

HEUNI

Papers

The European Institute for Crime Prevention and Control, affiliated with the United Nations



Trafficking in women and children in Europe

HEUNI | Martti Lehti

HEUNI Paper No. 18

Trafficking in women and children in Europe

Martti Lehti

**The European Institute for Crime Prevention and Control,
affiliated with the United Nations
Helsinki, 2003**

This document is available electronically from:
<http://www.heuni.fi>

HEUNI
The European Institute for Crime Prevention and Control,
affiliated with the United Nations
P.O.Box 157
FIN-00121 Helsinki
Finland
Tel: +358-9-1606 7880
Fax: +358-9-1606 7890
e-mail: heuni@om.fi
<http://www.heuni.fi>

ISSN 1236-8245

Contents

Introduction	7
A Trafficking in women and children for sexual exploitation	7
1 The extent of the crime, and its source and destination areas	9
1.1 Northern Europe	9
1.2 Western Europe	15
1.3 Central Europe	20
1.4 The Balkans and Eastern Mediterranean	22
1.5 Western Mediterranean	27
1.6 Eastern Europe	29
1.7 The Caucasus	30
2 The characteristics of trafficking in women and children for prostitution in Europe	31
B Other forms of trafficking in women and children	32
C Prevention, crime control, and witness protection legislation	34
D Conclusions	37
Sources	37
Literature	37
Web sites	39

Trafficking in women and children in Europe

Concerning trafficking in women and children, Europe is divided into two parts: the member countries of the European Union serve as a destination area, and Eastern Central Europe, the Balkans and the CIS-countries as source and transit areas. Illegal immigration as a whole has six main routes to and inside Europe: 1) from Moscow through Lithuania, Poland and/or the Czech Republic to Germany and Austria; 2) from Ukraine through Slovakia, Hungary, the Czech Republic and/or Poland to Austria and Germany; 3) from the Middle East and Turkey to Greece and Italy; 4) from North Africa to Spain and Italy; 5) from Turkey through the Balkans to Italy and Austria, and 6) from South and Central America to Portugal and Spain. These routes also serve as the main routes of trafficking in human beings (NCIS UK, 34).

A Trafficking in women and children for sexual exploitation

In Europe, the trafficking in women and children is dominated by trafficking connected with prostitution and other forms of sexual exploitation. A recent study shows that more than 80 percent of the victims from South-Eastern Europe (one of the main source areas) end up as prostitutes, and about 10 percent as suppliers of other erotic services. Approximately 10 to 30 percent of the victims are under 18 years of age; mostly 15-18-year-old girls, but also younger children are involved (Hajdinjak 2002, 51; Omelaniuk 2002).

Precise information on the volume and turnover of the crime is not available. This is mainly due to the following:

- 1) The absence of comparable statistics on reported crimes, indictments and court cases, as well as on the number of victims involved (on the whole, national statistics indicating the number of victims in

reported crimes are available only in a few European countries);

- 2) The heterogeneous criminalisation of the crime of trafficking in women in the national legislation of European countries;

- 3) The characteristics of trafficking (as organised transnational crime), which result in a high dark figure and make trafficking hard to control and to prevent;

- 4) The poor legal status of the victims in the legislation of the European countries, which makes them unwilling to report the crimes or to co-operate with the authorities during investigation and court proceedings;

- 5) The heterogeneous use of the concept of trafficking in women in both international and national contexts.¹ This is partly due to the heterogeneous national legislation in Europe, and partly to the different ideological and moral attitudes to prostitution. At its largest, trafficking in women is understood to include all (international) female prostitution, and at most limited, only certain crimes against personal freedom criminalised in national legislation.

Hence the current extent of trafficking in women in Europe is subject to rough estimates, and in most cases it is unclear how these estimates have been reached. Furthermore, due to some of the definitional grey areas involved, very accurate estimates would be impossible to make even in theory.

A summary concerning individual countries will be given in the next chapter. As far as the whole continent is concerned, the Swedish NGO *Kvinna*

till kvinna estimates that every year approximately 500,000 women and children are trafficked for sexual exploitation to the European Union member countries. According to the latest estimate of *IOM*, the volume of trafficking to the European Union from and through the Balkans is 120,000 women and children a year, and from the whole of Eastern Europe about 200,000 women and children. In addition to the trafficking directed at the European Union, trafficking in women and children for sexual exploitation is common also to, in and between the countries outside the EU, as well as from Europe to other continents (North America, the Middle East, Japan and Southeast Asia). Estimates of the extent of this activity are even more vague than those of trafficking to the EU, but the volume is probably smaller. According to the latest estimate by the *US Drug Enforcement Administration (DEA)*, the annual volume of all forms of trafficking in women and children all over the world is 500,000 victims, of whom 200,000 go through the Balkans. According to the *US State Department*, the corresponding figure is 700,000. All the above mentioned estimates must be considered as indicative only, for there are no exact data (and, for definitional problems, it is doubtful if such data will ever exist) on the actual volume of trafficking in women either in Europe or on other continents (Hajdinjak 2002, 51; Laczko etc. 2002, 4; Organised crime situation report 2001, 41; fpmail.friends-partners.org; www.janes.com; www1.umn.edu/humanrts/usdocs).

It is, however, evident that in Europe, the volume of trafficking has increased rapidly over the last ten years. Two plausible explanations are to be found: Firstly, the demand for prostitution and other sexual services has increased in Western Europe. Secondly, the former Socialist countries in Eastern Europe with their current economic and social problems form a source area from which trafficking in humans to Western Europe can be organised far more easily and more economically than from the old source areas (Southeast Asia, West Africa and Latin America). Estimates of the yearly turn-over of the crime vary from 100 million euros to several billion euros (Hajdinjak 2002, 51; Organised crime situation report 2001, 41; fpmail.friends-partners.org).

The majority of the victims of trafficking come from Albania, Lithuania, Moldavia, Romania,

Russia and Ukraine. Of the victims of coerced prostitution assisted by IOM over the last few years, about half have been Moldovians, one-fourth Romanians, and one-tenth Ukrainians. Trafficking in women to Europe from other continents is most common in the Mediterranean countries and in Western Europe. The main source areas are Southeast Asia (Thailand), Latin America (Columbia, Brazil, and the Dominican Republic) and North and West Africa (Morocco, Nigeria and Sierra Leone). According to Europol, the extent of this trade has remained about the same over the last decade. The increase in the total volume of trafficking in women in Europe thus originates from Eastern Europe (Organised crime situation report 2001, 41; fpmail.friends-partners.org).

1 The extent of the crime, and its source and destination areas

The following chapter rests on the latest data and estimates available on the volume of prostitution and trafficking for prostitution in different European countries, and on the related national legislation. The primary sources include the reports of IOM and the STOP-project (Hollmén & Jyrkinen 1999; Laczko etc. 2002; *Trafficking in Women; A Study* 2001), and some national summaries (MON-EU-TRAF etc.). The data mainly describe the situation of the years 1999 and 2000.

1.1 Northern Europe

The trafficking in women and children in Northern Europe is to a large extent internal. The main destination areas are the Nordic Countries: Denmark, Finland, Norway and Sweden, and source areas the Baltic countries and North-Western Russia. The secondary destination areas are the Baltic countries to where women are trafficked from Russia, Ukraine and other CIS-countries. The prostitution from Lithuania and Latvia is directed mainly at Germany, Sweden and Denmark, the prostitution from Estonia and North-Western Russia at Finland and Northern Norway.

The prostitution from Russia and the Baltic countries to Scandinavia and Finland is mostly mobile, i.e. prostitutes arrive as tourists and stay for a few days or a couple of weeks at the longest. Usually the organisation of the activity seems fairly loose. The organisers are mostly nationals of the destination or source countries. The recruiting of the prostitutes takes place through procurers' personal contact networks or by advertising in newspapers and the Internet, and the prostitutes are usually informed about the character of the activity before they are recruited; local procurers are mainly used to provide localities and customers.

Although the volume of foreign prostitution has increased rapidly in the Nordic Countries during the last decade, the number of cases of coerced prostitution recorded by the police has remained very

small. However, information concerning the organisers and the organisation of the activity in the source countries is practically non-existent.

The current number of women from Russia and the Baltic countries engaged in Nordic prostitution is estimated to be 5,000-10,000; the annual number of victims of trafficking for this prostitution is probably between 100 and 1,000 women. Internal prostitution of the Baltic countries and North-Western Russia is likely to employ full-time 30,000-50,000 women, children and men; the number of those involved in part-time prostitution is considerably higher. Most of the prostitutes active in the Nordic countries are simultaneously engaged also in the prostitution of their home countries. No estimates are available on the number of victims of trafficking in the internal prostitution of the Baltic countries or North-Western Russia.

In all three Baltic countries, most of those engaged in the sex business are natives, above all members of the Russian speaking minority formed by the immigrants of the Soviet Era. At the moment, the number of professional prostitutes is 2,000-3,000 in Estonia, 2,500-9,000 in Latvia, and 3,000-10,000 in Lithuania. However, in Latvia alone, the number of women who practise prostitution occasionally is estimated at 35,000, half of them living in the Riga region. The number of foreign prostitutes is largest in Lithuania: 20-30 percent of all full-time prostitutes in the country. Most come from Russia (the Kaliningrad enclave), Ukraine and Belarus. In Estonia and Latvia, the source areas of foreign prostitution are the same, but the number of foreign prostitutes is estimated to be considerably smaller. Local prostitution, the import of foreign prostitutes, as well as the export of local prostitutes are partly controlled by organised crime in all the three Baltic countries (*Trafficking in Women*, 110-111, 123-127).

The number of minors in the prostitution directed at the Nordic Countries is almost non-existent; in the Baltic countries and the St Petersburg region the volume of underage prostitution is,

Country	Type of country = destination s = source t = transit	Estimated number of full-time prostitutes	Estimated number/proportion of prostitutes (resident and foreign mobile)	Estimated annual total of victims of trafficking for sexual exploitation (d, s, t)	The proportion of European victims	Trafficking in women criminalised as a separate crime
Albania	s, t	?	?	>10000	majority	yes
Armenia	s, t	?	?	500-700	majority	no
Austria	d, t	6000-20000	5000-17000	?	80-90%	yes
Azerbaijan	s, t	?	?	?	majority	yes
Belarus	s, t	?	?	?	majority	no
Belgium	d	30000	>15000	1000-3000	>50%	yes
Bosnia	d, s, t	15000	10000	>10000	majority	no
Bulgaria	s, t	?	?	3000-4000	majority	no
Croatia	t	?	?	100-200	90-100%	no
Cyprus	d	>2000	>2000	<2000	majority	yes/no
Czech Republic	d, s, t	?	?	>100	majority	yes
Denmark	d	6000	2000	10-50	>50%	yes
Eire	d, t	?	> 10%	?	majority	no
Estonia	s	2000-3000	<1000	?	100%	no
Finland	d	3000-7000	3000-6000	10-100	100%	bill is being drafted
France	d	20000-40000	12000-25000	?	majority	yes
Georgia	s, t	?	?	thousands	majority	no
Germany	d	60000-300000	30000-150000	2000-20000	80%	yes
Greece	d, t	>20000	16000-20000	<40000	90%	yes
Hungary	d, s, t	10000	3000-4000	?	majority	yes
Iceland	d	<500	<500	a few	a significant part	no
Italy	d, t	50000-70000	30000-40000	2500-5500	majority	yes
Kosovo	d, s, t	thousands	thousands	<30000	majority	bill is being drafted
Latvia	s	2500-9000	?	<1500	100%	yes
Lithuania	s	3000-10000	500-3000	>1000	100%	yes
Luxembourg	d	300-700	>300	<300	majority	yes
Macedonia	d, s, t	>2500	1500-2500	8000-18000	90-100%	no
Malta	d, t	?	?	a few	majority	no
Moldavia	s, t	?	?	>10000	majority	bill is being drafted
Netherlands	d	20000-30000	13000-20000	1000-3000	>50%	yes
Norway	d	3000	600-1000	10-50	90-100%	no
Poland	d, s, t	30000-35000	>15000	>15000	majority	yes
Portugal	d, t	Lisbon 6.500	half	thousands	a significant part	yes
Romania	s, t	?	?	>10000	90-100%	no
Russia	d, s, t	?	thousands	10000-100000	majority	no
Serbia and Montenegro	d, s, t	?	?	thousands	majority	no
Slovakia	s, t	?	?	>25	majority	yes
Slovenia	t	?	?	?	majority	yes
Spain	d, t	45000-300000	30000-150000	4000-8500	20%	yes
Sweden	d	1200-2500	200-700	10-100	90-100%	yes
Switzerland	d	7000-8000	2000-4000	?	<50%	yes
Turkey	d, t	?	>60000	>1000	majority	yes
Ukraine	s, t	?	?	10000-100000	majority	yes
United Kingdom	d, t	80000	20000	1500	>50%	yes

however, considerable. It is estimated that in the Baltic countries, the number of minors involved in prostitution is counted in hundreds, and in the St Petersburg region in thousands. Their customers include great numbers of Finnish and Scandinavian sex tourists.

Denmark (population 5.3 million)

The number of resident full-time prostitutes active in Denmark is estimated at 6,000; the number of resident foreign prostitutes is about 2,000 and has rapidly increased over the last ten years. The number of cases of coerced prostitution reported to the authorities has, however, remained almost non-existent. Most of the foreigners in Danish prostitution come from Thailand, the Baltic countries and from Eastern Central Europe. The women usually enter the country legally, either as tourists or striptease-dancers. The organisers of the business include both Danes and citizens of the source countries. Trafficking operations are usually fairly loosely organised, the women are recruited with newspaper and Internet advertisements, or through unofficial contact networks and local recruiting agents. In Denmark, the procuring business is operated primarily by Danes with heterogeneous backgrounds and usually no previous criminal history (The Danish Government's action plan 2002, 7-8; Hollmén & Jyrkinen 1999, 6; 2002 EU Organized Crime Report, 45; Moustgaard 2002, 4-9; www.ex.ac.uk).

Although prostitution is not illegal in Denmark, it is considered an indecent activity and (according to the Aliens Act) a ground for deportation; procuring and the purchasing of sexual services from minors (under 18 years of age) are criminalised. Sexual intercourse and other sexual acts with under 15-year-olds are criminalised as sexual abuse of a minor. Trafficking in women is criminalised as a separate crime. There are no effective witness protection mechanisms in Denmark which would be applicable to victims of trafficking, and the victims are deported without exception after the court proceedings, if not before (Hollmén & Jyrkinen 1999, 5; www.interpol.int).

