into prostitution.

A few stories carefully compiled within the framework of the Lithuanian study suggest that the female victims of trafficking inevitably fall into deplorable if not

hopeless situation as involuntary employees of S&EI. Those women experience physical violence, undergo psychological shock, and become permanently vulnerable. A pertinent feature of those women situation is their strong dependency on the brokers, and a peculiar property-type relationship between prostitutes on the one hand and traffickers, security personnel or pimps on the other hand. The proved cases leave no doubts as to the fact that trafficking virtually ruins victim's life.

Regardless of the magnitude and genuine root causes of trafficking in women, a malicious nature of that phenomenon, as revealed by the Lithuanian study, calls for much more than nowadays awareness of the public opinion and for concerted and inter-sectoral activities of the state to prevent victimisation of women and to rescue, protect and assist the actual (or past) victims.

\*

Overall conclusion of the reported research is that, based on the Baltic States current experience, trafficking presents a real threat only when women are involved in S&EI, and especially when they work as prostitutes. This threat seems particularly acute in case of migrants arriving in the West.

S&EI belongs to those sectors where there exists a structural demand surplus in the national labour markets, all over Western Europe. The sector readily admits foreigners. On the other hands, the citizens of the Baltic States, who by all means might be prone to seek employment in western countries, have limited opportunities to enter regular employment in the West. Provided that the migration networks are well developed or the professional intermediaries (including smugglers of migrants) are active, which is likely and well documented in case of the Baltic States, the flow of migrants will be sizeable. Therefore, for female migrants from the Baltic States, S&EI might appear an attractive career choice.

\*

In spite of the fact that a number of prostitutes might be trafficked, and in the Baltic States, even recently, such cases have been confirmed, prostitution cannot be identified with trafficking. In general, a link between being a prostitute and being a trafficked person seems dubious in Estonia, whereas it is believed in Lithuania that such a link is rather strong.

Migration for work as a prostitute cannot be identified with being trafficked either. In Estonia, Latvia and Lithuania a large majority of prostitutes would deny being traded or enslaved but surely the predicament of their work would be close to classifying those persons as a victim of trafficking. The same pertains to migrant prostitutes although clearly some of them might have involuntarily got involved.

\*

It remains to mention that trafficking in women from the Baltic States to work in S&EI is not an invention of criminal organisations (traffickers), and certainly not an invention of migrant smugglers. Those are just intermediaries, nothing else. Intermediaries serve as a lubricating agent, and they do not severely affect the timing and scale of the process. The root causes lie in the structural traits of modern western economy and western liberal (post-modern) society, which tolerates and indeed feeds the development of semi-legal economic sector of S&EI.

The bare truth is that S&EI contributes to the economic growth and to a given country position in global economic competition. S&EI happens to be closely connected with

local business, international tourism and some other economic sectors. However, the employment in S&EI that is related to sex appeal of employees, belongs to the secondary sector of labour market. Native labour is reluctant to accepting jobs in S&EI, and by this the sector becomes widely open to foreigners. To foreign women, currently deprived of the right of legal employment in the West (in case of certain countries – except for S&EI), taking a job in S&EI remains the only viable chance for a life career if not survival. This is predominantly why so many women from the Baltic States involve in prostitution. The West, by virtue of its economic system, is luring a cheap labour from outside, in this number women ready to prostitute, to balance its labour market. The present study proves that it works well.

# **Public Perception and Awareness in Trafficking of Women in the Baltic States: Results of Targeted Opinion Polls**

---

**MR VLADAS GAIDYS**

Director, Public Opinion and Market Research Centre “Vilmorus”

## **1. GENERAL CHARACTERISTIC OF THE COUNTRIES**

Estonia, Latvia and Lithuania are small countries with 1,4 million, 2,4 million and 3,7 million inhabitants respectively. In all countries a natural decrease of populations is observed, mostly in Latvia.

From the economic point of view many indicators are better in Estonia. In 1999 a GDP per capita was 7700 USD in Estonia, 6200 USD in Lithuania, and 5800 USD in Latvia. Earnings per capita per month were 129 USD in Estonia, 114 USD in Latvia, and 104 USD in Lithuania. A level of unemployment (2000 July) was 6,0% in Estonia, 7,7% in Latvia, and 12,1% in Lithuania. 21% of people are employed in the agricultural sector in Lithuania, while 15% in Latvia and only 7% in Estonia.

From the cultural and traditions' perspective Estonia is a protestant country, Lithuania – Roman catholic. In Latvia influences of both cultures are felt. Latvia is the most ethnically diverse country: there live 58% Latvians. In Estonia there live 65% of Estonians, and in Lithuania – 81% Lithuanians.

## **2. REPORT**

### **2.1. Public Perception and Awareness in Trafficking of Women in the Baltic States**

#### **Description of the survey and main findings**

The problem of trafficking in women has not been researched in the context of public opinion so far. There were no estimates whether a society is aware of this problem, what is the public attitude towards it (is there a biased negative attitude towards the victims), and how this issue could be solved. It is particularly important to find out what is the awareness level in the most vulnerable group – the youth. Also it is crucial to estimate the society's (and the youth's especially) level of confidence when searching for an employment abroad. Credulity and a country's economic problems form a context, in which a part of young women appears in a problematic situation.

Representative population polls were carried out in Estonia (“Turu-uuringute”), Latvia (“Latvian Facts”) and Lithuania (“Vilmorus”) in September, 2001. In each country approx. 1000 respondents were interviewed. Due to technical reasons, the Latvian data will be presented later, however first insight shows that they follow the similar tendencies as in Lithuania and Estonia.

One of the most important indicators in the questionnaire was the respondents' experience related to trafficking of women by force. According to the respondents, such cases comprise tenths of a percent speaking about their families and relatives (although, even such small part would produce quite significant absolute numbers). Furthermore, much more of such cases were indicated concerning respondents' acquaintances. These findings produce an alarm. On the other hand, definition "trafficked by force" was not precisely explicated: what were the circumstances, was it just an attempts or a real case, etc. Taking into account findings of this research, one may suppose, that the real numbers of women trafficked abroad are significantly higher than those fixed by various institutions. In this case "personal experience" could be treated as "a touch of the problem". In this respect Lithuanian and Estonian data are very similar.

On the other hand, Estonia and Lithuania are very dissimilar concerning the opinions about a spread of trafficking by force. In this survey the answer "many" means just a psychological stance – is it an important issue. In Estonia the absolute majority of respondents were uncertain about the spread of trafficking. In Lithuania there were two times less "don't know" answers. This gap could be interpreted in the following way (taking into account that personal experience is very similar in both countries): in Estonia women trafficking by force is poorly reflected in the media agenda setting, while in Lithuania the media covers this issue more extensively.

Lithuanian and Estonian results are more similar concerning opinion about the number of women trafficked by deception or moved abroad voluntarily. As a serious problem this was mentioned by near a half of the respondents ("there are many /very many such women").

Almost 1/4 of Lithuanians and 1/3 of Estonians mentioned that they would not know what to do (or would not do anything) if a close relative would be forced to engage in prostitution abroad. This is a significant indicator, instructing to strengthen an informational campaign against the sexual exploitation of women, trafficking in particular.

How to combat these problems? Both Lithuanians and Estonians point to the informing about the issue, behaviour in such situation, legal employment opportunities abroad as the key factors. Lithuanians think that stiff penalties for the organisers of women trafficking by force for the purpose of prostitution are essential.

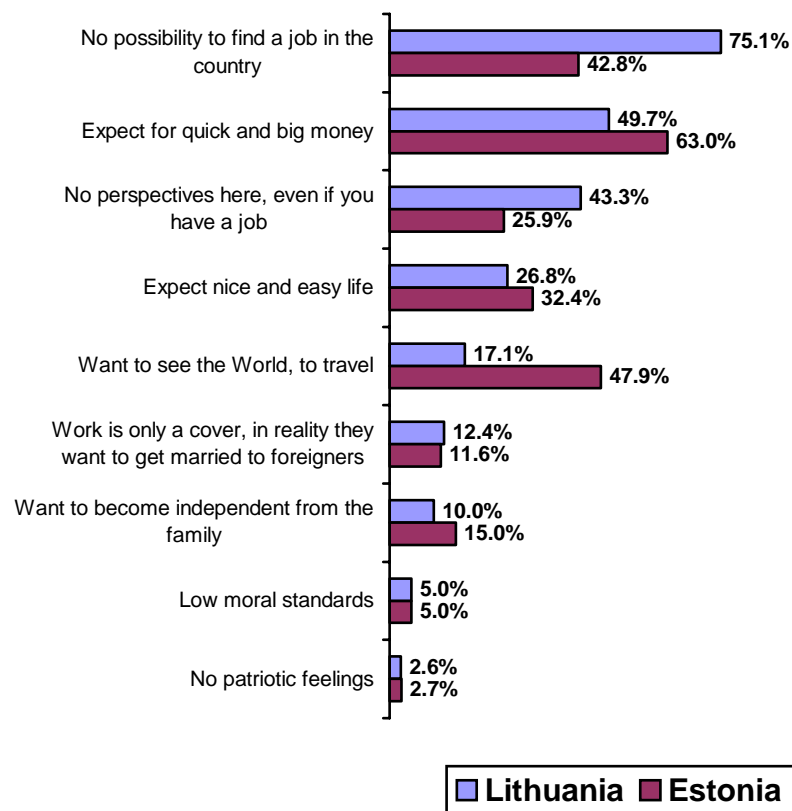
The absolute majority of the respondents specified that it is necessary to help women who were deceived or trafficked by force. However, it may surprise that there were slightly more those willing to assist deceived women than trafficked by force. This peculiarity could be explained that a part of the respondents simply do not believe and could not imagine that it is feasible to move a human by force across the state border.

A trafficking of young women by deceit or by force should be researched in a wider context. This survey showed that a substantial part of the young people would look for a job abroad through advertisements in newspapers, on the Internet, or would even accept

any offering. This is a huge potential for the deceived people in the future. Therefore more and different information is needed in this area.

## 1. Reasons of young women moving abroad

*Fig. 1. In your opinion why young women move abroad for the purpose of employment?*



There are very significant differences between answers in Lithuania and Estonia. Unemployment as the reason was mentioned by 75% Lithuanians compared to only 43% Estonians. No perspectives in the country was mentioned by 43% Lithuanians and 26% Estonians. These numbers reflect the real situation in Lithuania's economy: level of unemployment is highest in Lithuania, GDP per capita and its growth rate – the lowest.

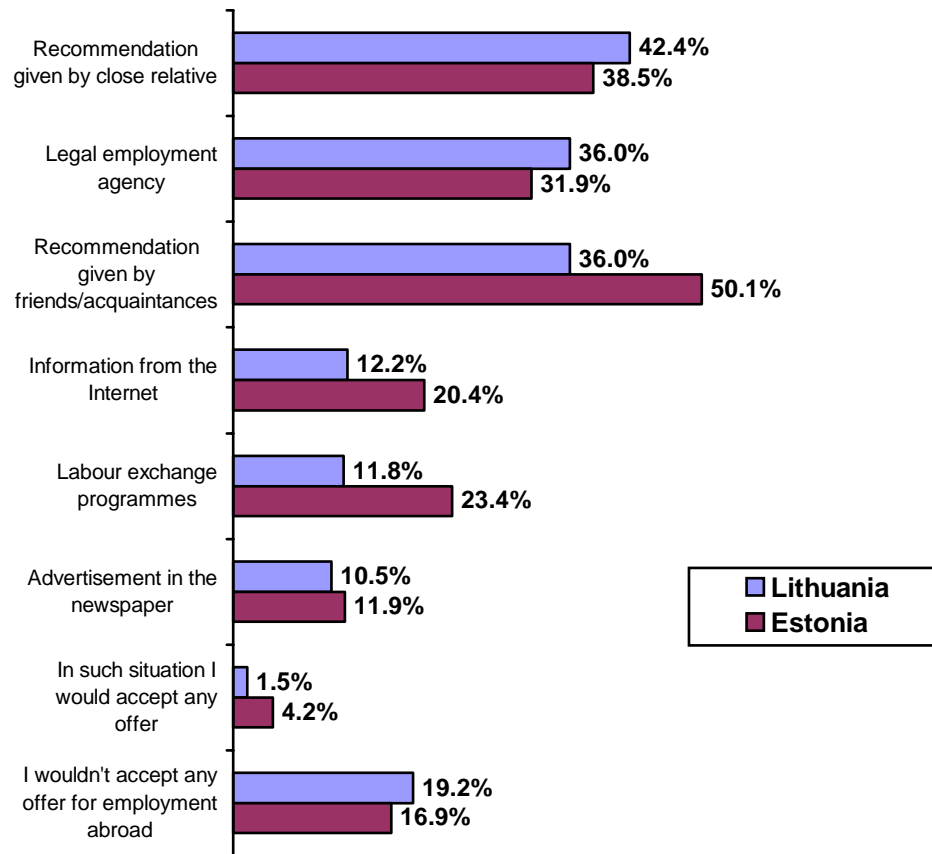
However, both in Lithuania and Estonia the motive “expect for quick and big money” is mentioned in the first-second place (63% in Estonia and 50% in Lithuania). There is a surprisingly big gap in the frequency of mentioning motive “want to see the World, to travel”: 48% among Estonian answers and only 17% in Lithuania. Estonian youth (youth could know better the motives of moving abroad) mentions this motive more often – 58% (in Lithuania – 19%).

Thus, in Lithuania the reasons of moving abroad are perceived as unavoidable: unemployment, no perspectives, while in Estonia – as more voluntary: expectations for quick & big money, desire to travel.



## 2. Sources of information for employment abroad

*Fig. 2. Please, suppose that for long you cannot find any job in the country, but find out about employment possibilities abroad. Which type of offer would you consider reliable and acceptable for you?*



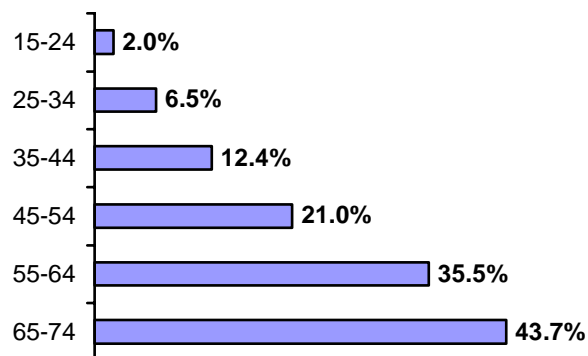
Both in Lithuania and Estonia recommendations given by relatives (42% and 39% respectively) and friends'/acquaintances' recommendations (36% and 50% respectively) are potentially important sources of information. Estonians mostly trust friends, whereas Lithuanians tend to trust relatives. The second source in order of importance is legal employment agency (37% in Lithuania and 32% in Estonia). The mentioned sources could be relatively named as partly reliable.

Less reliable sources include newspapers and the Internet. Advertisements in the newspapers are trusted by 11% Lithuanians and 12% Estonians (11% and 15% among the youth respectively). We suppose, that these numbers are quite big, indicating a potential contingent who could use unreliable information.

In Estonia information on the Internet is particularly popular. This source would be used by 20% of the population and even 37% among the young people. In Lithuania the respective numbers are only 12% and 16%. A worrisome situation presents the fact that even 7% of Estonian youth would accept any offer (in Lithuania – 2%).

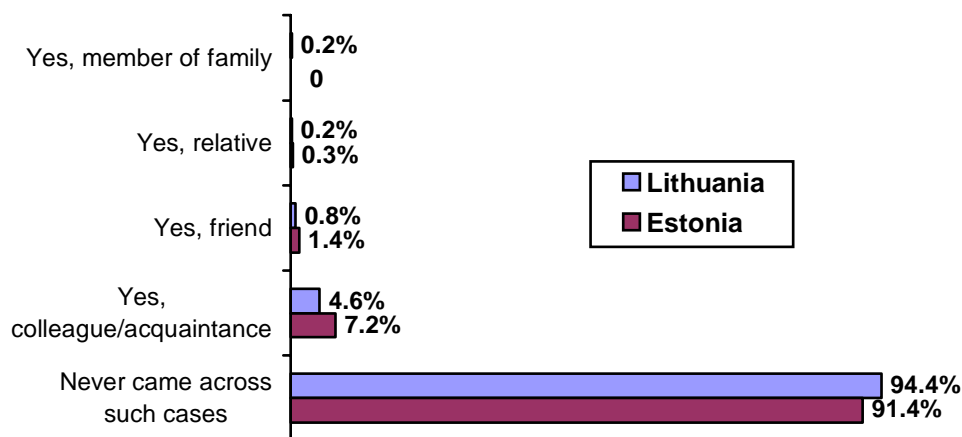
Note that a readiness to accept a job abroad is dependent upon the age of respondents. Only a minor part of the youth wouldn't accept any offer for employment abroad. As the age grows, the potential of acceptance is diminishing.

*Fig. 2.1. Wouldn't accept any offer for employment abroad (Lithuania), %*



### 3. Trafficking in women abroad for the purpose of prostitution: personal experience

*Fig. 3. Did you personally come across the problem of trafficking in women abroad for the purpose of prostitution?*

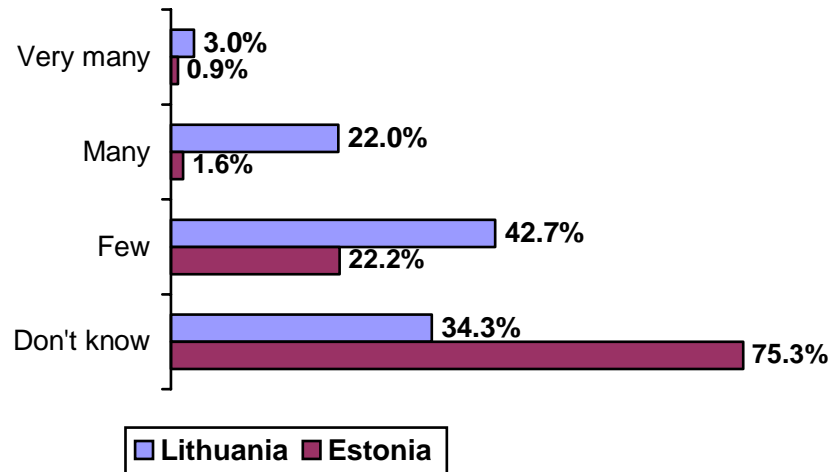


Comparing the data from Lithuania and Estonia we can observe that the situation is similar: 8,6% of Estonians and 5,6% of Lithuanians personally came across trafficking in women abroad (family member, relative, friend, acquaintance was trafficked for the purpose of prostitution). We suppose, these are big numbers creating concern. In the group of youth these numbers are even higher: 13,7% in Estonia and 8,8% in Lithuania.

On the other hand, statistically there are few cases with more direct encounters, when such cases were experienced by family member or relative: 0,4% in Lithuania and 0,3% in Estonia. From the statistical point of view such numbers are small, however, even such numbers are very significant socially.

#### 4. Number of women/girls trafficked abroad for the purpose of prostitution

*Fig. 4c. In your opinion, how many women/ girls are trafficked by force abroad for the purpose of prostitution?*

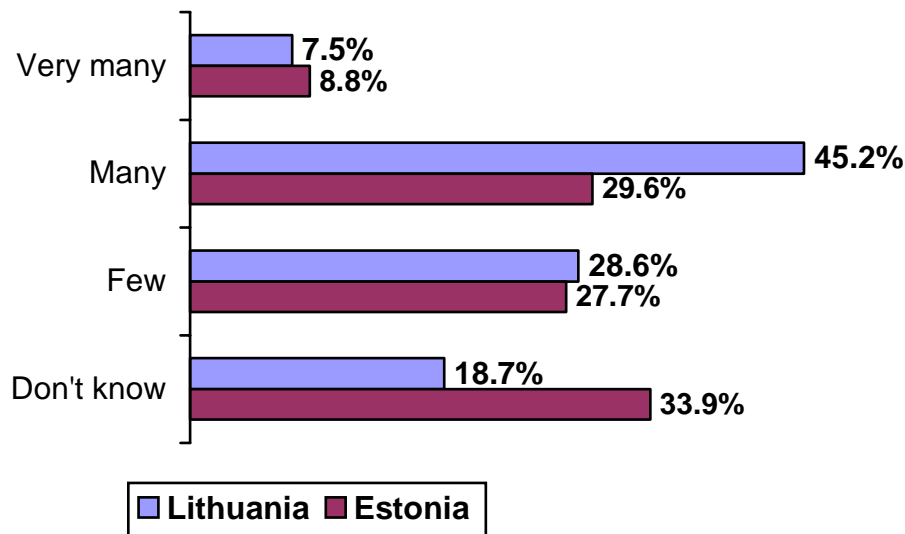


Speaking about the personal experience, related to the trafficking of women, results in Lithuania and Estonia are similar; however, speaking about the respondents' opinion about the situation in the countries, results are very divergent. Even 75% of Estonians and only 34% of Lithuanians don't have opinion on this issue. 25% of Lithuanians indicated that "very many or many" women are trafficked abroad compared to a minor 2,5% of Estonians. This is a tenfold difference.

How we could explain the difference between a factual situation (personal experience), which is similar in Lithuania and Estonia, and the public opinion regarding the situation in a country (Lithuanians think the situation is dramatic, while most of Estonians don't have opinion or evaluate the situation much more softly)? Here we could formulate a hypothesis on the influence of the mass media. That is, in Lithuania the problem of women trafficking is more frequently covered in the media, compared to Estonia.

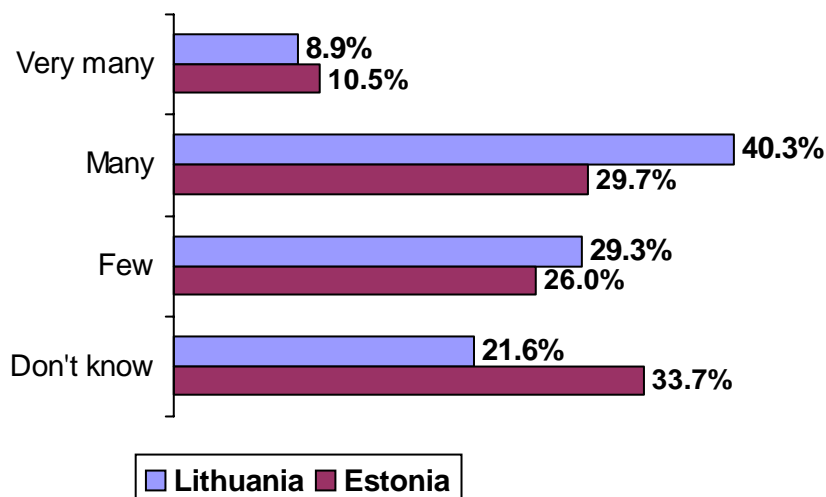
Moreover, this problem is considerably more actual to the youth than to the elderly – there are significantly less those who don't have opinion among the youth.

Fig. 4b. In your opinion, how many women/ girls are trafficked by deception (suggesting other jobs) abroad for the purpose of prostitution?



53% of Lithuanians and 38% of Estonians think that there are “many or very many” women trafficked abroad by deception. Such attitude is especially prevailing among the youth: 68% Lithuanians and 47% Estonians. In Estonia there are much more those having opinion about the trafficking of women by deception (don’t know – only 34%), even though more Lithuanians have opinion in this question, as well (don’t know – 19%). We suppose, the media has had an impact here – perhaps this issue has been discussed in Lithuania more often. Similar results were observed also about a voluntary migration for the purpose of prostitution.

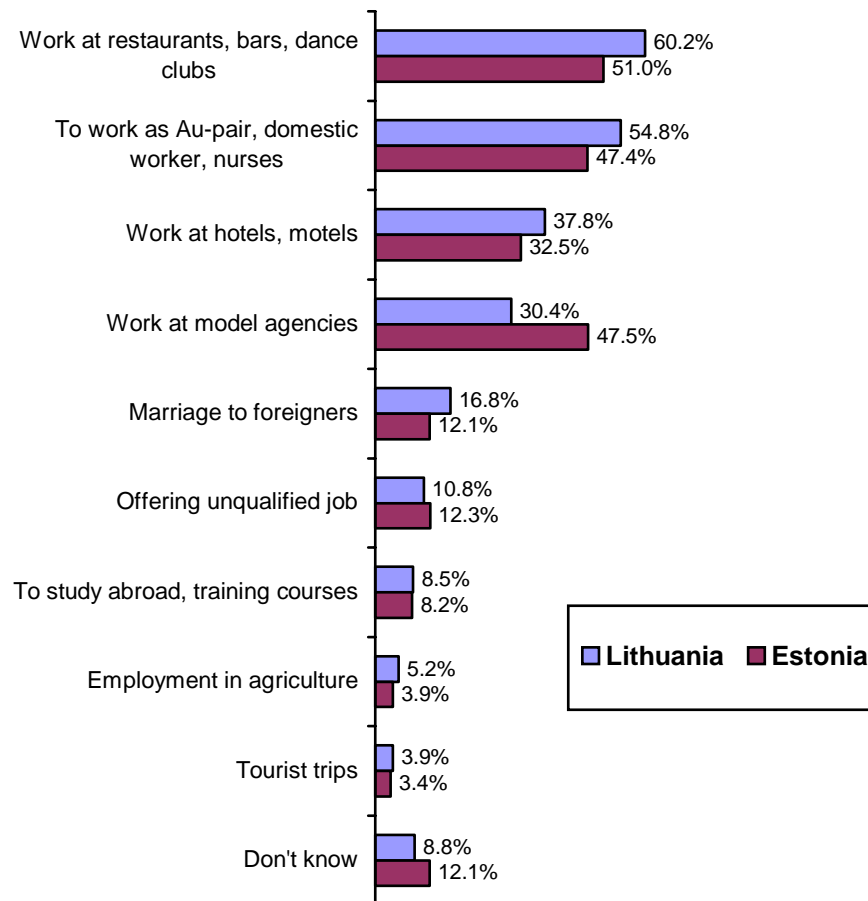
Fig. 4c. In your opinion, how many women/ girls migrated voluntarily abroad for the purpose of prostitution?



49% of Lithuanians and 40% of Estonians think that “many or very many” women migrated voluntarily for the purpose of prostitution.

## 5. What kind of offer is most frequently used for the trafficking in women by deception?

*Fig. 5. In your opinion, what kind of offer is most frequently used for the trafficking in women by deception?*

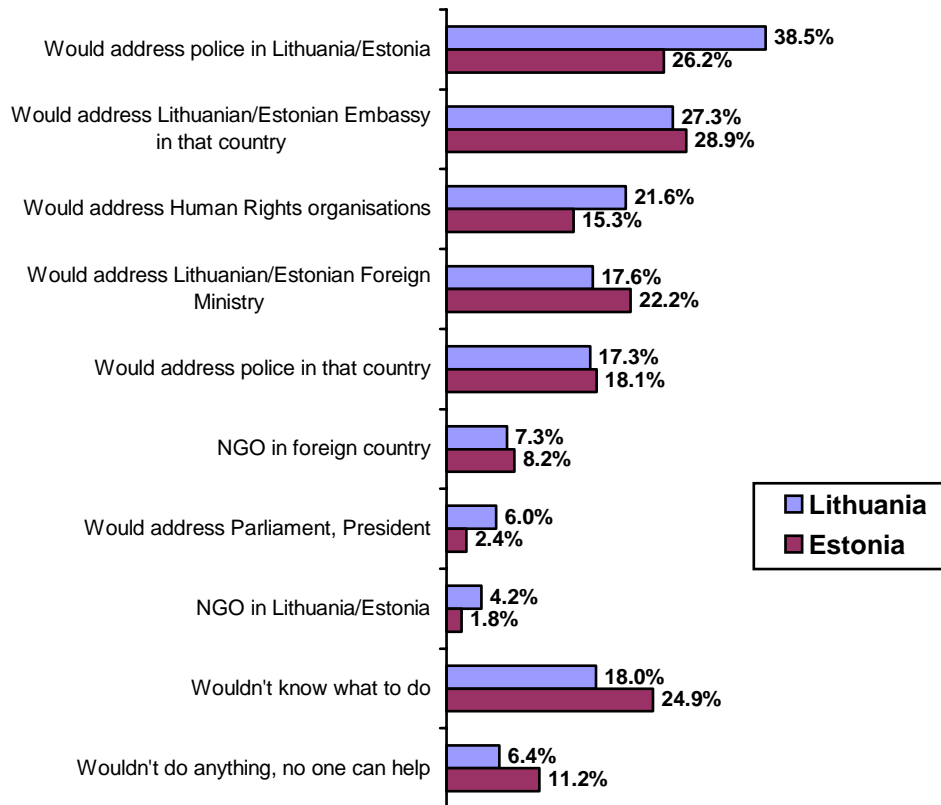


Both in Estonia and in Lithuania the most frequent response is that women are deceived offering work at restaurants, bars, dance clubs: 60% in Lithuania and 51% in Estonia. Among the most risky jobs (specified more than 30% respondents) also fall offerings to work as Au-pair, domestic workers, nurses, work at hotels, at model agencies. Differences between Estonian and Lithuanian answers are small, except model agencies. In Estonia this undertaking as risky looking for a job abroad was mentioned by 47% respondents, while in Lithuania only 30%. Other situations (marriages to foreigners, studies /training courses, tourist trips) and undertakings (unqualified jobs, employment in agriculture) were mentioned as risky notably less often.

It is also worth mentioning, that the youth much more often has opinion on the issue, i.e. young people is more aware and is speaking about such problems more often. Don't have opinion on the issue only 1,4% of Lithuania's youth (15-24 of age), in Estonia – 3,0%. While in the age group of 65-74 years the respective numbers are 26,5% and 26,7%.

## 6. What to do, if someone finds out that one's close friend or relative is forced into prostitution abroad?

*Fig. 6. If you would find out that your close friend or relative is forced into prostitution abroad, what would you do?*



The most of respondents believed that the police in Lithuania/Estonia (especially in Lithuania – 38%) or Lithuanian/Estonian embassy abroad would help to solve this problem.

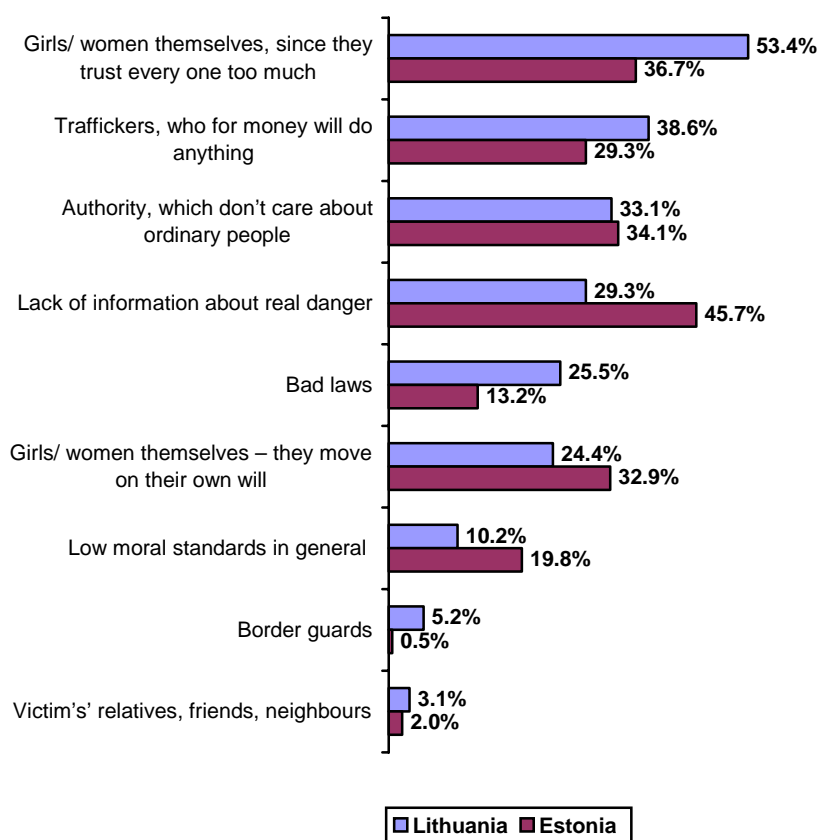
Public opinion was also favourable (institutions which could help) to Human Rights organisations (22% in Lithuania and 15% in Estonia; 27% and 18% among the young people), country's foreign ministry, and the police in a foreign country. Only a minor part would address NGO in a foreign country (7% Lithuanians, 8% Estonians) and even less to NGO in own country (4% Lithuanians, 2% Estonians). NGOs are not popular among the youth as well.

In this topic particularly important indicators are shares of answers “wouldn't know what to do” and “wouldn't do anything, no one would help”. In Lithuania “wouldn't know what to do” 18% of respondents, in Estonia – 25% (11% and 24% among the youth respectively). One may suppose, that Lithuanian inhabitants, and young people particularly, are better informed about the problems of forced prostitution. In Estonia more of those who “wouldn't know what to do” are in the rural areas (31%), in lower education group (35%). Speaking about the indicator “wouldn't do anything, no one would help”, this answer was chosen by 6% of Lithuanians and 11% of Estonians.

These are older, lower educated people (both in Lithuania and in Estonia). Only a very small part of the youth could be characterised by such apathetic moods.

## 7. Who is to be blamed that girls/ women are trafficked abroad for the purpose of prostitution?

*Fig. 7. In your opinion, who is to be blamed that girls/ women are trafficked abroad for the purpose of prostitution?*



It is drawing attention that in Estonia the main reason of women' trafficking is considered a lack of information about real danger (46%). In Lithuania the mentioned reason is only on the fourth place in order of importance (29%). In Estonia this reason was particularly popular among the youth (52%) and women (51%).

In Estonia less frequently mentioned are these reasons: girls' trust – 37%; authority which doesn't care about ordinary people – 34%; girls themselves – 33%; the traffickers – 29%.

In Lithuania girls' trust was specified as the main reason (53%). The percentage is even higher among the young people (59%) and women (56%). The other important reasons: the traffickers (39%); authority which doesn't care about ordinary people (33%); a lack of information about dangers (29%).

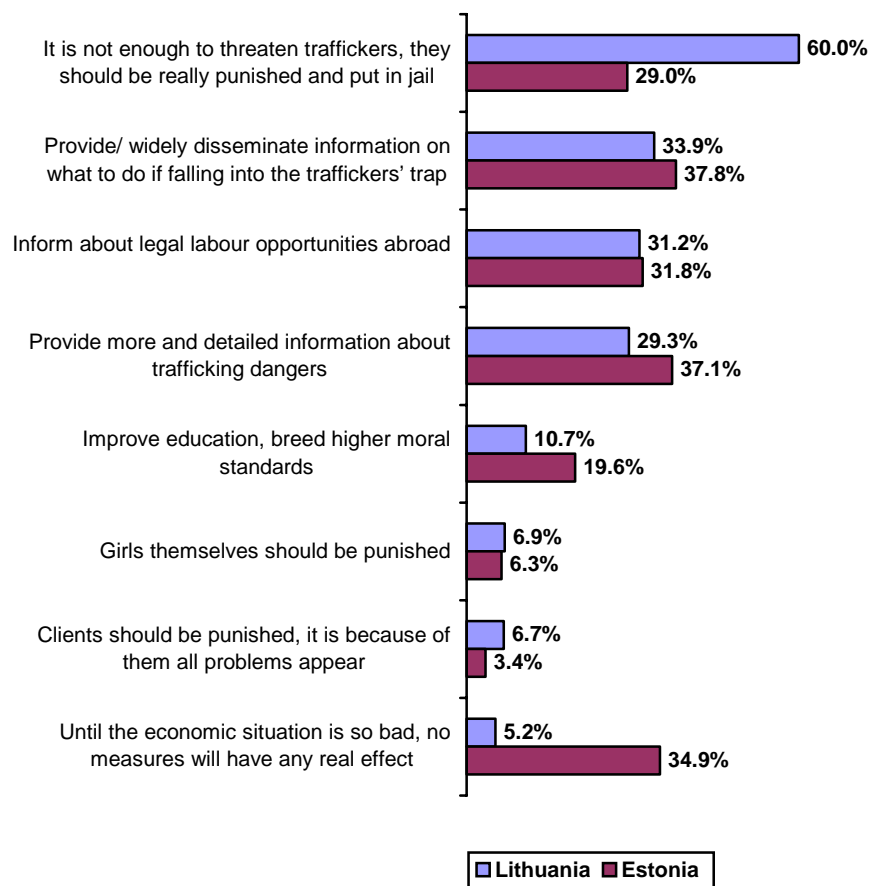
A hypothesis that in Lithuania (a catholic country), compared to Estonia, the moral motive will be mentioned more often didn't come true. Inversely: the motive "low moral standards" was mentioned by 20% Estonians compared to 10% Lithuanians.

33% of Estonians and 24% of Lithuanians blamed girls themselves (moving on their own will).

In Lithuania the rational motives were specified more often: bad laws – 25% (in Estonia – 13%), border guards – 5% (in Estonia – 0,5%).

## 8. What should be done to combat trafficking in women abroad for the purpose of prostitution?

*Fig. 8. In your opinion, what should be done to combat trafficking in women abroad for the purpose of prostitution?*



In Estonia the informational means were most frequently mentioned as the measures to combat trafficking of women: provide /disseminate information about possible action if fallen into the traffickers trap - 38% (43% among the youth, 42% among women); provide more /detailed information about trafficking dangers – 37% (40% among the youth, 40% among women); inform about legal labour opportunities – 32%.

In Lithuania the most popular answers were real punishments for the traffickers – 60% (the youth also mentioned this measure in the first place – 52%). The informational means are on the second place: provide /disseminate information on possible actions if fallen into the traffickers' trap (34%); information about legal

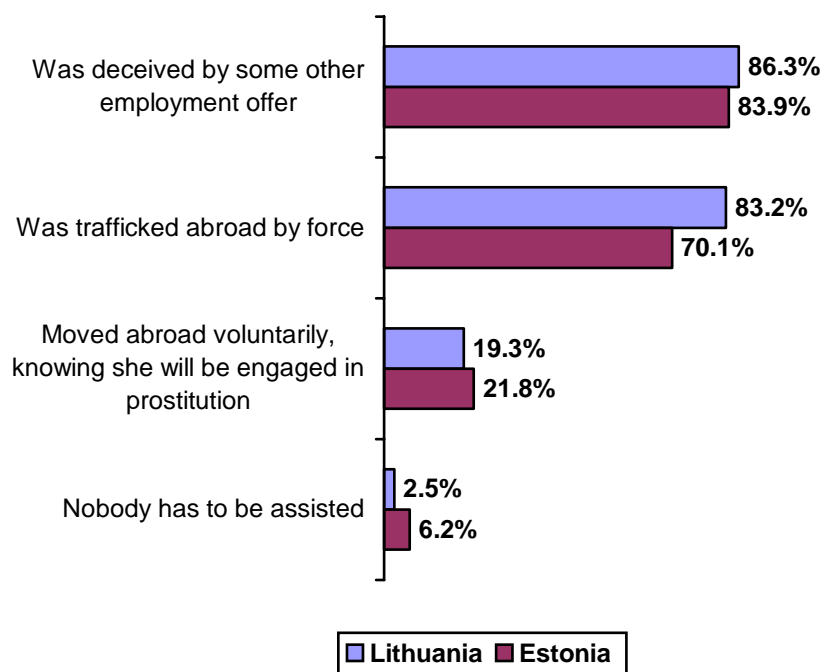


labour opportunities abroad (31%); more information about trafficking dangers (29%).

In Estonia improving education and breeding higher moral standards (20%; in Lithuania 11%) was mentioned quite often as a combating measure. In Estonia a few times more frequently the respondents mentioned the answer “until the economic situation is so bad, no measures will have any real effect” (35%; in Lithuania only 5%).

## 9. In which situations girls/ women engaged in prostitution and appealing for help should be assisted?

*Fig. 9. In your opinion, should a girls/ women engaged in prostitution and appealing for help be assisted, if she...*



The answers in Lithuania and in Estonia are quite similar. It might surprise, that there are more respondents supporting help for women trafficked by deceit than those trafficked by force. This is particularly evident in the older and lower educated respondents groups. One may suppose, that a part of people simply don't believe that it is possible to traffic a woman by force outside the border.

The absolute majority tends to assist women trafficked by deceit or by force (70-86%). Significantly less respondents would help for those who moved voluntarily. There are more respondents unwilling to help in the mentioned situation in older age, less educated, lower income groups. And inversely: younger, better educated, better paid people would help women in such situation. These peculiarities of altruism and tolerance were also observed in other researches.

### 3. CONCLUSIONS

1. In Lithuania the reasons of young women moving abroad are perceived more as “forced”: unemployment (75%), no perspectives (43%), while in Estonia more as “voluntary”: expectation for quick/big money (63%), or wish to see the world (48%).
2. When looking for a job abroad both Lithuanians and Estonians at first would be looking for relatives’ and friends’ recommendations, applying to legal employment agencies. Nevertheless, over 10% of young people would use advertisement in a newspaper which is perhaps less reliable source of information. As high as 37% of young (15-24 years) Estonians would look for a job abroad on the Internet. A worrisome result: 7% of young Estonians and 2% of young Lithuanians would accept any offer.
3. Personal experiences regarding women trafficking abroad for the purposes of prostitution is similar in Estonia and Lithuania. Such experience was encountered by approx. 9% Estonians and 6% Lithuanians. In the younger people group these numbers are even bigger.
4. Most of Estonians (75%) could not provide estimation on the spread of women trafficking by force. One may suppose that Estonia’s media provides a scarce information on the issue. In Lithuania there is felt bigger anxiety in this respect (25% respondents specified that there are many/very many women trafficked abroad by force).
5. 53% Lithuanians (68% Lithuanian youth) think that there are many/very many women trafficked abroad by deceit (comparable figures in Estonia: 38% and 47%).
6. Both in Lithuania and in Estonia most of respondents mentioned that women are most frequently deceived offering jobs in restaurants, work as Au-pair, nurses, work at hotels, model agencies. The absolute majority of the young people have opinion on this question.
7. 24% Lithuanians and 36% Estonians would not know what to do or would not do anything, if found out that one’s friend /relative is engaged in prostitution abroad by force.
8. In Estonia the modal answer about what/who is responsible for women trafficking by force is a lack of information on these issues - 46%; in Lithuania this answer was chosen by 29% of respondents.
9. In Estonia the informational means were mentioned as a primary measure in prevention of trafficking, while Lithuanians stressed the importance of rigorous penalties for the traffickers and adoption of stricter laws.
10. In both countries the absolute majority of the respondents would tend to assist women trafficked by deception or by force.
11. It may be supposed that a part of the respondents do not believe that it is possible to move a person abroad by force.

# **IOM Anti-Trafficking Information Campaign: Messages and Strategies to Increase Awareness on Trafficking in Women Among Potential Victims in the Baltic States**

---

**DR AUDRA SIPAVIČIENE**  
Head of IOM office in Vilnius

## **Information Campaign: Prevention of Trafficking in Women in the Baltic States**

### **Objectives of the campaign in brief**

- To rise the awareness of the risk group vulnerable to trafficking
- To make an impact on their realistic perception what might happen to them
- To prevent them on the consequences of trafficking so they can change their minds and respond in an informed manner
- To inform them what options they have available if they become victims of trafficking

## Modalities of action

1. Strategy
  - 1.1. Who constitute the risk group? How do we communicate with them?
2. Concept
  - 2.1. What do we communicate to them?
  - 2.2. Emotional impact vs. information?
3. How do we reach them?
4. Execution examples
  - 4.1. Outdoor
  - 4.2. Print executions
5. Coordination framework between the 3 Baltic States

### 1.1. Who are they? How do we communicate with them?

Primary target: the risk group (based on poll surveys carried out by IOM)

#### Demographic characteristics:

- Gender: women
- Age:
  - 13-14 (considering passively)
  - 15-24 (active and moderately conscious)
  - 25-30 (active and conscious)
- Income: low or none
- Education: relatively low (average secondary school)
- Social situation: unemployed, low-qualified jobs, low-income families

#### Psychographic Profile

The knowledge of the risk group's psycho-graphic profile is needed to ensure smooth and effective communication with them

IOM has conducted poll surveys in Baltic countries to determine of degree of awareness among target group

This knowledge has enabled to determine which images and other means have the strongest impact

Psycho-graphic profile of the risk group: "Strugglers"

#### Escaping depressing reality

- **Under-resourced personalities:** low education and skills, poor upbringing, income low and insecure
- **Low self-esteem** - frustrated material desires
- **Alienation** - living surrounded by a successful consumer society
- **Lack direction and motivation in life:** low discipline and organisation skills, difficulty in setting and achieving goals
- **Living on the edge** - breaking the rules in order to survive
- **Desperate to escape surrounding reality:** often acting on advice of the others. Thus easily influenced by other actors

#### How does one escape frustrating reality?

- Personal development through physical training: (hard physical work, martial arts, bodybuilding, etc.)
- Internal escape into altered states of consciousness: (alcohol, drugs, etc.)
- Trying to win a lucky ticket in the outside world:
  - > through lottery, etc. - “quick and easy” gains
  - > through changing physical place to more preferable surroundings - moving abroad to more prosperous countries.

### **2.1. What do we communicate to them? Principal considerations**

- What do we say to women considering an “easy way” to improve the conditions of their life?
- What do we say to women who reckon they are smarter than the others and will escape the trap?
- What do we say to women who challenge “conventional norms” and are willing to take the risk?
- What do we do to affect them and make them to change their minds?

### **Points to bear in mind in communicating with the target group**

- The “language” to be used should be one that is not automatically rejected by the target group
- The way of speaking should leave no ‘nice memories’
- The message has to be dramatized in order to have adequate impact
- The feeling of despair as experienced by a “human commodity” ought to be stressed

### **The Concept**

Human marionette

A doll that everyone treats in any way it pleases them.

The situation of being treated as a marionette is a painful one, reinforced by the feelings of hopelessness and no escape



## Preventive measures

- Preventive measures have to strike the target group emotionally, and to prevent them from taking wrong decisions and subsequent steps
- It has to be communicated actively through the media (as the target does not look consciously for this kind of information)
- The target group tends to take irrationally high everyday risks so persuasion by logical reasoning is hardly an effective approach. Instead, the objective is to be achieved through emotional impact

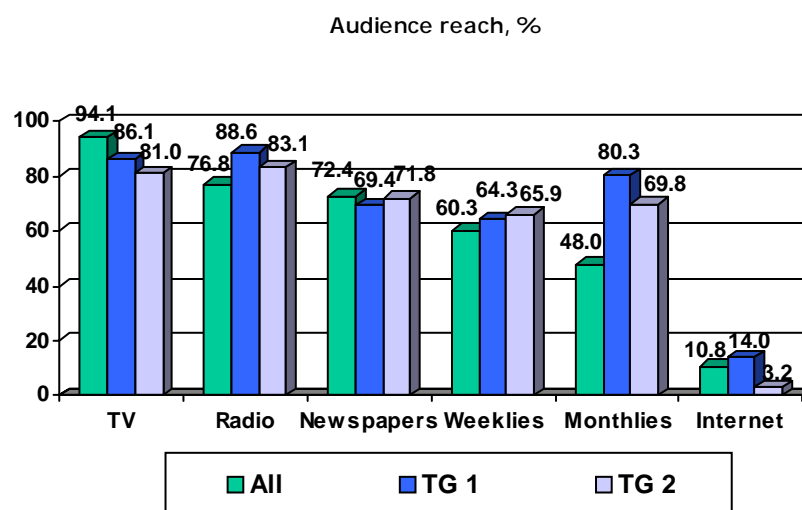
## Informative measures to potential victims

- Informative measures are resource materials for women who have or might have been trafficked
- This is a user-friendly information on what they can do or turn to if they get into trouble. It should be as practical as possible. It has to be touchy and non aggressive, so that the women would keep it with them
- It must be presented as information that the risk group would be interested in
- Information measures will be executed as ‘take one’ items: booklets, leaflets, etc., as well as through awareness rising actions such as seminars

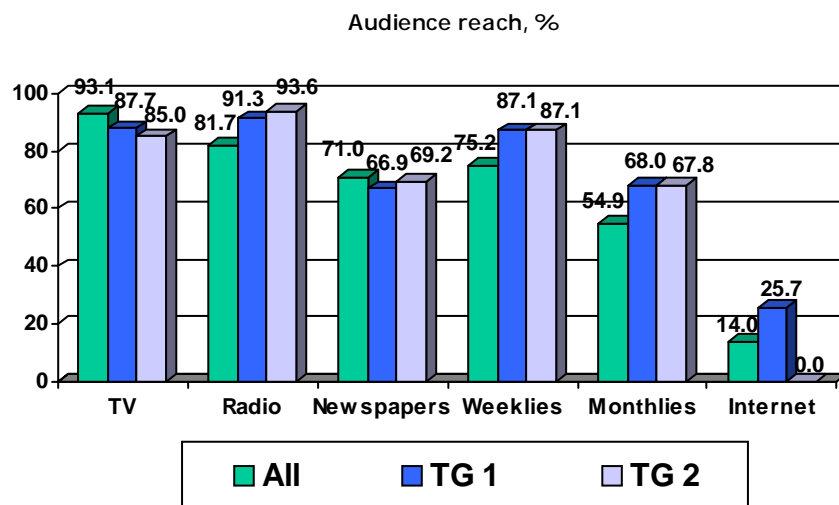
**3. How do we reach them?** Media strategy: To select media vehicles which convey strong emotional impact to the target audience

## Target audience: the Analysis of Media consumption in the Baltic states

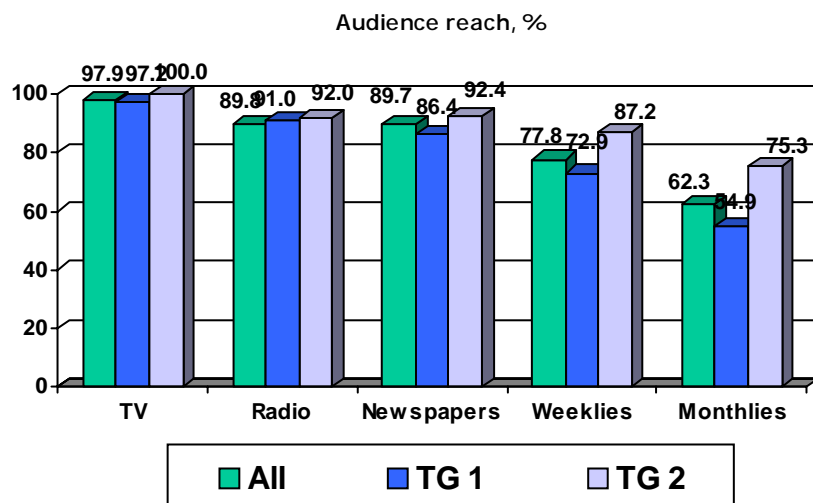
### Media consumption: Lithuania



## Media consumption: Latvia



## Media consumption: Estonia



## Media consumption

- In the three Baltic countries both target groups are predominantly interested in the TV and radio
- Print consumption differs in various countries:
  - **Lithuania – mostly interested in magazines**
  - **Latvia – mostly interested in weeklies**
  - **Estonia – mostly interested in newspapers**
- Outdoor consumption has not been monitored, although handouts, if displayed at border crossing points, offer a ‘last contact’ chance with women leaving the Baltic states

### **Media environment**

- TV consumption reflects target interests. 5 out of 6 most popular categories are: entertainment, comedies, music, melodramas, series
- Press consumption offers very cost-effective approach as target is interested not in high rating print titles but in tabloids and special interest magazines



## 4. Execution examples

### 4.1. Outdoor



### 4.3. Print executions



**Headline:** You will be sold like a doll

**Body text:** This is just a doll. One can treat her in any way it pleases them. One can beat her or lock in the closet, dress and undress her anytime, turn her into a prostitute. She can be thrown out anytime. She needs not to be paid for anything, she will not resist, will not seek help, will not try to escape.

**Tag line:** Do not believe in easy money abroad





**Headline:** You will be sold like a doll

**Body text:** This is just a doll. One can treat her in any way it pleases them. One can beat her or lock in the closet, dress and undress her anytime, turn her into a prostitute. She can be thrown out anytime. She needs not to be paid for anything, she will not resist, will not seek help, will not try to escape.

**Tag line:** Do not believe in easy money abroad

## Informative measures



**Headline:**

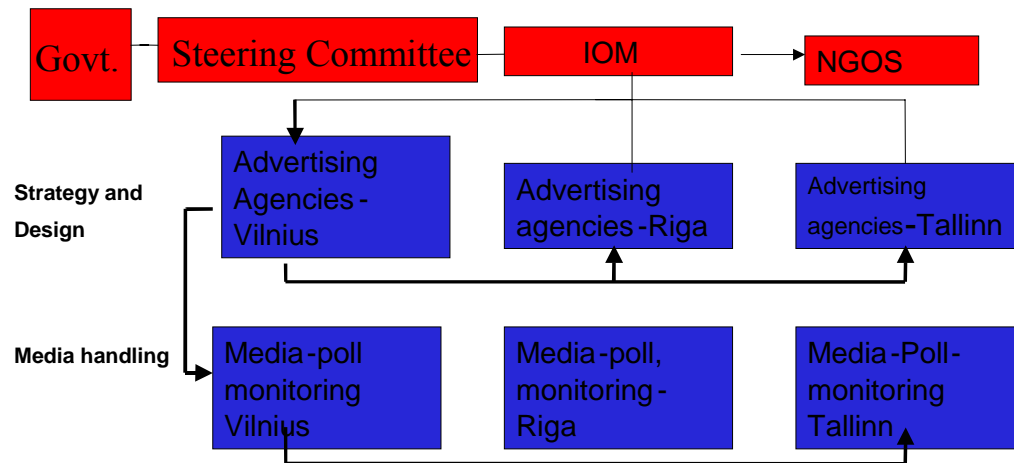
Prostitution

Exploitation

Humiliation

**Tag line:** dreams about easy job abroad do not always come true

## 5. Coordination scheme



# **IOM Policy and Actions in Combating Trafficking in Persons**

---

**MR JOSE ANGEL OROPEZA**

IOM Regional Representative for the Baltic and Nordic States

## **I. INTRODUCTION**

Trafficking in persons has become a serious concern for many countries in all parts of the world, regardless of whether they are countries of origin, transit or destination or, as is increasingly the case, a combination of all these. International criminal groups, whose activities often include other forms of illicit trade and smuggling such as drugs and arms, control trafficking in persons on a global scale. In addition to representing a form of abuse of human rights, and labour and migration law, trafficking in persons is a crime, and thus a problem of national and international security.

The sheer scale and cost – socially and financially – of this phenomenon have escalated in recent years to levels well beyond the means and capacities of some of the hardest-hit countries hosting victims of trafficking. For the victims, the costs can be very high, even death.

The General Assembly of the United Nations created an Ad Hoc Committee on the Elaboration of a Convention against Transnational Organized Crime, including a Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children<sup>1</sup>. The Convention will be signed in Palermo, Italy, from 12 to 15 December 2000, and will need 49 ratifications in order to enter into force. The purposes of this Protocol are to prevent and combat trafficking, paying particular attention to the protection of women and children, and to promote and facilitate cooperation among State parties in order to meet this objective.

The Protocol defines trafficking in persons as “the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or the use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability, or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.”<sup>2</sup>

---

<sup>1</sup> Two other Protocols supplementing the Convention are also to be adopted, namely the “Protocol against the Smuggling of Migrants by Land, Air and Sea”; and the “Protocol against the Illicit Manufacturing of and Trafficking in Firearms, their Parts and Components and Ammunition”.

<sup>2</sup> In document MC/EX/INF/58 “Trafficking in Migrants: IOM Policy and Responses”, submitted to the Executive Committee at its June 1999 session, trafficking was defined and described basically as a problem of abuse of the human rights of migrants, coercion, criminality and violation of national and international migration regulations. IOM’s working definition of trafficking of 1999 is very close to that which has now been approved in the United Nations’ Protocol, which will thus become the internationally adopted definition.

IOM document MC/EX/INF/58 defined the IOM objective in counteracting trafficking as “to curtail migrant trafficking and to protect the rights of migrants caught up in the practice”. It also elaborated IOM’s main programmatic strategies for achieving the objective, such as seminars and fora, information gathering and research, technical cooperation, information dissemination, return and reintegration activities, and counselling and medical services.

## **II. IOM COUNTER-TRAFFICKING ACTIVITIES WORLDWIDE**

Since the presentation of the above document and pursuant to the mandate of the Organization, IOM has actively developed counter-trafficking projects in many parts of the world and established a network of counter-trafficking focal points in each IOM Field Office.<sup>3</sup>

Activities over the last two years have tended to target the most vulnerable group of victims: women and children. There are currently over 60 counter-trafficking projects, active or in development, targeting over 50 countries in Africa, Asia, Central, Eastern and Western Europe, and Latin America, as well as one global assistance project targeting all developing countries in Africa, Asia and Latin America. These activities have responded to individual governments’ needs in the fields of awareness raising and capacity building, as well as the protection and assistance of individual victims of trafficking and their return to their countries of origin.

In Africa, IOM has carried out the groundwork in raising awareness of the trafficking issue among government authorities and NGOs. It has collected basic information on trafficking and is carrying out more specific research in West Africa. Through participation in international and national gatherings, IOM has also taken up the issue of trafficking in children. Projects to assist and return victims of trafficking are operational in several countries. Regional entities such as the Organization of African Unity (OAU), the Southern African Development Community (SADC) and the Economic Community of West African States (ECOWAS) have begun to play an important role in helping to curtail irregular migration and trafficking in migrants. IOM works closely with these entities to ensure and strengthen protection of and assistance to migrants and regular migration processes.

In Asia, particular attention has been given to subregional experiences and a comprehensive counter-trafficking approach has been developed to cover several countries together. For example, the IOM Mekong initiative includes the assistance, return and reintegration of victims in Cambodia, China, the Lao People’s Democratic Republic, Myanmar, Thailand and Viet Nam. Training for governmental officials and non-governmental organizations, as well as mass information campaigns on the risks of trafficking, are carried out in several countries. Furthermore, in the Asia and the Pacific region, governments are addressing trafficking through regional processes such as the Association of South East Asian Nations (ASEAN), the South Asian Association for Regional Cooperation (SAARC), the Manila Process, the Bangkok

---

<sup>3</sup> See Conference Room Paper “List of Counter Trafficking Projects”, October 2000, for projects being currently implemented including counter-trafficking mass information campaigns.

Declaration and the Intergovernmental Asia-Pacific Consultations on Refugees, Displaced Persons and Migrants (APC). IOM actively participates in these regional efforts, submitting appropriate documentation and advocating regional support for innovative counter-trafficking activities and projects.

Through generous donor support, IOM has expanded its counter-trafficking activities in Central, Eastern and Western Europe where many of the victims are *en route* to the West. Mass information campaigns have been successfully carried out, *inter alia*, in Bulgaria, the Czech Republic, Hungary and Ukraine. The collection of information, research and research review on trafficking issues has contributed to publications on the issue, the last one being “Migrant Trafficking and Human Smuggling in Europe”. Research results provide governments with information on the mechanisms of trafficking, thus enabling them, and IOM, to tailor appropriate responses. Protection for victims of trafficking has been provided in several countries of the region, in coordination with regional institutions and NGOs. This includes shelter and protection services in Albania and Kosovo. Safe, dignified and voluntary return to their countries of origin is offered to persons stranded in transit or destination countries throughout Europe. Regional and comprehensive approaches to counteract trafficking have been initiated, particularly in the Balkans and South Eastern Europe. Regional institutions such as the European Commission and the Organization for Security and Cooperation in Europe (OSCE), among others, have worked with IOM and continue to support its many counter-trafficking activities.

In the Americas, the Puebla Process has underlined the importance of combating and preventing irregular migration and trafficking in a coordinated way in the region. IOM’s close cooperation with the Puebla Process gives it the unique opportunity to cooperate with all countries concerned. Awareness-raising activities as well as the training of governmental officials, have been carried out in several countries.

### **III. IOM COUNTER-TRAFFICKING ACTIVITIES IN THE BALTIC REGION**

In order to respond to increasing challenges of trafficking in women in Estonia, Latvia and Lithuania, IOM launched its first major counter-trafficking project in the Baltic States in November 2000. This pilot project “Research, information and legislation on trafficking in women in the Baltic States,” financially supported by the US and Finnish governments, contributed to international joint efforts to counter the trafficking of women, concentrating on challenges faced by the Baltic States. The purpose of this project was to increase the awareness of the emerging problems of trafficking in women among relevant authorities and NGOs in the Baltic States, and to prevent future trafficking, especially from the Baltic region to EU countries. To achieve these goals, relevant national research projects have been carried out in order to assess the extent of the problem, and ascertain a comprehensive view of trafficking in women in the Baltic States. The project also consolidated and enhanced counter-trafficking networks among Baltic and selected EU member state government officials, local and foreign consular officers and NGOs, in order to increase their awareness of the problem, strengthen their institutional capacity and promote sustainability of the project’s activities. Project implementation also contributed to reducing cross-border criminal activity and increasing safety in the region. This

project has been completed fully and in a timely fashion, including carrying out the legal and sociological research on trafficking in women in the Baltic states which was published as a book and disseminated to relevant actors, both governmental and NGOs.

Having been successfully implemented, the pilot project laid down foundations to IOM's further practical activities in combating and preventing trafficking in women in the Baltic States, namely:

- ◆ an Information Campaign which is already being carried out in order to raise public awareness of the dangers of trafficking in women in the three Baltic States, with the support of Sweden. Besides societies in general, numerous specialised components of the information campaign will be targeted at the high risk groups, particularly young women in a disadvantaged economical situation, turning their attention to the lurking dangers of trafficking and promoting well informed responses.
- ◆ Technical Co-operation with the Baltic States in order to enhance their administrative capacity to combat trafficking in women and ensure successful prevention. This last module will cover both governmental entities as well as non-governmental organisations, which have a crucial role to play in combating trafficking in women.

Project proposals for the IOM's future counter-trafficking activities in the Baltic States – the Information campaign and Administrative Capacity building module – have been formulated and submitted to the donor community. In particular, some additional activities are being considered related directly to the rehabilitation of the victims of trafficking, chiefly shelters and reintegration through vocational training. In addition, other activities are being discussed with the Nordic countries and the Nordic Council of Ministers how to tackle the “demand” aspect in the Nordic countries, discouraging people to buy sex and indirectly promote trafficking in women.



## **Objectives of the IOM's research carried out on Trafficking in Women in the Baltic States:**

---

**MR ERIKAS SLAVENAS**  
IOM Helsinki

The publication on legal and sociological aspects of Trafficking in Women in Estonia, Latvia and Lithuania emerged in the framework of the IOM's pilot project "Research, Information and Legislation on Trafficking in Women in the Baltic States," funded by the Governments of the United States and Finland and later joined by Sweden. By offering a systematic picture of the challenge of trafficking in women in the region, the results of the project paved way to the IOM's further practical activities in preventing trafficking in Estonia, Latvia and Lithuania.

IOM strategy of tackling trafficking in women in the Baltic States consists of three consecutive steps, each creating foundation for subsequent activities. (1) The first endeavour is the completed research in trafficking in women. Having covered both legal and sociological dimensions, it produced a clear and systematic picture of trafficking in women in the Estonia, Latvia and Lithuania, outlining the main patterns and modalities, as well as the most vulnerable areas and greatest damage done, both to individuals as well as to societal stability. (2) On the basis of the research insights, an Information Campaign is being carried out - thanks first of all to generous funding from the Swedish Government - in order to raise public awareness of the dangers of trafficking in women in the three Baltic States. Besides societies in general, numerous specialised components of the information campaign will be targeted at the high risk groups, particularly young women in a disadvantaged economical situation, turning their attention to the lurking dangers of trafficking and promoting well informed responses. (3) The third step will be Technical Co-operation with the Baltic States in order to enhance their administrative capacity to combat trafficking in women, and to ensure successful prevention. This last module will cover both governmental entities as well as non-governmental organisations, which have a crucial role to play in combating trafficking in women.

As the research has been completed and its findings will be presented at the Vilnius Regional seminar, some elaboration on the objectives and modalities of the research is worth brief overviewing. Both modules – sociological and legal – are overviewed in some detail.

### **The sociology module**

**Research objectives.** The direct objective of the research is to explore and extensively describe the personal characteristics, and individual and group behaviours of women employed in the entertainment and sex businesses as well as to inquire into the factors leading to that employment. The ultimate objective is to analyse the extent

to which those women are subject to exploitation and abuse, and the significance of being a migrant for that phenomenon.

**Conceptual framework.** Due to a high complexity of subject, the project will draw on three different theoretical streams: theory of migration, a model of human smuggling/trafficking (by Salt and Stein) and social concept of prostitution.

### **Main areas covered**

- activities of the state organisations dealing (directly or indirectly) with trafficking in women (parliament, government, courts, police, border guard, etc.);
- activities of NGOs involved in assisting and/or protecting women subject to trafficking;
- public opinion and state of mind as reflected by media coverage, opinion polls and attitudes of selected young women;
- characteristics of entertainment and sex business;
- characteristics and opinions of women in need of assistance or detained/deported for illegal conduct who might be engaged in entertainment and sex business (prostitution);
- (if feasible) characteristics and opinions of native and foreign female prostitutes *in situ*.

**Research method.** Due to largely clandestine nature of the phenomenon, the method will be predominantly qualitative. It involves a descriptive analysis of secondary materials (official criminal records, statistics of the border guard and refugee/immigration authorities, press releases, pertinent data from various sociological surveys and public opinion polls, etc.) and primary materials (interviews with key informants representing the state, NGOs and entertainment and sex businesses, as well as with females who either are exposed to the risk of being trafficked or have already experienced some form of trafficking. Techniques to be used to collect the primary materials comprise non-standardised (exploratory) interviews, in-depth interviews and (focus) group interviews.

**Tasks for a local research consultant.** Each local consultant is to follow a uniform approach<sup>4</sup> and apply uniform definitions of basic categories (as suggested in the present “Research proposal” and materials provided additionally by the international consultant). The needs of preparing of a final combined research report by the international consultant implies the following specific tasks for each local consultant:

- ◆ Providing a synthetic description of illegal migration (including the incidence of human smuggling/trafficking) and its major determinants, consequences and ways of combating in a given country.
- ◆ Providing a description of the functioning of entertainment and sex businesses in a country, including the modes of recruitment of women and their personal

---

<sup>4</sup> The uniformity of approach means *inter alia* using same research tools, administering same tools to groups of respondents identified by same criteria, and proceeding in accordance to a uniform sequence of research steps.

characteristics (e.g. usual residence before the recruitment, social background, age at the recruitment, approximate income relative to other available employment, forms of employment, description of obligations to “employers”, etc.) and characteristics of organisations, sources of capital, legal status, etc. running the businesses.

- ◆ Providing a description of the perception of illegal migration, trafficking and prostitution (including, the treatment of women involved) among various segments of the society, especially the state organisations, NGOs and young women (school graduates, unemployed, living in poverty).
- ◆ Providing a standard account of all interviews, and in particular explicitly addressing the following questions:
  - ✓ What in view of the organisations approached are: the scale, causes and consequences of and the measures to combat trafficking in women and the effectiveness of those measures, as well as personal characteristics of the women, including nationality and ethnic group?
  - ✓ What in view of young non-prostitute women are major factors leading to the employment in entertainment and sex businesses, and how strongly those factors operate in present conditions of a country?
  - ✓ What (on the basis of interviews with the exposed women) are basic differences in the strategies, behaviours, employment conditions and exploitation of women who are native prostitutes, presumed (or actual) foreign prostitutes and nationals who presumably (or actually) work as prostitutes in a foreign country? To what extent being a migrant affects those behaviours and conditions of work (and the incidence and degree of abuse)?
  - ✓ What are the mechanisms driving/forcing those particular women into prostitution?
  - ✓ What are principal personal characteristics of the investigated women (broken down into above-mentioned categories) and how do those characteristics correlate with their personal histories of becoming and working as a prostitute or being trafficked?
  - ✓ What are specific mechanisms of transferring and insertion of foreign women into a given country, and of that country nationals into a foreign country? What are specific mutual obligations of women and traffickers? What are main money flows (in terms of directions rather than numbers) related to that phenomenon?
  - ✓ What are major expectations and plans of the investigated (presumed or actual) prostitutes? What are the premises and prospects for discontinuing of involvement in entertainment and sex industry?

### **The Legal Module**

**Objectives.** The main goal of the legal approach is to examine the law and the practice of the three Baltic States on the issue of trafficking in women from a comparative perspective with regard to the relevant international norms and *acquis communautaire*.

The following issues will be covered:

- (a) The general legal framework of the transnational problem of trafficking in women with special attention to the issues relevant in the Baltic region;
- (b) Analysis of the current status of relevant international law, especially in the area human rights (the influence of: European Convention on Human Rights, Convention on the Elimination of All Forms of Discrimination against Women, Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others, UN General Assembly resolutions, Beijing Action Programme, Council of Europe recommendations etc.);
- (c) Evaluation of the *acquis* of the European Union on trafficking in women and children: the human rights protection in the Union after the Amsterdam Treaty, the standards set for those countries seeking to accede the EU, aspects of EU migration law & the Schengen Agreement, EU projects such as the DAPHNE Initiative;
- (d) The current legal situation in the three Baltic States: the law and the practice of each country vis-à-vis the relevant international standards, and the specific issues the Baltic States see as problematic;
- (e) The need for reformative action within the European framework, the views of each Baltic State on the need for a modified perspective on trafficking that takes into account the particulars of each Baltic State.

**The Role of the Local Research Consultants in Each Baltic State.** The main task of the Local Consultants is to clarify the current shape of national legal instruments and practices related to trafficking in women in each Baltic State (see subparagraphs (d) and (e) above). The information should be provided in electronic format, if possible. Material on broadly the following issues is required:

- The legislation relevant to trafficking in women in each Baltic State.
- The practical response to the trafficking problem by law enforcement officials, i.e. the actual implementation of the relevant norms.
- Information of the particularly problematic issues in each Baltic State with regard to both legislation and practice.
- Each Baltic State's accession to the relevant international instruments (see List at the end).
- If applicable, conclusions of the Baltic State's trafficking-related working meetings in the context of EU accession, chiefly the bilateral Screening and EU Accession negotiations.

## **1. Legislation**

The specific information the Local Consultants are to provide the legal expert with should include the following details:

- (a) The existence of provisions that explicitly criminalize trafficking in human beings, and if such a provision exists: when was it enacted, what is its exact definition of trafficking and the penalty envisaged? Is the penalty in proportion to the gravity of the offence (when compared to other crimes)?
- (b) The specific content of all other relevant national provisions in criminal and procedural legislation, including but not limited to the (il)legality of prostitution, the (il)legality of pimping/pandering, the penalties imposed by these provisions as well as the enforcement mechanisms set down by national Criminal Codes.

- (c) The existence and relevant content of legislation regarding the confiscation of earnings from traffickers.
- (d) The existence and relevant content of laws that enable the courts to order convicted traffickers to pay compensation to victims of trafficking (or to reimburse victims for wages withheld).
- (e) The possibility of extraditing persons charged with/convicted of trafficking: is trafficking an extraditable offence?
- (f) Rules governing extra-territorial jurisdiction: do they permit/facilitate the prosecution and conviction of traffickers irrespective of where the offence was committed?
- (g) The existence and content of legal provisions to control and restrict the alleged traffickers and criminal gangs from intimidating/blackmailing the victims/witnesses of trafficking.
- (h) Existing legal measures to provide the victims of trafficking with access to legal, medical and psychological assistance.
- (i) Whether the Baltic State in question has enacted/has considered enacting a provision that would allow those victims of trafficking that have been trafficked *into* a Baltic State from another country to receive a residence permit in exchange for testifying against their traffickers.
- (j) Existence of rules on the liability of legal persons for trafficking.
- (k) Legislative action on co-ordinating and centralising data collection about trafficking.
- (l) The influence of international human rights and other international instruments (such as the EU joint action 97/154/JHA of 24 February 1997) on national legislation: if and how the Baltic State has made use of the relevant international instruments in drafting its legislation (cf. also List at the end).

## 2. Practice

The Local Consultants shall also provide the legal expert with information on the steps taken to implement and enforce existing obligations, i.e. the actual practices in each Baltic State (based on statistical information where possible):

- (a) The number of prostitution/pandering/trafficking cases handled by the legal system in the Baltic State in question and the priority given to trafficking as a crime among others (i.e. the vigorousness in the enforcement against prostitution/pimping/trafficking).
- (b) As the number of trafficking cases in court is expected to be low, as many details as possible about these cases would be appreciated (the length of sentences given in comparison to other crimes, confiscation of property/proceeds, compensation for the victims etc.).
- (c) An estimate of actual trafficking cases to and from each Baltic State with relevant references to the sources (additionally information on the destination countries, the percentage of trafficked minors etc.).
- (d) Information on police co-operation (between country of origin and country of destination), co-ordination between different authorities as well as collaboration of government agencies/offices with grassroots organisations/NGOs to develop comprehensive national programs.
- (e) The existence of training programs:

- Training of law enforcement officials at all levels regarding how to recognise situations that may involve trafficking, including identification of "front" companies and groups;
  - Training of specialised police officers (and judicial personnel) to deal with trafficking cases;
  - Training of embassy staffs about illegal trafficking so that they can inform prospective migrants about their rights and legal options in cases of abuse.
- (f) Deportation practice of non-national trafficked women/traffickers (and, if the Baltic State can give a residence permit in exchange for testifying against traffickers, the practice of giving residency status).
- (g) The protection offered to the victims from retribution by traffickers upon testimony in court.
- (h) The public resources devoted for the purpose of prosecuting the traffickers and to providing help to the victims.
- (i) Embassies' willingness/ability to assist victims of trafficking who have escaped.
- (j) Information on the involvement of the mafia/organised crime, the role of government corruption and involvement (officials participating in the trafficking/profitting from it).
- (k) Whether trafficking is viewed primarily as a (illegal) migration/prostitution issue rather than as a human rights issue i.e. is the target of enforcement strategies the trafficked women instead of the criminal networks that traffic them?