Estonia (population 1.4 million)

Estonia is a destination country for Russian prostitution, and a source country for Scandinavian

and Western European prostitution. The primary destination countries for Estonian prostitution are Finland and Sweden. There is no exact information about the volume of foreign prostitution in Estonia, nor of Estonian prostitution abroad. It is estimated that at the moment, there are 2,000-3,000 resident full-time prostitutes (native or foreign) in the country, of whom less than 5 percent are underage. This group also forms the core of the Estonian prostitution abroad. About 80 percent of all prostitutes in Estonia are Russian-speaking. There are no estimates available on the annual number of victims of trafficking or coerced prostitution, but the general official perception is that coercion is exercised only in a limited number of cases (Trafficking in Women, 165-175).

Recruiting is usually done via newspaper or magazine advertisements promising well-paid jobs abroad. Alternative means of recruiting include brothel owners reselling prostitutes to foreign brothel owners, and foreign brothel owners arriving themselves in Estonia to recruit women. It seems that the majority of the women engaged in prostitution in the Nordic Countries knew that they were being recruited for prostitution, whereas a considerable number of the women going to Poland, Germany and other West European countries were unaware of the actual nature of the job (www.balticseataforce.dk).

The information about the organisation of trafficking in women in Estonia is primarily based on assumptions. In general, it seems that trafficking is often carried out via local brothel owners who sell their prostitutes to their foreign contacts; this applies especially to the professional brothel owners who are often of Russian ethnic origin, and who usually recruit the prostitutes without coercion or false promises to work for them abroad. The more inexperienced brothel owners who do not have such international contact-networks seem to be more likely to recruit women under false pretences or coercion (www.balticseataforce.dk).

Prostitution is legal in Estonia, although not explicitly legalised. Brothel owning, procuring, and inducing and aiding minors (under 18 years of age) to engage in prostitution are criminalised, as are sexual intercourse and other sexual acts with children under 14 years of age. The Estonian Penal Code does not criminalise trafficking in women as

a separate crime; however, trafficking in minors is criminalised, and the stipulations concerning procuring, crimes against personal freedom, sexual crimes, assaults and homicides are applicable to all forms of trafficking in humans. There are no effective witness protection mechanisms in Estonia applicable to victims of trafficking (Joonas 2003; *Trafficking in Women*, 66).

Finland (population 5.2 million)

There are no exact data on the extent of prostitution, indigenous or foreign, in Finland. Foreign prostitution is mostly mobile, the recruiting areas include Estonia, and the St Petersburg region and Murmansk in Russia. It has been suggested that 400-600 foreign prostitutes are operating in the Helsinki region on a continuous basis, and about the same number arrive in the country from Russia every week. In all, about 2,500 persons from the St Petersburg region, and 300 from the Murmansk area are engaged in prostitution in Finland on a regular or temporary basis. The local authorities estimate that in Estonia, there are 2,000-3,000 professional prostitutes, most of whom are also engaged in Finnish prostitution. Thus, it is relatively safe to assume that Finland is annually frequented by thousands of Russian and Estonian prostitutes. The majority of the foreign prostitutes arrive from areas that are in close proximity of the Finnish borders; the Estonians from Tallinn and North-Eastern Estonia, the Russians from the St Petersburg region and the Murmansk area. The women from St Petersburg are active mostly in Southern and Central Finland, while those from Murmansk stay in Northern Finland. The activity of the Estonians extends to the whole country (Lehti & Aromaa 2002, 51-72).

While the Estonian prostitutes usually come to Finland as individual tourists, the Russians (who need a visa) arrive in larger groups by rented buses or minibuses, and often with a “tour leader”. The women are recruited with open newspaper and Internet advertisements, or through unofficial contact networks. It is also known that the owners of Russian and Estonian brothels periodically send their personnel to practise prostitution in Finland. Some of the prostitutes are also actively involved in procuring either as pimps or as their assistants. The information given when recruiting the prostitutes

seems to be accurate on the whole, at least as far as the nature of the activity is concerned (Lehti & Aromaa 2002, 51-72).

There is very little information available about the organisers of foreign prostitution in Finland. Most of the organisers of the Estonian prostitution in Finland are either Finns or Estonians, their backgrounds are heterogeneous, and many have no previous criminal history. However, it seems that in the last few years, Estonian and Finnish-Estonian criminal groups, usually trafficking in hard drugs, have increasingly taken the Estonian prostitution in Finland under their control, and in some cases systematically forced the former independent procurers out of the market. These groups combine procuring with drug trafficking, and use prostitutes as smugglers and retail-dealers. The Russian prostitution in Finland is mainly in the hands of a few Russian travel agencies in St Petersburg and Murmansk, and at least some of them are assumed to be operated by local organised crime. Information concerning the organisation of the business and the recruiting circumstances is scarce (Lehti & Aromaa 2002, 51-72; Leskinen 2002).

Prostitution is legal in Finland, although not explicitly legalised. According to the Aliens Act, prostitution is a ground for deportation for non-resident foreigners; street-prostitution is an offence, and the purchasing of sexual services from minors (under 18 years of age), as well as procuring are criminalised. Sexual intercourse and other sexual acts with under 16-year-olds are criminalised as sexual abuse of a minor. The Finnish Penal Code does not criminalise trafficking in women as a separate crime, but a law amendment with this objective is being drafted, and the present stipulations concerning procuring, crimes against personal freedom, sexual crimes, assaults and homicides are already applicable to cases of coerced prostitution. During the last five years, less than ten cases of coerced prostitution have been reported to the authorities. There are no effective witness protection mechanisms in Finland applicable to victims of trafficking, and the victims are usually deported after the court proceedings, if not before (Lehti & Aromaa 2002, 51-72).

Iceland (population 286,300)

There are no reported cases of trafficking in women in Iceland. However, the striptease clubs (which to a significant extent serve the American military personnel stationed in the country) annually import about 500 foreign employees, some of whom are also involved in prostitution. The main source areas are the USA, Canada and Eastern Europe, where the major individual source countries are Hungary, the Czech Republic, Estonia, and Russia (St. Petersburg region). It is possible that some forms of this activity meet the criteria of trafficking, but the number of possible victims is unknown (www.globalmarch.org; www.state.gov; www.althingi.is/go/raedur/safn/000241.html).

Professional practising of prostitution is criminalised in Iceland, but the purchasing of sexual services from adults is legal. Procuring, inducing to prostitution, and the purchasing of sexual services from minors (under 18 years of age) are criminalised, as well as sexual intercourse and other sexual acts with persons under 14 years of age. Although the Icelandic Penal Code does not criminalise trafficking in women as a separate crime, the stipulations concerning crimes against personal freedom, sexual crimes, and violent crimes are applicable. There are no effective witness protection mechanisms in Iceland that would be applicable to victims of trafficking (Säilä 2003; www.state.gov; 209.190.246.239/ver2/cr/Iceland.pdf; www.interpol.int).

Latvia (population 2.4 million)

Latvia is estimated to have 2,500-9,000 resident full-time prostitutes, and the number of individuals occasionally engaged in prostitution can be as high as 35,000. Latvia is a destination country for Russian, Ukrainian and Belarussian prostitution, and a source country for Scandinavian and Western European prostitution. The major foreign destination areas for Latvian prostitution are Germany, Sweden, Denmark, other Western European countries, and the Middle East. According to estimates, about 1,200-1,500 Latvians emigrate as prostitutes every year, and as many as 70 percent of women engaged in Latvia's domestic prostitution are also active abroad – either occasionally or on a regular basis. Typically, the women stay abroad for approximately half a year, return home for a short while, and leave

again. There are no estimates on the number of victims of trafficking or coerced prostitution, but the official opinion is that the majority of Latvian women engaged in prostitution abroad did not know from the outset that they were being recruited for prostitution. The recruited are usually 19-22-year-olds living in extreme poverty; they come primarily from the southern part of Latvia where the chances of getting a permanent job are minimal; many belong to the Russian-speaking minority (Trafficking in Women, 210-226; www.balticseataforce.dk).

Prostitution is legal in the country. Trafficking in women is criminalised as a separate crime in the Latvian Penal Code; trafficking in minors (under 18 years of age) is considered as an aggravating circumstance. Sexual intercourse and other sexual acts with children under 16 years of age are criminalised. There are no effective witness protection mechanisms in Latvia which would be applicable to victims of trafficking (Trafficking in Women, 71; www.interpol.int).

Lithuania (population 3.5 million)

There are 3,000 to 10,000 resident prostitutes in Lithuania, of whom about 20-30 percent are foreigners; most come from Russia and other CIS-countries. It is estimated that every year 4,000-10,000 women emigrate from Lithuania to work as prostitutes abroad. Their main destination countries are Germany and the United Kingdom. The annual number of Lithuanian victims of trafficking is estimated to be over 1,000 women and children. In fact, over the last few years, Lithuania has become the most important source area of trafficking in women in Northern Europe, especially in the German prostitution market, where the Lithuanians currently form the largest national group of foreign prostitutes, and also the largest group (18%) among victims in reported trafficking cases. Other major destination areas for Lithuanian prostitution include Denmark, Sweden and the Netherlands, but Lithuanian women are trafficked also to the Middle East (Israel and the United Arab Emirates). The women stay abroad for a period extending from one month up to one year. The duration of the period depends, among other things, on the decisions of the foreign brothel owners, who take into account the amount of money the women earn, and the risks of the activity. It is commonly believed that two

networks of agents, one domestic and the other international, are engaged in trafficking women out of the country (Laczko etc. 2002, 9-10; Sipaviciene 2002, 12-13; www.balticseataaskforce.dk).

In Lithuania, practising prostitution is punishable as an administrative offence, and trafficking in women is criminalised as a separate crime; trafficking in minors is considered as an aggravating circumstance. Although the Lithuanian legislation defines no minimum age of consent for sexual activity, sexual intercourse and other sexual acts with a sexually immature person are criminalised. There are no effective witness protection mechanisms in the Lithuanian legislation, but NGOs opposing trafficking are active and provide aid, protection and support for victims of trafficking (Trafficking in Women, 71; www.globalmarch.org; www.interpol.int).

Norway (population 4.5 million)

In Norway, there are about 3,000 resident full-time prostitutes, 600 of whom are foreigners (mainly from Albania, Ukraine, Russia and the Baltic countries). The figures do not include mobile prostitution from Russia to Northern Norway. The forms of foreign prostitution in Southern Norway differ substantially from those of the North: In the South (Oslo region), foreign prostitution is mostly resident, and largely controlled by criminal groups consisting of Kosovo Albanians (who are also in control of the local heroin trade). In Northern Norway, foreign prostitution is mostly mobile, and organised outside the Norwegian borders from the Murmansk region. The Norwegian-Russian border is weekly crossed by approximately 150-200 Russians, who enter the country on tourist visas, are taken by bus to the camping areas and holiday villages of the region, and practise prostitution for a few days at a time. The customers include both locals and sex-tourists from Sweden and Finland. Very little is known about the Russian organisers or the recruiting circumstances, but the Norwegian authorities believe that most of the women take part in the activity on a more or less voluntary basis (Organisert kriminalitet i Norge, 24-25; www.ex.ac.uk; www.globalmarch.org).

Prostitution of adults is not illegal in Norway, although it has not been explicitly legalised. Procuring, promoting prostitution, public advertising of the services of prostitutes, as well as the

purchasing of sexual services from minors (under 18 years of age) are criminalised. Sexual intercourse and other sexual acts with persons under 16 years of age are criminalised as sexual abuse of a minor. The Norwegian Penal Code does not criminalise trafficking in women as a separate crime, but the stipulations concerning crimes against personal freedom, sexual crimes, assaults and homicides are applicable. In the 1990s and 2000s, only a few crimes which meet the criteria of coerced prostitution have been reported to the authorities. There are no effective witness protection mechanisms in Norway that would be applicable to victims of trafficking, and the victims are deported without exception after the court proceedings, if not before (Kotkajärvi 2003; Norwegian report on anti-trafficking activities; www.globalmarch.org; www.interpol.int).

Sweden (population 8.9 million)

The number of resident full-time prostitutes active in Sweden is estimated at 1,200-2,500; the number of resident foreign prostitutes is about 200-700. Prostitution is concentrated in the largest cities (Stockholm, Gothenburg, Malmö and Norrköping). Foreigners involved in resident prostitution come mainly from the Baltic countries, Eastern Central Europe, Russia, Ukraine and Moldavia. The north of Sweden belongs partly to the sphere of the mobile prostitution from the Murmansk region in Russia (En buss kommer lastad; Kännedom om prostitution, 27-29; Moustgaard 2002, 8-9; Organised crime situation report 2001, 41; 2002 EU Organized Crime Report, 76; www.ex.ac.uk).

Practising prostitution is legal in Sweden, while purchasing the services of prostitutes and procuring are criminalised. Sexual intercourse and other sexual acts with persons under 15 years of age, as well as by abuse of position with persons between 16 and 18 years of age are criminalised. Trafficking in women is criminalised as a separate crime; in 1998-2000, seven cases of trafficking in human beings were brought to courts in Sweden. However, it is not known how many of these cases were connected with trafficking for prostitution. There are no effective witness protection mechanisms in Sweden that would be applicable to victims of trafficking, and the victims are usually deported after the court proceedings at the latest (www.globalmarch.org; www.interpol.int).

1.2 Western Europe

Western Europe is the most important destination area for European trafficking for prostitution. Most victims come from Eastern Central Europe, the Balkans, the Baltic countries, and the CIS-countries, but there are women and children trafficked to the area also from other continents (Latin America, Africa, and Southeast Asia).

Only vague estimates are available on the volume of the crime. If the estimates given by the national authorities of each individual country are summed, the annual total of the victims would be between 5,000 and 40,000 women and children. However, according to some international organisations (for example IOM), the figure is considerably higher, between 100,000 and 150,000 women and children.

Austria (population 8.1 million)

Austria is an important destination and transit country for trafficking in women. There are 2,800 registered prostitutes in the country, the number of unregistered ones is estimated to be between 6,000 and 17,000, of whom as many as 80 percent are foreigners. In the last few years, the number of

victims in the reported cases of coerced prostitution has been 100-150 a year. The main routes for the trafficking to Austria run from Eastern Central Europe (the Czech Republic, Slovakia, Hungary) and from the Balkans (Serbia, Slovenia). The crime is operated mainly by East European and Turkish groups. Approximately 80 percent of the victims come from Eastern Europe, the major individual source countries being Romania (20%) and Slovakia (16%) (Laczko etc. 2002, 13; 2002 EU Organized Crime Report, 38; www.globalmarch.org).

In Austria, there is no federal legislation regulating the prostitution of adults; at the state level adult prostitution and brothel keeping are explicitly legalised in all states except Vorarlberg for those who register themselves as prostitutes. Procuring and the purchasing of sexual services from minors (under 19 years of age) are criminalised in the federal legislation, as are sexual intercourse and other sexual acts with minors. Trafficking in women is criminalised as a separate crime in the Austrian Penal Code. Under the Aliens Act, in force since 1998, protection is granted to victims of trafficking who consent to co-operate in the investigation and prosecution of the crimes. They are issued ex officio

Country	The number of victims in reported crimes (year)	The estimated annual number of victims	The source areas
Netherlands	289 (1999)	1000-3000	IE 25%; CIS 17%; EU 7%; AF 28%; LA 5%; AS 10%; other 9%
Belgium	270 (2000)	1000-3000	IE 23%; CIS 21%; EU 1%; AF 26%; LA 8%; AS 20%
Austria	150 (2000)	?	IE & CIS 81%; LA 10%; other 9%
Germany	926 (2000)	2000-20000	IE 54%; CIS 28%; AF 3%; AS 5%; other 10%
Italy	?	2500-5500	IE 28%; CIS 12%; AF 52%; LA 2%; other 7%

IE = EU candidate countries and the Balkans; CIS = CIS-countries; EU = EU member countries; AF = Africa; LA = Latin America; AS = Asia (source: Laczko etc. 2002)

Austria (population 8.1 million)

temporary residence permits for the duration of the court proceedings, and are entitled to psychological, medical and legal support (Sukuvaara 2003; www.globalmarch.org; www.ex.ac.uk; www.interpol.int).

Belgium (population 10.3 million)

Belgium is an important destination and transit country for trafficking in women. There are about 30,000 resident prostitutes active in the country, more than half of whom are foreigners. During the last few years, the annual number of reported cases of coerced prostitution has been about 250-300, i.e. equivalent to the number of cases in the Netherlands. The real number of victims can be estimated at about 1,000-3,000 women and children every year. Of the victims, 45 percent come from Eastern Europe, about one percent from the EU member countries, 26 percent from Africa, 20 percent from Asia, and 8 percent from Latin America. The major individual source countries are Moldova and Nigeria. In 1998, the number of victims in reported cases of trafficking in children was 45; the victims came from 26 countries (Laczko etc. 2002, 11-12; www.globalmarch.org).

Prostitution (excluding street prostitution) is not explicitly legal in Belgium, but prostitution of adults is neither punishable nor controlled. Street prostitution is illegal, and child prostitution, procuring and all other forms of exploitation connected to prostitution criminalised. Sexual intercourse and other sexual acts with under 16-year-olds are criminalised. Trafficking in women is criminalised as a separate crime. There are several NGOs active in the country offering extensive services of aid and protection to prostitutes. In addition, there is special legislation which grants those victims of trafficking who agree to co-operate with the authorities in the investigation and prosecution of the crime a temporary right of residence for the duration of court proceedings. During this time, the victims may use a range of services and shelters provided by NGOs with government support, and they also obtain a temporary work authorisation. If the prosecution results in a conviction, the victim may gain permanent residency in Belgium. Victims who decide not to co-operate are assisted by the government to their country of origin (Pearson 2001,

10-13; U.S. Department of State, 6; Verkkoranta 2003; 209.190.246.239; www.globalmarch.org; www.interpol.int).

Eire (population 3.8 million)

Ireland acts mostly as a transit country for trafficking in women to the United Kingdom, but to some extent it is also a destination for prostitution from Eastern Europe, Great Britain and Italy. No estimates are available on the number of prostitutes, either native or foreign, nor on the cases of coerced prostitution or trafficking for sexual exploitation. According to the authorities, however, trafficking in women is at the moment an insignificant problem in Ireland (www.globalmarch.org).

Prostitution is explicitly neither legal nor illegal; it is regulated mainly by administrative legislation which prohibits prostitution in public places. Procuring, brothel keeping, and inducing a person to prostitution are criminalised. Sexual intercourse and other sexual acts with persons under 17 years of age are criminalised. Although the Irish Penal Code does not criminalise trafficking in women as a separate crime, the trafficking in minors is criminalised, and the stipulations concerning procuring, crimes against personal freedom, sexual crimes, assaults and homicides are applicable to all forms of trafficking in humans. Within the terms of the Irish Immigration Laws, a temporary residence permit can be granted for a victim of trafficking, but there are no effective witness protection mechanisms (Holmes & Berta 2002, 3; Lindroos 2003; www.ex.ac.uk; www.interpol.int).

France (population 58.9 million)

France is a major destination and transit country for trafficking in women. The number of resident prostitutes is estimated at 20,000-40,000, about 60 percent of whom are foreigners. No estimates on the annual number of the victims of trafficking for sexual exploitation are available. The majority of the victims come from Albania, Kosovo, the Czech Republic, Slovakia, Lithuania, Romania and Bulgaria. However, a considerable number of women are trafficked to France also from outside Europe, especially from Latin America and Africa. Trafficking for prostitution is centred to Paris and the major provincial cities. In Paris alone, the number of underage prostitutes is estimated at 8,000,

many of whom are victims of trafficking (Organised crime situation report 2001, 41; www.ex.ac.uk; www.globalmarch.org).

Prostitution of adults is legal in France, although not explicitly legalised. Street prostitution, procuring, and the purchasing of sexual services from minors are criminalised, as are sexual intercourse and other sexual acts with persons under 15 years of age. The new article 225-4-1 (already accepted by the parliament but not yet in force) of the French Penal Code will criminalise trafficking in women as a separate crime. There is no special witness protection legislation in the country applicable to victims of trafficking, but the victims can be granted a temporary permit of residence if they seek asylum, and local and national NGOs provide extensive services of aid and protection for prostitutes. The Central Office for the Repression of Trafficking in Humans, established in 1958, coordinates the preventive work against trafficking in human beings in France, and also collects information. No information about the annual number of reported and investigated crimes of coerced prostitution were available for this report, but in 1998 alone, 16 international rings of organised prostitution were dismantled (Lampinen 2003; www.ex.ac.uk; www.globalmarch.org; www.interpol.int).

Germany (population 82.3 million)

Germany is the main destination country for trafficking in women in Europe. It is estimated that there are 60,000 to 300,000 prostitutes active in the country, half of whom are foreigners. Estimates on the extent of trafficking vary considerably, from 2,000 to 20,000 victims a year. In the last few years, approximately 1,000 cases of coerced prostitution have been reported every year. The victims are mostly 18-25 years of age, and their most common source countries are Lithuania (18%), Russia (15%) and Ukraine (12%). Presently, about 80 percent of all victims are from Eastern Europe and the Balkans, about 5 percent from Southeast Asia, and about 3 percent from Africa (Hollmén & Jyrkinen 1999, 14-15, 34; Laczko etc. 2002, 9; Organised crime situation report 2001, 41; Trafficking in Women, 111; www.globalmarch.org).

About half of the organisers are German citizens, and the Germans and the Turks resident in

Germany control most of the trade. The organisers usually import the women legally in the country as tourists or as business guests. Crossing the German border is no difficulty for women from the EU candidate countries, whose citizens do not need a visa in Germany. The women coming from Russia and other CIS-countries regularly use forged or falsified Polish, Czech or Slovak passports. In some cases the traffickers have set up companies in Germany, and used fictitious business invitations to traffic the women as secretaries or hotel-workers. From South America, Asia and Africa women are mainly brought to Germany by air (Hollmén & Jyrkinen 1999, 14-15, 34; Laczko etc. 2002, 9; Organised crime situation report 2001, 41; Trafficking in Women, 111; www.globalmarch.org).

Prostitution and brothel keeping are explicitly legalised in Germany, but there are restrictions concerning the locations where prostitution is allowed. Sexual intercourse and other sexual acts with persons under 16 years of age are criminalised. Procuring, all forms of exploitation connected to prostitution, and trafficking in women are criminalised as separate crimes. The victims of trafficking are granted a four-week reflection period during which they may use the services and shelter provided by NGOs. After this period, the victims can be deported if they are not willing or able to testify against the perpetrators; co-operative victims can obtain temporary residence permits for the duration of the court proceedings (Eela 2003; Hollmén & Jyrkinen 1999, 12-13; Holmes & Berta 2002, 3; www.interpol.int).

Liechtenstein (population 32,900)

According to local NGOs, trafficking in women does occur in Liechtenstein, but there are no estimates available concerning the annual number of victims. In 2000, there were seven cases of trafficking in humans (assistance with illegal immigration) reported; in most of the cases, the traffickers were relatives of the illegal immigrants. Prostitution and procuring are criminalised in Liechtenstein. Trafficking in women is not criminalised as a separate crime, but the stipulations concerning crimes against personal freedom, sexual crimes, assaults and homicides are applicable. There are no effective witness protection mechanisms in Liechtenstein applicable to victims of trafficking (www.state.gov).

Luxembourg (population 441,300)

Luxembourg is estimated to have 300-700 prostitutes, about 300 of whom are foreigners. Most of the foreign prostitutes work as cabaret workers, and about 60 percent of them come from Eastern Europe. There are no reported cases of coerced prostitution in the country.

Prostitution of adults is not illegal in Luxembourg, but it has not been explicitly legalised. Procuring, the purchasing of sexual services from minors (under 18 years of age), and trafficking in women are criminalised as separate crimes. Sexual intercourse and other sexual acts with persons under 16 years of age are criminalised. There are no effective witness protection mechanisms in the country applicable to victims of trafficking (Feodorow 2003; www.ex.ac.uk; www.interpol.int).

Monaco (population 32,000)

In Monaco, there are no reported cases of trafficking in women. Prostitution is legal, but procuring criminalised. Sexual intercourse and other sexual acts with persons under 15 years of age are criminalised. Trafficking in women is not criminalised as a separate crime, but the stipulations concerning crimes against personal freedom, sexual crimes, assaults and homicides are applicable. There are no effective witness protection mechanisms in Monaco applicable to victims of trafficking (209.190.246.239; www.interpol.int; www.state.gov).

The Netherlands (population 16.1 million)

The Netherlands is a major destination country for trafficking in women. There are about 20,000-30,000 resident prostitutes active in the country, two-thirds of whom are foreigners. The annual number of victims of trafficking for prostitution is estimated between 1,000 and 3,000 women and children. The annual number of reported cases of coerced prostitution has risen steadily: in the early 1990s, there were 70-80 cases, in the mid-1990s about 150-180 cases, and currently the number is 250-300. More than 40 percent of the victims come from Eastern Europe, and about 10 percent from other EU member countries; major source areas outside the continent are Africa (Morocco, Nigeria) (30%), Southeast Asia (10%), and Latin America (5%). The most important individual source countries are

Russia (9%), Ukraine (8%) and Poland (6%). The organisers are usually foreigners resident in Holland: Russians, Ukrainians, Poles, Czechs or citizens of the former Yugoslavia. In the Netherlands, there is also a large market for child prostitution, and victims are to a considerable degree from Africa (Nigeria and Morocco) and from the Balkan area. The number of child prostitutes is estimated to be 500-2,000 (Fijnaut et al. 1998, 102-104; Laczko etc. 2002, 10-11; 2002 EU Organized Crime Report, 65; www.globalmarch.org).

The degree of organisation of the activity varies considerably. Sometimes the recruiting in the source country is handled by a single agent, who is informed by the Dutch sex club owners about their needs, and who in turn informs the prostitutes of the job opportunities. In these cases, the activity resembles that of an informal employment service. Especially the prostitution from Russia and the Baltic countries to the Netherlands is often organised in this way. It must, however, be noted that the Dutch authorities have very little knowledge of the actual circumstances of the recruiting or of the backgrounds of the agents in this trade. The activity of the criminal groups from the former Yugoslavia, on the other hand, is more strictly organised also at the Dutch end of the business. The groups not only traffic women from Eastern Central Europe and the Balkans, but often also run their own brothel business, and in several cities seem to aim at getting the whole prostitution business into their control. The working methods of the Yugoslavs, both towards the competitors and the prostitutes, are described as exceptionally violent when compared with the prevalent practices of the Dutch underworld (Fijnaut, etc.. 1998, 104-106).

In cases of coerced prostitution, false promises of legal employment are often used in recruiting. In the destination the victims are coerced to prostitution either by violence or blackmail; debt relationships are also a generally used means to tie the victims to the procurers. Earnings mainly end up in the pockets of the procurers, and working and living conditions are usually inhuman (Fijnaut, etc.. 1998, 104-105).

The regional differences in organised prostitution between Amsterdam and Arnhem (cities in which the Dutch sex business is concentrated) are substantial; nearly all the cases of coerced prostitution reported in the last years have

occurred in Amsterdam. The reason is evidently the different structure of the sex business in the two cities: In Arnheim, the business is better organised and in the hands of a few big legal entrepreneurs, whereas in Amsterdam, the entrepreneurs are smaller and more numerous. Furthermore, the fact that the above mentioned Yugoslavian groups have gained a foothold especially in the Amsterdam prostitution district, contributes to the problems in the city (Fijnaut, etc.. 1998, 106).

Prostitution of adults and brothel keeping are explicitly legalised in the Netherlands, but this, however, only applies to those who are legal residents of the country. Procuring, facilitating prostitution, and the purchasing of sexual services from minors (under 17 years of age) are criminalised, as are sexual intercourse and other sexual acts, out of wedlock, with persons under 16 years of age. Trafficking in women is criminalised as a separate crime in the Dutch Penal Code. There are several NGOs active in the country providing extensive services of aid and protection for prostitutes. The position of intimidated witnesses is regulated by the Penal Code. It is, for example, possible to use statements of anonymous witnesses as court evidence. There is also special legislation concerning the victims and witnesses of trafficking in human beings. The legislation is applicable also to foreigners who are possible victims of trafficking, and who co-operate with the authorities in the investigation and prosecution of the crime. The decision on granting protection is made by the local chief of police; the assistance and aid is provided jointly by the police and NGOs. Under the special legislation, the deportation of the trafficking victim is postponed for a reflection period of three months, during which time the victim must decide whether she/he wants to file a complaint against the traffickers. If the victim decides to co-operate, a temporary residence permit is issued. The permit is renewed yearly, and granted for the maximum duration of the court proceedings in the first instance and the appeal. After the expiration of the temporary residence permit, the victim can apply for a permanent residence permit on humanitarian or other grounds. In practice, however, most of the victims of trafficking are deported after the court proceedings have ended (Zitting 2003; Pearson

2001, 10; www.ex.ac.uk; fpmail.friends-partners.org).