### **3. Special Insights into the Baltic State's Particular Situation**

Trafficking in women is a very complex issue greatly affected by the low socio-economic status of women, the global economic trends, the enormous profitability of the business and government passivity. Depending on one's point of view, trafficking of women can be seen to constitute a moral, criminal, migration, human rights, public order or a labour issue problem. The position adopted by the state as to the classification of the problem influences the measures and policies intended to prevent trafficking.

Therefore, in addition to the data mentioned in 2.1. and 2.2., the Local Consultant should also provide an overall assessment of the particularly problematic aspects of trafficking in the Baltic State in question as well as the particular concerns of the Baltic State government. Has the Baltic State adopted a general anti-trafficking strategy? How does the Baltic State government intend to address the issue in connection to its aim of becoming a member of the European Union? What kind of reform would the Baltic State like the EU to adopt with regard to the effective prevention of trafficking (as the admission of the countries of Eastern Europe will demand that the EU itself takes a more systematic approach to trafficking)?

## Legal Modalities of Trafficking in Women: the Baltic States in the Context of Relevant International and European Norms

---

MS HELI MIRJAMI ASKOLA

IOM Consultant, European University Institute, Florence

The topic of this presentation is the theoretical legal perspective to trafficking in women from the point of view of international law, particularly international human rights law and European Union law. Both of these on one hand foresee accomplishing what national legislation cannot do on its own in an age of globalisation; on the other hand they also aim to provoke action vis-à-vis national laws and practices and to harmonise regional legislation against the trafficking in women and children.

What should countries (like the Baltic States) do to counter trafficking as members of the international community, under international law? And what kinds of, possibly different, criteria will be set by the European Union for its Members and those countries that are wishing to accede the EU with regard to countering trafficking in women? This presentation is an overview of the two most important of the relevant instruments, and a brief elaboration of their relevance to the Baltic States. (It addresses only a number of general concerns with regard to the Baltic States.)

In the past few years the international concern about trafficking, and therefore also the flow of norms to diminish it, has steadily increased. Yet amazingly, still of relevance is e.g. the 1949 **Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others**, to which e.g. Latvia is a party. That Convention, however, merely generally requires state parties to punish persons under their jurisdiction who 'to gratify the passions of another', procure or recruit people for prostitution or who exploit the prostitution of others; also the keeping and financing of brothels must be penalised by state parties. Apart from that the Convention offers little help in identifying adequate measures to combat modern forms of trafficking in women.

Thus much more important than the 1949 Convention will be the requirements set to states in the near future by a far more recent international instrument: the new **United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children**. It was adopted as a protocol to the UN Convention against Transnational Organised Crime in November 2000. Almost ninety states have to date signed this Protocol, including all the current Member States of the European Union and the Commission (on behalf of the European Community). Thus also the Union countries will be bound by it after the Protocol enters into force (requires 40 ratifications).

The UN Protocol is a wide-ranging international instrument. It addresses trafficking in women on a Transnational level, and creates a global language and legislation to define it. The Protocol has three purposes: 1) to prevent and combat trafficking in persons, paying particular attention to women and children; 2) to protect and assist the

victims of trafficking, with full respect for their human rights; 3) to promote co-operation among state parties to meet those two objectives.

How are these goals to be achieved in practice according to the Protocol? Firstly, the Protocol will incontestably require that states effectively criminalise trafficking, as well as the attempt of it, participation in it and the organisation of trafficking. In other words, trafficking in women shall be made a (specific) criminal offence in national criminal codes. Unlike the 1949 Convention the new Protocol also gives out a legal definition of what falls under trafficking:

- (a) 'Trafficking in persons' shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation.  
Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs;
- (b) The consent of a victim of trafficking in persons to the intended exploitation set forth in subparagraph (a) of this article shall be irrelevant where any of the means set forth in subparagraph (a) have been used;
- (c) The recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered 'trafficking in persons' even if this does not involve any of the means set forth in subparagraph (a) of this article;
- d) 'Child' shall mean any person under eighteen years of age.

This definition should serve as a guideline for national criminal codes and national prosecutions. It captures the wide range of different practices and actors that can be seen as involved in trafficking. This first step, the criminalisation, has already been done in Lithuania in 1998 and most recently in Latvia in 2000 so Estonia is currently the only Baltic State without a specialised offence. Though trafficking could obviously be prosecuted separately under criminal provisions for e.g. procuring, abduction, rape, deprivation of liberty etc, understanding these as the elements of trafficking facilitates prosecution and helps to establish trafficking as a criminal offence. But it should not be forgotten that even with the provisions and policies in place, what is needed is detection and investigation; a couple of cases a year are merely a start.

Other measures the new Protocol introduces relate to victim protection, prevention and co-operation. With regard to victim protection, the Protocol recognises the need for an approach that integrates the protection of human rights and assistance to victims with effective prevention, prosecution and judicial co-operation. States are e.g. to (though only 'in appropriate cases') provide victims with assistance and measures for their physical, psychological and social recovery. This is in accordance with a corpus of human rights soft law that emphasises that victims should receive adequate support, also psychological and medical help as well as more long-term assistance (training and work opportunities). This field is a crucial area of development most countries. E.g. in the Baltic States the main responsibility for providing assistance to victims is at the moment borne by NGOs. But at least in Lithuania there are governmental plans for a Programme for the Prevention and



Control of Prostitution, which would e.g. provide legal, medical and other assistance to trafficking victims.

Another issue addressed by the Protocol is the situation of women trafficked into a country in that country. This is likely to actualise also vis-à-vis the Baltic States via their EU accession. Under the Protocol states shall make efforts to provide for the safety of victims in their country; they shall also consider the adoption of laws that permit victims of trafficking to stay in their area (again 'in appropriate cases'). With regard to return to the country of origin, the Protocol facilitates the quick repatriation of trafficking victims, but it calls for that it 'shall be with due regard for their safety as well as for the status of legal proceedings related to the trafficking'. The return should preferably be voluntary.

Under the Protocol's provisions on prevention and co-operation states are to take many measures to curb trafficking in women. In this area the room for development is again great, and not only in the Baltic States. Some of the measures for states to take: To establish comprehensive national policies both to prevent trafficking and to protect its victims (these policies are still rare anywhere, and also do not exist in the Baltic States). Action should also be taken in the fields of research and information campaigns and NGO co-operation. Moreover, the Protocol establishes the parameters of judicial co-operation and exchange of information. States must arrange co-operation between law enforcement, immigration and other authorities to detect trafficking; also training for officials on the prevention of trafficking and protection of victims. Importantly, the factors that make persons vulnerable to trafficking to begin with (poverty, lack of equal (work etc.) opportunities) should be tackled. Finally, states are expected to strengthen their border controls to prevent and detect trafficking, which requires setting the balance between freedom of movement and border controls and is an issue that will be extremely important in the light of the EU accession aim of the Baltic States.

The EU accession aim brings into play the EU attempts to combat trafficking. Over the last few years also the European Union has devoted increasing attention to trafficking in women. Although trafficking in women has previously been seen as a migration or a crime control problem, the current Union approach is more oriented towards human rights, with a connection to the UN perspective but with a more regional (and detailed) tone. The first specific legislative act of the Union to its Members to combat trafficking in women was a **Joint Action** to combat both trafficking and the sexual exploitation of children, which was adopted by the European Council in 1997. In practice the implementation of the Joint Action experienced many difficulties in EU Member States, which in turn has made it difficult to develop efficient judicial and law enforcement co-operation in Europe vis-à-vis trafficking.

At the same time in EU Member States the attitudes towards trafficking are becoming noticeably stricter, which is also reflected in harsher penalties in some of the Member States. In this light the Commission recently made a new specific **Proposal for a Council Framework Decision on combating trafficking in human beings** in order to harmonise the national laws of EU Member States with regard to trafficking. The decision would therefore also clarify the action against trafficking required of the candidate states. The Proposal is currently undergoing the co-decision procedure and

the most recent version of this proposed instrument involves significant changes made recently by the European Parliament.

The Proposal aims to ensure a common definition of trafficking throughout the EU, with 1) effective sanctions, 2) extraterritorial jurisdiction and extradition and 3) non-criminalising of trafficked persons. If and when the Proposal is adopted, EU Member States must take action accordingly. The scope of the Proposal is wide: it covers not only trafficking for sexual exploitation, but also trafficking in human beings for the purpose of (other) exploitation of their labour. Significantly, with regard to the earlier EU tendency to confuse illegal migration and trafficking, the Proposal highlights the division between trafficking and smuggling of migrants (smuggling is more a crime against the state, with a mutual interest between the smuggler and the smuggled). Trafficking in human beings is correctly understood to constitute a crime against a person that involves an exploitative purpose. The Proposal has definitions for both trafficking for labour exploitation and trafficking for sexual exploitation. The definition of sexual trafficking follows the UN Protocol. Member States are required to:

‘take the necessary measures to ensure that the recruitment, transportation, or transfer of a person, including harbouring and subsequent reception and the exchange of control over that person and the furthering or encouragement of any of those stages of trafficking in human beings to which that person falls victim are pursued as a criminal act and are punished by means of a prison sentence, where the purpose is to exploit him or her for sexual purposes such as prostitution, pornographic performances the production of pornographic material or marriages under false pretences and:

- (a) use is made of coercion, force or threats, including abduction, or
- (b) use is made of inducement, deceit or fraud, or
- (c) there is a misuse or abuse of authority, abuse of a situation of vulnerability, influence or the use of pressure, such as, for example, debt bondage, or
- (d) there is another form of abuse of the vulnerability of persons, such as physical and mental disability or illegal residence.’

The emphasis is on the end purpose of trafficking, which is compatible not only with the UN Protocol but also with human rights soft law such as Council of Europe Recommendations. In addition to demanding that trafficking must be criminalised (as well as instigation, aiding, abetting or attempt of it), the Proposal demands EU Members make penalties effective, proportionate and dissuasive with maximum terms of imprisonment no less than 6 years. The Proposal lists aggravating circumstances: particular physical or psychological violence, complicity by civil servants, the police and customs officials or the framework of a criminal organisation, which raise the minimum of maximum penalty to ten years. Liability of legal persons is included. So is the seizure and confiscation of the proceeds derived from trafficking (in order to compensate the victims for the financial, physical and psychological damage, which they have suffered). Jurisdiction must extend to nationals who commit crimes connected with trafficking abroad. Co-operation between Member States is expected. These demands will mean changes for all of the three Baltic States.

One of the most significant additions made by the European Parliament is that the EU Member States must (if the current text is accepted) provide free of charge victims of

trafficking with accommodation, medical and psychological assistance, access to social and health services, financial assistance, assistance with finding a job and vocational training, safe voluntary return to their country of origin or to another country. This is a very far-reaching provision and one that would have great consequences not only to the Baltic States as candidate countries but also to the current Member States: it will truly oblige states to provide trafficking victims with the necessary assistance. Significantly, the Proposal would also set a deadline by which the current Member States must comply with the Framework Decision (end of 2002).

In summary: the past few years have involved unprecedented international legal attention devoted to trafficking in women. The new instruments spell out what states as members of the international community or as future EU Member States are expected – and required – to do in order to more effectively prevent and punish trafficking in women. The Baltic States are progressing towards their EU membership objective but work remains to be done. It is important that trafficking in women is addressed through increased international and national co-operation, shared responsibility and co-ordinated and comprehensive policies while at the same time the predicament of the victims process merits recognition as an enormous human rights problem.

# **Problems of Trafficking in Women in Estonia and State Response to the Challenge**

---

**MR ANDRI AHVEN**  
Estonian Ministry of Internal Affairs

## **I Legislation**

1. Trafficking in persons is not defined in the Estonian legislation, but terms “pandering or pimping” are used in the Criminal Code in order to criminalize trafficking in women.
2. Estonia, Latvia and Lithuania have signed an agreement on witness protection in 2000.  
A special act which regulates practical arrangements is in preparation.
3. Estonia has signed the UN Convention Against Transnational Organized Crime.
4. Estonia will sign the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons during the first half of 2002.

## **II Measures to combat trafficking in women**

1. Information exchange between the authorities of the target and source countries should be improved. Especially, information about the reasons of deportation is needed - such information is for operative purposes and remains secret, i.e. it is not used against victims of trafficking.
2. Specialised cooperation units or contact persons should be nominated, in order to ensure direct, effective and reliable exchange of confidential information.
3. Criminal investigation could be more effective in the target country than in the source country, i.e. it would be preferable to allow victims to stay in the target country until the investigation is completed.
4. Witness protection programs could be more effective if in addition to the Baltic States other countries are included (e.g., the Scandinavian countries).

## Latvia- Achievements, Problems and Prospects in Combating Trafficking in Human Beings - Legislative Aspect

---

MS. ANHELITA KAMENSKA

Latvian Centre for Human Rights and Ethnic Studies

In May 2000 the Latvian Parliament adopted the first anti-trafficking provision in the Criminal Code criminalizing the sending of human beings to a foreign country for the purpose of sexual exploitation. Such activities, depending on whether they are committed for the purpose of commercial sexual exploitation, against a juvenile or a minor are punishable by imprisonment for up to 15 years.

Thus, by introducing the relevant amendments in the Criminal Law the Latvian authorities have fulfilled their promise to bring in the Latvian legislation in line with *acquis* requirements. Since these provisions came into force last June, criminal proceedings have been initiated in three cases. Hopefully, these cases will set the necessary precedent for case law in trafficking in Latvia.

The Latvian Criminal Law also criminalizes illegal deprivation of liberty, kidnapping, compelling people to engage in prostitution and living on the avails of prostitution. However, until present none of the provisions have been evoked in cases of trafficking.

The Latvian criminal legislation does not provide for the liability of legal persons concerning trafficking. However, in the official opinion of the Republic of Latvia in EU accession talks in section "Co-operation in Justice and Home Affairs" under section "Bringing legislation in line with *acquis*" in subsection "Trafficking in human beings" the Latvian authorities have also made a promise to "establish criminal responsibility of legal persons for trafficking in human beings." The Latvian government should be encouraged to explore the possibility of introducing relevant provision in the law.

Concerning prostitution Latvia follows a regulationist policy. In 1998, the Cabinet of Ministers adopted Regulations on the Restriction of Prostitution that define the procedure for controlling and restricting prostitution. In accordance with the regulations persons who want to engage or are engaged in prostitution are required to have a "health card." Since the adoption of regulations around 500 health cards have been issued. According to the government sources the official number of prostitutes in Latvia is between 3000-4000, while non-governmental sources put the number 2-3 times higher.

Attempts to medicalize prostitution by subjecting women to regular medical check-ups does not challenge the mass male consumption of women and children in commercial sex. Instead, medicalization is a consumer protection act for men rather than as a real protection for women. It also needs to be borne in mind, that until the

health burden of prostitution is made visible, the violence of prostitution will remain hidden.<sup>5</sup>

The regulations also determine that prostitutes are to offer their services in places determined by local authorities and require that urban areas with a population exceeding 20,000 should determine such places. Recent attempts to determine such places in Riga have been met with resistance from local authorities and residents.

The Criminal Law foresees criminal responsibility for compelling engaging in prostitution. Pandering is qualified as a crime since 1997. The relevant Latvian criminal legislation provides that “a victim, a witness, ... has the right to a special procedural protection if they testify in criminal cases of serious and especially serious crimes.” The same right applies to their “legal representatives who, if endangered, may influence the person under protection.”

It is to be hoped that a new separate draft law “On the protection of witnesses and victims” will be submitted to the Parliament in 2001. The Latvian authorities should not hesitate in setting up special victim protection units within the National Police and Office of the Prosecutor General. Latvian authorities should also make a serious effort in setting up a victim compensation fund.

Victims of trafficking may submit a civil claim if due to the crime he/she has incurred losses for which he/she wants to demand compensation. Since no cases of trafficking have reached the courts yet, none of the victims have made use of the existing provision.

In Latvia there is no comprehensive state sponsored support system for victims of crime and the development of victim sensitive support services, including those for victims of trafficking, is in its early stages. The end of the 1990s saw the opening of the first emergency phone lines and crises centres, most of which are NGO run and receive limited or no state or local government funding. At present state funded victim support services are only provided to children.

There are no state-funded services provided for adults who have become victims of violence, including victims of trafficking. The only exception is a Riga-based Crises Centre that is partly funded by the Riga City Council and provides free psychological counselling to such victims. In cases when a victim of human trafficking has become infected with HIV infection they can receive free HIV/AIDS counselling and treatment.

Largely due its status as a “sender” country Latvia has not considered granting of a residence permit to non-national trafficked women for testifying against traffickers.

There is currently no unified or complete computerised register of criminal offences in Latvia as there are no normative regulations governing the co-operation of the Ministry of Interior, Office of the Prosecutor General, Ministry of Justice and High Court in the development of such register.

---

<sup>5</sup> Janice G. Raymond, Health Effects of Prostitution, Making the Harm Visible: Global Sexual Exploitation of Women and Girls, Speaking Out and Providing Services. Coalition Against Trafficking in Women, February 1999. p.61-62.

To overcome the fragmented registry of punishments and to enable law enforcement and other interested agencies to receive the required information efficiently and timely, a government working group was set up in May 1999 for the drafting of the law on Punishment Register and in August, 2000 a Concept Paper on the Establishment of Punishment Register was adopted. The concept aims at establishing a unified information system that would include data on the illicit activities of natural and legal persons in Latvia, residents of Latvian, foreign citizens and aliens, procedural decisions adopted by law enforcement bodies, administrative and criminal punishments and their execution.

The Latvian government should be encouraged to speed up the establishment uniform register of punishments.

Latvia has adopted several important legislative measures to combat trafficking in women for sexual exploitation. Several acts of legislation are currently being drafted that will improve the protection of victims and witnesses, create unified register of criminal offences. Latvia has also increased its police force to 27 to work on such crimes as compelling persons to engage in prostitution, pandering, trafficking in human beings for the purpose of sexual exploitation and engaging of children in the creation of pornographic materials and their dissemination.

However, much of the success in combating trafficking in women will depend on active prosecution policy of traffickers, co-ordinated response of all relevant agencies, adequate funding to support the activities, the recognition of the phenomenon as a human rights problem, public education, and the promotion of gender equality.

## **Gaps and Most Urgent Problems in Baltic Legislation Related to Trafficking in Women**

---

**MS. AUDRONĖ PERKAUSKIENE**

Head of European Integration division, Ministry of Interior, Lithuania

### **LEGISLATION:**

#### **I. SPECIFIC PROVISION OF THE CRIMINAL CODE EXPLICITLY CRIMINALIZES TRAFFICKING IN HUMAN BEINGS:**

Article 131<sup>3</sup> “**Trafficking in Human Beings**” defines it as **selling of person or any other alienation or acquisition of person with purpose to abuse him/her sexually, force to engage into prostitution or to receive any material or personal gain as well as trafficking in person from/to Lithuania for the purpose of prostitution.**

Such behaviour is punishable by deprivation of liberty from **four up to eight years**. The second paragraph of this Article provides for criminal liability for repeated action mentioned above or committed in respect of a juvenile or in conspiracy or by a recidivist. The crime in question is punishable by deprivation of liberty from **six up to twelve years**.

#### **II. OTHER NATIONAL PROVISIONS RELEVANT TO TRAFFICKING IN HUMAN BEINGS, SPECIFICALLY:**

- i) criminal liability for **pandering**

Such behaviour is punishable by deprivation of liberty from **three to five years or fine**.

- ii) criminal liability for **forcing to engage into prostitution** of juveniles, materially dependant persons and persons dependant due to held posts as well as involvement into prostitution by way of blackmail / deceit / use of psychological or physical pressure;

Such behaviour is punishable by deprivation of liberty **from three to seven years**.

- iii) criminal liability for “**Production and Dissemination of Pornographic Materials**”

Moreover, second paragraph provides for criminal liability for involvement of children under 18 years old in production of pornographic printed publications, images, video or other movies or other types of pornographic materials. The sanctions for such behaviour are **deprivation of liberty from one up to four years and fine**.

- iv) administrative liability for **Prostitution**



The penalty for prostitution is fine from 300 to 500 litas (approximately 100\$).

### **III. LEGAL PROVISIONS TO CONTROL AND RESTRICT THE ALLEGED TRAFFICKERS AND CRIMINAL GANGS FROM INTIMIDATING/BLACKMAILING THE VICTIMS OR WITNESSES OF TRAFFICKING.**

- i) Programme on the Protection of Witnesses and Victims;
- ii) Code of Criminal Procedure (The Code of Criminal Procedure provides for possibility to make secret personal identification data of witnesses and victims (anonymous witnesses).
- iii) Law on Operational Activities
- iv) Law on Protection of Participants of Criminal Proceedings and Operational Activities, Officials of Justice and Law Enforcement Institutions from Criminal Influence:
  - protection from criminal influence may be provided and applied if persons are engaged in intelligence activities or are undergoing pre-trial investigation, judicial criminal proceedings, as well as upon the completion of intelligence activities and judicial criminal proceedings.
  - list of persons who enjoy protective measures against criminal influence: close relatives, i.e. parents, adoptive parents, children, adopted children, brothers and sisters, grandparents, grandchildren and spouses of protected persons as well as protected persons themselves - witnesses, victims, experts, solicitors, suspects, defendants, sentenced persons as well as justice and law enforcement officials, such as judges, prosecutors, interrogators, investigators and bailiffs.
  - The following measures can be applied:
    - physical protection of person and his/her property;
    - temporary removal of person to safe place;
    - establishment of special order of issuance of data about person in passport departments and in other official data bases;
    - change of place of residence, work or study;
    - change of biographical particulars and other biographical data;
    - performance of plastic surgery, which would change appearance of person;
    - issuance for a person of firearm, special measures of protection.

#### **GAPS:**

- No specific legal provisions or judicial practice exist to enable the courts to order convicted traffickers to pay compensation to victims of trafficking (theoretically damage may be recovered according to general procedure established by civil law).

- Lithuanian legal acts contain no provision to allow those victims of trafficking that have been trafficked *into* a Baltic State from another country to receive a residence permit in exchange for testifying against their traffickers.
- Legal persons may not be liable for trafficking either criminally or administratively.

## **PRACTICE**

In 1999 there were 3 registered cases for trafficking in human beings (1 of which was detected), in 2000 there were 4 registered cases for trafficking in human beings (no one has been detected yet) - all handled by the Police Department. So far only 1 case has reached the court, although it has not been solved yet.

In 1999 there were 16 registered cases for pandering handled by the Police Department, in 2000 there were 17 registered cases for pandering handled by the Police Department, 14 of which have been detected.

In 1999 there were 26 registered administrative cases for prostitution, in 2000 there were 198 registered administrative cases for prostitution.

**The program for prevention and control of prostitution for 2001 – 2005.** The program foresees the following actions:

- i) starting from 2002 - establishment of rehabilitation centres to serve as a home and source of legal, medical and other assistance to victims of violent sexual and commercial abuse; 200.000 litas will be allocated for this purpose from the budget of the Republic of Lithuania;
- ii) preparation of the program on fight against trafficking in women, support for involuntary victims of prostitution and their reintegration into the society; implementation target – 2002; 10.000 litas will be allocated for this purpose from the budget of the Republic of Lithuania;
- iii) establishment of prostitute-support rooms; implementation target – 2003 - 2004; 120.000 litas will be allocated for this purpose from the budget of the Republic of Lithuania.

### **Most characteristic problems:**

- it is rather difficult to prove the fact of person's selling, other form of his/her sexual exploitation, forcing to work in prostitution or making other material or personal benefit out of him/her
- only very limited public resources are available as regards protection of witnesses and victims.
- Trafficked women are treated as victims of trafficking in human beings rather than prostitutes or illegal migrants, although the public attitude that they in fact have voluntary and illegally come to Lithuania to engage in prostitution still exists.
- So far only very limited public resources are available as regards protection of witnesses and victims. It is foreseen that about 4 mln. Lit. will be assigned for implementation of the program for prevention and control of prostitution for 2001 – 2005. These resources will be allocated from the national budget of the Republic of Lithuania and from foreign technical assistance projects.

# **Trafficking in women in the Baltic States**

## **Mechanisms, actors, problems and assistance needs:**

### **A regional perspective**

---

**PROF. MAREK OKOLSKI**

IOM-Consultant, Warsaw, Academy of Advanced Social Psychology (SWPS), Poland

In a recent professional literature the issue of trafficking in human beings easily intermingles with (or becomes a part of) the problematique of international population movements in general and illegal migration in particular. In turn, the issue of trafficking in women as a rule entails a preoccupation with illegal female foreigners made victim of sexual exploitation. Finally, the three Baltic States (or at least some of them) are frequently perceived as a resource area of women subject to trafficking or a host to a considerable part of the westward transit and criminal organisations that assist illegal transit migrants. It would not be difficult to offer a number of other, equally viable and plausible ways or perspectives of conceiving those notions. Thus a measure of methodological coherence and rigidity in applying them to the analysis of trafficking in women in the Baltic States appears necessary.

In the reported study an underlying foundations of the concept of trafficking in human beings has been adopted in accordance with the UN Protocol on trafficking of 2000. It is basic human rights, which need to be unconditionally protected. Naturally, the notion of human beings to be protected pertains to all individuals, irrespective of their citizenship or nationality/ethnicity, gender and age. Therefore the trafficking or, in other words, illicit trade in persons, which coexists with deception, exploitation and coercion, is a concept that includes a variety of illegal activities, carried out either within one country or on international scale, which involve a breach of one's personal freedom by means of deceit or coercion (i.e. against that person will). The very nature of those activities implies profit orientation on the part of the traffickers and exploitation of the trafficked, which adds the notion of trafficking an economic flavour.

\*

Undoubtedly, as already suggested, the issue of trafficking in women belongs to very difficult ones, which are complex, sensitive and concealed, hard to penetrate by means of scientific method. This is due to the fact that the issue focuses three different and to a large degree independent of each other, and, in addition, very complicated topics: international migration, human trafficking and prostitution (or, more generally, sex and entertainment industry), all involving a substantial component of irregularity.

Furthermore all three topics reflect social phenomena that in certain countries gained prominence only recently under the influence of political and economic transition. For this reason, individual members of the societies, social institutions and laws are hardly able to cope with those phenomena. The countries affected comprise those undergoing transition to the market economy and democracy, and include the Baltic States: Estonia, Latvia and Lithuania.

Trafficking in migrant women in the three post-Soviet countries located along the Baltic coastline is said to be a fairly recent phenomenon. It owes its novelty to newly acquired (after decades of repression by the Soviet administration) freedom of international travelling, and the introduction of market economy.

\*

The direct objective of the reported research was to explore and extensively describe the personal characteristics, and individual and group behaviours of women employed in S&EI as well as to inquire into the factors leading to that employment. The ultimate objective was to analyse the extent to which those women are subject to human rights violations, and the significance of being a migrant for that phenomenon.

Also, it has been suggested that so far some features of trafficking in women were relatively well depicted while some other features, of no lesser cognitive importance, were largely neglected by researchers. For instance, there exists a body of information about traffickers, women subject to trafficking and the functioning of trafficking networks, but very little is known about root causes of the most recent wave of trafficking in women. This has become the main premise of focusing this study on the root causes of that phenomenon.

A basic question set forth in the study, which became a source for specific hypotheses to be tested, was as follows: *What is the main cause of trafficking in migrant women, with particular reference to the exploitation and human rights abuse related to the employment in S&EI? Is it one's situation as a (an illegal) migrant or rather a nature of the industry of one's employment?, and to what extent those two potential causes interplay?*

In order to get a comprehensive knowledge on the context and mechanisms of trafficking in women and the characteristics of women subject to trafficking, the study inquired into the following major areas:

- activities of the state organisations dealing (directly or indirectly) with trafficking in women;
- activities of NGOs involved in assisting and/or protecting women subject to trafficking;
- public opinion and state of mind as reflected by media coverage, opinion polls and attitudes of selected young women;
- structural characteristics and functioning of S&EI;
- characteristics and opinions of women in need of assistance or detained/deported for illegal conduct, with episodes of employment in S&EI;
- characteristics and opinions of native and foreign female prostitutes.

The ultimate objective of the study has been to provide plausible answers to the following set of questions:

- What in view of the organisations approached are: the scale, causes and consequences of and the measures to combat trafficking in women and the effectiveness of those measures, as well as personal characteristics of the women, including nationality and ethnic group?
- What are perceived major factors leading to the employment in S&EI, and how strongly those factors operate in present conditions of a country?
- What are basic differences in the strategies, behaviours, employment conditions and modes of the exploitation of women who are native prostitutes, foreign prostitutes and nationals who presumably (or actually) work as prostitutes in a

foreign country? To what extent being a migrant affects those behaviours and conditions of work (and the incidence and degree of abuse)?

- What are the mechanisms driving or forcing those particular women into prostitution?
- What are principal personal characteristics of the investigated women, and how do those characteristics correlate with their personal histories of becoming and working as a prostitute or being trafficked?
- What are specific mechanisms of transferring and insertion of foreign women into a given country, and of that country nationals into a foreign country? What are specific mutual obligations of women and traffickers?

In order to realise the above objective, the study focused on three issues:

- Recent trends in illegal migration in the Baltic States (including the incidence of human smuggling and eventually trafficking) and its major determinants and consequences in a given country.
- Current functioning of S&EI in each of three countries, including the modes of recruitment of women and their personal characteristics and characteristics of organisations running the businesses, sources of capital, legal status, etc.
- The perception of illegal migration, trafficking and prostitution by the mass media and among various segments of the society, especially the state organisations, NGOs and young women.

\*

Addressing the specific problems examined in the reported study requires the discussion of contextual issues. This seems of utmost importance because the subject of the study is very complex and rather ambiguous, which largely stems from a complexity of the context of trafficking in women in general and in the Baltic States in particular.

Four major aspects of the context of trafficking in women in the Baltic States were specifically distinguished:

- gender-related characteristics of contemporary division of labour and labour markets in global scale;
- gender-related characteristics of recent international migration;
- specificity of female employment in a modern sex and entertainment industry;
- specificity of post-communist transition with particular reference to the predicament of woman.
- 

Global labour market. Although contemporary global economy is vastly internationally divided, it is based on a sophisticated division of labour, relatively high flexibility and tight international links. One of the prerequisites of global economic competition is lowering of labour costs. That task proves rather difficult in the highly developed economies where strong trade unions prevent any substantial deterioration of wage standards and a large part of local labour force enjoys a protective umbrella of the welfare state. By necessity a „new international division of labour” has emerged in order to serve the task of wage moderation, and whose distinct (and complementary) traits include *inter alia* an intensified import of foreign workers by countries with relatively high and inflexible wages.

It has been argued in the literature that, on the one hand, in labour importing highly developed economies female migrants might largely be preferred to male migrants as cheaper and more easily controllable workers or the former might be attracted more than the latter due to structural factors (demand in occupationally segmented and sex segregated labour markets).

Specifically, a rapid growth of the service sector in certain western countries, under the rigidities of labour market in those countries, combined with the deregulation of global economy, have led to what is named „re-feudalisation” of services in those economies. A characteristic manifestation of that phenomenon is a huge flow of service providers, mainly domestic servants, from relatively poor countries, often „assisted” (formally or informally) by various brokers. Organisation of this flow appears to be a highly profitable trade in itself, and „victims” of such trade are predominantly women. Generally, the new international division of labour is readily associated with the exploitation of female workers.

Main forces of to-day international migration. It is clear from recent developments in the international economy that they have prompted more labour migration than ever before. In the context of globalising economy, the introduction of markets and production techniques that are capital-intensive into less developed and peripheral economies undermines traditional social and economic organisation, and creates a mobile population compelled to adopt new strategies of economic survival. One of those strategies might be moving to an area with viable employment opportunities. Since locally such opportunities are usually scarce, peripheral regions that are undergoing deep structural changes provide a bulk of potential long-distance (international) migrants.

On the other side of international migration equation, modern rich economies generate a considerable demand for non-highly skilled workers that systematically exceeds the effective supply of local labour, irrespective of the aggregate unemployment level. This is due to a peculiar pattern of growth (and global competition) that results in a bifurcation of labour markets. A part of those markets (the „secondary sector”) offers jobs that are associated with low wages, weak stability of employment and very slim chances for pay improvement and upward mobility. Those jobs are avoided by native labour, even the unemployed, which leads to a structural excess demand for migrant workers.

Under circumstances where employers fail to attract local labour, a tenable alternative becomes the flows of immigrants. Those flows are frequently initiated and supported, either formally and directly or not, by employers themselves. In pursuing this task the employers resort to organised intermediaries or the state for help. Since over the last quarter of a century or so, in many countries those spontaneous transnational flows of workers, designed to link unmet demand for low paid workers in certain areas of the globe with abundant resources of cheap labour elsewhere, took on an excessive scale, many countries discontinued or prohibited recruitment of foreign workers and introduced immigration policies aiming to curb the inflow of foreigners.

Adoption of the restrictive policies in the era of massive and partly self-sustained international migration, gave way to the explosion of illegal movement of people, and

also to illegal profiting on migration. Instrumental for that process proved modern means of telecommunication and transportation.

Illegal business of migration includes increasingly diversified forms of organised migrant smuggling and trafficking.

The development of trafficking in migrants appears to have its roots in the growth of hidden economic sectors where business activities intermingle with criminal activities. The involvement of criminal organisations in a considerable part of contemporary labour movements, which stems from two largely exclusive factors: a high economic potential for those movements and a scarcity of legal channels through which the flows of workers could materialise, puts at stake human rights of many migrants and in frequent cases victimises them in the process of migration. From among all migrants, women are particularly exposed.

It might also be noted that as a rule in a strongly segmented labour markets, a large proportion of traditional “female” jobs belong to lower segments of those markets. On the other hand, what does not necessarily contradict the previous observation, a great number of jobs available to female migrants are generated by industries that belong to grey economy (e.g. domestic servants) or seem to be infiltrated by criminal organisations (e.g. sex and entertainment industry). It is clear that in either situation the position of an employee (i.e. mainly a woman) is highly vulnerable.

This is specially so when it comes to foreign prostitutes. Women engaged in prostitution, and possibly the foreigners more than the natives, are among major risk groups that are exposed to trafficking. As a matter of fact, from the perspective of wealthy western countries, economic activity where trafficking might be quite common is sex and entertainment industry who seems the main employer of migrant prostitutes.

Sex and Entertainment Industry. S&EI constitutes that already mentioned hidden economic sector, where business meets criminality. In some affluent western countries or newly industrialising (transforming) countries it has reached an important position in the national economy or has become an engine of growth of its major branches, e.g. in certain cases it became an integral part of the tourist industry. It is a complicated deeply sub-divided area where each part caters to different markets and displays its own geography, price structure and organisation.

The analyses that strive to explain a recent blossoming of that sector of the economy are scarce. According to one of the rare attempts, a leading factor has been a growing demand for “hospitality services” from the male workforce subjected to an increased mobility under the conditions of modern and globalising economy. In line with this postulate, “sex affective” services have become a part of the corporate management apparatus. As argued by a prominent student of that phenomenon, “once a corporation allows its employees to claim entertainment as business costs, entertainment enters the corporate management system, and becomes repeated in different branches and location”.

Undoubtedly, an important factor that has contributed to the eruption of services rendered within S&EI had been the revolution in communication industry. On the one hand, thanks to the development of mass media, the penetration of life styles and behaviour patterns that incorporate or focus on eroticism has become much wider in the society than any time in the past, and it continues to develop rather quickly. On the other hand, both the service providers and customers can get in a contractual relationship much more easily than before using modern telecommunication and electronic media and modern transportation means. A distinct example that supports this view might be the technology-led invention of popular new forms of the S&EI services, such as “virtual sex” to be committed by internet.

Services rendered within S&EI range from relatively “innocent” telephone sex, performances in night bars, variety shows, discotheques or casinos as bartender, waitress or dancer, and playing a role of hostess, escort or companion, to posing in pornographic acts/films or participating in live sex shows, to services offered in massage parlours, brothels and other secluded places. A key factor in the selection of immediate service provider is her (sometimes, his) sex appeal, and a key profession within S&EI is prostitution.

From sociological perspective, having a sexual intercourse with a customer is by no means a prerequisite of being a prostitute. For a range of erotic functions performed by a prostitute is wide and in fact open-ended. Instead, tradability of a service provider, combined with satisfying of a certain customer-specific sexual need, seems essential and indispensable. This is why being an immediate service provider in S&EI falls short of being a prostitute, and indeed a large number of employees in that sector are *ipso facto* involved in prostitution.

A high profitability rate of S&EI, links of the sector with criminal world and – last but not least – ambiguity among the society towards prostitution (tolerance mixed with moral condemnation of commercial sex) make, on the one hand, the people that run the business ruthless and greedy and, on the other hand, the employees vulnerable. The outcome might really be a relatively high intensity of trafficking of in persons employed in S&EI.

Although in more developed countries activities pursued within S&EI are as a rule legitimate, and in many of those countries even open prostitution is either lawful or tolerated by the structure of legal order, there exists a strong bond connecting that economic sector with illegality or criminal organisations. This is above all because immediate service providers (by and large – young females) need protection.