Switzerland (population 7.2 million)

Switzerland is a destination country for trafficking in women. There are 7,000 to 8,000 prostitutes active in the country, a third of whom come from Eastern and Central Europe (10% from the Baltic countries). Though most foreign prostitutes active in the country come from outside Europe, i.e. from Southeast Asia (Thailand), Latin America (Brazil and the Dominican Republic) and Africa, the East-Europeans have taken over the market in the last few years. In Switzerland, organised prostitution is predominantly in the hands of resident foreigners (Albanians, Italians, ex-Yugoslavs and Turks) (Trafficking in Women, 111, 226; www.globalmarch.org).

Prostitution is legal in Switzerland for registered prostitutes; street prostitution is banned in many communes and towns. Sexual intercourse and other sexual acts with persons under 16 years of age are criminalised. Trafficking in women is criminalised as a separate crime in the Swiss Penal Code. In 1998-2000, if all forms of trafficking in humans are taken into account, an average of 30 cases were investigated per year, whereas the annual number of cases of procuring was about 70. Since 1905, Switzerland has had a government office designated to combat trafficking in women for commercial sexual exploitation. There is no special witness protection legislation for victims of trafficking, but the Law on Aid to Crime Victims guarantees counselling and protection to all victims of crime. Although the federal police authorities wish to delay the deportation of victims of trafficking in order to increase the likelihood of victims testifying against their perpetrators, the cantonal police authorities tend to deport foreign victims immediately (U.S. Department of State Trafficking in Persons Report, 8; 209.190.246.239; www.eri.com; www.interpol.int).

The United Kingdom (population 59.8 million)

In the United Kingdom, 80,000 persons are estimated to be engaged in prostitution. At least 20,000 of them are foreigners coming mainly from the Balkans, the CIS-countries and Thailand, other major source areas being Northern and Western

Africa, Vietnam and Cambodia. The volume of trafficking for prostitution is estimated at 1,500 women and children a year. About half of them come either from the Balkans (most often from Albania) or from the area of the former Soviet Union, and one-fourth from the Far East (mostly Thailand). Other important source areas are Latin America (Brazil) and Western Africa. There seems to be an increasing tendency to replace the more expensive recruiting areas of the Far East and Latin America with Eastern Europe (NCIS UK, 38-39; Organised crime situation report 2001, 41; www.ex.ac.uk; www.globalmarch.org).

Over the past few years, criminal groups from the Balkans (Albania in particular) have expanded their hold on organised prostitution; their working methods are said to be more brutal and violent than those of the Britons, Turks and Maltese, who used to control the business. The Albanian groups differ from the latter also in their efforts to bring the prostitutes under total control instead of collecting only a certain percentage of the profit, as has been the accepted practice (NCIS UK, 38-39).

Another recent trend has resulted in Britain becoming a transit country for trafficking prostitutes from Western Africa to France and Italy. Here, a considerable number of the victims are minors. In the British sex business, underage Western Africans have not yet been found, but it is known that there are victims who have been trafficked to Britain to work as domestics in West African families (NCIS UK, 38-39).

Prostitution of adults is legal in England, Wales and Northern Ireland, although it is not explicitly legalised; street-prostitution is an offence in England and Wales. In Scotland, prostitution is illegal but tolerated. Procuring and letting premises for use as a brothel is criminalised in England, Wales, Northern Ireland and Scotland. Trafficking in humans for prostitution is criminalised as a separate crime in the United Kingdom, as are sexual intercourse and other sexual acts with persons under 16 years of age. There is no separate witness protection legislation in the UK for victims of trafficking, but the general witness protection programmes are applicable if the victim consents to co-operate, and the life of the witness or her/his family is in danger. The police and prosecutors can arrange for temporary residence status for victims, as well as legal, medical and

psychological services; an exceptional leave to remain in the UK can be granted to victims who co-operate with the criminal justice system (Holmes & Berta 2002, 4; www.ex.ac.uk; www.interpol.int; www.scottish.parliament.uk; www.sexwork.com).

1.3 Central Europe

The Eastern Central European countries are an important transit and secondary destination area for prostitution and prostitution-related trafficking from the Balkans and the CIS-countries to Western Europe. They are also a major source area for trafficking in women to the EU member countries. According to IOM, the annual volume of trafficking from and through Central Europe is currently about 100,000 women and children. Although the number of women trafficked from Central Europe has in fact diminished in the last few years (for example, when in the mid-1990s more than 50% of the foreign prostitutes assisted in Austria were from Central Europe, the proportion is now 15%), the volume of trafficking through and to the area has not decreased (Laczko etc. 2002, 13).

The Czech Republic (population 10.3 million)

The Czech Republic is a destination, transit and source country for prostitution-related trafficking. Czech victims (a considerable part of them being Roma) are trafficked both inside the country as well as outside it. The main destination country is Germany, where the Czechs make up 8 percent of the victims in reported crimes of coerced prostitution. The majority of victims trafficked through and to the Czech Republic come from Moldavia, Ukraine, Russia and the Balkans. A considerable number of the customers of the Czech prostitution are German and Austrian sex tourists (www.globalmarch.org).

Prostitution is legal in the Czech Republic as long as it does not cause public nuisance; street prostitution is punishable. Sexual intercourse and other sexual acts with persons under 15 years of age are criminalised. Trafficking in women and children are criminalised as separate crimes in the Czech Penal Code. In 1999, altogether 66 persons were prosecuted, and 27 convicted. In 30 percent of the

cases, the offender was sentenced from one to five years of imprisonment. There is a special law on witness protection which is applicable to victims of trafficking. The victims can be granted a temporary permit of residence if they co-operate with the authorities in the investigation and prosecution of the crime, but as a rule they are, however, deported when the court proceedings have been completed, if not before (www.globalmarch.org; www.interpol.int; www.undcp.org).

Hungary (population 10.2 million)

Hungary is mainly a transit country, but also a secondary destination and source country for trafficking in women. The victims trafficked through and to Hungary come primarily from the CIS, the Balkans, Poland and China. The Hungarian victims of trafficking are to a great extent recruited in the eastern part of the country, where the social and economic situation is presently the most difficult. The target area for women trafficked from and through Hungary is the European Union (Austria), and to some extent also the United States. Presently, Hungary is estimated to have 10,000 prostitutes, of whom 500 are minors. One-third of the prostitutes are foreigners, mainly Ukrainians, Russians and Romanians. Trafficking from Hungary has decreased considerably over the last few years, but unfortunately a corresponding positive trend is not seen in trafficking through and to the country (www.globalmarch.org).

Prostitution is legal in Hungary; procuring as well as letting rooms for prostitution are criminalised. Sexual intercourse and other sexual acts with persons under 14 years of age are criminalised. Trafficking in women is criminalised as a separate crime; in 2000, altogether 13 cases were prosecuted. In the Hungarian police, the investigation of trafficking crimes has been concentrated in a special unit investigating organised crime. The general witness protection law of Hungary is applicable also to the victims of trafficking, and the victims can be granted temporary permits of residence for the period of the investigation and the court proceedings. Although much attention is paid by both the authorities and NGOs to problems caused by prostitution and trafficking, the lack of resources causes serious difficulties for everyday crime prevention and

investigation (www.globalmarch.org; www.interpol.int; www.worldsexguide.org).

Poland (population 38.6 million)

Poland is a major transit, destination and source country for trafficking in women. There are about 30,000-35,000 prostitutes active in the country, more than half of whom are foreigners. The annual total of victims of prostitution-related trafficking (to, through and from Poland) is estimated to be 15,000 women and children. The main destination area for trafficking through Poland is West Europe (Germany, the Netherlands, Belgium and Switzerland), and the victims (also those trafficked to Poland) come mainly from Russia, Ukraine, Belarus, Lithuania, Romania and Bulgaria. During the transit, the victims are forced to practise prostitution in Poland for weeks or months in order to pay the transit costs before they are sold to Germany and beyond. The largest individual national groups in intra-Polish prostitution are the Ukrainians and the Bulgarians (Laczko etc. 2002, 9; www.globalmarch.org; www.undcp.org).

The significance of Poland as a source country for trafficking in women has decreased in the last few years. Presently, the most important destination countries are Germany and the Netherlands. In the former, Poles make up eight percent of the victims in reported crimes of coerced prostitution, in the latter the equivalent number is six percent. Furthermore, there is large-scale sex tourism from Germany to Western Poland (Laczko etc. 2002, 9; www.globalmarch.org; www.undcp.org).

Prostitution is legal in Poland; procuring and inducing a person to prostitution are criminalised. Sexual intercourse and other sexual acts with persons under 15 years of age are criminalised. Trafficking in women is criminalised as a separate crime. In 1995-2001, there were 250 legal proceedings concluded concerning crimes of trafficking in women. Altogether 438 persons were indicted, and the number of victims was 1083. The most common sentence was imprisonment. There is no special witness protection legislation applicable to victims of trafficking in Poland, and the victims are as a rule immediately deported (Poland 2003; Salovaara 2003; www.globalmarch.org; www.interpol.int; www.undcp.org).

Slovakia (population 5.4 million)

Slovakia is a transit, destination and source country for trafficking in women. It is the main transit route for trafficking from the CIS-countries to Western Europe; the major destination areas for Slovak prostitution abroad are Germany and Austria. Presently, Slovak citizens make up the second largest national group (16%) of foreign prostitutes assisted in Austria. A substantial part of the victims belong to the Roma minority (Laczko etc. 2002, 10-15; 13; www.globalmarch.org).

Prostitution is legal in Slovakia, but procuring is criminalised. Sexual intercourse and other sexual acts with persons under 15 years of age are criminalised. Trafficking in women and children are criminalised as separate crimes. There is no special witness protection legislation applicable to victims of trafficking (209.190.246.239; www.interpol.int).

Slovenia (population 2.0 million)

Slovenia is chiefly a transit country, secondarily also a destination country. The victims come mainly from the CIS (Ukraine, Moldavia and Russia), the Balkans (Romania and Bulgaria), the Czech Republic and Slovakia. The destination area for the trafficking in women through Slovenia is the European Union (Italy, Austria, Germany and the Benelux Countries) (www.globalmarch.org).

Prostitution is legal in Slovenia, but procuring is criminalised. Sexual intercourse and other sexual acts with persons under 15 years of age are criminalised. Trafficking in women is criminalised as a separate crime; in 1999, the number of reported crimes was 46, of which 16 were prosecuted. Two persons were convicted. There is no special witness protection legislation applicable to victims of trafficking, and the victims are normally immediately deported, or at the latest when the court proceedings have been completed. However, there is a witness protection law under preparation, which will include special stipulations concerning the victims of trafficking. The law will enable the issuing of temporary residence permits for victims who consent to co-operate in the investigation and prosecution of the crimes (Country report of the Republic of Slovenia; www.globalmarch.org).

1.4 The Balkans and Eastern Mediterranean

In the 1990s, the Balkans became the main source and transit area for trafficking in women; Greece, Turkey and the area of the former Yugoslavia are also major destination countries. Most of the victims trafficked to and through the Balkans come from Romania, Ukraine, Moldavia and Russia. (In 2001, the IOM offices in the Balkans assisted a total of 697 victims of trafficking; 47 percent came from Moldavia, 25 percent from Romania, 11 percent from Ukraine, 3 percent from Lithuania, and 3 percent from Russia. Other victims assisted came from Bulgaria, Latvia, Albania, Africa, Asia, and South America.) The main junctions of the trade are Belgrade, Budapest, Bucharest and Istanbul.

As far as the individual countries in the area are concerned, it is not possible to give any exact estimates on the volume of trafficking in women. According to DEA, the total number of the victims (trafficked to, through and from the Balkans) is presently about 200,000 women and children. The number of Balkan prostitutes active abroad is about 250,000-800,000, the majority of whom are from Romania or Albania, or from Kosovo and other areas of the former Yugoslavia.

The Balkans also form an important destination area for trafficking in women. Bosnia, Kosovo and Macedonia alone are estimated to have about 30,000 prostitutes, a considerable number of whom meet the criteria for victims of trafficking. A notable part of the customers consists of the personnel of the international peacekeeping operations. Other major destination countries are Greece, Serbia and Turkey. In Greece, the number of victims is estimated to be about 40,000.

Of all the forms of crime occurring in the Balkans, trafficking in women currently generates the largest turnover and the most lucrative profits (www.janes.com).

Albania (population 3.5 million)

Albania is an important source country in the area, but also a major transit country. The main destination for the trafficked Albanian women is Italy, followed by Greece, Belgium, the Netherlands, and the United Kingdom. In Albania, the crime is characterised by

exceptional violence, and abduction is a common means of recruiting. In addition, the age distribution of the victims is exceptional: as many as 80 percent are minors. There are also reports on several cases in which families have sold their daughters to traffickers for prostitution. According to the estimates of NGOs, over the past ten years, approximately 100,000 Albanian women and girls have been sold as prostitutes to the EU member countries (Hajdinjak 2002, 53; fpmail.friends-partners.org).

Albania is also one of the main transit countries in the Western Balkans, through which run the main routes from Macedonia and Montenegro to Italy. Local authorities participate actively in the trafficking. The victims come mostly from Moldavia, Romania, Bulgaria, Ukraine and Russia. According to a recent IOM study, half of the victims of trafficking assisted in Albania have been Moldavians, and one-third Romanians (Hajdinjak 2002, 54; Omelaniuk 2002).

Procuring and prostitution are criminalised in Albania, prostitution even in cases where the prostitutes have been coerced to prostitution against their free will. The Albanian legislation includes no general stipulation concerning the legal age of consent for sexual activity, but sexual intercourse with girls who are under 14 years or have not reached puberty is criminalised, as are all kinds of acts of indecency against children under the age of 14. Trafficking in women is criminalised as a separate crime in the Albanian Penal Code, but as also the practising of prostitution is criminalised, the position of the trafficked victims is problematic, even resulting in conviction. However, law amendments are under preparation, improving the position of the victims. There is no special witness protection legislation in Albania, but international organisations offer aid and support to prostitutes and the victims of trafficking (www.greekhelsinki.gr; www.interpol.int).

Bosnia (population 3.8 million)

Bosnia is a major transit country for trafficking in women from Romania, Moldavia, Ukraine, the Middle East, and former Yugoslavia to Western Europe. The junction of the trafficking routes is the town of Brcko (Hajdinjak 2002, 54).

Bosnia is also an important destination country; it is estimated that there are about 15,000 prostitutes active in the country, two-thirds of whom are foreigners. The majority come from the neighbouring countries and the CIS. In 1999-2000, the annual number of victims in reported trafficking cases was about 190. An important customer group is the personnel of the international peacekeeping forces (Hajdinjak 2002, 55; www.globalmarch.org).

Juridically speaking, Bosnia is divided into two parts: the Federation of Bosnia and Herzegovina (FBiH), and the Republika Srpska (RS). The legislation of neither state criminalises trafficking in women as a separate crime. The Penal Code of FBiH criminalises procuring, recruitment into prostitution, and the transportation of enslaved persons, and includes stipulations concerning crimes against personal freedom, sexual crimes, assaults and homicides that are applicable to crimes of trafficking for sexual exploitation. Prostitution is not criminalised in Bosnia, but it is prohibited by the Laws on Public Order in both FBiH and RS, and punishable by imprisonment of up to 60 days. The laws make no distinction between those who practise prostitution voluntarily, and those who have been coerced to prostitution against their free will. In FBiH, sexual intercourse with a person under 14 years of age is criminalised as sexual abuse of a minor; in RS, there is no fixed minimum age of consent for sexual acts, but persons under 14 are normally considered to be children with whom sexual intercourse and sexual acts constitute sexual abuse. There is no witness protection legislation in Bosnia applicable to victims of trafficking, but international organisations active in the country offer them both aid and support (www.greekhelsinki.gr; www.interpol.int).

Bulgaria (population 8.2 million)

Bulgaria is an important source country for trafficking in women. The main destination areas are Greece, Italy and Austria, secondary destinations being Turkey, Macedonia, Poland, the Czech Republic and Cyprus. The trafficking is organised over three main routes: 1) via Turkey and Greece by sea to Italy and Cyprus, 2) via Romania (Bucharest) to Eastern Central Europe and to the EU member countries, and 3) via Macedonia and

Albania by sea to Italy. According to NGOs, presently some 10,000 Bulgarians are engaged in prostitution abroad (Hajdinjak 2002, 52; fpmail.friends-partners.org).

Bulgaria is also a significant transit country for trafficking from Serbia and Romania to Greece and Turkey. The main centre and junction is Sofia. Most of the victims come from the CIS (Moldavia, Ukraine and Russia) and Romania (Hajdinjak 2002, 54).

Prostitution and procuring are criminalised in Bulgaria, but women practising prostitution do not bear penal responsibility. The Bulgarian Penal Code does not criminalise trafficking in women as a separate crime, but stipulations concerning crimes against personal freedom, sexual crimes, assaults and homicides are applicable to coerced prostitution. There are no effective witness protection mechanisms in Bulgaria applicable to victims of trafficking. Two special police units investigate and combat the trafficking in human beings, but so far their efforts have not led to court proceedings or sentences, and the lack of financial resources poses a serious problem (www.globalmarch.org; www.europap.net).

Croatia (population 4.4 million)

Croatia is mainly a transit country for trafficking through the Balkans to Western Europe and Italy. In the crimes reported to the police, 40 percent of the victims have come from Hungary, 30 percent from Ukraine, 20 percent from Romania, and the rest from Bulgaria and Slovakia. In reality, most women trafficked through Croatia are from Moldavia, Romania, Ukraine, or the area of former Yugoslavia. The victims are usually transported first to Italy. According to official estimates, the annual number of victims is between 100 and 200. Reported cases show that 10 percent of the victims are minors (Hajdinjak 2002, 54; www.brama.com).

In Croatia, prostitution is treated as a civil offence; procuring as well as child prostitution are criminalised. Sexual intercourse and other sexual acts with persons under 14 years of age are criminalised. The Croatian Penal Code does not criminalise trafficking in women as a separate crime, but articles 175 (slave trade) and 178 (international prostitution) are applicable. In the years 1998-2000, a total of 26 crimes were prosecuted. There are no effective witness protection mechanisms in the

country (www.brama.com; www.interpol.int; www.osce.org).

Cyprus (population 758,000)

Cyprus is de facto divided into the Republic of Cyprus (RC) in the southern part of the island, and the internationally unrecognized Turkish Republic of Northern Cyprus (TRNC) in the north. Both parts are destination areas for prostitution-related trafficking in women and children. The victims come mainly from Bulgaria, Moldavia, Romania, Ukraine and Russia. In RC, the number of foreign prostitutes is estimated to be over 1,000 but under 10,000; most have come from the Balkans and the CIS-countries, but also from outside Europe, especially from Southeast Asia. In TRNC, the number of foreign prostitutes is estimated at 1,000. They have been recruited mainly through the agents in Istanbul, and employed as night-club workers; about 60 percent are from Moldavia and about 20 percent from Ukraine, other major source countries include Russia, Romania and Belarus. A substantial proportion of the clients of prostitution in both RC and TRNC are personnel of the foreign armed forces (British and Turkish) stationed in Cyprus (migration.ucdavis.edu; web.pdx.edu; www.state.gov).

Prostitution is legal in RC; in TRNC, prostitution is illegal but tolerated. Procuring is criminalised both in RC and TRNC. The Penal Code of the Republic of Cyprus criminalises both sexual exploitation and trafficking in women and children as separate crimes; sexual intercourse with a person under 16 years of age is criminalised. In TRNC, trafficking in women is not criminalised as a separate crime, but the stipulations concerning crimes against personal freedom, sexual crimes, assaults and homicides are applicable. In RC, the law obligates the authorities to provide protection, support, shelter as well as medical and psychiatric care for victims of trafficking until they have recovered from any traumatic experiences. Persons convicted of trafficking may be required by the court to pay such costs in addition to any repatriation costs. The government may appoint a guardian to give advice and counsel to the victims, and to represent them with the appropriate government agency. In TRNC, there are no effective witness protection mechanisms applicable to victims of trafficking (www.interpol.int; www.state.gov).

Greece (population 10.9 million)

Greece is an important destination and source country. Routes leading from the Middle East and Turkey to Western Europe, as well as from the former Yugoslavia and Bulgaria to Italy and Cyprus run through it. Approximately 90 percent of the victims of trafficking for prostitution come from Eastern Europe. The main source countries are Ukraine, Moldavia and Romania. It is estimated that presently, there are 16,000 to 20,000 foreign prostitutes in Greece who meet the criteria of coerced prostitution; the annual total of trafficking victims is estimated to be as high as 40,000 women and children. During the last few years, the annual number of prostitutes deported from Greece has been 2,000-2,500. The number of underage prostitutes in the country is about 2,900 (Organised crime situation report 2001, 41; www.globalmarch.org).

In Greece, prostitution is explicitly legalised for those who are over 18 years of age, single and registered as prostitutes; foreigners may register only if they have a residence permit. Procuring, exploitation for prostitution, the purchasing of sexual services from minors, and trafficking in women are criminalised as separate crimes. Sexual intercourse and other sexual acts with persons under 15 years of age are criminalised. According to the law, the deportation of an illegal entrant can be postponed if the entrant denounces a crime involving furthering of prostitution. The postponement will remain in force until an irrevocable decision is taken concerning the denounced case; after this a residence permit may be granted. There are no effective witness protection mechanisms in Greece applicable to victims of trafficking (Vuorenää & Oikarinen-Vasilopoulos 2003; Holmes & Berta 2002, 3; www.ex.ac.uk; www.greekhelsinki.gr; www.interpol.int).

Kosovo (population 2.0 million)

Kosovo is also one of the source areas for trafficking in the Balkans. Like in Albania, there are reported cases of families selling their underage daughters to traffickers for prostitution. Some women and girls raped during the war are also known to suffer the same fate. Presently, about 30,000 women from Kosovo are estimated to be engaged in prostitution abroad. The main trafficking routes from Kosovo go via Macedonia and Albania to Italy (Hajdinjak 2002, 53).

In the last few years, Kosovo has also become a significant destination area for trafficking and foreign prostitution. It is estimated that presently, there are several thousands of prostitutes in Kosovo working in conditions that meet the criteria of coerced prostitution, most of them natives. The foreign victims are mainly from Moldavia (about half), other major groups consist of Romanians and Ukrainians. Here, too, a large customer group consists of the personnel of the international troops and organisations stationed in the area (Hajdinjak 2002, 55-56; Organised crime situation report 2001, 41).

The international status of Kosovo is undefined at the moment. The legislation in force in the area is mainly based on the legislation of 1973. According to it, prostitution is punishable as a minor offence. The law does not criminalise trafficking in women as a separate crime, but an amendment with this objective is being drafted, and expected soon. There are no effective witness protection mechanisms in Kosovo. The international organisations in the area are, however, active in supporting and aiding victims of trafficking and coerced prostitution (www.greekhelsinki.gr).

Macedonia [FYR] (population 2.0 million)

Macedonia is a major transit country for trafficking from Serbia and Bulgaria to Greece and Italy. It is estimated that every year, 8,000 to 18,000 women are transported through the country, the majority of whom come from Moldavia, Bulgaria, Romania, Russia and Ukraine (Hajdinjak 2002, 54; www.globalmarch.org).

In the last few years, Macedonia has also become an important destination country for prostitution-related trafficking in the Balkan area. In addition to the native prostitutes, some 1,500-2,500 foreigners are estimated to practise prostitution in the country. Part of the trade is controlled by local Albanian separatist groups. A significant proportion of the customers consists of the personnel of international troops and organisations stationed in the Balkans (Hajdinjak 2002, 56).

Prostitution is illegal in Macedonia and procuring is criminalised. The Macedonian Penal Code does not criminalise trafficking in women as a separate crime, but the stipulations concerning prostitution and crimes against personal freedom, sexual crimes,

assaults and homicides are applicable. Three cases meeting the criteria of coerced prostitution were prosecuted in 2001. There are no effective witness protection mechanisms in Macedonia applicable to victims of trafficking. Foreign victims are not granted even temporary permits of residence, but are deported immediately (www.globalmarch.org; www.if-hr.org).

Romania (population 22.4 million)

Romania is the main source country for prostitution-related trafficking in the Balkans, and also one of the main transit countries for trafficking from Moldavia, Ukraine and Russia to the EU member countries. The main destination areas for Romanian women are Turkey, Greece, the former Yugoslavia, Italy, and Central Europe. Belgrade acts as the junction for the westward routes, while Bucharest and Timisoara are the centres of intra-country trafficking. According to NGOs, thousands of Romanian women are sold abroad every year, Turkey alone is estimated to have over 10,000 Romanian prostitutes. The proportion of minor victims has been about 20 percent in reported crimes, and considerable numbers of Romanian street children are sold every year to the child prostitution markets of Germany and the Netherlands. In addition to the organised crime, Romanian officials and the personnel of the international troops stationed in the former Yugoslavia are active in the trafficking (Hajdinjak 2002, 52-53; missions.itu.int; www.globalmarch.org).

Procuring and professional prostitution, whether voluntary or coerced, are criminalised in Romania. Sexual intercourse and other sexual acts with persons under 14 years of age are criminalised. The Penal Code does not criminalise trafficking in women as a separate crime, but the stipulations concerning crimes against personal freedom, sexual crimes, assaults and homicides are applicable. There are no effective witness protection mechanisms in the country (www.greekhelsinki.gr; www.interpol.int).

Serbia and Montenegro (population 10.7 million)

Serbia is a source country for trafficking in the Balkans; the main destination areas for Serb women are Italy, Greece, Cyprus, Germany and the Netherlands (Hajdinjak 2002, 52).

However, Serbia and Montenegro play a far more important role as a transit area. Through Serbia run the land routes from Romania, Moldavia and Ukraine to Italy and Austria on the one hand, and to Bosnia, Albania and Macedonia (and via them to Italy, Greece and Turkey) on the other. The centre and junction of the activity is Belgrade. Montenegro, on the other hand, is a central transit area for trafficking from the Balkans to Italy by sea. The victims are taken by speedboats from Bari to the Italian ports on the Adriatic (Hajdinjak 2002, 54).

Serbia is also a major destination country for prostitution-related trafficking. When passing through Serbia, the victims are as a rule forced to work for some weeks or months in local brothels until they have paid their transport costs to the traffickers (Hajdinjak 2002, 55).

Prostitution is illegal in both Serbia and Montenegro, but rarely punished. Neither the legislation of Serbia, nor that of Montenegro criminalise trafficking in women as a separate crime, but procuring and collaborating in act of prostitution are punishable, and the stipulations concerning crimes against personal freedom, sexual crimes, assaults and homicides are applicable. There are no effective witness protection mechanisms in either country, but in Montenegro a witness protection law applicable also to the victims of trafficking is being planned (www.greekhelsinki.gr).

Turkey (population 65.7 million)

Turkey is a major destination and transit country. Most of the victims trafficked to the country come from the Caucasian republics, the Balkans (Albania, Moldavia, Romania, Bulgaria), Russia and Ukraine. Trafficking is mainly organised by Turkish, Azerbaijan and Russian organised crime groups. During the last few years, some 1,000-1,500 foreign women a year have been arrested for prostitution, and the number is increasing steadily; Russians, Ukrainians, Georgians and Azerbaijanians form the majority. On the other hand, it is estimated that in Turkey alone, there are about 10,000 Romanian prostitutes. The number of minors engaged in prostitution is estimated to be about 30,000-60,000, the number of adults is multiple (Hajdinjak 2002, 52-53; www.rferl.org).

Prostitution is legal in Turkey for those who register themselves as prostitutes. Foreigners are not

allowed to register. Sexual intercourse and other sexual acts with persons under 15 years of age are criminalised. Trafficking in women is criminalised as a separate crime in the Turkish Penal Code. In 2000, altogether 850 persons were arrested for trafficking in women. There is no special witness protection legislation applicable to foreign victims of trafficking, and they are as a rule immediately deported (www.globalmarch.org; www.greekhelsinki.gr; www.interpol.int).

1.5 Western Mediterranean

The Western Mediterranean countries are a major destination and transit area for trafficking in women. In the Iberian peninsula, the majority of the victims come from outside Europe, and trafficking for prostitution is closely linked with drug trafficking. Also in Italy, the proportion of victims from continents other than Europe is higher than in most other EU member countries, but the main source area is Eastern Europe. The annual volume of trafficking to and through the Western Mediterranean countries is estimated to be 10,000 to 50,000 women and children.

Andorra (population 66,800)

There are no reported cases of trafficking in women to, from or within Andorra, nor is the country a transit point for trafficking in humans. Prostitution and procuring are criminalised in Andorra. The legal age of consent for sexual activity is 16 years, and sexual intercourse by abuse of position with 16-18-year-olds is criminalised as an aggravated offence. Trafficking in women is not criminalised as a separate crime, but the stipulations concerning crimes against personal freedom, sexual crimes, assaults and homicides are applicable. There are no effective witness protection mechanisms in Andorra applicable to victims of trafficking (www.interpol.int; www.state.gov; www.un.org).