In a typical situation when rendering of erotic services is fully legalised, employees are rarely fully protected (on equal footing with other professions) by the law against occupational hazards. Since, by its very nature, that kind of activity occurs out of sight, in dimmed light, and often in secluded places in a “face-to-face” situation, female workers can easily be abused by customers, and in fact they do become an object of maltreatment.

When the state, with its legislation and law enforcement system, allows for a free development of S&EI but at the same time it demonstrates a measure of hypocrisy by denying a proper protection to employees of that sector, a room emerges for various



irregular intermediating agents, like pimps or internal security services of S&EI establishments. A commercial side of the protective activities of those agents, however, is generally illegitimate.

Finally, it might be mentioned that in many more developed countries, where human rights standards are generally high, the protection of human rights of the irregular migrants, in this number females employed in S&EI, seems to be neglected. As found out in an IOM study on sexual exploitation of female migrants in Austria, illegal migrants can relatively easy be registered by the police as legal prostitutes, and “little action is taken against owners of sex establishments”. An argument of “lesser evil” is used in this case because supposedly “if tougher action were taken by the police, the sex industry might be forced underground and might fall under foreign control, which would make it more difficult to combat organised crime”.

Post-communist transition. The collapse of the Soviet empire and the shift from totalitarian and centrally planned regime to a system governed by democracy and market regulation has affected all three discussed so far aspects of trafficking in women in the Baltic States.

A number of factors related to the post-communist transition of the Baltic States, which might be affecting international migration seem specific to that particular region and that particular time. Of foremost importance appears a characteristic ethnic composition of the population of the region influenced by the past Soviet policy of ethnic mixing and promotion of Russian speaking persons to high professional positions or even certain entire occupations everywhere in the USSR. After the break-up of the Soviet Union and setting up of national boundaries between the former republics, this created a potential for at least two strong flows of people: return migration of persons originating from other parts of the ex-USSR and further inflow of relatives of the former immigrants.

The other factor of relevance might constitute economic, cultural and geo-political status of the Baltic States *vis-a-vis* the other former Soviet republics. Firstly, of all, the market-oriented reforms in Estonia, Latvia and Lithuania went much more deeply and more consistently, the economic stability, including consumer goods market equilibrium, was far more solid in those countries, and, generally and on the average, the level of living was higher. Secondly, contrary to other post-Soviet states, the Baltic States relatively quickly started to enjoy a satisfactory degree of democratisation, social order and political stability. Thirdly, Estonia, Latvia and Lithuania, with their Hanseatic League traditions and attachment to western Christianity, during their pre-Soviet history and after 1990, maintained closer links with the rest of Europe than Russia and the remainder of the ex-USRR. Finally, the Baltic States have recently entered rather unique for that part of Europe direct and comprehensive relationships with Scandinavian countries, including intensive movements of persons. Additionally, Lithuania, thanks to a relatively easy access to neighbouring Poland, has become a gateway to Germany and the European Union in general. All this made Estonia, Latvia and Lithuania an attractive destination area, especially for the citizens of the CIS or migrants from other countries being in transit to the West.

Lastly, it should also be emphasised that during the transition period, the three Baltic States themselves, on the one hand, have been a subject to the austerities, increased stratification, unemployment and eventually the rise of poverty zones, and, on the other hand, they all embarked on the path of accelerated catching up with western life styles and consumption patterns. This, among other things, generated increased social, occupational and territorial mobility, including mass travelling abroad for petty trade and, ultimately, migration for work.

As far as the austerities and unemployment level are concerned, in a manner typical for many post-Soviet countries, women seemed more severely affected than men. Thus quite logically, females proved to be particularly prone to social and territorial mobility during the transition period. According to some accounts, due to widely conceived economic liberalisation, the domestic S&EI has been booming since the collapse of the Soviet regime. A contributing factor has also been the influx of new recruits from among young females confronted with bleak employment and career opportunities.

Quickly the Baltic States, as much as other post-communist countries, have joined the ranks of major suppliers of female employees to the S&EI in Western Europe. Apart from a large supply of local female manpower in Estonia, Latvia and Lithuania, this resulted from the fact that certain western countries, while having severely restricted labour migration from the East to the West, left a small number of loopholes in their regulations allowing for the legal inflow of workers from the East. A considerable position among these loopholes occupied provisions that made perfectly legitimate migration related to the contracts in S&EI. Occasionally, work in that sector (as “artists” or “dancers”) was a unique legal employment option available to migrants from Central and Eastern Europe.

A highly vulnerable position of woman in the Baltic States during the transition period combined with a precarious status of female migrants from those countries in the West might have been a factor conducive to their exploitation if not trafficking.

\*

The results of all three national inquiries seem to be in agreement with basic underlying hypotheses of the study. Firstly, when women are employed in S&EI as sex workers (performing any kind of prostitution), they run a risk of being trafficked. For in such situation female employees are overly exploited in financial terms, their occupational position is unstable and they are exposed to various occupational hazards, which include venereal disease, physical violence from customers and drug addiction. Because S&EI is organically connected with shadow economy and criminal underworld, it is quite possible and natural for a prostitute to become a victim of human rights violation or even a subject of trade in human beings. The evidence brought about by the study appears conclusive with regard to the existence of trafficking in human beings although, at the same time, it suggests that its incidence might be rather low, and the phenomenon of trafficking might be limited to the situations when nationals of the three Baltic States stay (work) in or travel to a foreign country. The perception of this phenomenon among the organisations combating trafficking or dealing with its victims and the general audience, however, greatly differs across the Baltic States. It ranges from grave concern in Lithuania to ascribing it a secondary importance in Estonia. Secondly, the study points to an enormous rise in the employment of women in S&EI after the collapse of the USSR, which was due

to recent expansion of that sector, following typical developments in the modern market economy. Therefore increasingly more women are exposed to the activities of traffickers. Thirdly, females recruited for or seeking employment in S&EI in the Baltic States are quite frequently non-nationals (some of them originating from other ex-Soviet countries) whereas a number of sex workers from Estonia, Latvia and Lithuania migrate for work in S&EI to western countries. So far, however, the inflow of foreign prostitutes to the Baltic States has taken much smaller scale than the outflow from those countries. By and large, those movements stem from structural features of the labour market in relatively more highly developed countries, as those countries display a constant shortage of native workers in the lowest segments of the market, including many professions typical for S&EI. This generates a steady flow of female migrants to that sector, from less to more well-off economies. Lastly, due to generally irregular character of intermediating in the employment of sex workers, and the link of S&EI with criminal organisations, the flows of female migrants (especially, the outflow from the Baltic States) are largely controlled by networks of professional smugglers and traffickers of international reach. This may make migrant prostitutes more vulnerable and exposed to human trade than native prostitutes.

Now let me briefly address major conclusions related to problems or issues undertaken in the reported research.

Legal and institutional environment. Since early 90s a large segment of S&EI in the Baltic States has operated legally. Prostitution itself, however, is not a recognised profession or, as in Latvia and Lithuania, is forbidden. In all three countries pimping, pandering or forcing someone to prostitution have currently status of a criminal offence. Smuggling of migrants and trafficking in human beings, including trading women for sexual purposes, are also punishable but penalties against smugglers or traffickers are low by international standards.

Law enforcement with regard to prostitution and related activities in the Baltic States seems to be lagging behind. Monitoring of the obedience of related regulations hardly exist in those countries. Lawsuits and administrative procedures against prostitutes or their bosses or pimps are rare and they frequently originate from petty crimes not prostitution itself. The police activities are generally erratic and scarce.

A common characteristic of all three countries is that, apart from the police, hardly any governmental agency or department is involved in prevention, monitoring and combating prostitution or other unlawful activities pursued within the framework of S&EI. A limited number of NGOs, whose objectives are usually diversified and rarely focus on prostitution or trafficking in women, deal with those issues. The related activities of those organisations pertain to a small number of persons, in most cases the victims of certain violent and complicated situations. One of distinct exceptions seems the Missing Persons' Families Support Centre operating in Lithuania, whose target are specifically women forced to prostitution abroad.

Development of S&EI in the Baltic States. The evolution of S&EI in the post-Soviet era shows many striking similarities between Estonia, Latvia and Lithuania. In the three countries the sex business and entertainment industry virtually flourished in the early 90s, when their activities attracted a lot of media attention. Expansion of the

sector was perceived as “normal” for a democratic state and market economy, and, generally, the public opinion was favourable, if not sympathetic.

After few years, however, the attitudes of the public have become more balanced. A criticism of extreme forms of sex business came to the fore, a disapproval of prostitution has become more popular, and, as a matter of fact, the demand for S&EI services has declined. The growth of the sector has been restrained and stabilised below the peak level of the early transition period.

The organisation of sex business in the Baltic States is at present strikingly sophisticated, especially bearing in mind a very short period of its gestation. Estonian S&EI, for instance, has become tailored to the needs of foreign sex tourists. The facilities and personnel are preoccupied with their prestige, and customers’ intimacy and security. On the other hand, practically all services rendered by prostitutes are mediated and controlled by closely interrelated interest groups: their pimps, cab drivers, owners of S&EI enterprises. In the Latvian study also a complex network of intermediating agents has been identified, with key roles played by employers of prostitutes and their pimps who frequently are the owners of various clubs, agencies and other S&EI facilities. A crucial supportive function for this network is assumed by the press, television and internet. This creates a system, which is capable of generating enormous profits and corrupting the administration and police.

Riga, Tallinn and other places, for instance, are widely known as a destination for sex tourists originating mainly from the Nordic countries but also from such far away countries as the United States. The recruitment for work in S&EI in those places is effectuated through internet, and the information for customers is also largely disseminated by that channel.

International flows for prostitution. Both inflows of foreign prostitutes and outflows of native prostitutes are presently observed in the Baltic States. The inflows are said to be numerically much less significant than the outflows.

The foreign prostitutes originate mainly from the former Soviet republics. A predominant part of this flow is related to the large presence of non-titular nationalities in Latvia, but also in Estonia and Lithuania. A majority come in summer months, when the demand for prostitutes’ services is the greatest, and many of migrants directly go from work to summer resorts (or port cities). Some experts suggest that foreigners rarely become street prostitutes. A typical pattern of employment initiation for those persons seems to be, upon the arrival, contacting an (entertainment, escort, fitness, etc.) agency whose whereabouts are easily available.

The outflow of prostitutes from the Baltic States is a very recent phenomenon, which emerged only in the beginning of the 90s.

The geographic pattern of movements of the women from the Baltic States searching for work in S&EI is quite different from the directions of prostitutes’ flow to the Baltic States, and this phenomenon hardly has any connection with other former Soviet republics. Almost all known cases of women from that region who prostituted abroad can be attributed to migration to Western Europe. Apart from this, and the above mentioned movements between Latvia and Estonia, there are also indications of

migration of young females to North America assisted or induced by persons who belong to a new (post-1990) wave of immigrants from the ex-USSR.

At present, i.e. in around 2000, Germany appear the main country of destination, followed by the Nordic countries, the Netherlands, Switzerland, Austria, France, Italy and Spain. In the early 90s an important role as a host country was also played by Israel, Greece and Turkey (and the United Arab Emirates). To be sure, target countries differ significantly across the Baltic States. For Lithuania and probably also Latvia Germany is by far the most important, whereas for Estonia such role is assumed by Finland.

The magnitude of the prostitution in the West of persons from the Baltic States can only approximately be evaluated. For instance, the victims of trafficking in women from the Baltic States identified in Germany (who surely constitute only a tiny fraction of all prostitutes from those countries) account for around 16 per cent of all such cases, which points to a great overrepresentation of persons from those countries compared to other migration statistics in Germany. A predominant majority of those victims originate from Lithuania. On the other hand, domestic sources of the Baltic States offer various indirect estimates of migration for prostitution abroad. For instance, in Latvia it is said that each month around 100 persons depart for Western Europe to work there as prostitutes. According to another estimate, every second day the Vilnius airport receives a flight bringing home women suspect of being engaged in prostitution. Many prostitutes are returned by flights from Amsterdam, Vienna and Paris. All this implies a large scale of migration for prostitution from the Baltic States to the West.

The flow of women for work in S&EI in Western Europe largely depends on the demand for labour in that part of the world. As suggested earlier, this demand is sharply growing due to, on the one hand, the development of S&EI, and, on the other hand, a relatively weak propensity of native females to compete for jobs in that sector. The latter stems in general from a deep segmentation of labour markets in the West and, in particular, from stigmatising S&EI as a domain of immigrants. This seems to hold also for the migration of prostitutes from the Baltic States. A supplementary cause of the latter phenomenon, however, might be the existence of a well developed domestic S&EI with its large pool of prostitutes for whom travelling to the West usually means the prospects of much higher income for similar kind and amount of work. Finally, the third basic factor seems the combination of a rapid development of networks of intermediaries (in this number professional smugglers and traffickers) and an improvement of the transmission of information on job vacancies or available personnel (including through websites).

Personal characteristics of women. Women employed in S&EI are very young. Estimates for the Baltic States suggest that on the average they might be around 25 years. Education and social background of the Baltic prostitutes might be situated below national averages in the region but it does not strikingly differ from those averages. Prostitutes are usually single; the proportion of persons who belong to this category is estimated between 70 and 85 per cent. The share of childless, however, is much smaller; some estimates suggest that approximately a half of the women might be a mother.

An important finding of the study seems a link between the spread of narcotism and alcoholism among younger generations in the Baltic States and the prostitution.

Probably the most conspicuous personal trait of the prostitutes in the Baltic States is their ethnic composition. Namely, persons whose native language is Russian are not only over-represented relative to all resident population but those persons clearly predominate among all prostitutes. In Estonia approximately 80 per cent of local prostitutes are non-Estonians while in Latvia three-quarters are non-Latvian, i.e. native Russian speakers. Only in Lithuania the share of local prostitutes who are members of non-titular nationalities is relatively low, but even there it seems that the Russian-speaking women (including migrants) are as easily available as the Lithuanian.

This characteristic of prostitution in the three countries might be pertinent to the reasons of one's getting involved in S&EI employment. It is, however, only to be inquired whether members of non-titular nationalities, non-citizens or members of ethnic minorities in the Baltic States suffer from relatively worse employment or career opportunities in more respectable than prostitution professions or some other factors are at stake.

Ineligibility of a large part of young women (in this number prostitutes) in the Baltic States to use passports of those states is a source of two important trends related to seeking foreign employment by those women. First, due to a great overrepresentation of non-nationals in the total population of local prostitutes, many prostitutes living in the Baltic States (especially in Latvia and Lithuania) resort to a forged passport. If undetected on crossing borders, this greatly facilitates the entry into almost every European country and eventually the onset of the professional career in a target country. Second, those prostitutes who do not venture buying a faked passport, contact smugglers for assistance in safe passage to a desired destination in the West. By all means this runs a risk of women being trafficked since during a trip documents might be taken away from the smuggled, and women themselves might be made unconscious to be delivered to a „strange” destination (even located in different country than promised) where they might be sold (against their will) to a brothel owner.

Reasons for being a prostitute. The Latvian study, which addressed this question more thoroughly than two other studies, unanimously suggests that a primary cause of a growing employment of women in S&EI, with all its forms of prostitution, has been economic factors related to the ongoing transition, mainly a phenomenon called the “feminisation of poverty”. On the other hand, as pointed out by the Lithuanian study, at individual level, poverty can be considered the main factor leading to prostitution only in case of street prostitutes. Those who work for agencies and other S&EI facilities usually do that for “non-existential reasons”.

Some phenomena associated with social disintegration observed during the transition period might also be relevant. One of them seems a sharply growing use of narcotics and alcoholic beverages among young people. It stemmed from many interviews conducted within the framework of the present study, that drug addiction of a young girl was conducive to her entry into prostitution, or becoming an addict by a prostitute often led to her degradation from the level of regular employee in an agency to a

street or road prostitute, relatively more exploited and relatively less likely to exit from prostitution. On the other hand, life-style patterns created by media accentuating luxurious consumption, by evoking a strong need for “big and fast money”, might have also contributed to the widespread of prostitution among young girls. Young prostitutes often referred to the latter factor as a reason for seeking foreign employment.

Generally in the Baltic States, probably with exception of Latvian women who stay in the home country, prostitution generates much higher earnings than many other professions. This is due to the fast growth of S&EI in the region and elsewhere, and the following job availability and a high demand for female labour in that sector.

The role of intermediaries. Recent experience of the Baltic States suggests that the character of S&EI compels the employed women to close collaboration with and total subordination to the intermediaries. This makes them highly vulnerable to the exploitation, and may be conducive to trafficking. Generally, which has been evidenced by many earlier studies, around a half (sometimes much larger part) of prostitute’s earnings goes to intermediaries. In addition, some prostitutes, especially those working abroad, become indebted to (and by this even more dependent on) intermediaries.

By accounts of the interviewed prostitutes, various kinds of intermediaries seem to be closely interrelated. For instance, club and agency owners maintain close links with pimps, cab drivers or hotel maitres. In turn, pimps and owners of the facilities collaborate with traffickers. The connections seem to have a wide international reach.

Ways of becoming a foreign prostitute. For prostitutes in the Baltic States migration to the West means as a rule a desirable change and the improvement of their living standard and financial situation. Some women with the experience of prostitution abroad, however, became prostitutes only after leaving their countries of origin, and a part of them did not plan to be involved in prostitution at all.

The former group, which at present seems to greatly outnumber the latter group, includes women who already, before undertaking their migration, were a part of larger S&EI organisation in the country of origin. For those persons the movement to a foreign country for work does not substantially differ from the mobility in the home country. It is most often induced, arranged and facilitated by the organisation, i.e. by various intermediaries. What makes a difference is whether a prostitute is a citizen of a given Baltic State or is she a non-citizen. In the latter case, she is to become an illegal migrant, and forged passport or an assistance from the organisation of smugglers would be needed.

For several last years now the number and proportion of women from the Baltic States who travel to the West, and who become prostitutes only while being there, has been declining. According to some opinions, mainly expressed by the interviewed prostitutes, the S&EI labour market in western countries has recently stabilised and hardly tolerate amateurship. Anyway, what the study seems to fully confirm, the Baltic States still send to the West a considerable number of female migrants who did not practice prostitution before. The evidence compiled for the present study suggests that in case of those persons the episodes of getting involved in sex business in a

foreign country are case-specific and show no obvious similarities. What seems clear from the study results, however, is that among those women, the deception, violence and abuse, and, ultimately, slavery are more likely than among any other group of prostitutes.

A special case appear foreign citizens who prostitute in the Baltic States. Unlike the residents of those countries who migrate for work in S&EI to western countries, a majority of foreigners prostituting in Estonia, Latvia or Lithuania seem to be amateurs who do the job occasionally. Students from Russia (e.g. from St. Petersburg in case of Estonia) and other countries of the ex-USSR who come to work solely during the summer vacations constitute a considerable share of all those prostitutes.

Incidence of being trafficked. The study brought to the light a body of empirical material, which points to the ambiguity of the concept of trafficking in women. Above all, it should be mentioned that the “trafficking in women” was confined to trafficking for prostitution alone. This was in agreement with the real life because at present (probably in some contrast to the early 90s) no other “areas” of trafficking in women seem observable in the Baltic States. Furthermore other forms of prostitution than offering by a women a sexual intercourse to a customer (and buying that service by him) were hardly a focus. Although it became plausible to argue that other forms of prostitution (paedophilia, telephone/internet sex and other forms of “soft sex”, participation in peep shows or performing erotic dance, posing or acting in pornographic pictures or movies, etc.) are widespread too in the Baltic States, the study was not capable of adequately capturing of those forms. In the end, the researchers have not been in a position to evaluate incidence (and any other trait) of trafficking in women in general but trafficking in women who happened to be “traditional” prostitutes.

Experts and other key informants, especially officers representing state services designated to combating the phenomenon of trafficking and social workers representing the NGOs involved, tended to equate trafficking with the female employment in S&EI of any foreign country. Different but also deeply rooted meaning of that term was that trafficking denoted the same as exploitation. In addition some experts were influential in arguing that assisted illegal flow to a foreign country to work there as a prostitute constituted the essence of trafficking, and to some extend the researchers seemed to be overwhelmed by this. When such a dispersion of views occurs, it is really very difficult to communicate between researchers and the “sources” in the process of data collection.

In the strict sense, however, there are just two attributes of trafficking in women that matter: deprivation of a female of her free will and profiting on her (involuntary) work. The combination of these two attributes turns a woman into a pure commodity or, in other words, a slave. Unfortunately, due to the above mentioned preconceptions and stereotypes, compiling of an internally coherent and comprehensive set of data, which would correspond to such understanding of “trafficking”, was hardly feasible. What remains here, therefore, is a very cautious reporting of bare facts.

What might be considered first is the extent of deception, exploitation and abuse of the prostituting women. The study unquestionably points to uniformly a very high level of exploitation, measured by the proportion of gross income earned by a



prostitute taken away from her in the form of various deductions. No pertinent evidence was compiled, however, which would suggest that migrant prostitutes are subject to significantly different (higher) exploitation than the locals. On the other hand, the virtue of the employment in lower segments of the labour market, especially of irregular employment, is disproportionately low remuneration for work in those segments (i.e. high exploitation). From this point of view, bearing in mind that the prostitution is usually performed illegally and it (apart from the “aristocracy” prostitutes) certainly belongs to a low segment of the labour market, the levies imposed on prostitutes’ incomes by their bosses seem conceivable, and cannot by themselves be considered as exclusively indicative of trafficking.

On the other hand, deception seems inseparably related to the recruitment of prostitutes, and its incidence is definitely incomparably higher than in case of any other occupation. However, promises made to young women, concerning her life prospects (including affluence and career), which otherwise seem unlikely, look like a rite in the relationship between a to-be prostitute and an intermediary. Deception, however, is totally absent in intra-occupational mobility of the prostitutes. This is because deception is functional when it comes to luring someone in the business but proves idle for personnel management within the business.

Due to its partly (or totally) clandestine character, S&EI requires full obedience from its employees, and in order to achieve that the sector bosses apply coercion. Coercion, in turn, often involves violence and the abuse of personal freedoms. This explains why the prostitutes, in particular those originating from abroad and being in irregular situation, are subject to abuse. Definitely, abusing of prostitutes by their employers (or owners) happens much more frequently than abusing of the representatives of a large majority of other professions.

Forcible work, the second and ultimate aspect of trafficking in female labour, which is generally absent in any other employment relationship, presents much more complicate issue than the exploitation. What is involuntary really remains an open question. By the virtue of her profession, a prostitute cannot reject a customer if he follows the accepted conduct of behaviour. By some accounts, this undermines her freedom. It needs to be mention that the list of free will limitations in case of the prostitutes is rather long. Employees, however, as a rule are not in a position to choose between the orders from their superiors or between the clients for whom they produce goods or render services. Then a question arises where lies the threshold (or what is the criterion), which distinguishes between “involuntary but voluntary” employment and trafficking.

Those theoretical considerations seem to totally detract from the real life when the stories of missing persons are heard. Or when one reads an account of a foreign journey of the Lithuanian teacher who was offered a job in her profession in one of western countries but who ended up as a human commodity, being sold several times across Europe, from one brothel to another. Maybe in similar instances moral and aesthetic considerations should prevent a researcher from applying a customary scientific approach?

On the other hand, however, the present study delivered a great deal of empirical material, which compels one to reflect more deeply over the above-mentioned

dilemma. For instance, a large majority of the respondents claimed that the rules binding in S&EI, concerning the relationships between an employee and her superior, are relatively stable and commonly known. Cynical respondents (among those persons females themselves) would therefore say that only overly naive women would literally read advertisements concerning employment prospects abroad for “young and pretty”, or, after several years of information campaign exposing the risks for an outsider of being transferred into a commodity, would believe in their personal unique luck and a chance of outwitting the criminal structures.

Nevertheless we are confronted with the bare facts of trafficking in women. This study leaves no doubts that a number of women originating from the Baltic States are being trafficked. Certainly, however, that number is much lower than the number of women prostituting in those countries (and, also, much lower than the number of prostitutes from the region working in the West). On the other hand, the incidence of trafficking in women seems to be high enough to alert the societies concerned, and make them systematically strive to undermine the root causes of that phenomenon.

# **National Perspectives of Main Problems Concerning Trafficking in Women in the Baltic States: Research Findings**

## **Trafficking in Women in Estonia: Social Aspects**

---

**MR. JURI SAAR**

Criminological Research Unit, Institute of International and Social Studies, Tallinn

My presentation is based on results of the study, conducted in Estonia this spring by research group organised by Institute of International and Social Studies, Estonian Pedagogical University.

The aim of our work was to study prostitution in Estonia, concentrating on the demographic and social characteristics of the persons participating in the sex business. The social factors, increasing likelihood of choosing this business were studied as well. We were trying to analyse to what degree the women participating in the sex business are victims of exploitation and violence. We studied the public representation of migratory prostitution via mass media.

To have a clear picture of prostitution in Estonia and its relation to trafficking in humans, we have studied earlier materials and reports on the subject, Estonian legal regulations and statistics on crime and migration. Two Estonian dailies and one weekly newspaper were studied on bases of methodology, which was balancing on the border of content- and discourse analysis. The articles were collected searching for the terms prostitutes, prostitution, and their synonyms in the leads and texts of the articles.

For the primary data, we have interviewed

- ◆ the experts
- ◆ the members of relevant target groups.

The experts included

- legal professionals,
- members of NGOs
- people who had direct relations to prostitutes

Of the target groups, the following were interviewed:

- five women, who have participated in the business of prostitution in Estonia during the study
- we also wanted to interview men, who had used the services of prostitutes but had difficulties finding volunteers. We managed to interview one person who visited a prostitute.

The present study was based on three general theoretical and conceptual starting points.

First, the **social concept of prostitution**.

In Estonia, the socio-economic changes of the last decade have to be carefully considered when studying prostitution. The development of economy over social sphere, rapid stratification, drastic changes in mentality- they all have part in the transformations of this phenomenon. Also, global expansion and interlinking of sex and pleasure business (such as increase of pornography, frequent usage of sexual motives in advertising industry, more daring and exposing fashion, invasion of the elements of behaviour and attributes from the sex-business in pop music and film industry) have influence on these processes in Estonia.

Prostitution is also seen to be related to other social problems - such as crime, drug addiction and sexually transmitted diseases (STDs). Not being seen as isolated from other social vices, it often has relations to the criminal world. Different forms of crime may be related to prostitution - including pimping, corruption, tax evasion, drug dealing, illegal migration *etc.*

The second starting point of the study is the **theory of migration**, according to which migration is an increasingly global phenomenon. It is related to the globalisation of the capital and work markets, increasing the freedom, possibilities and a tendency to move from the economically poorer countries to those economically wealthier. While the part of the Soviet Union, Estonia was influenced by intense inner migration, it was not touched by the flows of international migration. Today the situation has changed drastically. In the context of European Union, Estonia can be treated mainly as the source of migration. Along with the economic development and raise in well being it may also become a country of destination.

The third point was **the three-step-model of human trafficking**. Applying this model to prostitution related to Estonia we needed to look at two possible schemes: first - the recruitment of prostitutes from Estonia and the process of mediating them to Western Europe. Second - recruitment of prostitutes from abroad and mediating their entrance to Estonia. Estonia's contribution to the migratory prostitution is not noticeable due to the small population. On the other hand, it has become a transit and destination country for those migrants who come from Russia and other ex-Soviet Union countries.

Now I would like to give a short overview of prostitution and sexual business in Estonia since 1991.

Since the collapse of the Soviet Union, unforeseen opportunities for all sorts of activities opened for the people. The beginning of 90s saw the first undertakings offering sexual services in rented apartments. Such activity offered services in the places with rather poor conditions or the possibility to order the girls by phone to hotel rooms, to private parties *etc.*

Due to a sudden opportunity to talk openly about sexual life, the phenomenon enjoyed a short term open acceptance in the early 90s in the form of erotic dancer's competitions being transmitted on national TV, rather liberal views spreading not just in the newly founded soft-porn magazines, but even in regular newspapers.

Uncontrolled sex-business activities peaked in 1994-95 and started to decrease since 1996 in relation to the changes in legislation, formation of more stable market

situation and changes in the public opinion towards more negative. Also, small firms ran out of business and prostitutes had to relocate into hotels, saunas, night clubs and other businesses, that officially had other purposes.

The phenomenon has mainly disappeared from the public scene and has been linked to the criminal world. Prostitution and sex-business tend to be financed, controlled and regulated by organised criminal structures with the help of corrupt officials. This makes it difficult to identify the houses accommodating such undertakings. Prostitutes do not reveal much of the background of their job, this obstructs the control, but also the study of such phenomena. Classical forms of prostitution combine with other forms of sex-business to such an extent, that it is often impossible to draw clear lines between prostitution and such activities as escorting services, strip-tease bars, premises providing different types of erotic massage, erotic and pornographic magazines and films.

Changes in the geography of the service occurred as well. Sex-business is now firmly located in Tallinn, other bigger cities (Tartu, Narva) and holiday resorts (Pärnu, Haapsalu) where there are more wealthy clients. Prostitution has crossed the borders of Estonia, with a number of girls searching for a better income abroad (Finland, Germany, Holland). With the development of Estonia's image of economic success, it has become a target country for the prostitutes from the surrounding areas, *for example* Russia and Latvia. The original intentions of the migrating prostitutes may or may not have been to be involved in prostitution.

Prostitution in Estonia belongs to the "grey zone" – it is not criminalised nor legalised. The official attitude to the phenomenon is limited to moral condemnation. Such unclear legal status causes a situation where there is no adequate overview of prostitution and its distribution. Were it to be legalised, it would require state control in a certain legally specified way (licences, regular medical check-ups *etc*). Were it to be criminalised, it would be systematically observed and controlled by law enforcement institutions.

At the same time, mediating prostitution, organising it and cajoling to prostitution is punishable under criminal law. In reality, all the regular prostitution in Estonia is functioning via pimping. The persons, organising, funding and profiting from the sex business, are part of the organised crime. Unfortunately this is hidden from the state statistics. Therefore, these sources can give us no adequate or sufficient data on the subject, nor can they provide information on trafficking in humans.

All this creates situation where some information about prostitution and even opportunities to work abroad as prostitutes are freely available to anyone, but are not used by the state institutions. The only institutions, taking interest in what is happening, are a few NGOs, and, by now, a few social scientists.

There is a third institution interested in the subject, the media, which has transformed through the last decade. When concentrating on the subject of migratory prostitution, the analysis reveals a tendency to describe the migration of Estonian prostitutes to other countries as an activity of ambitious and capable ladies. Same time the inner migration (from mostly poorer parts of the country to Tallinn) is described as problematic and related to several social vices. The women, taking up such migration

are described as naïve and poor. It is the mental hierarchies of developed-underdeveloped regions, which are considered when migration processes within and between the countries are discussed.

Different types of media is presenting the information and availability on prostitution and potentially, on trafficking, but this information is not being used by the authorities to establish control over the processes.

The actual number of prostitutes is only very generally estimated and controversial. It is rather interesting, that the numbers offered by different institutions are very similar to the numbers of registered prostitutes in 1920-30s, when there were ca 1000 registered prostitutes and twice as many illegal prostitutes. The same applies to the number of brothels and flats offering sexual services: in Tallinn it has been estimated to be between 20-30 of houses and about 40 apartments. There has been a big change in the nationality of the prostitutes: in the 1920s, 90% of prostitutes were Estonians; now, about 80% of the prostitutes are estimated to be non-Estonian origin. Of course, there has also been a considerable change in the proportion of different nationalities in Estonia. From 5% of non-Estonian population before occupation, it has risen to 30% currently.

The range of migratory prostitution is estimated as follows in recent years: there have been a few hundred to a thousand persons, who have left Estonia and taken up prostitution abroad. Persons who have come to Estonia to prostitute, are estimated to remain within the limits of a few hundred. For the latter group, the information is particularly imprecise.

The base for trafficking in humans in Estonia is the socio-economic situation, which puts some groups in the society in front of such a choice. The prostitutes are considering their work as inevitable, or work as any other and do not express much emotions about their potentially condemned position. The pimps are not mentioned as exploiters due to the fear of the pimps or legal institutions.

The NGOs have access to the target groups more easily. This uncontrolled information may however be subjective and inadequate.

The risk groups in today's Estonia to become prostitutes are

- Non-Estonian (mainly Russian)
- Persons without Estonian citizenship
- Persons from North-Eastern Estonia or Tallinn
- Women with high-school education or without finished high-school education.

The problems of prostitution and trafficking in humans need further, deeper and more regular scientific exploration. The hidden and complicated nature of the phenomenon cause the situation where effective research requires considerably more time. It is essential to use snow-ball sampling technique and to instruct the interviewers far more thoroughly.

## **Main Conclusions of Research on Sociological Module of Prostitution in Latvia**

---

**MS INNA BRONISLAVA ZARINA**

Latvian Women's Studies and Information Center, Latvia

Research in the area of sexual activities is notorious for the difficulties that arise out of indirect language and the wide variety of moral and cultural values. Discussions of trafficking, at least in part, inhabit that same complex world. Highly regarded definitions and conventions start from particular points of view that can exclude certain kinds of solutions. The convention on trafficking treats coerced human slavery and the organized sex business as the same, but the strategies and responses necessary to treat them may be quite different. While contemporary thought appropriately leaves no place for slavery, some countries are finding semi-legal alternatives for commercial sex; for instance, Latvia like other countries has many informal means for dealing with its growing awareness of the problems related to prostitution.

Even five years ago, the Latvian NGO "Gender" did a survey that showed that there were several risk groups among Latvia's women with respect to the possibility of their becoming involved in prostitution—and by the strongest implication being a victim of trafficking (Kurova, Zarina, 2000). The chances of becoming a prostitute were increased if the woman:

was aged 16-17 from Rīga,  
*or* was aged 14 and older from other cities and rural areas,  
*and* was a high school graduate without a job,  
*or* was a young women who had not finished high school.

Underage girls were not only becoming more involved in prostitution, but they were also working the most intensive regimes, and they were least protected against the whims of pimps and the owners of sex clubs.

Newly arrived prostitutes, as well as underage prostitutes, were subject to greater risks of contracting STD's than were the older Rīga prostitutes.

The most marketable quality in these prostitutes was their youth. This is one of the reasons why the laws in economically developed countries specifically defend minors, and serious penalties exist for involving underage people in prostitution. Citizens of these countries can, however, come to Latvia and take advantage of underage prostitutes in a country where children are not sufficiently protected by law and by relevant actions. Limitations on prostitution that were adopted by the Cabinet of Ministers have not resolved the problem. The elements in the regulations which were supposed to protect children against becoming involved in prostitution have not been fully implemented.

Any real attempt by the police to battle prostitution is called into question by the fact that police officers remain active clients of prostitutes along with other generally well-off clients. If those who work in law enforcement structures are among the clients of prostitutes, then there are some uncomfortable questions to ask about the ways in which prostitution is being opposed.

The problem was shown to be complicated in Latvia by the polarization of the many people with very low income over and against some with very high income, which creates a fertile situation for the development of prostitution. This is still manifested in Latvia through a wide variety of forms of prostitution—"highway prostitution," club services, sex on the Internet, and ever more frequently prostitution abroad .

Of course, against a background of poverty and an insufficiently developed legal system, it has been difficult to find the resources that could be brought to bear in the fight against trafficking in women.

The 2001 IOM project has spoken with a wider range of informants on both sides of the law. *Unfortunately*, the project has not revealed a great improvement in the situations concerning prostitution and the trafficking in women in Latvia. *BUT*, at least, we know a little more about it, which I can discuss with you.

There is an organized sex business in Latvia that has close links with the legal entertainment industry. The business began to organize in the very early 1990s, when a very rapid shrinkage occurred for job opportunities. The organized sex business exists on the streets and through clubs where the process is masked behind the appearance of a legal business. Irrespective of the form of activity, however, the organized sex business, including individual prostitution, is of an international nature, and there is close cooperation with partners in Poland and the economically developed countries of the West. Latvian prostitutes work most commonly in Germany, Switzerland, Italy, Denmark, the Netherlands and other Western countries.

Women from Latvia are sold into slavery for sexual exploitation in other countries, especially Turkey, Israel and western countries. Because this is an anti-social and involuntary activity, it must be seen separately from the organized sex business in Latvia. The fact that the law treats the organized sex business and the process of human trafficking on equal terms makes it more difficult to eliminate trafficking in human beings.

Law enforcement agencies primarily mobilize their resources in battling the external manifestations of the organized sex business and in fighting the lowest stratum in prostitution. This is not so much against the organized sex business and the trafficking in human beings as it against the criminal structures that distribute drugs and rob people and apartments.

Prostitutes who go to earn money in foreign countries usually leave Latvia legally, but once they get to the West, they often use forged Latvian or Lithuanian passports to allow them to stay in the countries for 3 months. There are also illegal ways of crossing the borders. The variety of routes makes it fairly easy for prostitutes to go



abroad, and it is likely that those who traffic in women also take advantage of these routes. The girls and women who are taken away in this system have all of the necessary documents, but they may well be forged.

No matter which form of prostitution is considered, all prostitutes say that they need money and a source of income, including those who engage in prostitution even while working at a legal job. More than one-half of prostitutes come from “normal” families, and only one-third have less than an elementary education. One-quarter are ethnically Latvian, and three-quarters are Russian speakers. Approximately two-thirds claim to be citizens of Latvia, but the claims to citizenship give enough advantage to the non-citizens in this situation so that some of our informants habitually lie about the fact. Almost all of the prostitutes smoke regularly and drink regularly, but not necessarily to excess. Perhaps surprisingly, they seldom use drugs, except for the marginalized bottom rank of prostitutes.

The ordinary streetwalker for whom prostitution is the main source of income can earn as much as Ls 300 per month in Rīga with an average of 2 clients per day. This excludes the most pitiful category of prostitutes – those who work the train station and market just to get drugs or food. Girls who work intensively at clubs earn Ls 300-500 per month with an average of 3 to 5 clients per day. The person who runs the prostitute receives at least as much money as the prostitute does, and sometimes more.

Prostitutes in foreign countries earn an average of Ls 2,000-2,500 per month with an average of 6 or 7 clients per day. The pimp or club in Latvia which sent the prostitute abroad gets at least as much money.

The highest-ranking government officials in Latvia average only 50% in wages of what the average prostitute abroad earns. Prostitutes who work in Latvia have an income that is 3 times higher than the average monthly wage and even twice that of someone with a higher education. Reporting these figures is an outrage; I sound like the best advertisement for that profession.

The circumstances that might limit the desire of Latvia’s residents to go to Western Europe to earn money well might be similar to the ones which, according to surveys, would lead approximately three-quarters of prostitutes to quit the business in Latvia:

The minimal wage would have to be no less than Ls 150 per month – this is equal to approximately twice the value of the minimum “basket” of goods and services; Unemployment would have to be reduced through the creation of new jobs.

Because education directly affects employability and creates greater opportunities and choices, the share of GDP that is devoted to education must be increased significantly and in a targeted way so as to:

- ◆ Improve the quality of education for young people significantly to reduce the risk of their becoming the victims of organized crime;
- ◆ Expand continuing education to remove people from the margins of society;
- ◆ Halt the feminization of poverty by raising wages in areas in which women are educated, the “womanly” health and education sectors, which have particularly low wages.

When it comes to the free movement of labor in the countries of the European Union, prostitution is also subject to the rules of the labor market. This must be remembered if we are to halt the malicious exploitation of prostitutes and the sale of prostitutes into slavery. When we look at the flow of prostitutes, we must also look at the flow of clients – the flow of guest workers and tourists. In order to do this, we must look at the models for prostitution in various countries; perhaps laws and regulations which serve to increase the mutual responsibility of those who receive and those who provide sexual services would help.

If we might leave aside for the moment the moralists' issues that are found in Latvian society (and I am sure others), we might be more ready to make some of the more radical decisions that seem to be necessary. There are specialists who feel that sexual services in Latvia must be organized in a way which allows the service provider to keep the money that is received from the client, paying the social tax in order to provide for the service provider's health and old age. Prostitutes could go abroad on the basis of legal contracts with employers, undermining the bases that traffickers have for their activities. Some economically developed countries are working actively in this direction. There is no evidence that if greater order were imposed on the prostitution business, there would be an increase in the number of prostitutes. The fact is that there are limited numbers of potential clients, and there are also socially limiting norms in this area in Europe, including Latvia.

Education and information for the public would be promoted if every instance when there is trafficking in women were analyzed in detail in the press. For instance, our journalist informants regularly receive requests for advice and help after they run stories on these subjects. Support must also be given to the NGOs that provide education to risk group members.

Attached are some indications of the less conventional and wider range of informants that have contributed to a broader understanding of the complexity of these problems.

### **Sources of information**

Because the provision of sexual services is illegal, the author has been forced to use fairly unusual sources of information in studying this issue:

#### **1) Basic information from non-standard interviews:**

- Among those people who come into contact with prostitution as the result of their work, the author interviewed 10 officials – 4 from the Criminal Police Headquarters, including the Vice Squad and the Missing Persons Division; 1 from the Migration Police; 4 from the Border Guard; and one from the Citizenship and Migration Board;
- Among those people who are involved in legislative and executive authority, the author interviewed MP Imanta Logina, who is a member of Parliament's Defense and Interior Affairs Commission; Taiga Zvejniece of the Citizenship and Migration Board; and Ieva Lapiņa from the Consular Department of the Latvian Foreign Ministry;

- Among prostitutes, there were in-depth interviews with 21 people – 10 active prostitutes who have not worked abroad; 10 active prostitutes who have worked abroad in various countries; and one illegal immigrant;
- Among specialists who deal with various prostitution-related issues, the author interviewed 9 people – Andrejs Vilks, director of the Criminology Research Center; Regīna (false name), the owner of a sex club; Judīte Pirska and Ilze Jākobsons, physicians and officials at the National Center for Sexually Transmitted and Skin Diseases; Ailona Dārzniece, a long-time employee of the Vice Squad; Ludmila Laudama, a long-time employee of the National Employment Service; Gita Miruškina, a lawyer who works at the Labor Inspectorate of the Latvian Welfare Ministry; Maija Pohodņeva, a journalist who investigates organized crime, including crime in the sex business; and Ivan (false name), who drives a taxi cab in Rīga;
- Among people who represent humanitarian organizations, there were interviews with 3 people – Olafs Brūveris, who is the director of the National Human Rights Bureau; Tatjana Kurova, director of the “Gender” (counseling prostitutes) NGO; and a volunteer activist at the “Papardes Zieds” (educating youth on reproductive issues) NGO.

2) There was a formal survey of 10 Latvian women who are in the Netherlands, involved in the prostitution business.

3) The author held in-depth interviews with 2 former prostitutes, Māra (false name) and Anna (false name). Anna had worked abroad.

4) There was a focus group interview with representatives of a major risk group in this area – young women who work as models.

5) The author obtained unpublished data from the National Border Guard, the Labor Inspectorate of the Welfare Ministry, the National Employment Service, the Information Center of the Interior Ministry and the Vice Squad. These are materials that primarily focus on unlawful migration, on the ways in which people get into other countries, and on violations of the law in relation to prostitution.

6) The author studied articles, facts and commentaries about prostitution and trafficking in women that have been published in Latvia’s leading daily newspapers in 2000 (33 items) and the first quarter of 2001 (46 items).

#### **Published sources:**

**CSBL (Central Statistical Bureau of Latvia) (2000).** Latvia. Statistics in Brief. Rīga: CSBL

**CSP / CSBL (2001a).** Darbaspēka apsekojuma galvenie rādītāji (2000. gada novembris). *Statistikas biļetens* / Labour Force Survey: Main Indicators (November 2000). *Statistical Bulletin*. Rīga: CSP

**CSP / CSBL (2001b).** 2000. gada tautas skaitīšanas provizorisks rezultāti / Provisional Results of the 2000 Population Census. Rīga: LR CSP

- CSP (2001).** Dzīves apstākļi Latvijā 1999. gadā. Rīga: LR CSP, 233 pp. (in Latvian) / Living conditions in Latvia in 1999
- Eglīte, P. (1999).** The Feminization of Poverty as the Main Problem for Latvian Women. In-Joint Project Between the United States and Finland on the Promotion of the Status of Women. Seminar in Riga, 14-15 March 1999
- Kamenska, A. (2001).** Trafficking in Women – Latvia. Report. Rīga: Latvian Centre for Human Rights and Ethnic Studies, p. 16
- Kurova, T., Zariņa, I.B. (2000).** Prostitūtu aptaujas rezultāti Latvijā. / A Survey about Prostitution in Latvia. In: Gender Equality in Latvia at the Treshold of the New Millenium. Marina Thorborg & Inna Bronislava Zarina (eds.). Rīga: LSPIC (Latvian Studies and Information Center, pp. 104-151
- Markausa, I.M. (2001).** Migrācija. Gr.: Dzīves apstākļi Latvijā 1999. gadā. Rīga: LR CSP, pp. 43-58 (in Latvian) / Migration. In: Living conditions in Latvia in1999
- Mihailova, M., Marahovski, V. (2001).** Ot sadista mī cbezali goliye, no v subah. Newspaper *Cas*, February (in Russian) / We ran away naked from the sadist, but in a fur coat.
- Orleāna, M. (2000).** Kontrolējama, civilizēta, higiēniska. Pagaidām neiespējama. *Likuma Vārdā*, December (in Latvian) / Controlled, civilized, hygienic: Impossible for the present.
- Paparde, I. (2000).** Plāno atvērt nakts patversmi prostitūtām. *Neatkarīgā Rīta Avīze*, 9 May (in Latvian) / Plan for opening a night shelter for prostitutes.
- Paparde, I. (2001a).** Baltiju dēvē par Rietumeiropas seksa centru. *Neatkarīgā Rīta Avīze*, May (in Latvian) / The Baltics as a so-called sex center for West Europe.
- Paparde, I. (2001b).** Brīdina par bērnu tirgošanu internetā. *Neatkarīgā Rīta Avīze*, 6 March (in Latvian) / Warning about ‘trafficking in children on internet’.
- Pohodņeva, M. (2000a).** Latvijas meitenes Dānijas bordeļmafijas nagos. *Rīgas Balss*, 27 December (in Latvian and Russian) / Latvian girls in the claws of the Danish bordello mafia.
- Pohodņeva, M. (2000b).** Mazās Čaka ielas puķītes. *Rīgas Balss*, 25 January (in Latvian and Russian) / The Čaka Street flowers (child prostitutes).
- Pohodņeva, M. (2000c).** Prostitūcijas plāvās gaidāmi plāvēji. *Rīgas Balss*, 9 October (in Latvian and Russian) / Reapers in the fields of prostitution.
- Pohodņeva, M. (2001).** Prostitūcijas sērga rīdzinieku acīm. *Rīgas Balss*, 15 March (in Latvian and Russian) / The plague of prostitution in the eyes of Riga.
- Rīga. Adult's Guide (2000).** Publisher: BILAT, Ltd.
- Rozenbergs, G. (2001).** Ciešā kopdzīve ar ēnu ekonomiku. *Kapitāls*. Nr 3, pp. 22-30 (in Latvian) / Close cohabitation with the shadow economy.
- Rungule, R. (2001).** Izglītība. Gr.: Dzīves apstākļi Latvijā 1999. gadā. Rīga: LR CSP, pp. 59-78 (in Latvian) / Education. In: Living conditions in Latvia in1999
- Salt J. and Stein J. (1997).** Migration as a Business: The Case of Trafficking. International Migration. UK: Blackwell Publishers Ltd., Vol.35(4), pp. 467-491
- Vaivars, A., Fridrihsone, M. (2000).** Zaļā gaisma nepilngadīgo prostitūcijai. *Jaunā Avīze*, 17 October (in Latvian) / A green light for under-age prostitution.
- Vāvere, A., Mozalevskis, A. (2000).** Vīriešu prostitūcija Latvijā. *Jums, Kolēģi*. Nr 6, pp. 38-39 (in Latvian) / Male prostitution in Latvia.

# Trafficking in Women in Lithuania: Magnitude, Mechanism and Actors

---

MS AUDRA SIPAVIČIENE  
IOM Vilnius, Lithuania  
MS DANUTE TUREIKYTE  
Vilnius University, Department of Sociology

## 1. Introduction

The issue of trafficking in women in the Baltic States and especially in Lithuania has recently attracted a great deal of attention from media, government agencies, NGOs, and certain international organisations. Unfortunately, research on this subject seems to be significantly lagging behind. Available information is quite fragmentary and usually reflects the attitude of the organisation - rather negative from law enforcement institutions and very sympathetic from NGOs.

Undoubtedly, the issue of trafficking in women belongs to very difficult ones, which are complex, sensitive and concealed. Furthermore trafficking in migrant women in the Baltic States is fairly recent phenomenon, owing its novelty to newly acquired freedom of international travelling, and the introduction of market economy.

To sum up: the issue of trafficking in women in the Baltic States is a new one, an urgent and increasing, especially in Lithuania, but quite little is known about it to be able to cope with it, to prevent and combat trafficking in women. Such situation, as well as the address by Baltic governments was the rational for IOM to initiate and implement the Project "Research, Information and Legislation on Trafficking in Women in the Baltic States".

## 2. IOM Anti-trafficking Programme in the Baltic States

The Research Project which was carried out with the financial contribution from Finish and U.S. governments is only the first module of a larger three-stage comprehensive programme (further supported by SIDA), that will increase the Baltic states' awareness on the problem and enhance their administrative capacity – both on the level of governmental agencies and NGOs - to deal with and prevent trafficking in women.

**Research.** In the framework of this project 2 types of researches are carried out: legal and sociological. The main aim of Legal approach is to analyse the current state of national legal instruments and practices related to trafficking in women in each Baltic State, and incompatibilities, if any, with relevant *acquis* and international norms. The aim of the Sociological module - to explore and extensively describe the magnitude, mechanism and actors of the prostitution and trafficking business, factors leading to that employment. The ultimate objective was to analyse the extent to which women

involved in prostitution are subject to exploitation and abuse, and the significance of being a migrant for that phenomenon. Below are some major results of this research.

### **3. Magnitude of trafficking in women and prostitution in Lithuania**

It is quite complicated to speak about scope and dynamics of trafficking in women and prostitution, due to its largely clandestine character. Therefore only indirect evaluation or more precisely “guesstimates” are possible about the numbers. Rather, it is possible to speak about the mode, i.e. “how” and “why”. In general, trafficking in women is closely interrelated with prostitution business: local sex industry and trading women abroad are two parts of the one phenomenon.

According to Police department trafficking in women develop in 3 main direction: 1) street prostitution; 2) women working as prostitutes at the clandestine agencies, brothels; 3) export of women to other countries.

**Street prostitution.** Street prostitution is considered to be the “lowest” category, but more or less "open" and “free”. Evaluation of number of prostitutes working on the street all over Lithuania is hardly possible. However we are speaking not about solitary instances. According to social diseases consultancy Centre “Demetra” data, only in the region of railway and bus stations no less than 130 prostitutes are providing sex services every day. And these are data only on one quite small area in Vilnius. According to some experts, street prostitution form up to 50% of sex business, though many others think that its share is much lower. Street prostitution include nationals as well as immigrants from neighbouring countries, mainly CIS.

Even though street prostitution is considered to be rather “free”, prostitutes cannot choose another region / street since prostitutes’ work places are under control of criminal elements. In addition there is big competition between prostitutes themselves, which do not allow newcomers to enter this “market” freely. Street prostitutes include as Lithuanian nationals, as well as immigrants from neighbouring countries, mainly CIS.

Among street prostitutes there are also minors. Number of minors could be even higher, if other prostitutes would not fight against them.

**Sex services providing agencies, brothels.** The biggest share of prostitution business is well organised and controlled by agencies. According to AIDS Centre’s evaluation only in Vilnius from 1000 to 3000 women may be engaged in prostitution. Police evaluation is somewhat lower, however direct figures on the scope are, of course, non-available.

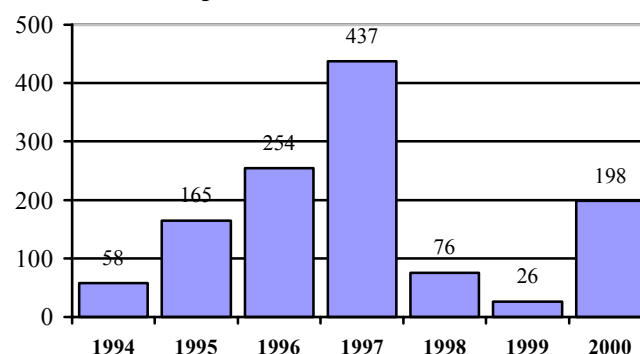
Police experts were trying to make some evaluation of scope basing on agency advertisements. According to them, in Vilnius on average there are around 30 advertisements every day, 6-8 prostitutes work in every agency. But the agencies do co-operate between themselves and the prostitutes may be borrowed, sold any time - it depends on current demand.

Since prostitution in Lithuania is illegal, official advertisement sounds like “flowers to your home”, “massage”, “soft massage”, “escort services”, etc. In addition to above mentioned agencies, there are so called “closed” or “private” agencies, which do not advertise in public in any way, and provide sex services only for clients with “recommendations”.

Therefore direct evaluation of the scope of prostitution in Lithuania is really hardly possible. Indirect figures, e.g. data of the Ministry of Interior on dynamics of the registered administrative cases for prostitution (Graph 1), to our opinion, more reflect changes in methods of work (or attitudes) of police towards combating prostitution, not prostitution business itself. I.e. the dynamics of cases against prostitutes does not correlate with real prostitution dynamics.

**Graph 1.**

**Data of the Ministry of Interior on registered administrative cases for prostitution in 1996 - 2000**



With regard to “labour force “ supply foreigners including illegal (or even exclusively illegal) are the integral part of it. Apart from push factors in their home country, which force women from Belarus, Ukraine, Russia to seek fortune abroad, there are also pull factors in Lithuanian entertainment business - “Russians” (usually all Russian speakers are called this way) are in demand since they provide “any kind of services”, “have less requirements”, “more delicate”. On the other hand, in such a business, foreigners are needed just for change.

Most experts indicate, that even though the number of foreigners is still significant (expert evaluation varies of about 20-30 %), - it has decreased. There are several reasons, why number of prostitutes trafficked into Lithuania has fallen down. First, introduced visa regime with CIS countries and improved border control to certain degree discourage traffickers. Second, foreign prostitutes are pushed out by the locals frequently coming from small provincial towns or villages. Whereas others use Lithuania just as a transit country (frequently its traffickers choice) for only a temporary stay and with the first opportunity move further to the West.

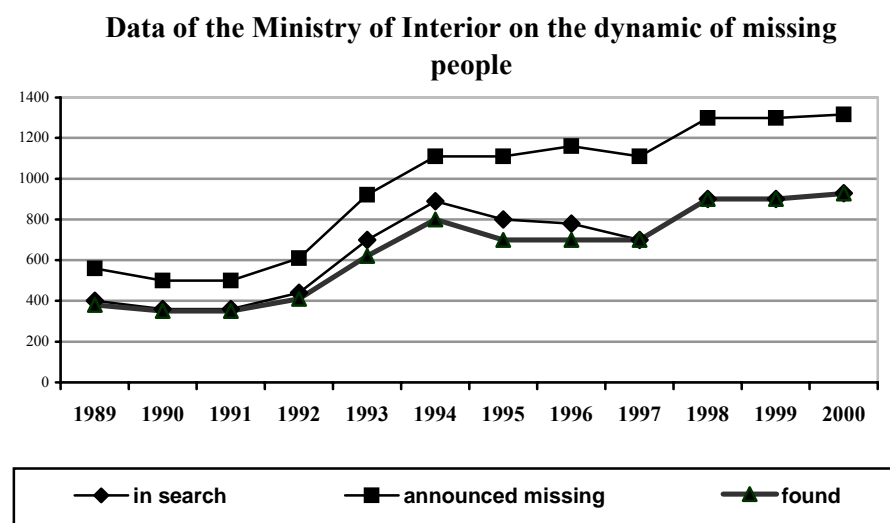
#### **Trafficking of women across the borders/ Export of Lithuanian women.**

Trafficking of women from Lithuania to foreign countries is quite a new phenomenon, quite a new problem for society and law enforcement institutions. Therefore quite little is known about its status and development. According to Lithuanian Interpol information, there is no doubt that trafficking in women

conducted by organised criminals is on increase. Some indirect evaluation on the scope and especially dynamics of this phenomenon can be derived from the data on missing people, including young women/ girls and on the data about deportations of Lithuanian citizen from other countries.

As it can be seen from graph 2 since the beginning of 1990 numbers of missing people in Lithuania have increased significantly and for the past few years have stabilised on a rather high level. Regretfully, but numbers of those “not found” has also stabilised at about 400 persons per year. With regard to missing young women under 30, the tendency is similar - over the past few years numbers have increased, as well as those “not found”.

**Graph 2.**



Of course only part of missing women are victims of trafficking. On the other hand, only minority of trafficking victims do not inform their relatives /friends about the departure (usually not mentioning or not knowing themselves real purpose of travel). Therefore the above data may be relevant only in several cases.

Data on deportations of Lithuanian citizens from abroad may appear more informative, since most of prostitutes/ trafficking victims detained abroad are deported. First of all significant increase in numbers is observed over the past few years. If in 1999 total number of deportations to Lithuania amounted for 1928 people, then in 2000 it has nearly doubled (3498). First 4 month of 2001 continue this tendency of increase.

Real numbers of expulsion of Lithuanian citizens from foreign countries may appear much higher, since only expulsions with formally issued deportation documents are fixed. As it can be seen from Table 2 most people are deported due to overstaying or their presence becomes illegal because of illegal employment. Trafficking as a reason is never mentioned, even if it is known. Besides, women form only 30% of people deported to Lithuania.

With regard to countries of destination - United Kingdom and Germany are the absolute leaders, followed by Nordic countries and the Netherlands (Table 3).



If some years ago the main trafficking flows were directed to Israel, Greece, United Arab Emirates and Turkey, then recently prostitution business has turned to Germany, Holland, UK, France, Sweden. According to the latest information from the Police Department Spain is rapidly becoming the new target country. Increase in trafficking cases was also fixed by some receiving countries, such as U.K., Denmark, Germany. E.g. among officially registered trafficking victims all over Germany in 2000 Lithuanian form 14 % and according absolute numbers are in the 4<sup>th</sup> place, after Russia, Ukraine, Poland. However, proportionally, i.e. evaluating the number of country's total population - Lithuania may be considered as an absolute leader.

According to Vilnius Airport Border Guard service experts now every second flight from Germany brings women who are suspected of being engaged in prostitution. In general, most frequently trafficking victims are returned from Frankfurt, Berlin, Amsterdam. Vienna and Paris flights sometimes also bring trafficking victims, whereas returns of victims from Israel have decreased. Lithuanians form significant share of trafficking victims in U.K.

In sum, it is possible to assert that most official numbers are quite contradictory. On the other hand, they do not include big portion of returned trafficking victims; on the other hand, foreigners holding false Lithuanian passports are included. Despite all these contradictions, experts are convinced that trafficking in women from Lithuania is increasing and becoming a real urgent problem.

#### **4. Reasons of women's migration, trafficking in women and prostitution**

##### **Reasons of women's migration – experts' opinion**

According to experts, main reasons for migration are **economic** reasons. Firstly – a high unemployment level in Lithuania. Poverty makes them look for the most elementary source of income. Then, as they say “one would clutch straws to survive”.

Secondly – the absence of any perspectives. Even the employed people have hardly enough means for a modest living. Wages are low (in addition, women earn 1.4 times lower salary than men) and a young girl without higher education has very little possibilities to earn money, for example, to buy a flat. Rumours are going around about how much one can earn abroad during a summer, a year. This is also an incentive to go and look for better life in foreign countries.

Another reason of women's migration is searching for happiness. The women leave their native country dreaming to find a husband and get married abroad. Hence, they look for their own “opportunity”. The effect of successful examples is undisputed.

**Reasons of trafficking in women** The main reason of trafficking is money, big money. All the experts were of the same opinion: craving for money makes people forget and disregard moral standards of intercommunication, nobody thinks of the harm done to others. As compared with other countries of Central Europe the Lithuanian women are cheaper and do not know their rights so well, they cannot defend themselves. Therefore they are in great demand.

In the opinion of experts, the old patriarchal culture of Lithuania has a certain effect on the development of business of trading in women in Lithuania. Many men have a deep-rooted attitude towards a woman as an inferior human being. It seems quite

normal for a man to have the right to dispose of a woman in the way he wants, as he feels superior to her. Hence, if he thinks that a woman can provide pleasure to a man, he finds it quite natural to make use of it, simply to sell her.

Trading in women exists for another reason as well, because practically nobody is punished for it. The number of cases against traffickers in the court is really insignificant. It is quite seldom that women, who managed to escape from the trap of pimps, dare to appeal to court. They are ashamed of what happened to them, frequently are frightened and threatened. It takes a long time for the case to be investigated in the court and the traffickers often manage to get away clear.

Expanding prostitution business as in countries of destination (demand) as well as in countries of origin (supply) may be evaluated as an additional factor stimulating cross-border trafficking.

### **Reasons of engagement into prostitution: experts' opinion**

One of the main reasons of prostitution is bad economical living conditions. This is most true when we speak about street prostitutes. Street prostitution is most often related to economic reasons, with female unemployment, in particular. The unemployed women start engaging in prostitution because they have to feed themselves, to feed the family, children. The survey of 142 sex workers conducted by the Social Disease Centre "Demetra" showed that prostitution was the only and the main source of living for 93.4 per cent of the interviewed women who engaged in street prostitution. And not only for them, for their families as well.

On the other hand, speaking about the reasons of prostitution, experts do not relate them to economic reasons alone. Only "street" girls start to engage in prostitution on account of poverty. Prostitutes who work for agencies engage in that business not because of poverty. These are non-existential reasons. It has been noticed that once a girl starts engaging in prostitution on account of economic reasons, with time she gets used to it.

Other reasons of engaging in prostitution are found in the family. Parents using alcohol asocial way of life and the surroundings in which loose morals of a growing girl are factors that push the girl to prostitution.

Traumas of sexual violence suffered in early childhood are listed as one of the very important reasons of prostitution. As has been noted by experts, if a girl of 9-13 years of age has been raped, most often by her father, stepfather or mother's cohabitant, the effect of that horrible experience on her mental state will remain for the rest of her life. Unless she is cured of this trauma, there is only one step to prostitution.

The effect of the media is assessed controversially. On the one hand, cases, life experience and situations covered by the media in which both persons illegally employed abroad and trafficked women find themselves make everyone think twice before accepting different proposals for work in a foreign country. On the other hand, the image of a prostitute formed by the media is quite attractive and admirable – she is nice, pretty, carefully tended.

Experts recognise that there are cases when girls enjoy being prostitutes. There are girls who think that this “job” is quite good, if compared to others they can get. There are also women, who are governed by insatiable sexual desires.

### **Reasons of engagement into prostitution - view from inside (prostitutes' point of view)**

As the interviews with prostitutes showed, they often explain their going onto the street to engage in prostitution by material deficiencies.

Another reason is also money, however, it is needed for buying drugs. There is an interrelation between prostitution and taking drugs. Sometimes girls start with prostitution and move on to taking drugs; sometimes – the other way around – they start with drugs and become prostitutes later. Prostitution is a mean for drug addicts to get money, so prostitution is as if “a possible way out of the situation.

Prostitutes-immigrants, who came to Vilnius by themselves, explain their arrival by several reasons. They usually complain about poor living conditions in their own country.

The girls who came from Kaliningrad region pointed out special reasons. Apart from material difficulties they, as a rule, indicated fear of contracting AIDS. In their opinion, to engage in prostitution in Kaliningrad region equalled a suicide. (According to experts of the Lithuanian AIDS Centre, up to 80% of prostitutes in Kaliningrad region are infected with HIV). On the other hand, customers in Lithuania are much better than those in Russia. There are prostitutes who expected indefinite success or were looking for “something” extraordinary, unusual.

## **5. Ways of being/getting involved**

### **Recruitment of Trafficking victims - experts' opinion and victims' stories**

Currently one of the main ways of involving women in a prostitution business abroad is deception or promises. This is done either through advertisements published in newspapers, which offer services to employ girls in foreign countries to work as au-pairs, nurses or do agricultural works, or through acquaintances. Upon arriving by themselves or having been trafficked there they find out that the work they had been offered is in reality prostitution. Women, who prior to being taken away know that they are offered to work as prostitutes abroad, are lured by high wages and the possibility to see the “wide world”.

In general, there are two ways of recruiting women for the purpose of subsequent trafficking abroad: (1) group recruitment, and (2) individual recruitment

**Group recruitment.** In many cases, group recruitment is more or less straightforward method, when women know or guess the real purpose of trip. Sometimes recruitment is done under the cover of dance groups. Advertisements are published in the newspapers, however when inquiring about the job details, usually some hints regarding sex services, or regarding striptease is dropped. On arrival to destination

country most women are deprived of their passports, frequently raped by the traffickers and then forced to prostitute themselves.

In other cases, recruitment is organised using the cover of tourist firms, sometimes non-existent. In that case traffickers are searching for women who want to work as prostitutes abroad, form the group and move as if a group of tourists. When already at destination – women are sold to bars, brothels, etc.

In general, now group recruitment is becoming more and more risqué, therefore wider spread is individual recruitment.

**Individual recruitment.** Individual recruitment may be done on accidental basis, or it may be targeted. In both cases women may be informed or may be not informed about the real purpose of trip, though usually official offer sounds like “working as au-pair, as a house keeper, in the cleaning services”, etc.

In some cases recruitment is still organised using advertisements in the newspapers, where non-existent firm offers non-existent work abroad. However, this type of recruitment is becoming less and less popular. Nowadays recruitment becomes more delicate and more personalised. Traffickers either search for women in desperate situation (case 1) or are trying to “become friends” and only then offer some “good job abroad and only for you, since we need a reliable person” (case 2). In both cases the consequences are more or less similar.

*Case 1. Once I was going with a minivan. Driver was Russian, he began to talk with me. When he found out that I know English, he told me that his mate could offer me housemaid's job abroad. I gave him my telephone number. The other day some guy called me. We met near the shop, there came another guy too. They explained me how much I will earn. I was supposed to work for three months and earn 1000 DEM per month. I agreed. After two weeks (during that period of time second girl was found) they took me from home. Guys arrived with small bus with bed on the top. They took us to Warsaw and then already in Poland one guy explained: “Stupid girls, what housemaids can you be. There are enough local housekeepers. You will have to make love.” Then they gave us bus tickets and put us in the bus Warsaw – Barcelona. They reminded us that they had paid 500 USD for each ticket. They also gave 100 USD to each of us.*

*Why I did not run away when I found out where and for what kind of “job” I was going? Well, I thought that I will trick them somehow and I will earn some.*

**Case 2.** *One day one my friend offered me a job in Germany. I knew him already for some 3 years, he has a nice family, children. I could not even suspect that he might deceive me in any way. Therefore I accepted his offer, more so that, the offer was according to my speciality, I was offered a job as a housekeeper on au-pair, my supposed duties also included teaching children mathematics. I was told that the owners/employers are very rich, therefore they do not want anyone from the street, and they need a reliable person, who could also teach children. Therefore a promised salary of 2000 DEM per month did not seem unrealistic.*

*I've heard all these stories about trafficking, but it even did not occur to me, that I am going to fall into that trap. I did not trust all these advertisements, I did not move with unknown people, I thought I knew where I myself am going and what I will do there. I moved to Germany together with that my “friend”. On arrival 4 Albanians*

*met us and that my “friend” sold me for, I think, 1000 USD. He took money and left me without saying a word. Later these Albanians explained that I was sold and I will have to work as a prostitute to repay the debt. Of course I opposed and wanted to leave, so they have beaten me so severely that only after 10 days I recovered. During all those 10 days they kept me at their place and I was raped many times. I was alone and no one could help me.*

**Marija**, Lithuanian, 24-year-old, high education, plus secretary's diploma.

## **6. Customers**

First of all it is necessary to stress, that when speaking about trafficking problems with experts - customers are usually never mentioned at all. There are problems with traffickers, with pimps, with girls - voluntary prostitutes or trafficking victims, but never client. As if they are not an integral part of the whole process, as if it is not them who create demand. Customers responsibility for buying a person is not on the agenda, not discussed even among NGOs and feminist activists (with very sole exceptions). Trafficking victims, they also do not see the problem in such a way: they can blame pimps, traffickers, clients' bad behaviour, etc., but never the fact of buying a person/woman as such.

On the other hand, women engaged in prostitution business gave quite a broad characteristic about who are their customers and their behaviour. According to local prostitutes interviewed, customers are very different: prostitutes often suffer from customers' violence: they are raped, beaten jeered at. There are prostitutes who say that nobody beats them or, to be more exact, they succeed in avoiding that. Prostitutes never feel safe. According the prostitutes younger customers are more cruel, whereas older ones are kinder.

However, in general, the attitude towards customers is rather positive and the more the customer pays, the better he is. In this way, the very fact of trading in human beings as if becomes not so important. The attitude, that this is precisely customer with his money who creates the demand, and subsequently creates trafficking problems is not yet on the agenda. Trafficking remains mainly women' problem.

## **7. Consequences of illegal migration, trafficking women and prostitution**

### **Experts' opinion**

Illegal immigrants are socially unprotected and they have no rights. They are exploited at work: they work more than others and are paid much less than the local labour force. They have nobody to complain to, nobody defends their elementary human rights. Even in worse situation trafficking victims.

Forceful trafficking of women means ruining women's lives. It is big traumas, which they feel till the end of their life. Women who are trafficked by force or fraud experience physical violence: they are raped, beaten, jeered at. They get a terrible psychological shock, become vulnerable, are easily drawn into the activity of different

organisations, sects. These women have a constant feeling of guilt – I was bad, now I am neglected, nobody needs me, etc. their families also have psychological problems.

Even, if the trafficked women beforehand know that they are going to work as prostitutes and voluntarily agree to that, they are exploited all the same. Apart from the problems that the very engagement in prostitution creates, they are strongly dependent on their traffickers or pimps. They become like things that can be sold, re-sold, and their pimps do whatever they like with them. In most cases trafficked women do not speak the language of the country and therefore they are simply manipulated. They are in constant debt – for their living place, their clothes, food, etc. and they work to repay for all that.

The most threatening consequence of prostitution is human health. Prostitutes are often infected with different venereal diseases. They pass on these diseases to their customers, and the latter pass them on to their families.

According to the data provided by the Social Disease Centre “Demetra“, 20.4 per cent of the 142 prostitutes interviewed had syphilis and 23.9 per cent had positive serologic reactions for syphilis, 14.8 per cent were ill with gonorrhoea; 14,8 percent had chlamydia; 12.7 per cent - trichomonosis; 59.8 per cent - bacterial vaginosis; 29.0 per cent - HCV; 12.7 – per cent - HBV; 1.4 per cent - HIV. According to experts, at present at least 2 HIV infected prostitutes “work” in the area of the railway station. No legal basis exists for isolating or at least prohibiting them to engage in such kind of work. Therefore all customers are subject to real danger of becoming infected, and consequently, there is also danger for their innocent family members to become infected too.

## **8. Ways of Assistance and Help**

Main trends in the activity of non-governmental organisations are of preventive nature: education, information and consulting of the public, as well as real assistance provided to women-victims and those who engage in prostitution. However, so far this assistance was very limited, has been accessible mainly in Vilnius and it is clearly insufficient, lack co-ordination and publicity, not to mention funds.

First, this is assistance by telephone. Several telephone help lines for women operate in the country when women can call should a problem arise. Trafficking victims, as a rule, know little about such telephone lines.

Second, dissemination of relevant information. Most information is not directly linked to trafficking problems, rather in one or another way related to it. For example, the Women’s Information Centre collected information about missing women and girls. This information has been forwarded out to consular missions and embassies of different countries, various women organisations in other countries. There are cases, though unfortunately only single ones, when concrete assistance was provided.

Third - practical assistance to trafficking victims. The Missing Persons’ Families Support Centre within the framework of its financial resources available organises practical assistance to the women who managed to escape while being forced to engage in prostitution abroad: a shelter, food, some other foods are provided.

Fourth – assistance in the sphere of health. The Social Disease Centre “Demetra“. of the AIDS Centre of Lithuania provides all kinds of assistance to trafficking victims, as well as women prostitutes working mainly on the street. Currently the programme aimed at reducing the harm done by LPI, HIV and AIDS to risk groups is being carried out: condoms, sterile syringes and needles, as well as consultations are provided.

Fifth – publications, educational activity. Since 1999 the non-governmental organisation “Prašities pėdos“ has taken part in the project devoted to the problems of prostitution. In 1999 the book “Trading in Women” was published, due to this organisation the film “Girls” has been shot.

Sixth – co-operation between non-governmental organisations and a network creation. Thus far co-operation of the non-governmental organisation has been inactive and the network creation is making its first steps and needs further strengthening.

## **9. Effectiveness of Combating against Trading in Women and Trafficking and Strengthening Assistance to victims**

Experts acknowledge that current methods, which are used both to fight against trading in women and their trafficking and to provide assistance to women / victims are not sufficiently effective. The results are far from excellent.

In experts’ opinion, the following directions to combat trafficking in women could be distinguished

- 1) Prevention of trafficking in women through a wide-scale information campaign.
- 2) Social assistance to trafficking victims, as well as women who are already involved in prostitution business, strengthening of relevant NGOs
- 3) Severe punishment for pimps and traffickers, including economic sanctions
- 4) Increasing the responsibility of the customer as a participant in prostitution
- 5) Strengthening of morals and implementation of the true human values in the society through education and training.
- 6) Forming the public opinion of intolerance to violence against a woman and trafficking in particular

### **Rendering the ways of fight more effective**

Pimps, traffickers have to be punished. Fight of the police and other structures against pimps must be made more active. The firm opinion of punishability for such an activity must be formed. Consequently, repressive measures against pimps and traffickers must be made stricter.

Strengthening protection of the state borders. Should a prostitute be caught, she must be deported and measures are to be taken to assure that she is not able to come back. Protection of state borders should be similar to that in Europe.