Italy (population 57.8 million)

Italy is a major destination and transit country. It is estimated to have 50,000 to 70,000 prostitutes, of whom 30,000 to 40,000 are foreigners. According to official estimates, 1,000 to 2,000 of them are

victims of coerced prostitution. In addition, the same sources estimate that there are as many as 2,500 minors, mostly from Albania or Nigeria, engaged in prostitution in Italy who should be considered (as minors) to be victims of trafficking. Transcrime, the Research Centre on Transnational Crime of the University of Trento, estimates the annual number of the victims of trafficking for prostitution to be from 2,500 to 5,500 women and children. During the last few years, 75 percent of the victims of the reported cases of coerced prostitution have come from Eastern Europe, 22 percent from Africa, 2 percent from Latin America, and 1 percent from Asia. The most important individual source countries have been Moldavia (20-25%), Albania (15-20%), Nigeria (15%), Romania (10%) and Ukraine (10%). The national distribution of foreign prostitutes assisted by NGOs in Italy has been essentially different: in 2000, altogether 48 percent of all assisted prostitutes were Nigerians, 20 percent Albanians, 10 percent Moldavians and Romanians, and 5 percent Ukrainians. The annual turnover of the crime (trafficking and exploitation together) is estimated to be between 400 million and one billion euros (Laczko etc. 2002, 14; MON-EU-TRAF, 54-55, 170; www.globalmarch.org).

Prostitution is legal in Italy, although it has not been explicitly legalised. Procuring, brothel keeping, and promoting prostitution are criminalised, as are sexual intercourse and other sexual acts with persons under 16 years of age. Trafficking in women is criminalised as a separate crime in the Italian Penal Code, and there are effective witness protection mechanisms applicable to victims of trafficking. Under the immigration law, trafficked persons can always get a renewable temporary residence permit if they participate in an assistance and integration programme, regardless of whether they co-operate in the investigation and prosecution of the crime. If a victim decides to co-operate, she/he is given the same protection as those testifying against organised crime groups (Pearson 2001, 11; Trafficking in Women, 70; Tunturi 2003; www.ex.ac.uk; www.interpol.int).

Malta (population 394,600)

Maltese criminal groups are active in international trafficking in women for prostitution outside Malta, especially in the British Isles. In Malta, only a few

cases of coerced prostitution have been reported in the last few years, and victims have usually been natives (www.protectionproject.org).

Prostitution is illegal in Malta, and procuring is criminalised. Sexual intercourse and other sexual acts, out of wedlock, with persons under 18 years of age are criminalised. The Maltese Penal Code does not criminalise trafficking in women as a separate crime, but the stipulations concerning white slave trade and crimes against personal freedom, sexual crimes, assaults and homicides are applicable. There are no effective witness protection mechanisms in Malta applicable to victims of trafficking (www.interpol.int; www.protectionproject.org; www.state.gov).

Portugal (population 10.4 million)

Portugal is chiefly a transit and destination area, but also a major source country for prostitution in Spain. Lisbon is estimated to have about 6,500 resident prostitutes, but there are no estimates available on the number in the whole country. Half of the prostitutes active in Portugal are believed to be foreigners, mainly from Eastern Europe, Africa and Latin America. No estimates are available on the number of victims of prostitution-related trafficking. However, a recently discovered Brazilian-Portuguese network alone managed to smuggle about 75,000 Brazilian women to Portugal and through Portugal to Western European market (especially to the British Isles) in just a few years time. In trafficking in women from South America to Europe, Portugal is presently the most important transit country, and at the same time the port of entry to the Schengen Area. The women are usually brought by air (www.portcult.com).

Prostitution is not explicitly legal in Portugal, but the practice of female prostitution is not punishable if it does not offend against decency and public morals. Exploitation and facilitating any form of prostitution are criminalised. Sexual intercourse and other sexual acts with persons under 16 years of age, and by abuse of position with 16-19-year-olds are criminalised. In Portugal, trafficking in women and trafficking in minors are criminalised as separate crimes. According to the law, a person who collaborates with the judicial and police authorities in cases of organised crime can be granted a residence permit; the stipulation is applicable to

victims of trafficking. There are no witness protection mechanisms in Portugal which would provide physical protection to victims of trafficking (Holmes & Berta 2002, 4; allserv.rug.ac.be; www.ex.ac.uk; www.interpol.int).

San Marino (population 25,000)

There are no reported cases of trafficking in women to, from or within San Marino. Nor is the country a transit point for trafficking in humans. In San Marino, prostitution is legal, but procuring criminalised. Trafficking in women is not criminalised as a separate crime, but the stipulations concerning crimes against personal freedom, sexual crimes, assaults and homicides are applicable. There are no effective witness protection mechanisms in San Marino applicable to victims of trafficking (www.state.gov).

Spain (population 40.5 million)

Spain is a major destination country. It is estimated that there are 45,000 to 300,000 prostitutes active in the country, of whom 60 percent are foreigners. The annual number of the victims of trafficking for prostitution is estimated at 4,000-8,500 women and children. The main source area is Latin America (Columbia, Brazil, the Dominican Republic) which provides 65 percent of the victims. In the last few years, however, trafficking from Eastern Europe and the Balkans has increased, the most important source countries being Russia and Ukraine (20% of victims). The third important source area is Africa (Morocco, Nigeria and Sierra Leone) (10% of victims). A considerable number of Portuguese are engaged in Spanish prostitution, too (MON-EU-TRAF, 52-53; Organised crime situation report 2001, 41; Sinkkonen 2003; www.globalmarch.org).

The annual turnover of the crime (trafficking and exploitation together) is estimated to be between 200 million and two billion euros (MON-EU-TRAF, 52-53; Organised crime situation report 2001, 41; www.globalmarch.org).

Prostitution is legal in Spain, although not explicitly legalised. Exploitation of prostitutes, procuring of minors, and the purchasing of sexual services from minors are criminalised, as are sexual intercourse and other sexual acts with persons under 12 years of age. Trafficking in women is criminalised as a separate crime in the Spanish Penal Code. The

general witness protection law of the country is applicable to victims of trafficking (Sinkkonen 2003; www.ex.ac.uk; www.inet.co.th; www.interpol.int).

1.6 Eastern Europe

Moldavia, Ukraine and Russia presently form one of the two main source areas for trafficking in women to Western Europe. In addition, the volume of intra-Russian trafficking for prostitution is significant, and from Russia and Ukraine large numbers of women are recruited as prostitutes also to markets outside Europe, specifically to North America, the Middle East, the Far East and South Africa.

According to approximate estimates, 50,000 to 100,000 Moldavians, over 100,000 Ukrainians, and as many as 500,000 Russians are presently active in international prostitution outside their home countries. Moreover, a considerable number of Russians, not included in the aforementioned figure, take part in mobile prostitution in the neighbouring countries of Russia. The majority of Moldavian, Ukrainian and Russian prostitutes are active in Europe. How many of them are victims of trafficking and coerced prostitution, is impossible to know. The highest estimates suggest 80 percent, but according to the official view of the Russian authorities, an overwhelming majority of the prostitutes who emigrate or are involved in mobile prostitution abroad are engaged in the activity on a voluntary basis. As far as the prostitution from Russia to Scandinavia is concerned, coerced prostitution is estimated to make up about 10 percent of the total volume. Apart from the Balkans, the area comprised of Moldavia, Ukraine and Russia is presently the most important recruiting area for European organised prostitution, and a considerable proportion of the prostitutes are recruited in a way which meets the criteria of trafficking in women.

Belarus (population 10.0 million)

Belarus is a major transit country, and a secondary source country. The main destination area for the Belarussian prostitution abroad is Russia; in Moscow, Belarussians presently constitute about 40 percent of all prostitutes active in the city. Other

major destinations are Poland and the Baltic countries. The annual number of Belarussian women emigrating for prostitution is estimated at about 5,000; no estimates on the volume of trafficking through Belarus are available (209.190.246.239; www.globalmarch.org).

Prostitution is sanctioned as a civil offence in Belarus, and procuring and child prostitution are criminalised. Sexual intercourse and other sexual or indecent acts with persons under 18 years of age are criminalised. The Belarussian Penal Code does not criminalise trafficking in women as a separate crime, and there are no effective witness protection mechanisms applicable to victims of trafficking (209.190.246.239; www.interpol.int).

Moldavia (population 4.3 million)

Despite its small population, Moldavia has become one of the most important recruiting countries for the European trafficking in women. In the last few years, of all the victims of trafficking assisted in Europe by IOM, approximately half have been Moldavians. The trafficking in Moldavian women is not limited to any particular destination area, but the majority end up in the Balkan countries (Bosnia, Kosovo, Turkey and Greece) and Italy. Moldavia is also an important transit country for trafficking from the other CIS-countries, especially Ukraine, to Western Europe and the Balkans (Organised crime situation report 2001, 41; fpmail.friends-partners.org).

Prostitution is legal in Moldavia, procuring and brothel keeping criminalised. Sexual intercourse and other sexual or indecent acts with persons under 16 years of age are criminalised. The Moldavian Penal Code does not criminalise trafficking in women as a separate crime, but an amendment with this objective is being drafted, and already today, the stipulations concerning procuring, crimes against personal freedom, sexual crimes, assaults and homicides are applicable to cases of coerced prostitution. In 2001, altogether 12 crimes meeting the criteria of coerced prostitution were prosecuted; most of them did not result in convictions, and in the rest of the cases the offenders were only fined. There are no recorded cases of anyone guilty of trafficking in women being sentenced to imprisonment in Moldavia. No effective witness protection mechanisms applicable to victims of

trafficking exist (209.190.246.239; www.globalmarch.org).

Russia (population 144.8 million)

In the St Petersburg region – a major recruiting area for prostitution in Finland and other countries around the Baltic Sea – the number of full-time prostitutes is estimated to be about 10,000, of whom every tenth is a foreigner (from Ukraine, Belarus or other CIS-country). The number of prostitutes from St Petersburg active in the mobile prostitution in Finland is between 2,000 and 2,500; other major destinations are Germany and Israel. The women usually enter the destination countries on tourist visas, and stay for a few days or weeks at the longest. Little is known about the organisation of the activity at the St Petersburg end. The prostitution directed at Finland is, however, largely controlled by a few travel agencies, at least some of which are believed to have organised crime connections (Hollmén & Jyrkinen 1999, 34-36, 42-43).

Trafficking in children and child prostitution are also common in the St Petersburg region. There are estimated to be about 70,000 street children in the city, and most of them must practise prostitution at least occasionally in order to survive. Children are also sold to the USA, Western Europe, and the Baltic countries, mainly for adoption, but also for prostitution and porn industry. A large proportion of the customers of the region's own child prostitution are foreigners, notably Finns, Scandinavians and Western Europeans (Hollmén & Jyrkinen 1999, 43).

It has been estimated that every year tens of thousands of Russian prostitutes emigrate to Western Europe, North America and Asia, in addition to which there might be hundreds of thousands of women engaged in the mobile prostitution directed from Russia. However, nowhere near all of them are victims of trafficking or coerced prostitution. The main foreign destination area for Russian prostitution is Germany; other major destinations include other West European countries, the Nordic Countries, the USA, Israel, Turkey and Japan (Hollmén & Jyrkinen 1999, 17, 43).

The Russian Penal Code does not criminalise trafficking in women as a separate crime, nor is procuring a crime according to the Russian law. Prostitution is legal, and at present, the regulation of prostitution is almost non-existent. Performance

of lewd actions in regard to a person known to be under the age of 14 is criminalised as lewd conduct. There is no special witness protection legislation in the country applicable to victims of trafficking (Hollmén & Jyrkinen 1999; www.interpol.int).

Ukraine (population 49.7 million)

Ukraine is a major source country for trafficking in women; the main destination area is Germany. Other important destinations are other West European countries, the Eastern Central Europe, the Balkans, Turkey, the USA, Japan and Israel. According to NGOs, presently some 100,000 Ukrainian women are engaged in prostitution in Western Europe alone, and since the early 1990s, over 400,000 Ukrainians have been sold for prostitution. In Turkey and Poland, they make up the largest group of foreign prostitutes, in Germany one of the largest. According to some estimates, as many as 80 percent of Ukrainians engaged in prostitution abroad are victims of trafficking, but the estimates may well be exaggerated. Ukraine is also a major transit country for trafficking in women from the other CIS-countries to Western Europe (209.190.246.239; www.uri.edu).

Prostitution is sanctioned as a civil offence in Ukraine, while procuring and brothel keeping are criminalised. The Ukrainian legislation acknowledges no fixed minimum age of consent for sexual activity, but sexual intercourse with a person who has not yet reached puberty is criminalised. Trafficking in women is criminalised as a separate crime, and in 1998-2000, altogether 37 crimes were prosecuted, and in three of them the prosecution led to imprisonment. There is no special witness protection legislation in the country applicable to victims of trafficking, but such a law is being planned (209.190.246.239; www.globalmarch.org; www.interpol.int).

1.7 The Caucasus

The Caucasian countries form a major transit and source area for trafficking in women to the Middle East, Europe and North America. The annual number of local victims is estimated to be several hundreds. Trafficked Armenian and Azerbaijan women usually

end up as prostitutes or domestic servants in Turkey or in the Persian Gulf states, but the destinations of the Georgian trafficking networks are more variable (www.rferl.org).

Armenia (population 3.5 million)

The annual number of Armenian victims of trafficking in women is estimated at 500-700. The majority end up in the prostitution market in either Turkey or the United Arab Emirates, some are trafficked as domestic servants to the countries around the Persian Gulf. Of the Armenian victims of coerced prostitution interviewed in a recent IOM study, 60 percent had ended up in Turkey, 30 percent in the United Arab Emirates, and five percent in Greece. Other destination countries mentioned were Poland and Bulgaria (A Study 2001; www.rferl.org).

Prostitution is legal in Armenia, while procuring and brothel keeping are criminalised. Sexual intercourse and other sexual acts with persons under 16 years of age are criminalised. The Armenian Penal Code does not criminalise trafficking in women as a separate crime, but stipulations concerning crimes against personal freedom, sexual crimes, assaults and homicides are applicable. There are no effective witness protection mechanisms in the country applicable to victims of trafficking (A Study 2001; www.eriery.com; www.interpol.int).

Azerbaijan (population 7.7 million)

Azerbaijan is a source and transit country. The main destinations for trafficking of the Azeri women are Turkey and the countries around the Persian Gulf. No estimates are available on the annual number of the victims (www.state.gov).

Practising prostitution is illegal in Azerbaijan, but de facto tolerated. Sexual intercourse and other sexual acts with persons under 16 years of age are criminalised. Both coerced prostitution and trafficking in human beings are criminalised as separate crimes; in 1999, altogether 9 crimes were reported to the police. There are no effective witness protection mechanisms in Azerbaijan applicable to victims of trafficking (www.interpol.int; www.state.gov).