A preventive activity against violence on the whole and sexual violence, in particular, should be developed. Prevention of sexual traumas in childhood must be especially activated. It is necessary to bar the way to sexual violence in families and elsewhere.

It is necessary to draw attention to the fact that when speaking about prostitution, customers are absolutely ignored. The customer is as if a saint, the prostitute even a victim of trafficking is responsible for everything. The second part of that deal – a male is left aside altogether. The fight is waged only against women, whereas men are left intact.

An individual activity of different institutions and organisations should be co-ordinated seeking to make it systematic. It is important to achieve a closer co-operation between non-governmental and governmental organisations, it is necessary to create and strengthen the network of non-governmental organisations.

Fight against prostitution, as well as trading in women and their trafficking must be arranged on the governmental level. It is necessary to adopt the Government's program for fight against prostitution and trafficking in women as soon as possible.

### **Strengthening of assistance to women**

Legal, social, moral and medical assistance to trafficking victims who got into the trap of trafficking in women by force must be assured and co-ordinated. It is necessary to overcome a currently prevailing attitude that "women are to blame themselves", "it serves them right. What for did they move abroad?", etc. Special training for social employees of all levels are necessary; training and assistance to the non-governmental organisations, which encounter trafficking victims in their practical activity.

A wider and more versatile social assistance to women is needed. It is especially important to disseminate information in all possible ways about where and how women who encountered trafficking problems can appeal for help and receive it.

It is important to strengthen educational work aimed at dispelling myths about prostitution, as well as about prostitution in foreign countries. Educational work among young people, as well as in individual risk groups, must be developed.

Different posts of assistance must be established. Health and social assistance centres similar to that of "Demetra" are necessary. Since free medical assistance is provided at such centres, they are often the only public institutions that pimps permit their victims to visit.

Special courses where women were taught to turn over a new leaf in life, to struggle for their life, to respect themselves should be organised. On the other hand, it is necessary to provide assistance to trading and trafficking victims who try to resume a normal way of life after the experienced stresses. It is not only a shelter and comfort that such people need, they need encouragement, restoration of self-respect.



## The Nordic Programme to Combat Trafficking in Women: Political and Legal aspects

---

MR JOHAN ALLING

Nordic Council of Ministers secretariat, Denmark

I would like to thank our hosts for arranging this conference. It is a privilege for me to address such a distinguished forum of international experts of various disciplines.

At their yearly meeting in June last year, the Nordic Ministers of Justice decided to initiate a survey of the actions taken against Trafficking in women in the Nordic countries. That survey was ready in time for this year's meeting and I will base my following account on that survey.

Trafficking in women is not a crime in the Nordic countries. That is, the Nordic Penal Codes do not know such a legal term. In stead the Codes focuses on more specific actions like **procuring<sup>6</sup>, abduction, illegal entry into a country, organised trafficking in human beings, or buying sexual services.**

As you probably know one of the protocols supplementing the United Nations "Palermo" Convention against Trans-national Organised Crime contains a legal definition on Trafficking in persons, especially women and children.

"Trafficking in persons" shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs;

I would guess that any Nordic criminalisation of trafficking in persons would be made with that definition in mind. It is my intention to give you a glance of the Nordic legal landscape as regards Trafficking in women.

As I mentioned earlier the common denominator for the Nordic countries is that there is no special legal provision that criminalises trafficking in women. The provisions of the Penal Codes and the Codes on Immigration as regards *inter alia* procuring or Trafficking in Human Beings are being applied when it comes to the more specialised action of trafficking in women.

If my information is correct, there has been discussions in Sweden on criminalising Trafficking in women as such, and in Denmark the Minister of Justice has declared

---

<sup>6</sup> Notifiable offence of getting a woman to provide sexual intercourse for money.

that he will initiate changes of the law in order to enhance the protection of women. The minister, Mr Frank Jensen has mentioned the criminalisation of Trafficking in women and limitations in the privacy of correspondence etc in these circumstances.

I have understood that the two Palermo Protocols – that is on Trafficking in Human Beings, especially Women and Children, and on Smuggling of Migrants – can provide the Nordic countries with the necessary instruments for filling still existing legal loopholes in this field.

All Nordic countries have - at a national level - initiated extensive actions against Trafficking in women, such as surveillance, action plans and various task forces in order to make researches, surveillances and in order to limit these Trafficking in women. And as you know, some of these initiatives are carried out in close co-operation with the competent authorities in the home countries of the women and girls. It can be expected that the national actions presently under way will be finished during the year 2002.

I will not get into the various maximum time of imprisonment in each and every Nordic country for each and every specific type of crime. I will, however, point out that Sweden – as you probably know – since 1998 has got a law that prohibits the buying of sexual services (but not selling such services). The maximum time of imprisonment for the buyer is 6 months. An attempt to buy is a crime as well. This law is rather unique and I understand that it serves well today.

The Nordic countries all participate in The Task Force on Organised Crime in the Baltic Sea Region. The Task Force was established in 1996 by the Heads of Government in the Baltic Sea Region and, in addition to the Nordic countries, gathers representatives from the three Baltic states, Poland, Germany and Russia.

The Task Force shall suggest initiatives that can be carried into effect instantly and thereby strengthen the co-operation in the region in order to fight organised crime. The Task Force has *inter alia* focused its efforts on Trafficking in Human Beings and especially Trafficking in women.

A Working Party within the Task Force has concluded that there is a need of establishing specialised liaison offices in the countries involved, in order to assist in connection with ongoing police – or other – investigations in specific cases.

When the Task Force met in June this year it concluded:

The Task Force emphasises the need to strengthen the operative co-operation in order to combat trafficking in women in the Baltic Sea Region. In this context, the Task Force welcomes the initiative of the Chairmanship to hold a seminar on trafficking in women in October 2001.

I think that it would be of interest to mention that Iceland and Norway – the two Nordic countries that, as you know, are not members of the European Union – has got an agreement of co-operation with the Europol since June this year.

This agreement makes it possible for all Nordic countries to continue their common work – within the frame of the Europol – against trafficking in women, but in a

European context. I have mentioned the United Nations “Palermo” Convention against Trans-national Organised Crime, and I would like to point out that all Nordic countries have signed it.

When the Nordic Ministers of Justice met in August this year they thought that cross boarder actions must be taken that includes all competent authorities. They also thought that the Europol and the Baltic Sea Task Force are important players in this context. It was also perfectly clear that the ministers advocated an efficient cross boarder exchange of information between the competent authorities, especially between the police authorities.

When it came to decisions the ministers decided to

- work for an enlarged and intensified cross boarder police co-operation, with a special emphasis on the Baltic Sea Task Force,
- work for an extended harmonisation of the legal projects as regards Trafficking in women in their countries, and
- participate in the Nordic-Baltic campaign initiated by the Ministers responsible for equality between men and women, against trafficking in women.

Ladies and gentlemen, I attended this meeting, and I can assure you that when we came to this point on the agenda, the Ministers became unusually committed and absorbed by the issue. It was evident that the Trafficking in Human Beings is something more than a legal technicality.

Maybe I shall mention that Trafficking will be on the agenda again when the Nordic Ministers will meet their Baltic colleagues in Tallinn on 2 November this year.

What about the future, then? Out of a Nordic legal perspective, that is. It is obvious that no country can fight trafficking in human beings on its one, since the hallmark of trafficking is that it is a form of cross boarder criminality. This is the reason why all countries involved must co-operate in the fight against the networks organising trafficking in human beings.

One essential factor is a closer co-ordination of Nordic initiatives as regards investigations in cases where trafficking can be suspected. In order to achieve this, the Ministers of Justice have decided to improve the cross boarder exchange of information and experiences between national police authorities. According to the ministers, the Baltic Sea Task Force constitutes a suitable forum for such an exchange, having in mind that trafficking in women not infrequently originates from countries in Central- or Eastern Europe.

Further, in addition to a closer operative police co-operation, one could – at national level – consider legislation that would strengthen the methods of the police. This could involve limitations in the privacy of correspondence, telephone tapping etc, in order to provide technical evidence in addition to witnesses.

As I have mentioned there are discussions going on if one should criminalise trafficking in women as such. This could have a substantial symbolic value in addition to effects regarding more technical aspects of procedural law etc.

Even if legal solutions most certainly are needed, the law cannot provide all solutions. In order to eliminate trafficking in human beings all competent authorities and NGOs must co-operate, for example as regards information campaigns and re-socialisation programmes.

The only reason why I have not used terms like **slavery**, **servitude** or **bondage** is that these specific terms are not known to the penal codes of the Nordic countries. But, would it not be appropriate to use exactly such a terminology when discussing Trafficking in Human Beings?

## **Baltic Traffickers and Trafficking Flows to the EU: the Case of Germany**

---

**MR RUDIGER RICHTER**  
Police Attaché, German Embassy in Lithuania

- (1) Whoever, for his or her own pecuniary gain, exercises an influence over another person in the knowledge of a coercive situation, in order to induce him or her to take up or continue prostitution, shall be punished by imprisonment not exceeding five years or by a fine. The same punishment shall be imposed on anyone who exercise an influences on another person, for his or her own pecuniary gain, in order to cause this person to perform sexual acts on a third party or allow a third party to perform such acts on this person, knowing of this person's vulnerability associated with the person's sojourn in a foreign country.
- (2) Punishment of imprisonment for six months to ten years shall be imposed on whoever exercises an influence
  1. on another person in the knowledge of his or her vulnerability associated with the person's sojourn in a foreign country , or
  2. on a person of less than 21 years of age  
in order to induce him or her to take up or continue prostitution, or cause him or her to take up or continue the later.
- (3) In the cases referred to under subsection 2, an attempt shall incur criminal liability.

### **Section 181. Aggravated trafficking in human beings.**

- (1) Whoever
  1. by force, by thread of grievous harm or by deceit, induces another to take up or continue prostitution,
  2. recruits another by deceit or abducts another against his or her will by force, by threat of grievous harm or by deceit, knowing of that person's vulnerability associated with his or her sojourn in a foreign country, in order to induce him or her into taking up or continuing prostitutionshall be punished by imprisonment from one year to ten years.

- (2) In less serious cases, the punishment shall be imprisonment for six months to five years.

### **Section 181a. Pimping.**

- (1) Imprisonment from six months to five years shall be imposed on anyone who
  1. exploits another person engaging in prostitution, or

2. for his or her own pecuniary gain supervises another's practice of prostitution, determines the location, time, extent or other circumstances relating to the practice of prostitution, or takes measures designed to prevent such person for giving up prostitution and, with regard thereto, maintains relations with him or her which extent beyond an isolated instance.
- (2) Imprisonment not exceeding three years or a fine shall be imposed on anyone who, on a commercial basis, acts as an intermediary to promote the practice of prostitution by another person by providing sexual intercourse and with regard thereto, maintains relations with him or her which extend beyond an isolated instance.
- (3) Whoever commits the acts designated in subsection 1 nos. 1 and 2 or promotion as designated in subsection 2 with respect to his or her spouse shall also be punished pursuant to subsections 1 and 2.

Table 1

*Number of solved crimes*

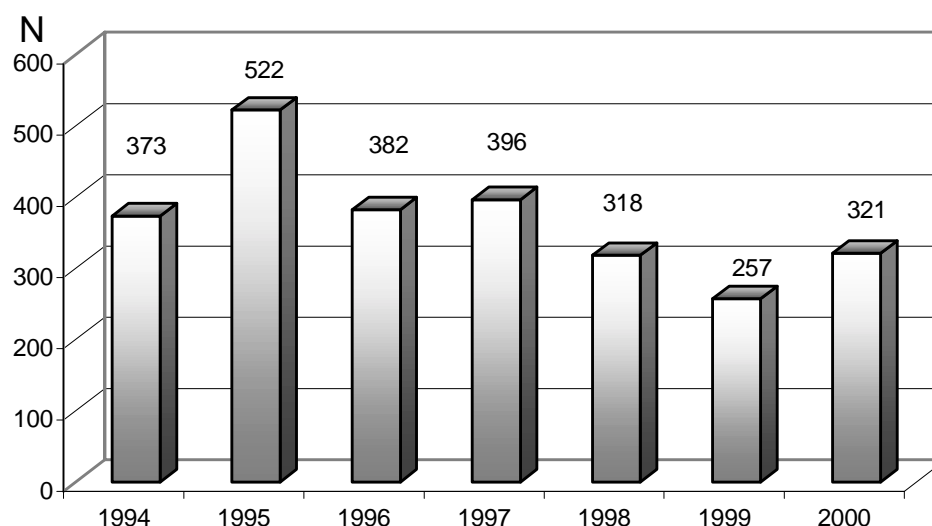


Table 2

*Country of origin of victims*

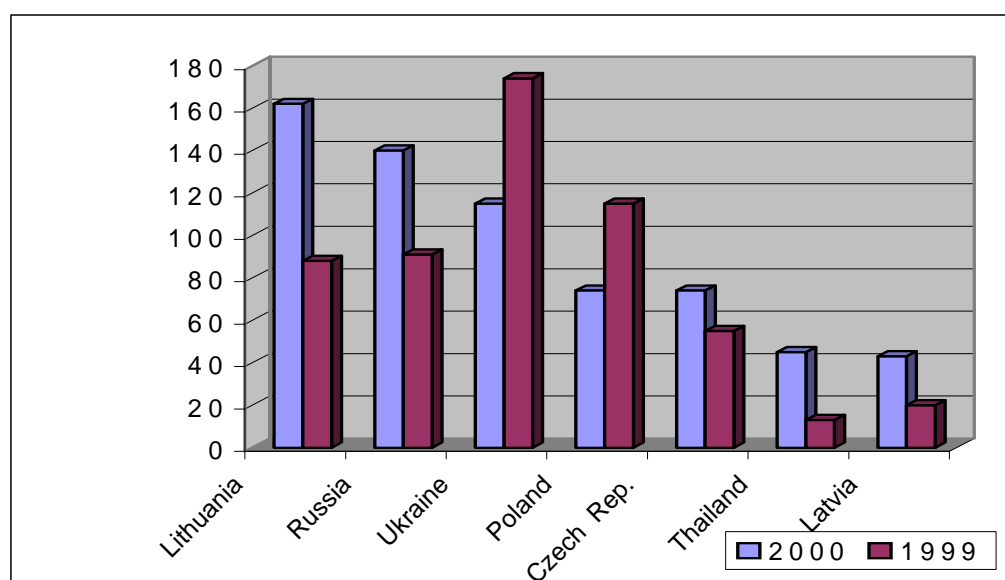


Table 3

*Origin of victims according to population*

Country of Origin of Victims	Number of Victims		Number of population*	Number of Woman aged 15-30	OBZ**
	Total	Woman aged 15-30	1 000		
Lithuania	162	139	3 675	399	<b>34,8</b>
Russia	140	100	147 022	15 789	<b>0,6</b>
Ukraine	115	96	51 452	5 247	<b>1,8</b>
Latvia	43	39	2 667	251	<b>15,5</b>
Byelorussia	40	39	10 200	1 113	<b>3,5</b>

Table 4

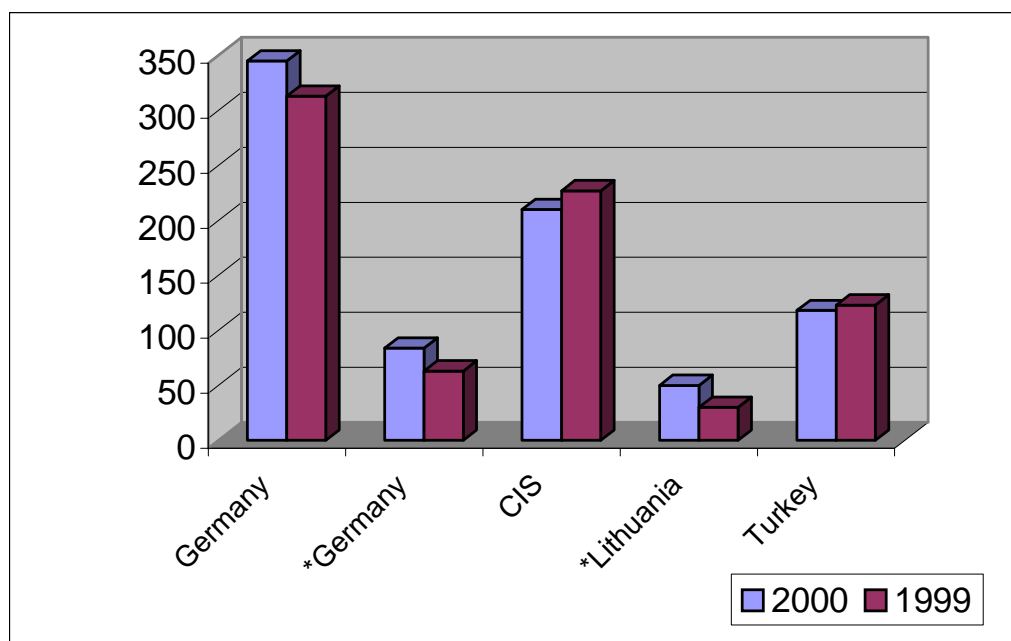
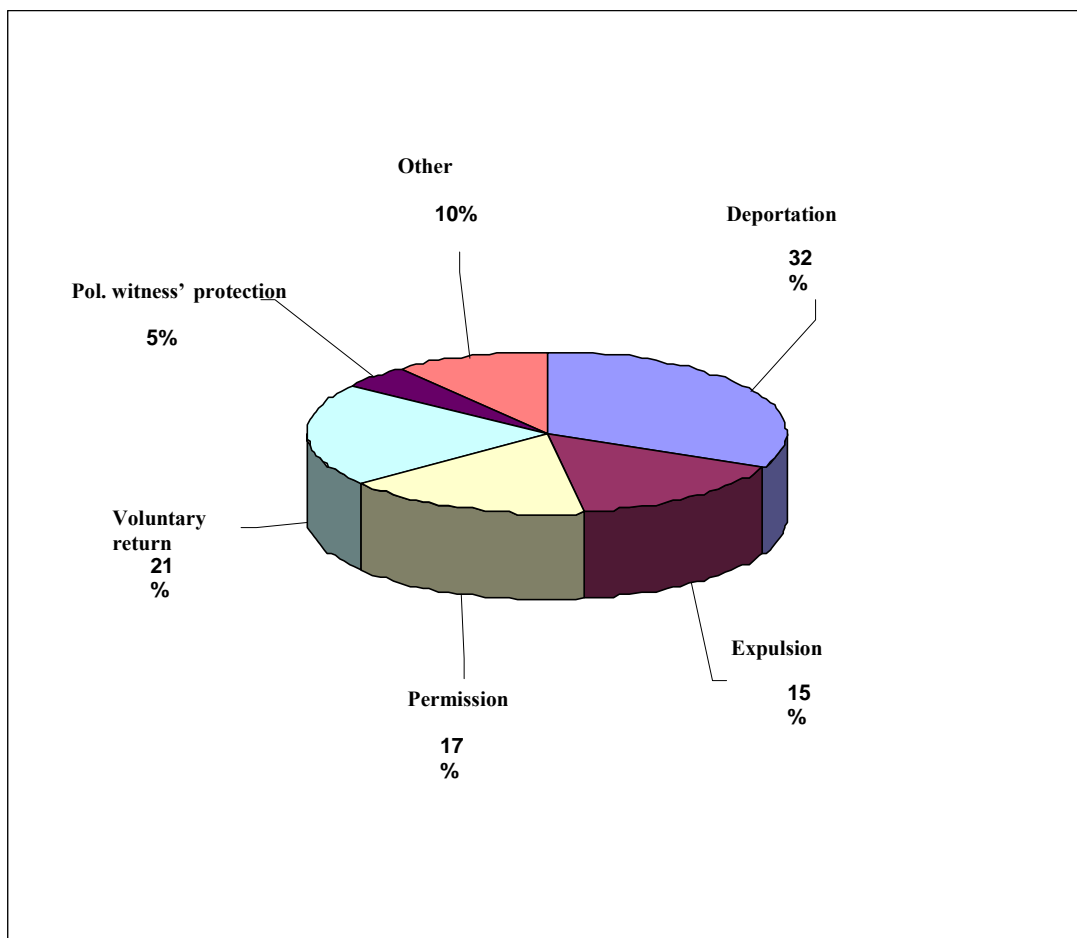
*Nationality of suspects*

Table 5

*Status of victims*





## **IOM Activities Related to Trafficking in Women Prevention Information Campaigns: the case of the Czech Republic**

---

**MS JOHANNA TURNEROVA**  
IOM Prague

On 15 October 1997, the Czech Republic and the International Organization for Migration entered into a landmark relationship with the signing in Prague of their Cooperation Agreement. The Agreement came into force a year later on 1 November 1998 after having been ratified by the Parliament of the Czech Republic and subsequently approved by the President of the Republic. At the same time was opened IOM Prague's office.

### **INFORMATION CAMPAIGN FOR THE PREVENTION OF TRAFFICKING IN WOMEN: PROJECT DESCRIPTION**

The project of the Czech Information Campaign on Prevention of Trafficking in Women was necessitated by the increase in number of Czech women trafficked to the West, and at the same time by low level of awareness about migration issues among the Czech public in general, which is reflected by a tendency to marginalize the trafficking issue.

**Deteriorating economic situation and growing unemployment make it easier for** the traffickers to lure uninformed women by promises of well paid jobs abroad. The main aim of the Czech Information Campaign was to increase understanding of the dangers and consequences of trafficking among Czech women who might consider finding a job abroad, and among relevant authorities in the Czech Republic in an effort to discourage and prevent trafficking in women from and through the Czech Republic.

The project started in April 1, 1999 and its 12 months implementation was extended until June 30, 2000.

### **ACTIVITIES OVERVIEW**

**Preparatory stage** focusing on: identification of Czech authorities and Czech NGOs that might act as the implementation partners; identification and specification of potential target groups; and preparation of research strategy and formulation of the project plan of action. The identification and selection process of the project partners was crucial to the project success. These may be divided into two categories: regular implementing partners with whom IOM Prague worked closely throughout the entire project period (Ministry of Interior, Ministry of Education, La Strada Prague) and a consortium of regular consultants representing a variety of institutions which were at least to some extent involved in specific activities related to the project (e.g. Ministry of Labor and Social Affairs and Ministry of Foreign Affairs for governmental

institutions, Czech Helsinki Committee, White Circle of Safety, crisis center *RIAPS* and variety of humanitarian institutions for non-governmental organizations).

**Research activities** - IOM Prague established close co-operation with the Unit for Combating Organized Crime of the Czech Police. Since IOM Prague gained trust and confidence of the Unit, IOM staff was able to conduct interviews with victims. IOM Prague also conducted another survey in Czech embassies related to Czech victims of trafficking assisted abroad. The main focus, however, was placed on major research carried out by the following agencies: • **TCC Vienna** conducted research focusing on Czech victims of trafficking in selected EC countries • The **IVVM** and **STEM** conducted focused quantitative and qualitative research among potential target groups (14-25 year-old women from high-risk regions and risky backgrounds, secondary schools, institutes of higher education, universities) The total sample size was 623 respondents

The survey findings helped IOM Prague to shape up the campaign materials, to identify the most effective means of dissemination and consequently to establish personal contacts to relevant journalists and other persons focusing on the trafficking issue. The media survey also indicated that through the campaign IOM Prague would have to alter the media's perception of trafficking in women as a phenomenon concerning nationals from other countries rather than the Czech citizens.

Following the findings and recommendations of the surveys and research as well as on-going discussions with all the implementing partners and consultations with independent experts, *FABRIKA* agency developed final versions of campaign materials. These materials were repeatedly tested by *research agency*.

## **DISSEMINATION**

### **Campaign products**

#### **1/ General public and group at risk of trafficking**

- **Posters** - Display places: 500 train stations, 3200 educational institutions and student housing, 100 passport departments (dpts.), 100 municipality info centers, 100 Labor offices, 15 foreign embassies in CR, NGOs, obstetrics in big cities.
- **Posters** – special size. Display places: selected bars (60) and clubs in CR (within the Boomerang Poster Network).
- **Two types of Postcards** with credit card size info leaflets. Distribution to 1.400 places in the Czech Republic (bars, clubs, discos, restaurants).
- **Info leaflets** – credit card size. Distribution places: 500 train stations, 3200 educational institutions and student housing, 100 passport dpts., 100 municipality info centers, 100 Labor offices, 15 foreign embassies in CR, NGOs, gynaecology surgeries in larger cities.
- **4-page brochure** - Distribution places: 500 train stations, 3200 educational institutions and student housing, 100 passport dpts., 100 municipality info centers, 100 Labor offices, 15 foreign embassies in CR, NGOs, obstetricks in big cities.

- **Print Advertisement.** Thanks to excellent co-operation with a great number of publishers of both national and regional daily newspapers, magazines and journals IOM Prague was able to secure repeated placement of the print advertisements in all important print media. At the same time, and based on close co-operation with municipalities, IOM Prague also managed to place the advertisements in local newsletters produced by municipalities and distributed free of charge to every household in the given town / city.
- **TV spots** Broadcasting was on all Czech television channels.
- **TV spot at cinemas.** Broadcasting in 16 cinemas in CR, before evening performances.
- **TV documentary.** The documentary was broadcast in April 2000 on Czech national television .
- **Train tickets.** 2,500,000 pcs
- 

As the project was extended, IOM Prague was able to prepare additional activities:

- **Radio spot.** Broadcasting : in two nation-wide radio networks as well as in regional radio stations
- **City lights.** Distribution in 58 places in CR (big city centers).

## 2/ Professional public

- **24-page Educational publication.**
- **Educational VHS.** The VHS is based on the TV documentary and was prepared in co-operation with the Czech Television. The VHS is distributed with the 24- page publication and manual.

As agreed with the Ministry of Education of the Czech Republic, information contained in both materials became part of school curriculum.

### Seminars / educational activities for professional public:

- **Seminars.** IOM Prague organized a series of seminars in all regions of the Czech Republic. The participants were recruited from the professional public, such as social workers, educators, teachers, NGOs staff and volunteers, and police officials.
- **Other educational activities.** December 1, 1999. **Police Academy:** a seminar for approx. 100 students. January 18, 2000. **Diplomatic Academy:** a seminar for approx. 30 future diplomats. April 21, 2000. **Ministry of Foreign Affairs:** Seminar for Czech diplomats working in Czech embassies world-wide.

**Hot line.** La Strada. The extended hot line was set up in September 1999 with the financial support of IOM Prague. This enabled La Strada to extend the hot line operation from the original frequency of two hours a week to eight hours every working day. Since the extended hot line required new expert staffing, IOM Prague

arranged for proper training of new hot line consultants. The La Strada hot line has two functions: to provide relevant information to women who consider working abroad and to serve as a SOS line.

## CONCLUSION

The press advertisement prepared in co-operation with advertising agency *Fabrika* was nominated for the Czech prestigious prize of the advertising agencies, *Louskáček*, awarded annually by Art Directors Club + Silver Effie for 2000.

The campaign pattern has a great potential to serve IOM as a regional module that could be used in other countries provided that the surveys results would speak for its full usage / implementation.

The overall conclusion of this evaluation may be summarized into the following main points:

- The campaign was successful in addressing the target group of young women. The campaign was noted by half of the women aged 15 to 25 and two thirds of the general population.
- The most successful campaign forms in addressing the target group were television programs and press articles; the train tickets, Boomerang postcards and small leaflets
- The survey has shown that the awareness of the issue of trafficking in women is generally widespread. When considering work abroad, young women will also bear in mind the danger that someone may force them into prostitution. This is definitely a huge shift in the level of overall awareness of the issue when compared with the research carried out during the first stage of the campaign.
- When travelling for work abroad, younger women will primarily seek advice from their parents; among older ones, the ratio of those who would turn to professionals on the information line is higher than it was during the first research stage of the campaign.
- In cases of difficulties, the majority of young women and general population would turn with requests for help to the Czech Embassy or the police.

## Professional public

In respect to the impact on the professional public (NGOs, government institutions, consular officials, policemen, and other individual professionals) IOM Prague managed to: establish functioning professional networks, increase awareness of the issue in the target group as a whole; IOM Prague also helped establish overall information and strategic / operational mechanisms among Czech government officials, consular officers and Czech NGOs, strengthen their institutional capacity to counter trafficking; and ensured that the sustainability of the project's activities be further promoted.

To give but a one concrete example, as experts on the trafficking and migration issues IOM Prague was invited into the Advisory Committee set up at the Ministry of Interior. The role of the Committee is to prepare a complex strategy that shall bring

about systemic solution to prostitution related issues. IOM Prague will thus have chance to get the trafficking phenomenon and migration aspects included: this is a highly positive development for prior to the information campaign the trafficking was hardly considered an issue.

Campaign was supported by the Government of the United States of America. The main implementation partners were Ministry of Interior CR - Crime prevention Dpt., Ministry of Education CR and La Strada CR.

**Information about IOM and the Information Campaign available on  
[www.iom.cz](http://www.iom.cz).**

# **IOM's Mandate and Activities Related to Trafficking in Women Prevention Information Campaigns**

---

**MS LISA TSAKIRI**  
IOM Geneva

Ladies and Gentlemen,

## **Slide 1: IOM Anti-trafficking Information Campaigns**

Yesterday we heard about IOM's counter-trafficking policy based on a three-pronged approach namely, prevention, protection and assistance to victims of trafficking.

Trafficking is a complex equation involving on the one hand economic hardship and pull factors and on the other traffickers and individual perceptions. And this coupled with restricted migration possibilities.

Combating trafficking in human beings is a common priority for all of us. Information is an important empowerment tool, diminishing the capacity of traffickers to exploit the limited knowledge of potential victims.

Information dissemination programmes are being carried out in countries of origin in an effort to acquaint potential migrants, victims of trafficking in human being with the risks of irregular migration and the consequences of trafficking as well as to dissuade them from resorting to trafficking.

Information campaigns also aim at informing and educating about things such as the pitfalls or irregular migration, current visa, immigration and regularization procedures, the realities of life abroad particularly as they apply to immigrants, a number of migration related health facts.

## **Where?**

I would like to start by briefly mentioning where we are carrying out information campaigns.

In Europe, we have been implementing information campaigns in Ukraine, the Czech Republic, Bulgaria, Hungary Former Yugoslav Republic of Macedonia, Moldova, Romania, Bosnia and Herzegovina and Kosovo. In Asia similar programs were carried out in the Philippines, Cambodia, Thailand, Vietnam. Campaigns are also planned in Nigeria, Central America and the Russian Federation.

## **Slide 2-7: How?**

Let me now turn on the question of how IOM carries out its information campaigns. What I will describe could be considered as a blueprint/general framework that is adapted on a case by case basis.

The **first stage** of an information campaign is the **research stage**.

As we heard yesterday, a number of activities are carried out and different instruments are used to collect and analyze available data on the extent of the trafficking phenomenon. Some examples are surveys, focus groups discussions, collection of input from experts, statistics from relevant entities and other available sources.

Through this information we attempt to find out all we can about the target group profile, more specifically

- Who they are
- Where they are **Audience profile**
- What they think ie **Current Attitudes towards migration:**
- What are their media preferences, in other words what are the media that they are currently using to obtain their information and which they consider the most credible.

During this first stage we also:

- **test the message of the campaign** both in terms of format and content;
- **assess the media** in terms of their impact, audience profile and costs.

The **strategy definition** is the **second stage** during which:

- we define the objectives, time frame and the main campaign message(s) and,
- we select the media we will use throughout the campaign and also of our implementation partners.

It is important to note at this point that information campaigns are always designed and implemented in close cooperation with concerned governments and other partners in order to insure that they meet actual needs.

The **last stage** is the dissemination stage during which information is spread to the target audience through a package of mass and informal media, accompanied with training to media, NGOs etc.

On the **mass media** side we have used:

- **Radio and television** in the form of **live debates, videos and documentaries, public service announcements**, which were particularly effective as campaign openers;
- **Outdoor Print media** such as posters and leaflets.
- **Newspapers columns and adds, brochures, etc.**

**Informal media** activities include dissemination through:

- Direct dissemination
- Grass-roots (NGO) networking
- Direct counseling through hot line;
- Interactive meetings and;
- Training of trainers, NGOs and media
- Education system

## Slide 8

The assessment of the impact of an information campaign is an in-built and ongoing function/activity in all our programmes.

## Slide 9-10

The relation between Information and Migration Dynamics is not direct. Information influences perceptions and attitudes that in their turn affect the decision an individual will reach. In addition there are a number of economic, social, political and cultural factors that influence further the decision making progress.

## Slide 11

### Change In Behavior

What optimally is hoped to be achieved is to be in a position to demonstrate for example that before carrying out an information campaign the number of trafficked women was 20,000 while after 1 or 2 years it decreased to 10,000. And this because the campaign's activities led to a change in behavior with the target audience realizing that trafficking doesn't pay, victims do and that the only efficient self-protection is avoidance.

It is though difficult to monitor numbers due to a multitude of factors such as:

- Few available figures;
- Different indicators such as number of asylum seekers, visas issued by Embassies (what time and when), number of apprehended irregulars, police records in countries of destination, number of returned victims, number of victims assisted by NGOs abroad;
- Quantities are not always comparable.

## Slide 12

There are ways though of measuring the impact of the activities the impact of the activities carried out within the framework of the information campaign.

One is the **audience response**, according to information provided by La Strada, Prague... Other examples are the **demand for information materials and the requests for information addressed to (partner) NGOs and media.**

## Slide 13

What we also try to measure is to recall the campaigns' target audience has about the information materials used and/or activities carried out throughout the campaign. The following are some figures from the impact assessment carried out in the Ukraine information campaign.

They show a very good **recall** with almost 70% remembering one media and 55% remembering two. In order of popularity the most recalled media were TV documentaries with 68%, radio broadcasts with 50%, outdoor media with 40% and



print media with 23%. The polling was carried out on an audience sample of 1,000 people by IOM.

#### Slide 14

We also measured changes in awareness levels, through two rounds of mini-surveys carried out one before the launch of the campaign and the other one after the campaign had been finished. In these surveys we look into what the target group knows before and after in terms of obtaining assistance (how and where); means of self protection; risks and methods of trafficking.

An important difference in awareness levels was noted:

- 18% more young women who could mention what the means of assistance were and where they could be obtained after the campaign;
- 20% were more aware of the means of self-protection;
- 42% were more aware of the risks of trafficking, and 56% more aware of the methods of recruitment used most commonly by traffickers.

These are all very good increases that were noted within a period of six months of the campaign's implementation. Again the sample size was of 1,000 persons and the research was conducted by IOM.

#### Slide 15

**Changes in attitude and perceptions** were also noticed. In the second polling round, there were 12% less young women who intended to go abroad and work illegally and 20% less who considered that working abroad is the solution to their economic problems.

Also we look what the target group perceives with respect to whether this can happen to them (**15% increase**); that there are no financial gains (**17%**) and that victims pay, not the traffickers (**30%**); avoidance as only mean of efficient self-protection (**23%**).

#### Slide 16

Information campaigns:

- assist in placing the issue of trafficking in the centre of public debate;
- provide for better and more realistic press coverage on the issue;
- promote joint search for solutions between Government structures. IOs, NGOs and potential and actual victims;
- assist/lead to follow up activities such as the National Council Against Trafficking.
- Policy and legislative initiatives;
- Better support for victims;
- Long term strategy.

#### Slide 17-18

Information campaigns are not a miracle solution in the fight against trafficking, they have to be part of a wider effort and long term strategy that complements:

- Law enforcement actions;

- Legislative measures;
- Assistance to victims and
- Possibilities for legal migration

### **Slide 19**

Last but not least, I would like to finalize my presentation by referring to why we consider information campaigns as an important instrument in addressing trafficking in human beings.

### **Slide 20-22**

Not only silence is dangerous but silence combined with wrong information, wrong perceptions and a wrong message makes the work of traffickers easier who not having anybody to counter their words act freely.

The provision of objective facts and information helps avoiding statements like the one that "there was no one around to believe" "I didn't know it would be so bad" or "nobody cares".

Thank you for your attention.

## **Lithuania. Trafficking Problems in Lithuania. Trafficking in Human Beings and Prostitution Prevention Programme 2001-2005**

---

**MR IGORIS BAZYLEVAS**

Adviser, Public Security Department, Lithuanian Ministry of Interior

Dear colleagues!

The United Nations defines trafficking in human beings as a new form of slavery, as a manifestation of violence against women. In spite of international prohibitions, trafficking in women, especially connected with prostitution business, is consistently increasing in the countries of the world. 4 million of sold people, 7 billion USD of illegal profit. In my opinion, this statistical data of the UN needs no comment.

Trafficking in human beings is not just a buying and selling process. This criminal business is one of the seventeen acknowledged forms of organized crimes in the world, which makes the profit of more than 300 per cent to the criminals. Organized criminal structures get more profit only from drug and weapon business. Such actions lay the base for creation of economic potential for organized criminal structures. According to Lithuania's Ministry of home office experts' data, illegal profits reach up to 50 million litas (12.5 million USD). This profit is obtained from prostitution business in Lithuania.

The problem of missing persons' search is undistinguishable from the problem of trafficking in human beings. It was searched for 52 missing women up to 30 years old last year in Lithuania. Who knows how many of them have become victims of criminals? May be even in the nearest time, trafficking in human beings can be related to particularly dangerous crimes i.e. trafficking in human organs. Trafficking in human beings is directly connected to porno business, AIDS, spread of venereal diseases, etc.

The Ministry of Interior, taking into account the significance of the problem and its importance in order to secure human rights in Lithuania, initiated and have prepared the project of trafficking in human beings, prostitution control and prevention programme, together with ministries of social security and work, of justice, health care, finance, education and science, General public prosecutor's office, the center of criminal prevention in Lithuania, as well as non government organizations: the support center of missing people, "Praeities Pedos", the crisis center of Vilnius women home and other interested institutions. The programme's project is prepared, fulfilling programme's provisions of Lithuanian government and acqui requirements. We need to create the international missing people data bank (the data bank of missing children exists already). To start the trafficking in human beings monitoring center for Baltic states, which would collect respective statistics as well as strategic and legal information.

We also need to create the international women (children) data bank of pornography (taking into account national law acts). To create the data bank of international crimes

going in for trafficking in human beings which should warn countries about the movement of such people and situation of investigations in progress.

The international monitoring is necessary on these questions.

**Financing of the programme.** The programme is financed from the budget of Lithuania (and subject to possibility, from means intended for technical aid from foreign countries and international organizations for Lithuania). Overall for realization of the programme 3691.5 thousands of litas should be paid. From it 455 thousands should be paid for the year 2001, for the year 2002 – 790.5 thousands litas, for the year 2003 – 1052.5 thousands litas, for the year 2004 – 931.5 thousands litas and for the year 2005 – 462 thousands litas.

Three stages of programme's realization are planned:

- ◆ first stage – it is intended in year 2001 to evaluate the state of trafficking in human beings and prostitution, to evaluate realization and guarantee of legal acts, to foresee necessary means for their control and strengthening of prevention;
- ◆ second stage – in years 2002-2004 the system of trafficking in human beings and prostitution should be formed and the system of social control, economic, financial, legal, organizational, informational and analytical measures should be formed as well;
- ◆ third stage – in the year 2005 preventions of prostitution and trafficking in human beings and control's directions should be established, they should be valued and polished in view of new conditions and perspectives, fulfilling the measures.

**Effect (results).** After realization of this programme:

- ◆ the system of law and order and other government institutions would be modernized;
- ◆ the aid would be conferred on actions of non government organizations;
- ◆ the activity of specialized criminal groups would be controlled more effectively;
- ◆ social help system would be established, limiting the inclusion of new people into prostitution;
- ◆ psychological and legal aid for victims of prostitution and trafficking in human beings would be created and search systems of missing people would be improved;
- ◆ trafficking in human beings prevention, research and revealing of informative supply system would be created, the international cooperation would be broadened;
- ◆ the programme of preventive education at schools would be fulfilled, the computerized data base of people, who were caught with forged documents, suspected as pimps, missing people and deported from foreign countries, from Lithuania as well, would be created. This data base would be preserved in service of republic boarder guard at Ministry of home office.
- ◆ Given recommendations of international legal acts and international organizations would be fulfilled in sphere of trafficking in human beings and prostitution control.
- ◆ It is supposed that the number of women forced to earn their living by prostitution will decrease up to 20-30 per cent after the fulfillment of this programme. The

demand for prostitution service will decrease up to 10-15 per cent and the search of missing persons will improve up to 10-12 per cent.

### **The structure of trafficking in human beings and prostitution control and prevention programme for 2001-2005**

Strategic (prevention and control) and tactical aims are emphasized in the programme:

**The strategic aim** of prevention is complex reasons' and conditions' elimination of trafficking in human beings, the creation of prevention measures system, blocking the way to trafficking in human beings and prostitution. Strategic aim of control is to destroy the networks of criminal groups, unions, which take up organization of prostitution and trafficking in human beings.

**Tactical aims** determine priorities, ways to solve the most important problems and stages. Main tactical aims are:

- ◆ to create social, psychological and legal aid systems for victims of trafficking in human beings and prostitution;
- ◆ to create social help systems, which would limit the inclusion of new people into prostitution (under-aged, jobless, girls and women experiencing violence and sexual harassment at home, etc.);
- ◆ to unite government's and society's efforts in stopping trafficking in human beings and prostitution;
- ◆ to eliminate criminal processes' consequences i.e. to weaken and eliminate specialized organized groups, criminal unions, to persecute them, to ensure the responsibility's inevitability to their members;
- ◆ to establish property, profit, gained from this illegal business or used for that business, and to confiscate them;
- ◆ to analyze and summarize foreign countries' experience of crimes, connected to trafficking in human beings and prostitution, revealing and on prevention questions and opportunities of using such experience in Lithuania;
- ◆ to create on a state scale search system of missing people;
- ◆ to create informational supply's system of trafficking in human beings and prostitution prevention, research and revealing;
- ◆ to broaden international cooperation, barring the way to trafficking in human beings and prostitution.

## **Latvia. Governmental Attempts to Prevent and Combat Trafficking in Women: State of Play**

---

**Mr ULDIS OSMANIS**  
Vice Squad Unit, the Latvian Police

A specialized police department, a subdivision of the Moral Police in the frame of the Bureau for the Struggle against drugs (of the Criminal police) was created on 11 March 1999. The Moral Police is the coordinating structure in detecting and revealing the crimes related to people earning by prostitution, procuring, transporting people for the sexual exploitation and distribution of the pornographic material (among it child pornography).

At first only four people were employed in the department, whereas now 27 people work there and it is planned to increase the staff up to 42 employees.

In every region of Latvia inspectors under the control of The Moral Police cooperate with the local police forces in order to get information on trafficking. The required facts are received carrying out preventive and investigative procedures. Any police structure, which comes across information about trafficking must pass it on to the department of the Moral Police, where the facts are examined and the decisions about the further actions are taken. If the information turns out to be correct, the case is started and an inspector of the Moral Police starts carrying out investigation. If there is a need for the cooperation with the Interpol, information is passed on to the police forces of the other countries.

It might be also useful to involve other police forces, governmental and non-governmental institutions in order to carry out investigation more successfully. That is why the Department of the Moral Police is actively cooperating with governmental, self-governing and non-governmental institutions (information centers, crisis centers, etc.), which may provide help in resolving certain problems.

### **The results of the work of the Moral Police:**

Since trafficking was admitted to be a legally punished crime ten cases have been investigated. Over 100 people were involved (as victims) in these cases.

The activity of the Moral Police is based on the cooperation with the corresponding services of other countries. Successful examples:

1) In the beginning of the year 2000 the operation called 'The Spanish Road' was started. In the course of this operation Interpol coordinated the law and order institutions of the four countries, which are Latvia, Lithuania, Germany and Spain. These actions performed to fight a well-organized mechanism of transporting women from the city of Daugavpils (Latvia) and Lithuania to exploit them further sexually.

Four people were accused of this crime in Daugavpils. Since then 70 people were revealed as victims, who were transported to Germany and later to other foreign countries. 20 people have been arrested or are still suspected to be involved in the described case.

Sorry to say, the Spanish law and order institutions have chosen to act in this operation as spectators not active participants, whereas the police forces of Germany and the General Secretariat of the Interpol continue examining information and carrying out investigation.

It was found out that the necessary fake documents were delivered to women, who were later transported from Latvia and Lithuania to Germany by regular international buses. Those women were met in Germany and transported further on to Spain. Engaged for the purpose of sexual exploitation women were forced to work in the brothels of Germany. The so-called suppliers got 2000 DM for every transported woman.

2) A significant operation was carried out in Denmark, in June of 2001. In the course of this operation the police forces captured 42 people suspected to have performed the illegal activity of trafficking women and exploiting them sexually for the commercial purposes. There were 16 women from Latvia among the arrested. The police forces of Latvia and Denmark actively participated in the operation, in the process of which they were sharing information about the possible organizers and victims of trafficking.

As a result of this operation on 12 August two persons were arrested being accused of engaging women and transporting them to Denmark and Germany for the sexual exploitation. In the term of two years these two persons engaged and transported to Germany and Denmark several dozens of women. In order for the suppliers not to be noticed by the police, the money to pay for the engaged women was usually transferred into the bank accounts.

The investigation of the case and sharing the evidence between the institutions of Latvia and Denmark continues. The Latvian police after receiving the sufficient amount of evidence are also going to capture other criminal groupings, which are cooperating with the procurers of Denmark.

Coming to the end of my speech I would like to give you one of the examples of unsuccessful cooperation. In March 2001 the staff of the Moral Police brought an action against trafficking for the purpose of sexual exploitation; and a criminal grouping of 5 persons was arrested. These criminals transported women (among them the under-age) to Germany.

Investigating this case police prevented transportation of two under-age girls (12 and 15 years old), which were holding the fake documents and aiming for the work in the brothel in Germany. It was also found out that the same criminal group have also brought 17-year-old girl to Germany. The location of that girl in Germany unfortunately is not known. The required materials, which would support the facts witnessed by the victims, were also not received from Germany.

In conclusion, I would like to point out that the Moral Police is interested in developing cooperation and sharing information with the corresponding institutions in Germany, Denmark, Sweden, Spain, Cyprus and Greece, which are the aim-countries for transporting women and trafficking. For this purpose it would be useful to formulate the judicial aspects of the cooperation signing the bilateral agreement on the subject of cooperation in fighting trafficking with the states, which were mentioned.



---

MS VALIJA GREBNEZIECE

Inquest Service of the Information Board, Central Board, State Border Guard

First of all, I would like to thank the organizers of the conference for inviting me and for giving an opportunity to take part in this event. The staff of the Latvian border patrol realize the difficulty and the necessity to solve the problem of trafficking, which is performed for the further using women in the sex industry. This illegal activity makes profit to the suppliers of women as well as to those who are exploiting them sexually.

I am not going to keep your attention on the reasons of this phenomenon, because they have been quite thoroughly discussed in the course of the conference. The reasons are basically the same for all Baltic states – most often they correspond to the low economic level and unemployment, which push comparatively young (at the age up to 25) people to look for an opportunity to go abroad not only in order to find a job, but also to earn money within a short period of time. Some young women suspect or even know about the threat of becoming sexually exploited, nevertheless they go for it consciously. A number of people who are involved in the women trafficking has significantly risen during the last years. According to the data possessed by the police, every month not less than a hundred of women and men leave for European countries with a purpose to earn money by prostitution.

Latvia is not the country, to which people come in order to prostitute; it is, on the contrary, “the exporting state” in this sense. The most popular countries, to which women go in order to earn by prostitution, are the following: Germany, Denmark, Spain, Switzerland, Greece, Cyprus and Israel.

As a rule, the process of engaging women takes place in the form of an advertisement offering a well-paid job abroad. During the interview women are informed about the type of work abroad, salary to be paid and conditions. In the majority of cases the mutual agreement is reached voluntarily, not using threats, cheating or violence.

Women while working as prostitutes in the foreign countries quite often establish rather friendly relationships with the local representatives of sex and entertainment industry. Those people involved in this kind of illegal activity, the so-called suppliers get a reward or certain percent from the made profit.

On their return to the native country, women who have been earning by prostitution are convincing and encouraging others to go abroad for the same purpose. This is how a number of people involved in the industry of sex and entertainment is increasing.

Usually the engaged women set off having their documents and cross the state border legally.

I would like to point out that the discussed matter is nothing else than a well-organized and masked business, which is most often bound up with the organized criminal groups in Latvia as well as in other countries. In those cases, when a victim of the engagement does not have a right to leave the country legally (a ban or the age limit) procurer or a person in charge of engaging women provides her with fake passports of a citizen of Latvia in order to successfully exploit her later abroad.

Women are transported abroad in small groups with an accompanying person or without him. The international buses as well as cars are used for transportation, which is often performed under the cover of tourism, trips for studies and so on.

Victims themselves, not realizing the complexity of their situation, behave as people interested to go abroad. All formalities being gone through, it is difficult to detect such cases or return people to the country. The illegal border-crossing with the same purpose have not been noticed

The legislation of Latvia is being revised to comply with the requirements of the European Union. At the present time there are some articles in the criminal law which define the punishment for the people involved in the trafficking or in some way related to this activity, regardless of whether women-victims go for it willingly or not.

The questions concerning trafficking are regarded quite attentively in the Republic of Latvia. The Code of Administrative Infringements of Latvia imposes the administrative amenability (a fine of 250 Lat) for transporting by air or by sea people out of the state or, vice versa, to the territory of Latvia without valid in that country documents (Article 114).

The criminal law of the Republic of Latvia contains articles regarding the following criminal deeds related to the trafficking:

Art. 285 CL – illegal transporting a person across the border,

Art. 165(1) CL – transporting a person for the sexual exploitation (the explanation of this article is given in the Art.165 (2) CL according to which any action to leave a country legally or illegally or the state of being abroad is regarded as transporting).

According to the data provided by the Information Centre of the Ministry of Domestic Affairs these violations were registered in 2001:

Art. 285 CL - --

Art. 165 (1) - 28.

It is only according to the data presented by the airport ‘Riga’ that 148 women were deported and returned to Latvia during nine months of 2001. The following countries were mentioned in the data:

Deported from Scandinavia – 23,

From other European countries – 119,

From the USA – 4,

From Israel – 2.

It is also necessary to point out that a number of men deported to Latvia has significantly risen during the last year. The purpose for them to leave Latvia was the employment abroad. The analysis of the reasons for men’s deportation and return and

the information received from interviewing them give us the ground to think that the sphere of activity related to trafficking (by engaging to work) is widening. This method of trafficking is most effectively used in such economically unstable part of Latvia as Latgalia.

It is also quite important to take into account that the question of trafficking is closely related to such sphere of legislation as human rights. That is why taking measures against trafficking it is impossible to restrict the rights such as free movement from one state to another. The special attention should be paid to the women, the rights of whom were discussed in the Convention of 1979 (December 18, 1979) to eradicate the discrimination against women.

Some proposals for the action to be taken in this sphere are the following:

- to improve the legislation on the international level as well as on the level of a separate state,
- to collect information from all countries which have it, to analyze and publish the facts,
- to share information received in an operative way,
- to work out approaches and methods to be used on the international level tackling the problem of trafficking.

## **"Crossing Borders against Trafficking" - Experiences of the Nordic - Baltic Network and it's Role in Anti - Trafficking Co-operation**

---

**MS CAROLINA WENNERHOLM**  
Project manager, Kvinnoforum, Sweden

It is an honour to be here. I very much welcome this initiative and I am very happy that the work done together with five other NGOs is highlighted at this important event.

My name is Carolina Wennerholm and I represent the Swedish NGO Kvinnoforum together with Love Nordenmark who is project manager of Q Web that you met earlier today. However, in doing this presentation here today I also represent a network of NGOs that have collaborated in this project in the Baltic Sea Region:

- Monika, Multicultural Women's Association, Finland
- PRO-centre, Denmark
- AIDS information and Support Centre AIDS I TUGIKESKUS, Estonia
- Latvian Gender Problem Centre, Latvia
- Lithuanian Women's NGO "PRAEITIES PEDOS", Lithuania

I will here give a brief overview of what we have done and thereafter I will address some of the key concerns in relation to trafficking in women and girls in the Baltic Sea that we have identified in our work.

So what have we done during these years? Well first of all there is a logic to why Kvinnoforum engaged in anti-trafficking work. Kvinnoforum is a Women's Organisation with the overall aim to enhance women's position in society, in the working life as well as in private live. The target group of our work are marginalised women.

Thus, in our work with this group in Sweden, we realised in the early 1990s that the Nordic and Baltic Region was facing a new problem related to women. An increasing number of foreign women originating from the Eastern Europe were seen on the prostitution streets of Stockholm.

After doing some research it became clear that there was hardly any knowledge about trafficking in the region. We saw that there were activities and networks for other regions in the world. Trafficking as such was not new- and we had seen other foreign women being abused for sexual purposes before. The general sense was that trafficking for sexual purposes was something that was happening elsewhere. But the scenario was changing as related to the Nordic and Baltic Region.

We started our work with a research in 1997/1998. This was a mapping of initiatives and actors involved in anti-trafficking activities among NGOs, governmental institutions, researchers and others which resulted in a report. The study evidenced the lack of knowledge, lack of initiatives but great interest in addressing the problem.

Following this, we initiated collaboration with Gender Problem Centre in Latvia and Monica in Finland. Three representatives from these organisations travelled around and met organisations in the Baltic and Nordic countries. Many of you probably met with Tatjana Kurova, Natalia Ollus and Nina Strandberg then.

The project resulted in the Resource Book and the same material was translated into an Internet Resource Base with descriptions, addresses, references and online documents. Furthermore we integrated the work into Q Web, an Internet based network on women's health and empowerment. Q Web consists of almost 1000 members interested in women's health, 250 are interested in trafficking. So on the web-site you will find a description of these organisations, many of them from the Baltic and Nordic region. Q Web also provides service information to its members on reports, events and other actualities. Trafficking is one of the most active areas of Q Web. Please see [www.qweb.kvinnoforum.se/trafficking](http://www.qweb.kvinnoforum.se/trafficking).

An important purpose and use of the Resource Book and the Resource Base in collaboration with Q Web is that it facilitates the contact and communication between organisations and across the countries in the region. We are convinced that in order to address trafficking we must co-operate across organisational and country borders.

Following this project, we expanded the collaboration to NGOs in Estonia, Lithuania and Denmark as mentioned above. In this third project each of the participating organisations organised a seminar in their respective countries to discuss trafficking and to enable co-operation and develop concrete activities. In May-June 2000 we held 6 workshops in 6 countries. About 20-40 participants representing NGOs, governmental organisations such as police, social welfare, gender equality unit and others, as well as researchers participated. In all of the countries except Denmark it was the first time so diverse actors met nationally to discuss trafficking. These seminars were the start of national networks.

We have continue our work this year, despite serious funding problems and we therefore welcome very much the IOM initiative as this has focus on information and network as well.

We are glad that you can build upon our work. In our collaboration we are this year updating the resource book and each of the organisations will update their country- so please if you are interested in being included in the Resource Book please contact each of us.

I would argue that above projects have resulted in the following:

- The establishment or strengthening of national cross-sector networks in six countries around the Baltic Sea.
- Enhanced awareness on trafficking among those who participated in the seminars.

- Enhanced awareness on trafficking among the public due to extra activities such as lectures, articles, networking, distribution of Resource Book and the information work of Q Web.
- Enhanced the collaboration between NGOS, between NGOs and GO s as well as contact between the countries. For instance two weeks ago three police officers from Estonia, Latvia, and Lithuania visited the Swedish Police. The Swedish Police immediately included us in their program and we spent 2 hours discussing trafficking in the region, which was most fruitful.

Finally, I have some key concerns and even recommendations that I wish to share:

- Build on existing networks and the experiences of those. There is no need to “reinvent the wheel”
- Keep the focus on the women and girls. What do they need? Both in terms of prevention as well as in terms of rehabilitation. Treat the women with respect and look for the potential in firstly avoiding trafficking- but also their potential in recovering. Always apply a gender perspective. I believe NGOs play an important role here. Many of the women restrain from contacting authorities. However, the responsibility may not lay on NGOs alone- they need support, both in economic terms as well as in other.
- It is essential that governmental organisations network and co-operate with NGOs on a practical level.
- The reasons for trafficking are multifaceted- we all know that. In a gender perspective poverty and lack of opportunities are some of the most important. However, working towards a change in attitudes when it comes to negotiate with the bodies and rights of women and girls is central. This relates both to the right of women and girls, and boys to say no and find alternatives as well as when it comes to the attitudes of those who buy sexual services on the demand side. How is it that we in Sweden despite a long term work on gender equality still have men who travel to the Finland to import women from Murmansk over the week end, or that we have about 50 brothels in private apartments with foreign women selling sexual services in Stockholm only?
- Finally I wish to invite the IOM Regional Office for the Baltic and Nordic Region to initiate an information campaign directed to the buyers, the demand side in the countries of destiny. This would be a really interesting initiative.

## **Promotion of Co-operation Between Governmental Authorities and NGO's - Finnish Experience: Achievements and Problems**

---

**MS REET NURMI**

STAKES National Research and Development Centre for Welfare and Health,  
Finland

Many of previous speakers during last two days were concerned about violation of women's human rights and how traffickers abuse a position of women's vulnerability. I am presenting Finnish National Programme for Prevention of Prostitution & Violence Against Women. This programme is part of the Finnish Governmental Plan of Action for the Promotion of Gender Equality. On this occasion, the Ministry of Social Affairs and Health launched the Programme for the Prevention of Prostitution & Violence Against Women, chaired by the Minister for Social Services. The endeavour consists of two sister projects and implemented at the National Research and Development Centre for Welfare and Health (STAKES).

The task of the Project for Prevention of Prostitution is to monitor and follow up prostitution nationally and internationally and to compile and provide information about the phenomena of commercial sex and trafficking in women. The project plays an expert role and disseminates information on questions relating to prostitution. The project develops professional education and requires collaboration between the police, social and health services, the judiciary and service providers. The project goals include the development research and legislation. One objective of the project is to promote co-operation between the authorities and non-governmental organizations and enhance pilot projects to support victims of prostitution and trafficking in women to find alternatives, to find a way out of prostitution.

The Project Prevention of Prostitution and Ministry of the Interior coordinated two STOP-projects during last three years, financed by EU. Aim of the STOP 1-project was Building up a network between the authorities of Russia, Estonia, Sweden, Germany, Denmark and Finland for monitoring, analyzing and combating trafficking in women and children. STOP 2 - project was Minors in the Sex Trade. Such networks should be consulted and used when developing cooperating in combating trafficking in the neighbouring countries.

Project Prevention of Prostitution develop also cooperation work with non-governmental organizations. We supported during last three years three Daphne-Foundation projects. Project Improvement and Co-ordination of Assistance to the Victims of Violence and Trafficking in Women in the area of Prostitution had partnership with Germany and Austria. Multicultural Women's Association MONIKA in Finland was done outreach work and gathered information of trafficking in women. Central objectives of the project was to coordinate individual social work of affected women with method of case management and help victims of trafficking in finding ways out of prostitution. Also the project involved immigrant women who are victims of violence against women. The aim of Training and Capacity Building Against

Trafficking in Women and Girls in the Baltic Sea Region - project has build up network between Scandinavian and Baltic States. (Project was coordinated by Kvinnoforum, Sweden) Main objective of the project was to enhance the capacity among interested Finnish NGOs to work with women and girls at risk of being trafficked or victims of trafficking in Finland and to set up a National Focal Point - Resource centre for the women.

Project Prevention of Prostitution cooperation work with NGOs include supervise of voluntary workers, training for outreach work and gathering information on prostitution field. In this way is possible to hear prostituted women's voices. Results of gathering information prove that most of women have violent experience of partner relationship and sexual violence before been recruited into sex trade and into prostitution. Nobody said that they liked it, they liked being prostitutes. Subordination of women and sexual violence is in large part linked to trafficking for purposes of prostitution. Sexual violence of women is a violence against women. Many researchers around the world and NGOs highlighted that many victims of trafficking suffer severe physical, mental and health problems. Trafficking and violence against women are a serious human rights offence and a threat to peace and democracy and the development of women's human rights.

Unfortunately there are two separate EU framework decisions and texts though it is known that sexual exploitation of children is largely linked to trafficking, and that sexual exploitation of women is no more acceptable than that of children. This distinction disguises the link between trafficking and sexual exploitation, particularly that of women and children, elements that are very clearly and precisely incorporated into UN protocol against trafficking. In reality there is only one form of trafficking in women and children, mainly for purposes of prostitution. We can not separate local prostitution and trafficking in women in sex industry. In our societies we have only one sex industry and sex market entertainment where abused women and children's bodies. There does not exist so called "funny sexual violence" or "pleasure of sexual exploitation" for prostituted women. There is specific group of men, clients of sex industry who abused women and children; they use their power and money and take advantage of vulnerable position of women. Most of the customers buying sex from minors are also customers of prostitution, pornography and other products of the sex industry. Children are already part of global sex markets. Buying sex from a minor (under 18 years) constitutes a criminal offence according to the Finnish penal code. In spite of legislation and Convention Children Rights still sex tourists from western countries exploited sexually children in Baltic countries. Also, in every societies, there exists criminal networks, that recruit women and children into sex industry. These networks have clear connections between East and West. Although it is recognized that trafficking in human beings is conducted for a variety of reasons, trafficking mainly involves women and children and is organized for purposes of sexual exploitation and prostitution. The text of the framework decision, contrary to that of the UN Protocol, does not reflect this reality and adopts a neutral tone, referring to "trafficking in human beings", without making any particular reference to the identification of the victims or main purposes of this traffic.

The fact that the victim's consent is irrelevant in case of trafficking should be started explicitly in all papers relating to trafficking. Protection for victims although the EU Framework Decision is situated within a framework of harmonization in the area of



criminal law and police cooperation, it must provide more in the way of measures to protect victims and, in particular, residence permits. It is essential that decision does not become an instrument for discouraging immigration or requests for asylum, but one for the promotion of human rights, recognizing the victim's status as victims of a crime. Protection of victims must also be considered separately from protection of witnesses. NGOs must be supported by authorities in their efforts to help victims of trafficking. NGOs can support the victims by providing them with shelter and aid, both in the country of destination and in the country of origin. It should however be stressed that responsibility for protecting and helping victim lies predominantly with governments, not NGOs. Functioning on a voluntary basis, NGOs often have limited means and resources. In cases of trafficking where criminal gangs are involved, the tasks should be undertaken by governmental organizations, often with the help of expertise and support of the NGOs. The victims should be allowed to stay in the country of destination as long as necessary, whether they agree to testify or not. Trafficking is exploited migration, but trafficked women and children are not migration criminals.

According to the UN Protocol which also calls for the discouraging of the demand that fosters all forms of exploitation of persons, especially women and children. Sweden has already criminalized the buying of sexual services, which has proved to be a good practice. Changing of attitudes in societies is an integral part of diminishing the demand and the expansion of the sex industry. This topic could be one part of information campaign on prevention of trafficking in women.

Prostitution and pornography are acts of systematic sexual violence against women. Prostitution is not "career" or "choice". Prostituted women and young people are victims of battering, sexual assault and psychological abuse by pimps, clients, drug dealers and sometimes, family members. Prostitutes need alternatives for selling sex. Without sex industry, if there weren't demand for sex services, there wouldn't be victims of trafficking and sexual exploitation.

## **Network of Trafficking Prevention Centres: Local and International NGO Co-operation (Cases of Ukraine, Moldova, and Armenia)**

---

**MS ELEANOR VALENTINE**  
Winrock International, Director  
USAID, US Department of State

Good afternoon Madame Chairwoman, colleagues. My intention today is to share with you the two models for trafficking prevention which Winrock International, implements in Ukraine, Moldova, and Armenia. Winrock International is an American NGO dedicated to working with people to build a better world, building human capacity, creating long-term relationships, and promoting teamwork. In Ukraine we work with local NGO partners on two projects. The first project is funded by the US Agency for International Development and through a network of Women for Women centers provides information and services to the population most at risk of trafficking. Under funding from the United States Department of State International Narcotics and Law Enforcement Bureau Winrock implements the Community Response to Domestic Violence and Human Trafficking Project together with three local NGO partners in Ukraine and one each in Moldova, Armenia and Uzbekistan. Additionally, under funding from USAID, my colleague directs a Women's Business Support Center which provides training to teach entrepreneurship and business skills to young women, as well as providing micro-credits to those women who embark on establishing new businesses. In all our projects we are addressing the issues of women's human rights, leadership and empowerment for equal opportunity in society. Our trafficking prevention programs are geared at addressing the root causes of lack of economic opportunity and problems of violence against women.

I will briefly describe the activities of the two trafficking prevention projects and then examine some of the results which we have achieved in the past three years.

The Trafficking Prevention Project is working with the group most at risk of trafficking in Ukraine, which we define as women and girls between the age of 12 and 30 years old. In late 1998, three Women for Women Centers were established on the base of existing Ukrainian Women's NGOs in Donetsk (League of Professional Women of Donetsk), Dnipropetrovsk (Women's Information Coordination Center) and Lviv (Western Ukraine's Women's Perspectives). In early 2001, four more centers came on line in Rivno, Zhytomhyr, Kherson and Chernivtsi also in partnership with local NGOs. Our basic approach is to give women and girls the knowledge and skills to make choices about their futures.

The Trafficking Prevention Project has, in addition to the Women for Women Centers, a nationwide grants program and training program. The Women for Women Centers offer a Job Skills Training Program of courses and training; a Crisis Prevention Program which includes training, individual consultations, self-help

groups; pro bono legal assistance and information hotlines (3 are 24 hour lines, 1 is 12 hours, and 3 are 8- hour lines).

The Job Skills Training program includes:

- Individual walk-in job & small business start up counseling
- Resume writing and interviewing advice
- PC, Secretary-advisor, modern bookkeeping, etc. courses
- Employment listings and referrals to government and other NGO career centers
- Access to computers
- Placement in mentoring programs which provides positive role models
- Training seminars on basic job search skills and starting a small business

The Crisis Prevention Program includes:

- Walk-in consultations
- Referral services for psychological and medical assistance
- Services are available anonymously through telephone support lines
- Self-help groups for women suffering from domestic violence and trafficking
- Ongoing training in hotline operation and crisis intervention to deepen center staff expertise

The Legal Assistance Program includes:

1. Legal consultations related to:
  - Employment issues, including checking contracts
  - Trafficking and work abroad, including laws of foreign countries regarding labor
  - Domestic Violence advocacy – including divorce, child custody, and housing issues.
  - Business start-up and employment issues
2. Legal briefing papers that explain laws relating to work abroad, laws governing employer-employer relations, and how to register business in Ukraine.
3. Lawyers have also created legal reference manuals summarizing laws and regulations that relate to domestic violence and trafficking.

In coordination with the International Renaissance Foundation (Soros) In collaboration with the International Renaissance Foundation, Winrock International has awarded over 50 grants to Ukrainian NGOs in 27 cities, towns and villages for activities focused on:

Increasing economic opportunities for women

Decreasing violence against women

Increasing public awareness of trafficking in women

Increasing the capacity of rural women's NGOs to provide services for women

Under a subcontract to Winrock International, LaStrada Ukraine, is preparing a school textbook and video series for schools on trafficking as a human rights violation and social problem in Ukraine.

The training program which is conducted at each of the Women for Women Centers as well as by a team of trainers sent to communities where the centers do not reach, includes interactive participatory training:

- Women's Leadership (1 day)
- Gender Equality (1 day)
- Trafficking Prevention (1 day)
- Violence Prevention (1 day)
- Finding a Job (2 days)
- Business Start-Up (2 days)
- Interactive discussion in schools (3 hrs)

Also under the TPP project a Research Survey of the at-risk group was conducted in early 2001. The survey included 2048 respondents, including a general sampling of 1520, and focused groups of 350 residents of *internati* (orphanages/boarding houses), 103 women whose business requires them to travel abroad, and 110 sex workers. The findings of this survey are available on the Winrock International Website [www.winrock.org.ua](http://www.winrock.org.ua). Of the population of nearly 50 million Ukrainians, over 25 million are women and an estimated 5.5 million fall into the 12-30 year old group. Our survey found that of those in the age group 11% of the general group, 13% of the *internat* residents, 14% of the women requiring travel and 19% of the respondents of the sex industry displayed behavior putting them at high risk of falling prey to the schemes of traffickers.

In the first three years of activity (2 years with 3 centers active) the Trafficking Prevention Program has achieved the following:

- Over 14,500 women trained in basic employment skills
- Over 1,300 women starting re-qualification or education programs
- More than 1,800 women in new jobs (over 10% of those trained)
- 297 women started new businesses
- Over 10,000 women trained on prevention of violence and trafficking and women's rights
- More than 30,000 calls to the three information hotlines
- Over 2,800 legal consultations provided to women
- Survey of at-risk women conducted early 2001

The Community Response to Domestic Violence and Human Trafficking Project includes partners in four countries. The purpose of the project is to increase community-oriented approaches to protection, prosecution, and prevention of domestic violence and trafficking in women and children through multi-disciplinary interactive participatory training that fosters collaboration among local women's NGOs and law enforcement, advocacy and public awareness. Whereas the TPP is focused at working with the at-risk group, this project is focused at working with those who have responsibility or can influence the those responsible for making policy decisions. Our project partners include:

- Women's Information Coordination Center, Dnipropetrovsk, Ukraine
- Western-Ukrainian Center "Women's Perspectives," Lviv, Ukraine
- "Women of the Donbas," Luhansk, Ukraine

- Women's Rights Center of Armenia, Yerevan, Armenia
- Women's Organization of Moldova "Civic Initiatives," Chisinau, Moldova
- Women's Organization "Mekhri," Tashkent, Uzbekistan

The six NGO partners conduct multidisciplinary interactive participatory training which includes 50% law enforcement participants. Our American partners, Minnesota Advocates for Human Rights, prepared research human rights reports for each country on domestic violence and on Trafficking in Ukraine and Moldova. These reports are available on the website [www.mnadvocates.org](http://www.mnadvocates.org) and our website [www.winrock.org.ua](http://www.winrock.org.ua).

Partners conduct public awareness work in their communities and have established advisory boards to help with local or national advocacy projects (one community is working to establish a shelter for victims of trafficking, others are working for legislative change, and others working with law enforcement in increasing the number of cases which make it to court). The Advisory Boards are designed to promote cooperation and coalition building among law enforcement, courts and civic initiatives. Additionally, partners have worked with local law enforcement faculty to introduce courses or modules on domestic violence and trafficking in the police schools and academies in their cities. The project has developed a training manual for these courses and multidisciplinary training, currently being adapted for each country.

Since the project was launched in February 2000, partners have conducted more than 200 trainings with participation of more than 2,300 community leaders including 1,100 law enforcement officials, 100 lawyers, and 330 physicians, psychologists and social workers. They have trained also journalists and students in police schools. Partners have conducted more than 250 meetings and public forum between NGOs and law enforcement officials to establish cooperative relationships. This has resulted in such specific achievements, for example in Lviv, where the NGOs and police have established a community consultation center for victims of domestic violence.

In both projects, Winrock International and our partners work closely with the US Agency for International Development and other projects supported by USAID. In Ukraine, this group has worked together on a review board of a new docudrama on the problem of trafficking called "In Case I Don't Return" (I have provided Audra with a copy of this film). We cooperate with the local offices of the International Office for Migration, with La Strada (in Ukraine and Moldova), OSCE (Office for Security and Cooperation in Europe) and ABA/CEELI (American Bar Association/Central and Eastern European Legal Initiative). In Ukraine these organizations are working together to support a national working group on trafficking victim/witness protection – a group which is scheduled to be in Lithuania at the end of the month to learn more about your experience in this field. In each country, we also work with Peace Corps volunteers, in Ukraine with Project Harmony, International Renaissance Foundation (Soros), Internews, IREX/Promedia and the Ukraine Market Reform Education Project in media training. Partners also work with UNDP and with health projects such as the American International Health Alliance and Planned Parenthood. We also cooperate with Caritas and in Moldova Connect Russia-USA.

In closing, it might be useful to put our work in the context of the problems faced in the three countries where we have partners working on the problems of trafficking.

### In Ukraine

- Ukraine as a nation of nearly 50 million
- 54% of the population are women
- 65-70% of the unemployed in Ukraine are women
- 59% of women surveyed have suffered from violence (in the home or workplace)
- 5.5 million women in at-risk group 12-30 year olds
- AIDS cases reported increased from 44 in 1994 to 15,000 in 1997

In Ukraine, there are two shelters for victims of domestic violence and one shelter just opened for victims of trafficking. Ukraine has made significant progress in laying the groundwork for working on the problem of trafficking. They have incorporated a Law criminalizing Trafficking (Article 149 of the new Criminal Code effective September 1, 2001 – but included in the old code as article 124-1 in 1998)). A National Coordination Council on Trafficking Prevention has been established under the Office of the Commissioner for Human Rights. An Interagency Working Group on Trafficking has been established under the office the Deputy Prime Minister for Humanitarian Affairs. A National Action Plan for Trafficking Prevention and Prosecution has been passed and a new one is being drafted for the next 3-year period. In July 2000, a special Criminal investigation Division for trafficking cases has been established with bureaus in each oblast and a total of 170 officers nationwide. The first cases on trafficking have been tried with significant sentencing (5 and 7 years imprisonment) and there are 134 cases pending currently in the country. Fifteen bilateral agreements with other countries have been negotiated to facilitate direct cooperation between law enforcement on trafficking problems.

Moldova, demographically may be similar to Lithuania, but economically is in a much worse situation:

- Moldova as a nation of nearly 4 million
- 52% of the population are women
- 70-75% of the unemployed in Ukraine are women
- 60% of women surveyed have suffered from violence (in the home or workplace)
- 600,000 - 1,000,000 Moldovan citizens working abroad
- 50-100 persons from every rural community working abroad

Moldova is in quite a different situation from Ukraine. While the government addresses the problem of trafficking through the work of the Department of Migration of the Ministry of Labor which is involved in prevention and public awareness campaigns, there is only a working group on draft legislation on criminalizing trafficking active now for several years.