Georgia (population 5.0 million)

Georgia is a major source country as well as an important transit country for trafficking from Ukraine and Russia. The main destinations are Turkey, Greece, Israel and Western Europe (www.globalmarch.org).

Prostitution is legal in Georgia, but child prostitution criminalised. Sexual intercourse with a person under 14 years of age is criminalised. The Georgian Penal Code does not criminalise trafficking in women as a separate crime, but the stipulations concerning crimes against personal freedom, sexual crimes, assaults and homicides are applicable, and several crimes have been prosecuted during the last few years. There are no effective witness protection mechanisms in the country applicable to victims of trafficking (www.georgia-gateway.org; www.globalmarch.org).

2 The characteristics of trafficking in women and children for prostitution in Europe

On average, the victims of trafficking for prostitution in Europe are not only from the economically most depressed, and socially and politically most unstable areas of the continent, but also belong to the most disadvantaged social and ethnic groups of those areas. They are usually also very young: teenagers, or in their early twenties. When seeking better opportunities in life, they fall easy prey to criminals promising good jobs and high wages abroad. For the criminals and organised crime groups, trafficking offers an opportunity to make very high profits with minimal risk and low capital requirements.

Trafficking operations are usually carried out in co-operation by several, relatively small local criminal groups. This makes the activity both flexible and difficult to prevent, since the elimination of one group does not usually affect the activity of the whole network: the missing link will only be replaced by another (NCIS UK, 34-36).

The relations between the groups are normally pure business relations, and each groups can act in several networks simultaneously. The women are

transported either directly to the ultimate destination country, and engaged in prostitution after arrival, or they are moved in stages, in which case they are exploited at each stage. The first method is common in trafficking from the Baltic countries and Russia to Western Europe, and the co-operation between the recruiters, transporters and exploiters is usually close. The latter method, on the other hand, is frequently used in the trafficking through and from the Balkans; the co-operation networks are loose and change from operation to operation (NCIS UK, 34-36).

The victims are recruited in the source countries through newspaper and Internet advertisements, by individual recruiters (often female), or by front agencies offering legal or illegal employment opportunities in the EU member countries as, for example, maids, nannies, waitresses, models, striptease-dancers or cleaning women. Some of the women are recruited knowingly into prostitution, but even in their case the conditions of their employment often differ from what has been agreed. In the actual trafficking, the recent trend, at least in the Baltic countries, has been towards personal recruiting instead of general advertising. In some countries, women are also recruited by abduction; from Albania and Kosovo, there are even reports on families selling their daughters to traffickers (Hajdinjak 2002, 51; NCIS UK, 35; Sipaviciene 2002, 14).

Once recruited, the victims are controlled during the transport and in the destination countries by a variety of means, but violence (implied and actual) is common and ever-present. There are more and more reported cases of extreme forms of coercion, assaults, rapes and even homicides. Especially the trafficking from and through the Balkans is reported to be exceptionally violent by nature, and the invasion of the Balkan groups on the West European prostitution market has had a brutalising effect on the working methods also outside the Balkans. A common trend of the last few years has been the increasing use of forced addiction of women to hard drugs, which ties the victims to the traffickers in a very effective manner. This method is especially popular among those traffickers who are also involved in the drug trade, and in Finland, for example, where foreign prostitution is mainly mobile, prostitutes are regularly used as drug

smugglers/couriers and dealers. In most European countries, the groups trafficking women are usually also involved in other forms of trafficking and smuggling (Laczko etc. 2002, 15; Lehti & Aromaa 2002, 87-92; NCIS UK, 35, 38-39).

The traffickers also exploit the economic, social and cultural vulnerabilities of the victims. Debt is one of the most common means of control. The women usually agree to pay their travelling and recruiting expenses from the future earnings. This debt is passed from one trafficker to the next until it ends up in the hands of the exploiter in the destination country. Together with the inflated housing and living expenses charged from the victims, the debt soon becomes impossible to handle. The earnings of the victims are then directed at the pockets of the exploiters, and the women become totally dependent on their abusers because they have no financial means to escape. It is also normal to confiscate the passports and other identity documents of the victims, and to threaten them with local authorities, deportation and detention. The effectiveness of the threats is increased by the fact that they are often at least partly real: in most European countries, it is almost impossible for the victims to avoid immediate deportation, and that effectively prevents the women from approaching the authorities even in the most aggravated cases of abuse (NCIS UK, 36).

B Other forms of trafficking in women and children

As mentioned above, presently 80-90 percent of the trafficking in women and children in and to Europe is serving organised prostitution and other forms of sexual exploitation. As far as the other forms of trafficking in human beings is concerned, the lack of information, and the confusion of concepts are even greater than in the case of trafficking for sexual exploitation (Forced Labour 2002; Omelaniuk 2002).

Trafficking in women and children for forced or slave labour seems to be fairly rare in the EU member countries, even if the recruiting of employees for, for example, hotel and catering business and of domestic servants and nannies from

the Balkans and the Baltic countries sometimes meets the criteria. In several European countries, the staff of a few African and Asian embassies have caused problems by trafficking domestic servants from their home countries to work for their employees in conditions resembling slave labour. Trafficking for industrial work is found in Italy, for example, where 30,000 foreign children (mostly from China) are estimated to work in small-scale clothing and other industry in conditions similar to slave labour. In Greece, some 3,000 children, mostly Albanians, are estimated to work in corresponding conditions as window cleaners and in other similar occupations. On a larger scale, children are trafficked and made to work for organised crime in begging rings, or as pickpockets and thieves. This practice is exercised in the whole of Europe; the victims usually come from Eastern Europe, and the proportion of Roma is considerable (www.globalmarch.org).

The evidence of trafficking connected with the international trade in human organs is almost non-existent in Europe. It is true that in Russia, for example, there are rumours and allegations of kidnapping street and orphanage children for this purpose. However, the only known case is from the year 2000, when a Muscovite grandmother sold her grandchild for 90,000 USD to police officers, acting as traffickers, to be used in organ trade. Since the events of this case were triggered by a trap laid by undercover police, its value as evidence is questionable. As far as is known, other cases with concrete evidence of this kind of trade have not been reported from Europe in the last few years (www.globalmarch.org).

Apart from trafficking for prostitution, the most important forms of trafficking in humans in Europe are at present the illegal trade of children for adoption, and the trafficking in workers for the shadow labour market existing between the legal market and slave labour.

The source areas of trafficking in children for illegal adoption to Western Europe are the Eastern European countries and the third world countries. In addition, children are trafficked from Eastern Europe to industrial countries outside Europe, especially to North America. There are no estimates available on the extent of the trade (www.globalmarch.org).

Trafficking in workers for the shadow labour market serves mainly the recruiting of seasonal labour force for agriculture. In addition, there is demand for such labour force in the construction industry and other business sectors where large numbers of unskilled workers are employed, the turnover of labour is high, and the official control weak. The destination for grey labour in Europe are the EU member countries, whereas the Balkans and the Eastern European countries serve as source areas. Workforce is smuggled into the European Union also from outside Europe, especially from North Africa as well as East and South Asia; one of the primary individual source countries is China. If the smuggled employees are minors, this kind of activity must always be regarded as trafficking. The Palermo Protocol on Trafficking states quite explicitly that the recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation is to be considered as trafficking in persons, regardless of whether coercion and deception are involved. In the case of adults, it is somewhat more difficult to determine if the terms of recruitment, employment and working meet the criteria of trafficking in humans. When compared with the legal labour market, the terms and conditions employed on the shadow market are generally considerably worse, and various malpractices are common. On the other hand, the workers usually know this already when they are recruited and make the contract with the traffickers more or less voluntarily; it seems that in many cases, the immigrants rather tolerate working conditions that resemble forced labour, than the impoverished freedom in their home countries. In spite of this, there can be no justification for any forms of forced labour, and both the governments and civil society groups should show more political will in order to tackle the problem. The majority of the grey labour force smuggled into Europe are men; women are mostly recruited to the hotel and catering sector, or work as domestic servants. There are no estimates available on the volume of the trade (Forced Labour 2002, 5; Plant 2002).

C Prevention, crime control, and witness protection legislation

The main reason behind the rapid increase in trafficking in women and children in Europe after the collapse of the Iron Curtain at the beginning of the 1990s is the deep difference in the standard of living between the Western European countries and the former Socialist countries. It is not a coincidence that four of the most important source countries for the trafficking (Albania, Moldavia, Romania and Ukraine) are also the poorest countries in the continent, one (Lithuania) is the poorest country in the Baltic Sea area, and that in Russia (sixth most important source country), there are large areas where the standard of living is exceptionally low and the social problems enormous. Thus, it is improbable that any fundamental positive changes in the situation can be achieved before the internal differences in the standards of living have been levelled down throughout the continent. The point is illustrated by the recent development in Poland, Hungary and the Czech Republic, where the positive social and economic development has significantly and rapidly reduced trafficking.

The most effective means to improve the situation and to prevent trafficking is to support and facilitate the social and economic development in the Eastern European countries. In this respect, the enlargement of the European Union can be expected to produce significant positive results. However, the most problematic countries will be disregarded at least in the first phase of the enlargement, and especially Moldavia and Ukraine have been left to play second fiddle in EU-Eastern European relations.

In the actual crime control policies concerning trafficking in women, the most crucial questions are presently:

- 1) creating extensive and reliable systems for collecting comparative data on the whole continent;
- 2) criminalising the trafficking in women in all European countries with relatively uniform criteria and sanctions;
- 3) developing and increasing the co-operation in crime prevention both

internationally and between the European countries;

4) improving the status and rights of the victims in the legislation of the European countries, and

5) creating efficient witness protection legislation and programmes applicable to the victims of trafficking.

For the time being, there is no reliable, comparative information available on the extent of trafficking in women in Europe, or on the numbers and the nationalities of the victims; not even concerning the reported and prosecuted crimes. In order to improve the situation, the European countries should invest in gathering national statistics on reported trafficking crimes which would employ relatively uniform criteria and comparable standards. In addition to the relevant authorities, important sources of information are NGOs that assist and provide support for prostitutes and the victims of trafficking. Means should also be created in order to make an efficient and extensive collection of their information possible in each country as well as all over the continent. Mere statistics would, however, produce only indicative information at best. In order to obtain better knowledge of the situation, and to create a basis for more efficient data collection systems, it is of utmost importance to increase basic research concerning trafficking and organised prostitution in Europe and in each European country. Much valuable knowledge has already been produced within the STOP and STOP II programmes, the IOM research projects, and some national research programmes. The need for additional research is, however, urgent.

The legislation concerning trafficking in women is still fairly heterogeneous in the European countries, but in recent years, harmonisation in regard to the criteria of the crime, sanctions, and the status and rights of the victims has been achieved. Activities of the Council of Europe (COE), the Organisation on Security and Co-operation in Europe (OSCE), and the European Union have been crucial.

Several conventions of *the Council of Europe* are relevant to combating trafficking in women (for example, the Conventions on Human Rights; on

Laundering, Search, Seizure and Confiscation of the Proceeds from Crime; on the Compensation of Victims of Violent Crimes; and on Extradition). However, so far all the special COE regulations concerning the trafficking in women are mere recommendations. The most important of these is the R (2000) 11 (Recommendation on Action against Trafficking in Human Beings for the purpose of Sexual Exploitation) which proposes that:

- 1) trafficking should be made a special offence;
- 2) courts of law should have the right to seize assets belonging to convicted traffickers, and
- 3) victims of trafficking should receive help and protection; governments should set up agreements to facilitate the victims' return to their native countries if they so wish, and victims should be granted, if necessary, temporary residence status on humanitarian grounds.

Other relevant COE recommendations include: R (91) 11, R (96) 8, R (97) 13, R (80) 10, R (85) 11 and R (87) 21. Their objective, at least indirectly, is to harmonise the legislation of the member countries, and to improve the legal status of the victims of trafficking.

According to the 2002 data, in 28 of the 52 European countries and other de facto independent jurisdictional areas, the trafficking in women is criminalised as a separate crime, and in at least three others an amendment for this purpose is being drafted. Not a single European country has at the moment specific legislative witness protection programmes designated specifically for the victims of trafficking. Of the EU member countries, Belgium, Denmark, Finland, France, Luxembourg and Sweden do not have any formal witness protection programmes; in the remaining member countries, witness protection for victims of trafficking is provided on the basis of either general legislative witness protection provisions or non-legislative protection programmes, and the entry criteria are by default so strict that they are not attainable by standard victims of trafficking. Of the Central and Eastern European countries, at least the Czech Republic and Hungary have general witness

protection programmes applicable to the victims of trafficking (Holmes & Berta 2002).

As mentioned, there currently is no special European Convention on trafficking. There is, however, a convention under discussion which aims at a binding regulation concerning the legal status and protection of the victims of trafficking in humans. The convention would focus specifically on minors, and include an efficient monitoring system (CM (2002) 129; Trafficking in Women, 42).

The Organisation for Security and Co-operation in Europe is a regional organisation, and another source of non-binding regulations on trafficking. The OSCE and especially its Office for Democratic Institutions and Human Rights (ODIHR) have become increasingly involved in the issue over the last ten years. In 1999, the OSCE Parliamentary Assembly adopted a Resolution on Trafficking in Women and Children, in which the member countries were called upon to make sure that they have the necessary legislation and enforcement mechanisms to punish traffickers. Country reports requested from the member countries presently form the most extensive source of information on the extent of trafficking, and on the existing legislation concerning trafficking in the European countries (Trafficking in Women, 42-43).

The European Union legislation concerning trafficking in women and children is variable and constantly developing. The three most important pieces of special legislation with regard to combating trafficking in women and children are the Council framework decision on combating trafficking in human beings (2002/629/JAI), the proposed Council framework decision on combating the sexual exploitation of children and child pornography, and the proposed Council directive on the short-term residence permit issued to victims of action to facilitate illegal immigration or trafficking in human beings who co-operate with the competent authorities (COM (2002) 71). The framework decision on combating trafficking in human beings obligates the member countries to ensure that trafficking in humans for forced labour as well as for sexual exploitation are criminalised, as are the instigation, aiding, abetting and attempt of such activity. The decision also includes stipulations on the maximum penalty (six years of imprisonment) and on aggravating circumstances. The criminal

liability of corporate actors is addressed, as well as issues of jurisdiction and co-operation between the member states. The proposed framework decision on combating the sexual exploitation of children is intrinsically linked with trafficking in children because at the moment, prostitution and other forms of sexual exploitation dominate trafficking in children in Europe. The proposed decision defines a child as a person under 18 years of age.