Armenia, a country of 4 million has witnessed massive migration since 1991. 65-70% of the population are urban dwellers and unemployment rates are quite high. In Armenia, as well, there is a very high incidence of gender violence reported, estimated at 70% of the women have experienced domestic violence and 51 % have experienced violence at the workplace. Trafficking to the Middle East, particularly to United Arab Emirates is a problem.

In conclusion, Winrock International is pleased that the model we introduced on looking at finding solutions to the trafficking problems but also to address the root causes of lack of economic opportunity with job skills and entrepreneurship training is working in Ukraine and our community approach has made significant strides in Ukraine, Moldova, Armenia and Uzbekistan. While our efforts are primarily geared at trafficking prevention strategies, our partners are also now working more and more with victim rehabilitation and reintegration issues. Soon, a new trafficking prevention project will be launched in Russia Far East under funding from USAID. We are hoping to introduce a model project in Moldova to provide small and medium enterprise development and job skills training. We are certainly interested in working together with our colleagues in the Baltics as well.

# **Situation with Prostitution and Trafficking of Women and Girls in Estonia**

---

**MR JÜRI KALIKOV**

Head of AIDS Information and Support Center in Tallinn, ESTONIA

## **THE SOCIAL-ECONOMIC SITUATION OF WOMEN**

The social-economic situation of women in Estonia is generally worse than this of men.

- Women are mostly in occupations, which have less prestige and smaller average salary,. Men have better salaries and power positions.
- Men are more active in starting private businesses.
- Average salary of women is about ¼ less, last decade shows the growth of that difference. The biggest is difference in salaries of service and sales workers (3/4 are women) - 63.2% (1997) and the smallest in salaries of public officials 90.2% (1997). None of the fields is it equal or in favour of women.
- Age, nationality, region, urban/rural environment, education make important differences in unemployment situation. According the age is unemployment rate highest among youth (15-24 years)..
- Human rights and women's rights – Estonian Parliament has signed international conventions Convention for the Protection of Human Rights and Fundamental Freedoms and Convention on the Elimination of All Forms of Discrimination against Women (1992), the Social Charter of European Commission has caused much discussions (especially paragraphs of equality and equal pay) in Estonian Parliament and has not been accepted yet. Estonian SSR law of trade unions exists from 1989.

## **TRAFFICKING IN WOMAN**

### ***1. Trafficking in woman in Estonia.***

There are generally two ways of trafficking of woman in Estonia:

- inside the country, when the girls enforced to go to the capital and bigger cities from the country side and small cities (mostly from Ida-Virumaa with bigger part of Russian-speaking inhabitants and higher rate of unemployment)
- outside the country, when the woman can be trafficked crosses the borders to the other country.

Estonia is mostly country of origin of trafficked. If 5-7 years ago it was a number of cases when the woman was coming from Byelorussia, Russia, Latvia, now nearly all trafficked woman are local. Thanks to stronger border regulation this number is insignificant.

The routes of trafficking are various. But most «popular» are: Finland, Sweden, Poland, Holland, Spain, Italy, Norway, Denmark and Germany. But we have also



information about other destinations like Thailand, Greece, Cyprus, Japan, USA, South Africa.

They are trafficked for the following purposes:

- to work in prostitution
- as a domestic workers, nannies, householders etc.
- to work as striptease-dancers, dancers, waitresses etc.
- for the marriage with purposes of sexual or Labor exploitation

Very often women, failed by promises of high income, security, medical insurance, good work conditions, are have no intentions to work like prostitutes, but the situation, they find out their selves in abroad, put them make very difficult choices, which arise from absence of legal status, financial situation; physical or psychological violence, blackmail.

The main way of recruiting women is the advertising of «marriage agencies», «employment companies», and straight invitations for sex work in 3 main advertising newspapers, also from the working prostitutes from existing brothels and clubs. It is very few individuals who work independently on sex market, it is all the time some mediator (pimp, owner of club, driver, bodyguard etc) between sex worker and client. The traffickers are mostly local, previously criminal persons; often ex-prostitutes; also on this field are very active traffickers from Finland, Russia, Germany, and Holland etc. It is the clear linkages between traffickers from country of origin (Estonians, Russians) and countries of destination (owners of clubs, agencies, hotels, bars etc.)

## ***2. Policy and law***

Criminal Code does not specify trafficking of human beings or trafficking in woman as a single-valued crime. However that could be criminalized in concurrence of offences: taking a hostage (CC Art. 124.1) or illegal deprivation of liberty (CC Art. 124.3) combined with rape (CC Art. 115) or sexual passion satisfaction in an unnatural way (CC Art 115.1) or buggery (CC Art.118).

The special laws against trafficking in woman do not exist.

The smuggling of a person, in order to affect the illegal crossing of the border of the Estonian Republic, in addition to the organization, instigation or encouragement of this sort of offence by others, is punishable by imprisonment (from 1 to 5 years), or by fine under Estonian law.

It is no remarkable pressure to develop this kind of laws from Parliament, politicians or woman organization. The interest and concern of state institutions such as ministries of justice, health, foreign affairs and social affairs are very weak.

It is no any legislation or regulation concerning enforced marriages or marriages on convenience. Estonia doesn't ratify any international agreement concerning the fight against trafficking in women. Judicial co-operation for these offences are possible only under Council of Europe conventions in criminal field, ratified by Estonia in 1997.

The trafficker - being a citizen of Estonia - can be penalized when the crime was committed in another country, because Estonia ratified the European Convention on

the Transfer of Sentenced Persons on 26 of February 1997, in force since 01.08.1997. (only one case)

### ***3. Prevention and education.***

The special programs or separate projects for the prevention and education regarding trafficking in woman, initiated or supported by the state, do not exist. The only NGO, which start to deal with the prevention and education 5-6 years ago and works with trafficked woman is the NGO AIDS Information and Support Center (AIDS-i Tugikeskus).

From March, 2000 AIDS Information and Support Center in co-operation with NGO-s from Finland, Sweden, Denmark, Latvia and Lithuania implemented 1-year project «Training and Capacity Building Against Trafficking in woman and Girls in the Baltic Sea Region» - project, initiated by Kvinnoforum from Sweden and financed by Daphne-initiative. Unfortunately the international project regarding trafficking in women starts without any help from the state. This project was continued for the first three months of 2001 with the financial help of Likestilling Centeret from Oslo, Norway.

The STOP-project (01.07.1999-30.06.2000), initiated by STAKES and Ministry of Interior of Finland involved some Estonian state institutions (police, prosecutors, border guards, schools, social and health sector civil servants) but only on issue of prevention of commercial sexual abuse and involvement in prostitution the minors (under 18 years old).

It is a lot of publications and reports in mass media on theme of trafficking in woman, but political and public opinion is not clearly formulated, it is «from wall to wall». Some of newspapers and magazines publish professional and appropriated articles, but some are interested only in sensation and scandal, at the same time regularly distributing sex-business advertisements.

### ***4. Victim support.***

«The Ministry of Social Affairs has presented to the Government of the Republic the part of national program of the crime prevention «Establishment of the system to assist the victims of crimes». Association «Support and assistance for victims» have been established, also asylums. Consult for victims, fiscal benefits, help of crisis are arranged by the Social Rehabilitation Center and Association. Assistance for the victims and their families is not sufficiently good. Respective programs are not elaborated, specialists are not properly trained and economic problems are not solved yet.»

It is quote from official response of Ministry of Justice, which was edited for the Committee on Women's Rights and Equal Opportunities of European Parliament. But it is not special governmental program or projects regarding victims of trafficking in women. It is very few organizations, which provide some victim support. Crisis Intervention Center in Tallinn (previously for the victims of violence in the family), NGO Tartu Support Center for Abused Children - for adolescent and NGO AIDS-i Tugikeskus (AIDS Information & Support Center) - for the victims of sexual violence and rape on sex-work (some psychological and social support, free tests on

HIV/STD and medication, consultation of specialists - gynaecologist, narcologist, venerologist etc.)

## **VIOLENCE AGAINST WOMEN**

There are no special help organisations for dealing with violence against women and no special statistics about it. Tartu Support Centre for Abused Children has 30-40% of families with the problem of violence against women. They served altogether 399 families in 1999. The biggest problems of women in violent relationships are that they feel helpless and hopeless, hide domestic problems from colleagues and acquaintances, can't see that their children suffer for same reasons and can't help them, have long and undiagnosed depression, use alcohol instead of looking for effective solutions, lack of supporting friends. But 30% of our sex workers visitors through the SEASTAR project (1996-1999) were sexually abused in the childhood (under 16 years of age). 40% of sex business employees who visited us, fall victim to violence and sexual abuse when working.

The sex workers are very often in situation of different kinds of dependence from the pimps, brothel or bars owners, traffickers etc. Its can be illegal deprivation of liberty; violence and sexual and physical abuse from clients and pimps; financial dependence from owners of brothels; or traffickers, who organize sex work abroad); in way of financial punishment for "mistakes" during working with clients; social freedom deprivation

## **PROSTITUTION**

### ***1. Prostitution in Estonia.***

The exact number of brothels and sex service firms and the number of woman employed are very difficult to estimate because the situation changes daily. Today, there are approximately 50 - 70 brothels in Tallinn and a few in the other major cities. The migration of sex business employees (mostly Estonian and Russian origin) from Estonia to Finland, Germany and Sweden as well as to other countries has increased, especially after cancellation of visa requirements to several countries (last example - Schenghen countries). Changes have also taken place in the structure of prostitution, most noticeably in the age and ethnic background of sex business employees. Whereas in the beginning of the rise of prostitution there was an equal number of Estonians and Russians involved, the share of non-Estonians at present is considerably larger. This has evidently been caused by integration problems on their part.

As far as the migration of prostitution is concerned, it should be pointed out that sex business employees of Estonian nationality now proceed mostly to Stockholm or Berlin (no visa needed, tough competition on the «Finnish» market between woman from the Baltic states and Russia, Russian sex business employees continue working in Finland). The customers of sex business in Tallinn and Pärnu are primarily visitors from Finland, Sweden and other Europe countries also local Estonian and Russian men. Finnish sex magazines, for example, carry detailed articles about Estonian brothels, telephone numbers and prices.

Procuring and pimps are totally common. Prostitution is clearly a part of organized crime and the drug trade in Estonia. The advertisements with invitations for sex work to the Dutch, German, Finnish sex clubs are very common in Estonian (Russian and Estonian language) newspapers.

The main motivation for young women and girls are economical reasons. Then prostitution was at its peak, more than half of the sex workers were under 18, and now their share has dropped to 26-27%. At the same time constantly the cases of only 15 or 16 years aged sex workers have been observed, the youngest girl, who was visited our services was 14 y.o.

The average pimp has little regard for the sex worker health, and with the large number of young women involved; intervention is still very difficult. There are call girls, sex firms as apartments, saunas, brothels and massage saloons. Street prostitution like phenomenon (as it exists in Latvia, Sankt Petersburg or Helsinki fortunately does not exist.

**2. Policy and law** It is no special law concerning prostitution in Estonia. But according to the criminal code Art.202 6 inclining a person to prostitution or mediating prostitution is punishable up to 7 years. This amendment to the Criminal Code came into force in 21<sup>st</sup> of February 1995. It is no national policy of the state (or ministry of justice, ministry of health etc.) and any state programs or financed by state projects regarding prostitution.

Unexpectedly effective has been paragraph 201 of the Criminal Code “Allowing illegal activities in a persons dwelling”, due to which many brothel keepers, especially female ones or former prostitutes gave up their activities. Paragraph 202 of Criminal Code “Involvement of minors in criminal activities or prostitution” has also had a positive effect, though it would be bigger if the police had better means of enforcing it. Paragraph 202 of the Criminal Code on banning pimping can be considered a truly progressive step in the development of our legislation. But at the same time we find out that big number of owners just change the “sign” and reopen new brothels under new one – saunas, massage saloons etc.

Unfortunately, it looks that police deal with cases only if they have operative information about adolescent girls in brothels or drug use. It is not enough attention for the trafficking itself and very few investigation regarding pimping or involvement in prostitution.

Although its enforcement is complicated and the number of court cases, which really punish the pimps and owners by years in imprisonment is very little, a mere existence of this law ended the virtually useless discussions on legalizing or banning prostitution, neither of which is a constructive solution. The discussion about legislation in our Parliament roll over and rules only in one way - the range of taxes, which the state wish collect from the sex business employees.

### **3. Social assistance.**

Since October 1996 for September 1999 this work has been carried out, within the framework of the project “SEASTAR” (prevention of migratory prostitution) which is a Finnish-Estonian joint project, financed partly by EU and partly by Helsinki

Deaconess Institute. The SEASTAR project is the part of UMBRELLA NETWORK projects, co-ordinated by SPI (Social Pädagogischen Institute in Berlin, Germany). Within the framework of SEASTAR sex workers receive the following assistance:

- Free advising on safer sex and HIV/STD prevention
- Free tests on HIV and STDs
- Free treatment of STDs
- Free counselling of the specialists (venerologist, narcologist etc.)
- If necessary, free legal, social and psychological assistance.

During the report period (01.12.1996 to 31.09.1999), nearly 1200 sex workers were counselled and given information on safer sex. A total of 382 sex workers filled in an anonymous questionnaire on their first visit; on the basis of these questionnaires the following conclusions can be drawn:

1. The 26,5% of girls who filled the questionnaire was less then 18 years old.
2. 45% of sex-workers are from capital, 53% from other places in Estonia
3. Majority of the girls in sex business are Russians - 83%,
4. The education level of Estonian sex business employees is relatively high; only 23% of them have not graduated high school; 47% have completed high school and 23% have completed applied school education
5. The majority of them are family people: 9% are married, 26% divorced, 65% single and 39% are mothers of one, two or more children; some are the only supporters of there families.
6. Sex-work is short-term occupation, and sex-workers tend not to be involved in it for very long time. On the question about they plans for the future girls answered as follows: 45% pointed half of the year, 37% - one year, 10% - two years, 8% - three years and longer to be involved in sex business.
8. The interest for the working abroad is quite constant. Altogether 54% of the respondents intended to continue their work abroad - 52% in Finland, 40% in Germany; 8% in other countries.
9. Knowledge of safer sex is insufficient: 6% of the respondents do not use condoms at all, and 26% in the middle of the project) do not use condoms all the time.
10. 30% was sexually abused in the childhood (under 16 y.o). 40% of sex business employees fall victim to violence and sexual abuse when working.
11. Only 9% do not use alcohol at all, 42% use every week,. 90% of sex workers smoking.
12. On the question about drug use were answered 321 sex-worker and the results are very alarmed - 28% of the girls use drugs. From those, who use (89 sex-workers): smoke - 57%, inject - 45%, use tablets - 45%

In Tallinn, customer work has focused on providing health services, counselling, safer sex education and outreach work at the first half of the period at Helsinki and Tallinn, later at Tallinn only. Counselling, medical examinations, safer sex education, specialist consultations (venerologist, gynaecologist, narcologist, psychologist) for sex workers were arranged at the AIDS Information and Support Centre. The center provides doctors surgery hours six days in the week (in the afternoon). Condoms, lubricants, safer sex informative materials, leaflets about safer kinds of work, about services in both countries, has been distributed on fieldwork visits and in center.

Our staff and volunteers have long time experience of outreach work. During our visits to Helsinki sex bars (Kings Kakadu, Mermaid, Mikado) and on the streets, during field work once a week in Tallinn we spread more than 1000 safer sex «gifts» with the various kinds of condoms, lubricants and informative materials about activities of both services in Tallinn and Helsinki.

Medical examination was given to 788 sex workers, out of whom 451 were first visitors and 337 multiply visitors. Totally nearly 35 % of the girls, consulted and examined medically during their first visits were discovered minimum one sexually transmitted disease. The corresponding figures among multiply visitors were decreased considerably, especially when the girls come regularly. Totally nearly 8-9 % of the girls, consulted and examined medically during the multiply visits are discovered minimum one sexually transmitted disease.

The problems of prostitution, trafficking of women and girls inside and outside the borders become more and more serious and dangerous. From the year 2001 our center start the one-year Harm Reduction project among sex workers intravenous drug addicts, financially supported by Open Society Institute from New York and our own resources and still have no any financial support from the state.

We should give a special attention to these problems in a frame of extremely fast spread of HIV infection in last year. Before year 2000 total number of HIV-positive people as nearly 100. In year 2000 - 390 new cases were founded, and only in period 01.01.2001 – 10.04.2001 the number of new infections was 420!

It should be pointed that that it is clear epidemic situation among drug users, especially in age 15-24 and it is constantly growing number of infected women (in this year 97). The infected drug users are in the age of high sexual activity and very common situation is follows: young boys IDUs, which was founded HIV-positive, who live in Ida-Virumaa (Narva, Kohtla-Jarve) has a girlfriends, who work on temporary basis in capital (sometimes in sex business). It is alarming situation and because that situation contribute immediate and common measures.

\* Information about violence against women and social-economic situation was prepared by Selve Ringmaa from ENUT

---

MS VITA KARKLINA

Project for the Prevention of Adolescent Trafficking, Youth Health's Centre's Council  
in Latvia

I would first like to thank the organizers for an opportunity to represent Latvian non-governmental organization. The Youth Health Center Council of Latvia was founded as non-governmental organization in April of 1998 with aim to coordinate work in area of reproductive health in youth health centers in Latvia. The Youth Health Center Council of Latvia cooperates with other non-governmental organizations, for example International Organization for Adolescents (IOFA) in Brooklyn, NY USA; Latvian Gender Problem Center "GENDERS" in Riga, Latvia; Youth against AIDS in Riga, Latvia and Family Planning and Sexual Health Association in Riga Latvia.

Thanks to UNIFEM financial support and International Organization for Adolescents (IOFA) USA, The Youth Health Center Council of Latvia could start a Project for the Prevention of Adolescent Trafficking in Latvia.

*The Project for the Prevention of Adolescent Trafficking (PPAT-Latvia)* is a trafficking prevention program to be implemented nationally in the Baltic State of Latvia over a two-year period. Goal of the project is to prevent the trafficking of adolescents in Latvia. It has several objectives. First, project is designed to increase the awareness of human trafficking and forced labor among a significant number of adolescents aged 15-25 years in Latvia over two years. Secondly, To increase the awareness of human trafficking and forced labor among adolescent sex workers aged 25 or younger in Latvia over two years. And thirdly, it will increase the capacity of NGOs and government officials in Latvia to prevent human trafficking and forced labor.

PPAT-Latvia aims to increase adolescents' awareness of trafficking and forced labor in Latvia through several coordinated activities. Project will include

- ◆ Nationwide education and information campaign targeting adolescents and adolescent sex workers will be launched.
- ◆ An educational module on human trafficking and a career workshop for youth thinking about working abroad will be developed and integrated into the existing curriculum of teenage centers in Latvia.
- ◆ Professionals will be trained to teach the module on trafficking and organize career workshops targeting young people who are thinking about working abroad.
- ◆ Linkages with other NGO's and the national government will be fostered in order to increase their capacity to prevent trafficking in Latvia.

- ◆ A Governmental Working Group on Trafficking and Forced Labor forced labor will be formed and trained in Latvia. The goal of this working group is to develop a coordinated strategy to combat trafficking and forced labor in Latvia at the national level.
- ◆ NGOs in Latvia working with at-risk youth will receive materials, training and expert advice on trafficking and forced labor.

During the first stage of the project 17 young people from Latvia were trained and they conducted a research among youth about possible work advertisements, if they are informed about safety when planning to go to work abroad. This information will be gathered and processed in *iofa* in New York and society will be informed of results.

In the second stage of the project a documentary training film was made, portraying what do young people in Latvia think about work abroad and human trafficking.

My personal experience in work with young people in sexual health education shows an effective, emotional work that leads to results in development of personalities of young people, allowing them to choose and make decisions for their own life. I work as a psychiatrist with victims of rape and I can say that it is a very difficult and continued psychological process for a woman to overcome violence she has been through. In many cases women having experienced sexual violence do not go to police, as they know that it is very difficult to defend themselves.

The Project for the Prevention of Adolescent Trafficking in Latvia can only be effective if there is be a framework for cooperation among state institutions and non-governmental organizations. I think that it is important to inform and educate those young people, who have not yet become victims of human trafficking.



## **Baltic NGOs' Role in Combating Trafficking in Women: Problem Perception, Assistance Capacity, Training and Co-operation Needs. Interest in Information Campaign and Prospects of Co-operation**

---

MS DALIA MARCINKEVIČIENĖ  
NGO "Praeities Pėdos", Vilnius, Lithuania

Despite the fact that it is spoken about the problem of trafficking in women in Lithuania for about five years, nevertheless it is worth asking what positive have government institutions and non government organizations done, as a third sector, in solving this problem. It is worth to draw attention right away that during all these years the number of non government organizations has not increased in Lithuania. It remains stable – 2 i.e. the organization of Ms Ona Gustiene "The aid center if missing people families" and my organization "Praeities Pedos". The number of workers has not increased as well and it would hardly reach 8. However, even those two organizations have not done so little, especially keeping in mind that we managed to share optimum work. "The aid center of missing people families" has always drawn more power to practical work and concrete aid for victims of trafficking in human beings and this organization has succeeded in establishing the first refuge for victims of trafficking in women in Lithuania. However, our organization turned to another way and did more investigating work. We have published the first study in Lithuania about trafficking in women, where we have analyzed points of view of this problem of Lithuanian press, government institutions. We have carried out dozens of interviews with victims of trafficking in women, teachers, we have carried out sociological questionnaire in order to clear up social reasons of trafficking in human beings in Lithuania and to choose the preventative model of work more purposefully. We have fulfilled "Informative preventative campaign against trafficking in women and children", sponsored by Baltic American Partnership programme, at schools in 1999-2001. North countries Council of Ministers and Swedish organization Kvinnoforum have also supported our preventative-informative campaigns. We have visited dozens of schools, where we have delivered several lectures at each school, during the time of informative campaigns.

We are deeply assured that only stable preventative work with teenagers, using visual means, can give results after some time. Meanwhile today going through Lithuanian schools with our created document film "Mergaites" ("Girls") and talking to schoolchildren, we receive the only reaction, which is thoughtless giggle of schoolchildren after mentioning the word "prostitution" and irony towards victims of trafficking in women. What does this say? This means that absolute majority of Lithuanian teenagers i.e. potential victims of trafficking in human beings and the same future dealers, understand prostitution as a very piquant adventure and completely decent source of living. It also says that these children first of all hear about prostitution from television, which frequently makes this problem piquant, or from newspapers, which often describe victims of trafficking in women with greater or smaller humor. This also says that most probably these teenagers hear the same humor and piquancy from their teachers, and not rarely from their parents. And finally

this says that preventative work, performed by those two non government organizations, has not surely reached the majority of Lithuania.

In this case I would like to say that forces of two organizations are too small for the wide constant preventative work with youth, which is perhaps the most important in solving this problem of society.

The question may arise why non government organizations have not broadened their field of activity with branch offices in districts and have not visited all schools in Lithuania with their lectures during those five years. There are several reasons. First of all, they are occupied with every day concerns of survival and writing of minor projects. For example, we i.e. my organization, have not succeeded in getting premises for office. How many kilometers had Ona Gustiene to cover till she got desolate lodgings for refuge and then searched for money for renovation of these lodgings? We are short of volunteers too. Of course, it is hard to demand from the poor country's citizen to work still voluntary and unpaid. Though I have never heard that even one wife of Lithuania's prime minister would show an example to rich house wives the way to crisis' centers or refuge. In this case we speak not about money support, but about casual every day work in concrete non government organization. May be because of that graduates, who get diplomas of social workers, search for work in ministries, but not in refuges. Voluntary and even paid work in refuges seems shameful to the majority in Lithuania.

On the other hand, combating trafficking in human beings needs complex efforts. Government's preventative programme against trafficking in women was intended for that. It was begun to prepare it a couple of years ago, but the programme has not begun to operate yet. The people, Ministry of Interior including Mr Bazilevas have put enormous efforts preparing this programme and it has not been heard by the people all the same. Thus in this case it is hard to evaluate, judge and define how else has the preventative activity of government organizations showed against trafficking in women. For example, the Ministry of Social Security and Labour?

In this short presentation I just wanted to say that optimum preventative work has to be done not in spring or autumn, not on Monday or Thursday, virtually it has to be done every day. When ordinary teacher will devote 10 minutes of civil training' lesson and will explain to schoolchildren human rights, trafficking in human beings, its consequences and dangers. For example, when a school graduate will look a job in Germany. In this case the role of non government organizations would be to provide visual means to such teacher and detailed information what to say to schoolchildren. Teacher's task would be to convey received information properly. This does not require particularly great state's efforts and money. Ministry of Education with the help of non government organizations could correct just a little bit the content of ethic and civil training lessons. Preventative work would become visually better. Then it would be possible to talk about constant prevention against trafficking in women and children and then one could wait for results of such prevention.



Swedish International Development Cooperation Agency

**LAUNCHING THE INFORMATION CAMPAIGN  
ON PREVENTION OF TRAFFICKING IN WOMEN IN THE BALTIC  
STATES:  
CONCEPTUAL AND PRACTICAL DIMENSIONS**

15-16 October 2001  
Vilnius, Lithuania's Ministry of Justice  
Gedimino 30/1, Vilnius 2600

**TENTATIVE AGENDA**

**Day I**  
**Monday, 15 October 2001**

***MORNING SESSION - LAUNCHING OF THE INFORMATION CAMPAIGN***

**Chair:** *Mr. Jose-Angel Oropeza*, IOM Regional Representative for the Baltic and Nordic States

09:00 – 09.30    Registration and coffee

**Opening and Welcome Statements**

09:30 – 09.40    Address by *Mr. José-Angel Oropeza*, IOM Regional Representative for the Baltic and Nordic States

09:40 – 09.45    Welcome remarks by *Mr. Vytautas Markevičius*, Minister of Justice, Lithuania

09.45-09.55    Welcome remarks by *Mr. Rimantas Kairelis*, Vice-minister of Social Security and Labour, Lithuania

09.55-10.10    **Trafficking in Women in the Baltic Sea Region: Perspectives of the Challenge and Remedies**  
Address by *Ms. Anne-Berit Mong-Haug*, Ministry of Family and Children, Norway, member of Nordic Working group on Trafficking in

## Women

- 10:10 – 10.25 **US Counter-trafficking Policy, World-wide Co-operation and Activities in the Baltic States**  
Address by *Mr. John F. Tefft*, US Ambassador in Lithuania
- 10:25 – 10.40 **Finland's Co-operation with the Baltic Countries in Combating Trafficking in Women and Related Areas**  
*Ms. Taina Kiekko*, Finland's Ambassador designated to Lithuania
- 10.40 – 10.55 **Sweden's Policies and SIDA's Role in Combating Trafficking in Women**  
Address by *Ms. Helen Nilsson*, Swedish International Development Co-operation Agency
- 10:55 – 11.10 *Coffee break*

## **The Baltic Information Campaign: Foundations and Modalities of Raising Public Awareness in Trafficking in Women**

- 11:10 – 11.25 **Major Findings of the IOM Research on Trafficking in Women in the Baltic States: Patterns and Extent of the Problem**  
Presentation by *Prof. Marek Okolski*, IOM-Consultant, Warsaw Academy of Advanced Social Psychology (SWPS), Poland
- 11:25 – 11.40 **Public Perception and Awareness of Trafficking in Women in the Baltic States: Results of Targeted Opinion Polls**  
Presentation by *Dr. Vladas Gaidys*, Director, Public Opinion and Market Research Centre "Vilmorus"
- 11:40 – 11.55 **IOM Anti-trafficking Information Campaign: Messages and Strategies to Increase Awareness on Trafficking in Women among Potential Victims in the Baltic States**  
Introduction by *Mr. Jose-Angel Oropeza*, Regional Representative, IOM Helsinki  
Presentation by *Dr. Audra Sipavičiene*, Head of IOM office in Vilnius
- 11:55 – 12.00 **Conclusions and Closing Remarks**
- 12.00 – 12.30 **Press Conference**  
**Presentation of the IOM Book "Trafficking in Women and Prostitution in the Baltic States: Social and Legal Aspects"**  
Mid-term and long-term objectives of IOM strategy in preventing trafficking in women in the Baltic States
- 12:30 – 14.00 *Lunch*

## REGIONAL SEMINAR

### TRAFFICKING IN WOMEN IN THE BALTIC STATES: THE EXTENT OF THE CHALLENGE AND SEARCH FOR EFFECTIVE REMEDIES

Monday, 15 October 2001

#### ***AFTERNOON SESSION - PRESENTATION OF THE IOM RESEARCH RESULTS***

**Chair:** *Mr. Jose-Angel Oropeza*, IOM Regional Representative for the Baltic and Nordic States

- 14.00 - 14.15     **IOM's Role in Combating and Preventing Trafficking World-wide: Policy and Practice. Activities in the Baltic States**  
*Mr. Jose-Angel Oropeza*, IOM Regional Representative for the Baltic and Nordic States
- 14.15 - 14.25     **IOM Research on Trafficking in Women in the Baltic States: Scope and Objectives**  
*Dr. Erikas Slavėnas*, Programme Officer/Deputy CoM, IOM Helsinki
- 14.25 - 14.50     **Legal Modalities of Trafficking in Women: the Baltic States in the Context of Relevant International and European Norms.**  
*Ms. Heli Askola*, IOM Consultant, European University Institute, Florence
- 14.15 - 15.00     **Gaps and Most Urgent Problems in Baltic Legislation Related to Trafficking in Women**
  - **Estonia** – *Mr. Andri Ahven*, Advisor, Internal Security Analysis Department, Ministry of Internal Affairs
  - **Latvia** – *Ms. Anhelita Kamenska*, Latvian Centre for Human Rights and Ethnic Studies
  - **Lithuania** – *Ms. Audronė Perkauskienė*, Head of European Integration division, Ministry of Interior
- 15.00 - 15.15     *Coffee break*
- 15.15 - 15.45     **Sociological Module: Trafficking in Women in the Baltic States: Mechanisms, Actors, Problems, and Needs for Assistance**  
*Prof. Marek Okolski*, IOM-Consultant, Warsaw Academy of Advanced Social Psychology (SWPS), Poland

- 15.45 - 16.15    **National Perspectives of Main Problems Concerning Trafficking in Women in the Baltic States: Research Findings**
- *Estonia*: Mr. Juri Saar, Criminological Research Unit, Institute of International and Social Studies, Tallinn Pedagogical University
  - *Latvia*: Dr. Inna Zarina, Latvian Women Studies and Information Center
  - *Lithuania*: Dr. Danutė Tureikytė, Vilnius University, Department of Sociology, and Dr. Audra Sipavičiene, IOM Vilnius
- 16.15 - 16.30    **Discussion**  
**Briefing about the 2<sup>nd</sup> day's agenda**
- 18.00 – 20.00    *Reception given by IOM*

**Day II**  
**Tuesday, 16 October 2001**

***MORNING SESSION 1 - TRAFFICKING IN WOMEN: THE PERSPECTIVE AND RESPONSES OF RECEIVING COUNTRIES AND THE INTERNATIONAL COMMUNITY***

**Chair:** Dr. Audra Sipavičiene, Head of IOM Vilnius

- 08.30 - 09.00    **The Nordic Programme to Combat Trafficking in Women – Political and Legal aspects.**  
*Mr. Johan Alling, Senior Adviser, Nordic Council of Ministers secretariat, Denmark*
- 09.00 - 09.30    **Baltic Traffickers and Trafficking Flows to the EU: the Case of Germany**  
*Mr. Rudiger Richter, Police Attaché, German Embassy in Lithuania*
- 09.30 - 10.00    **Denmark's Experience in Investigating Organised and Resource – demanding Crime: Trafficking in Women from the Baltic States.**  
*Mr. Michael G. Weiss, Detective Sergeant, Criminal Investigation Department, Århus, Denmark*
- 10.00 - 10.30    **IOM's Mandate and Activities Related to Trafficking in Women Prevention. Information Campaigns**  
*Ms. Lisa Tsakiri, IOM Geneva*  
*Ms. Johanna Turnerova, IOM Prague*
- 10.30 - 11.00    **Discussion**
- Points to be addressed in presentations and discussion:**
- The experience of the “receiving countries:” to what extent it is relevant to preventive measures of the trafficking in “countries of

origin?”

- Global changes in Europe during the last decade: does it only facilitate trafficking or also offers new prospects of combating and preventing it? Euro-Atlantic integration: does it offer new avenues to approach combating trafficking in women?
- Outlining an optimal model of cooperation between the “receiving” and “sending” countries of victims of trafficking – what are the main modalities? What can be done on the governmental and NGO levels? Does the synergy of these two sectors offer any value added in combating trafficking in women?
- The case of the Baltic States: what are the main legal/social gaps that are obstacles in successful prevention in trafficking in women? A comparative perspective with the EU member states.

11.00 - 11.15    *Coffee break*

***MORNING SESSION 2 - INFORMATION, PREVENTION, AND ASSISTANCE TO THE VICTIMS OF TRAFFICKING: STRENGTHS AND LIMITATIONS OF THE GOVERNMENTAL SECTOR. SENDING COUNTRIES' PERSPECTIVE***

**Chair:** *Ms. Love Nordenmark*, NGO Kvinnoforum, Sweden

- 11.15 - 11.35    ***Lithuania. Trafficking Problems in Lithuania. Trafficking in Human Beings and Prostitution Prevention Programme 2001-2005.***  
*Mr. Igoris Bazylevas*, Adviser, Public Security Department, Ministry of Interior
- 11.35 - 11.55    ***Latvia. Governmental attempts to prevent and combat trafficking in women: State of Play***  
*Mr. Uldis Osmanis*, Vice Squad Unit, Drug Enforcement Bureau, State Police  
*Ms. Valija Grebenziece*, Inquest Service of the Information Board, Central Board, State Border Guard
- 11.55 - 12.15    ***Estonia. Problems of Trafficking in Women in Estonia and Response to the Challenge***  
*Ms. Ulle-Marike Papp*, Head of Bureau of Equality, Ministry of Social Affairs
- 12.15 - 12.45    Discussion

**Points to be addressed in presentations and discussion:**

- Combating trafficking in women: is this the problem of the state or civil society? What can the nation state do, if anything?
- Combating vs. Prevention: in which area governmental measures can succeed?
- The institutional framework of combating trafficking in women: what are the main actors? Does enhanced cooperation offer value

added?

- Lithuania, Latvia and Lithuania: what are the main gaps, if any, in national legislations and administrative capacities to ensure successful combating and prevention trafficking in women?
- Needs for International assistance.

12.45 - 14.00    *Lunch*

## **AFTERNOON SESSION - TRAFFICKING PREVENTION AND ASSISTANCE TO VICTIMS - NGO PERSPECTIVE: CAPACITIES, PROBLEMS, AND INTERNATIONAL CO-OPERATION**

**Chair:** *M. Aušrinė Burneikienė*, Ombudsperson on Equal Opportunities, Lithuania

- 14.00 – 14.15    **Kvinnoforum: “Crossing Borders Against Trafficking” – Experience of the Nordic-Baltic Network and its Role in Anti-trafficking Co-operation.**  
*Ms. Carolina Wennerholm*, Project Manager, Kvinnoforum, Stockholm, Sweden
- 14.15 – 14.30    **Promotion of Co-operation Between Governmental Authorities and NGOs – Finnish Experience: Achievements and Problems.**  
*Ms. Reet Nurmi*, STAKES National Research and Development Centre for Welfare and Health, Finland
- 14.30-14.40    **Network of Trafficking Prevention Centres: Local and International NGO Co-operation (Cases of Ukraine, Moldova, and Armenia)**  
*Ms. Eleanor Valentine*, Winrock International, Director
- 14.40 – 15.25    **Baltic NGOs’ Role in Combating Trafficking in Women: Problem Perception, Assistance Capacity, Training and Co-operation Needs. Interest in Information Campaign and Prospects of Co-operation**
- 14.40 – 14.55    - **Estonia** – *Mr. Juri Kalikov*, AIDS Information and Support Centre, Tallinn
- 14.55 – 15.10    - **Latvia** – *Ms. Vita Karklina*, Project for the Prevention of Adolescent Trafficking, Youth Health Centre’s Council in Latvia
- 15.10 – 15.25    - **Lithuania** – *Ms. Dalia Marcinkevičienė*, NGO “Preities Pedos”, Vilnius
- 15.25 – 15.45    *Coffee break*
- 15.45 – 16.15    Discussion
- Points for discussion:**
- Do NGOs have any particular strengths vis-à-vis governmental agencies in dealing with trafficking in women? If yes, in which principal areas do they have advantage: combating trafficking, prevention, assistance to victims and rehabilitation, practical assistance abroad, etc?
  - The limitations of NGOs, if any: scarce funds, lack of expertise, lack of motivation, etc?



- The role and potential of NGOs in the BS in combating and preventing trafficking in women.
- Co-operation with partners in receiving countries: state and needs.
- Co-operation with Government institutions.
- Interest in participation in the IOM information campaign.

16.15 – 16.30 **Closing Remarks and Wrap-up of the Conference. Strategic Guidelines for the Future Work**  
*Mr Jose-Angel Oropeza*, IOM Regional Representative for the Baltic and Nordic States