The proposed directive on short-term residence permits includes regulations on the conditions and procedures for issuing short-term residence permits for victims of trafficking in human beings. The objective is that the victims who in the course of a certain reflection period consent to assist the authorities in the investigation and prosecution of the crime, would on certain conditions have the right to a temporary residence permit in the EU member countries. At request, the permit could be renewed according to the needs of the investigation and the court proceedings, but it could not be renewed after the proceedings have been concluded. The conditions for the permit are strict, and the whole procedure is always dependent on the victim's willingness to co-operate. Nonetheless, the directive would improve the present situation in which the victims are as a rule deported from most EU member countries (similarly to the other European countries) immediately and without exception. If the changes brought about by the directive are able to make the victims more co-operative towards the investigation and prosecution of the crimes, there are hopes that the clearance and conviction rates will improve, which in turn would have a significant invigorating effect on the prevention of trafficking. This is not, however, self-evident, for even if the stipulations of the directive are implemented, the factual position of the victims still remains rather insecure.

At present, the day-to-day protection and support of the victims of trafficking in Europe depend mostly on the activity of various NGOs. The European Union has supported and supports their work within the STOP, STOP II and Daphne programmes. However, the main responsibility as well as the financing of the activity are shouldered by voluntary citizens' organisations and volunteer workers.

At the moment, only the Netherlands, Belgium, Spain, Italy and the Czech Republic have

promulgated special witness protection legislation applicable to the victims of trafficking. In some countries, such legislation is under preparation. All of the above mentioned laws are relatively new, and there is not yet much experience on how they work in practice. They all include the possibility of issuing temporary residence permits for victims of trafficking; in Belgium and the Netherlands, the consent of the victim to co-operate in the investigation and prosecution is required, in Italy all victims have similar rights whether they co-operate or not. In Spain, the stipulations of the general witness protection law apply also to the victims of trafficking. Presently, only Italy and Spain offer the victims actual, active police protection that continues also after the court proceedings have ended (by establishing a new identity, for example), but even here the right for this kind of protection is to a large extent only theoretical. It is questionable how effectively the victims' willingness to co-operate with the authorities (which is crucial to combating trafficking in humans) can be improved by granting mere temporary residence permits; on the other hand, a great many European countries do not presently have any kind of efficient witness protection programmes, and the population in many countries is so small that it would be virtually impossible to create such programmes without some kind of common programme covering the whole of Europe (Pearson 2001, 10-13).

Since trafficking in humans is a transnational crime, it is necessary to have effective international police co-operation to combat and prevent it. In Europe, the co-operation is both bilateral and international (Europol). In addition to the everyday co-operation, several large-scale special operations have been conducted in the last few years, usually with good results. For example, during the Sunflower operation in 2002, more than 80 suspects were arrested in an operation carried out by the Europol and nine national police forces (news.bbc.co.uk).

The routes of trafficking in Europe are so manifold, and the organisation of the crime so flexible that it is not possible to close all the routes and eliminate all the trafficking networks. It is more practicable to concentrate the crime prevention efforts and combating operations on the main source countries and the most important junctions of the

trafficking routes. When the Eastern Central European countries join the European Union, the possibilities to control the transit trafficking carried out via them will improve significantly; but there is still a need for a more efficient police and intelligence co-operation both inside the EU, and in particular between the EU member countries and the non-members. It is also crucial for the effective prevention of trafficking in women and children to continue and invigorate the combat against corruption in border controls, police forces, and on all levels of government which is rampant not only in many source countries but also in many of the main destination countries of trafficking in Europe, both inside and outside the European Union (NCIS UK, 34-36).

D Conclusions

Exact information about the volume, characteristics and organisation of trafficking in women and children in Europe is still so scarce, and most of the programmes and legislative changes aimed at combating the crime so new that it is hard to say how they work in every-day crime prevention, and what practises of countering are the best and most effective. On the whole, it seems that the measures taken should be many and varied, comprised of legislative measures, police operations as well as different awareness campaigns, support programmes and media actions.

In several European countries, the implementation of even the basic legislative and other recommendations of the COE, OSCE, EU and UN concerning trafficking in women and children is still deficient. Thus, the most urgent short-term task in Europe should be the adoption and implementation of compatible and appropriate legislation concerning the crimes of trafficking, as well as the developing and strengthening of effective protection and assistance mechanisms for victims of trafficking in all European countries. This should be combined with the strengthening of socio-economic support programmes and awareness-raising activities in both the source and the destination countries. The urgent need to collect and exchange comparative information on trafficking

throughout the continent, and to allocate sufficient funds to monitor trafficking, create databases and carry out further research on this issue should also be underlined.

In the long run, the best and most effective way to prevent trafficking is to support and facilitate the general social and economic development in the Eastern European and third world countries.

Sources

Literature

A Study: Trafficking in Women and Children from the Republic of Armenia. IOM 2001.

Country report of the Republic of Slovenia. Trafficking in Human Beings. Permanent Mission of the Republic of Slovenia to the OSCE. OSCE/ODIHR Country Reports.

The Danish Government's action plan to combat trafficking in women (2002). Copenhagen: Department of Gender Equality.

Eela, Riikka (2003). Saksa, seksipalveluja koskeva lainsäädäntö [Legislation against selling and buying sexual services in Germany]. BERD 1459-20, Suomen suurlähetystö [Finnish embassy], Berlin.

Feodorow, Sauli (2003). Seksuaalipalvelujen ostamista ja myymistä koskeva lainsäädäntö Luxemburgissa [Legislation against selling and buying sexual services in Luxembourg]. LUX 0002-11, Suomen suurlähetystö [Finnish embassy], Luxembourg.

Fijnaut, Cyrille & Bovenkerk, Frank & Bruinsma, Gerben & van de Bunt, Henk (1998). Organized Crime in the Netherlands. Den Haag: Kluwer Law International.

Force Labour, Child Labour and Human Trafficking in Europe: An ILO Perspective (2002). European Conference on Preventing and Combating Trafficking in Human Beings, Brussels 18-20 September 2002.

- Hajdinjak, Marko (2002). Smuggling in Southeast Europe. CSD Reports 10. Sofia: Center for the Study of Democracy.
- Hollmén, Lauri & Jyrkinen, Marjut (eds.) (1999). Building up a network for monitoring, analysing and combating trafficking in women and children. Helsinki: Ministry of the Interior.
- Holmes, Paul & Berta, Krizstina (2002). Comparative Matrix on Legislation and Best Practices in Preventing and Combating Trafficking in Human Beings in EU Member States and Candidate Countries. European Conference on Preventing and Combating Trafficking in Human Beings, Brussels 18-20 September 2002.
- Joona, Hannu (2003). Seksuaalipalvelujen ostamista ja myymistä koskeva lainsäädäntö Virossa [Legislation against selling and buying sexual services in Estonia]. TAL 0009-18, Suomen suurlähetystö [Finnish - Embassy], Tallinn.
- Kotkajärvi, Johanna (2003). Seksuaalipalvelujen ostamista ja myymistä koskeva lainsäädäntö Norjassa [Legislation against selling and buying sexual services in Norway]. OSL 0002-12, Suomen suurlähetystö [Finnish Embassy], Oslo.
- Kännedom om prostitution 1998-1999 (2000). SoS-rapport 2000:5. Linköping: Socialstyrelsen.
- Laczko, Frank & Klekowski von Koppenfels, Amanda & Barthel, Jana (2002). Trafficking in Women from Central and Eastern Europe: A Review of Statistical Data. European Conference on Preventing and Combating Trafficking in Human Beings, Brussels 18-20 September 2002.
- Lampinen, Markku (2003). Seksuaalipalvelujen ostamista ja myymistä koskeva lainsäädäntö Ranskassa [Legislation against selling and buying sexual services in France]. PAR 0007-23, Suomen suurlähetystö [Finnish Embassy], Pariisi.
- Lehti, Martti & Aromaa, Kauko (2002). Trafficking in Human Beings, Illegal Immigration and Finland. Helsinki: European Institute for Crime Prevention and Control, Affiliated with the United Nations (HEUNI), Publication Series No. 38.
- Leskinen, Jari (2002). Organisoitu prostituutio ja paritus Suomessa [Organised prostitution and procuring in Finland]. The Seminar "Miehet rajalla - Naiskauppaa Pohjolassa", Kemi (Finland) 28-29 October.
- Lindroos, Claus-Jerker (2003). Seksuaalipalvelujen ostamista ja myymistä koskeva lainsäädäntö Irlannissa [Legislation against selling and buying sexual services in Ireland]. DUB 0003-20, Suomen suurlähetystö [Finnish Embassy], Dublin.
- MON-EU-TRAF. A pilot study on three European Union key immigration points for monitoring the trafficking of human beings for the purpose of sexual exploitation across the European Union. Final Report (2002). European Commission.
- Moustgaard, Ulrikke (2002). Bodies across borders. NIKK magasin 1/2002.
- NCIS UK Threat Assessment 2002.
- Norwegian report on anti-trafficking activities. Royal Ministry of Foreign Affairs. OSCE/ODIRH Country Reports.
- Omelaniuk, Irena (2002). Trafficking in persons: Nature and logistics. "Trafficking: Networks and Logistics of Transnational Crime and International Terrorism", Courmayeur 6-8 December 2002.
- Organised crime situation report 2001 (2003). Strasbourg: Council of Europe.
- Organisert kriminalitet i Norge.
- Plant, Roger (2002). Trafficking for Labour Exploitation. The Role and Activities of the ILO. Trafficking: Networks and Logistics of Transnational Crime and International Terrorism, Courmayeur 6-8 December 2002.

- Poland: Information about the situation and the government policies in the area of combating trafficking in human being. The Secretariat of the Government Plenipotentiary for Equal Status of Women and Men, Warsaw, February 2003.
- Regjeringens handlingsplan mot handel med kvinner og barn 2003-2005 [The Norwegian Government action plan against trafficking in women and children 2003-2005] (2003). Justis- og politidepartmentet.
- Salovaara, Johanna (2003). Seksuaalipalvelujen ostamista ja myymistä koskeva lainsäädäntö Puolassa [Legislation against selling and buying sexual services in Poland]. VAR 0005-37, Suomen suurlähetystö [Finnish Embassy], Madrid.
- Sinkkonen, Teemu (2003). Seksuaalipalvelujen ostamista ja myymistä koskeva lainsäädäntö Espanjassa [Legislation against selling and buying sexual services in Spain]. MAD 0002-12, Suomen suurlähetystö [Finnish Embassy], Oslo.
- Sukuvaara, Katri (2003). Seksuaalipalvelujen ostamista ja myymistä koskeva lainsäädäntö Itävallassa [Legislation against selling and buying sexual services in Austria]. WIE 0013-5, Suomen suurlähetystö [Finnish Embassy], Vienna.
- Sipaviciene, Audra (2002). You will be sold like a doll. NIKK magasin 1/2002.
- Säilä, Hanna (2003). Seksuaalipalvelujen ostamista ja myymistä koskeva lainsäädäntö Islannissa [Legislation against selling and buying sexual services in Iceland]. REY 0002-24, Suomen suurlähetystö [Finnish Embassy], Reykjavik.
- Trafficking in Women and Prostitution in the Baltic States: Social and Legal Aspects (2001). Helsinki: International Organization for Migration.
- Tunturi, Seppo (2003). Seksuaalipalvelujen ostamista ja myymistä koskeva lainsäädäntö Italiassa [Legislation against selling and buying sexual services in Italy]. ROO 0014-36, Suomen suurlähetystö [Finnish Embassy], Rome.
- 2002 EU Organized Crime Report (2002). Den Haag: Europol.
- U.S. Department of State, Victims of Trafficking and Violence Protection Act of 2000: Trafficking in Persons Report (2001).
- Verkkoranta, Rae (2003). Seksuaalipalvelujen ostamista ja myymistä koskeva lainsäädäntö Belgian osalta [Legislation against selling and buying sexual services in Belgium]. BRY 0034-28, Suomen suurlähetystö [Finnish Embassy], Brussels.
- Vuorenpää, Marja-Leena & Oikarinen-Vasilopoulos, Jaana (2003). Seksuaalipalvelujen ostamista ja myymistä koskeva lainsäädäntö Kreikassa [Legislation against selling and buying sexual services in Greece]. ATE 0007-16, Suomen suurlähetystö [Finnish Embassy], Athens.
- Zitting, Theresa (2003). Seksuaalipalvelujen ostamista ja myymistä koskeva lainsäädäntö Alankomaissa [Legislation against selling and buying sexual services in the Netherlands]. HAA 0001-27, Suomen suurlähetystö [Finnish Embassy], The Hague.

Web sites

allserv.rug.ac.be/~rmak/europap/rappor.html

fpmail.friends-partners.org:fpmail.friends-partners.org/pipermail/stop-traffic
migration.ucdavis.edu/mn/archive_mn/nov_1999-11mn.html

missions.itu.int/~romania
news.bbc.co.uk/1/hi/world/europe/2293947
 209.190.246.239: 209.190.246.239/ver2/cr/country.pdf

web.pdx.edu/~leopoldo/ncsexwork.pdf

www.althingi.is/go/raedur/safn/000241.html

www.balticseataforce.dk/Trafficking/Traffickingreport.htm

www.brama.com

www.erieri.com

www.europap.net/national/prostitution_in_bulgaria

www.ex.ac.uk: www.ex.ac.uk/politics/pol_data/undergrad/aac/country.htm

www.georgia-gateway.org

www.globalmarch.org: www.globalmarch.org/worstformsreport/world/country.html

www.greekhelsinki.gr: www.greekhelsinki.gr/english/reports/ihf-wit-july-2000-country.html

www.if-hr.org /reports/women/macedonia.pdf

www.inet.co.th

www.interpol.int

www.janes.com

www.osce.org: www.osce.org/odihr/attf/pdf/nap_country.pdf

www.portcult.com

www.protectionproject.org/human_rights/countryreport/malta.htm

www.rferl.org

www.scottish.parliament.uk:

www.scottish.parliament.uk/whats_happening/news-03/clg03-002.htm

www.sexwork.com: www.sexwork.com/coalition/englandwales.html

www.state.gov: www.state.gov/g/drl/rls/hrrpt/2001/eur/country.htm

www.un.org/News/Press/docs/2001/WOM1294.doc.htm

www.undcp.org: www.undcp.org/odccp/trafficking_projects_country.html

www.uri.edu: www.uri.edu/artsci/wms/hugnes/country.htm

www.worldsexguide.org: www.worldsexguide.org/country.html

www1.umn.edu/humanrts/usdocs

Footnote

¹ The term trafficking is used in this report as defined in the UN Palermo Protocol on Trafficking in 2000: "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 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.

