

Nordic Baltic
Campaign
Against
Trafficking
in Women



Final report 2002

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**Nordic-Baltic Campaign Against Trafficking in Women
Final report 2002**

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**Nordic co-operation
on gender equality**

The main goal adopted for Nordic co-operation on gender equality is to promote the further development of a united Nordic approach to the issue and a common Nordic platform, within the framework of broader European and international co-operation. Co-operation measures must make a contribution to the programmes implemented at national level in each of the five Nordic countries, adding to their impact and enhancing their results. Gender equality aspects must be implemented in all areas of society and in the areas covered by the Nordic Council of Ministers' own programmes and projects.

The Nordic Council of Ministers

was established in 1971. It submits proposals on co-operation between the governments of the five Nordic countries to the Nordic Council, implements the Council's recommendations and reports on results, while directing the work carried out in the targeted areas. The Prime Ministers of the five Nordic countries assume overall responsibility for the co-operation measures, which are co-ordinated by the ministers for co-operation and the Nordic Co-operation committee. The composition of the Council of Ministers varies, depending on the nature of the issue to be treated.

The Nordic Council

was formed in 1952 to promote co-operation between the parliaments and governments of Denmark, Iceland, Norway and Sweden. Finland joined in 1955. At the sessions held by the Council, representatives from the Faroe Islands and Greenland form part of the Danish delegation, while Åland is represented on the Finnish delegation. The Council consists of 87 elected members – all of whom are members of parliament. The Nordic Council takes initiatives, acts in a consultative capacity and monitors cooperation measures. The Council operates via its institutions: the Plenary Assembly, the Presidium and standing committees.

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Preface

This is the final report of the Nordic Baltic Campaign against Trafficking in Women (“the Campaign”) carried out in 2002 submitted by the intergovernmental Nordic Baltic Working Group for the Campaign. In this report you will find descriptions of the various activities carried out in each of the participating countries during the Campaign year. The report also includes a summary of the national legal frameworks of these countries as of the end of March 2003, as well as an account of the joint initiatives undertaken during the Campaign. Some activities in the Baltic countries will be carried over into year 2003. A report concerning these activities will be submitted at a later date.

The scope and content of the activities carried out have varied greatly. However, central to the Campaign has been the building of an intergovernmental network, which will be instrumental in the development of further joint activities to combat trafficking in human beings in the region.

In April 2003, at an informal meeting of the Nordic and Baltic ministers for Gender Equality, Justice and Interior in Stockholm, Sweden, a number of recommendations for the continuing long-term cooperation between the Nordic and Baltic countries in the struggle against trafficking in women and children were agreed upon.¹

We especially thank the members of the Nordic Baltic Working Group² for the successful collaboration on this project.

1. See Appendix 5 for the *Statement and Recommendations concerning Trafficking in Women in the Nordic and Baltic Countries adopted at the Informal*

Nordic Baltic Ministers’ Meeting in Stockholm, Sweden, April 9, 2003.

2. See Appendix 2 for a list of the members of the Working Group.

Finally, we acknowledge with appreciation the support of the Nordic Council of Ministers that funded this campaign.

Oslo and Stockholm, November 2003

Anne Berit Mong Haug

Chair Nordic Baltic Working Group

Gunilla Ekberg

Coordinator Nordic Baltic Campaign
against Trafficking in Women

Acknowledgments

We would like to extend our sincere appreciation to all those who have been actively involved and engaged in organizing and contributing to the success of this Campaign; individuals, representatives of non-governmental organizations, inter-governmental organizations, government officials, representatives from the media and from the research communities in the Baltic and Nordic countries. Especially we would like to thank the Information Offices of the Nordic Council of Ministers in Estonia, Latvia and Lithuania for their support and their great efforts in facilitating the three successful joint seminars during the Campaign.

Finally, we would like to thank the Project Coordinator, Gunilla Ekberg, who also coordinated the Swedish national campaign, for her strong commitment, her inspiring efforts as a discussion partner and support for the implementation of the joint and national campaigns, her practical administrative work, and for writing the Campaign plan proposal and for preparing this final report.

November 2003

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1 Background

1.1 Introduction

Trafficking of women and children is not a new phenomenon in the Nordic Baltic region. However, the magnitude, forms and impact are more alarming and devastating than before.

The United Nations estimates that between one and four million women and children are victims of trafficking every year around the world, of these more than 500,000 are believed to be trafficked into the European Union. The majority of these women and children, mostly girls, are recruited, transported, sold and purchased by individual buyers, pimps, traffickers and members of organized crime networks within countries and over national borders for the specific purpose of sexual exploitation in the sex industry.

In the past most women were trafficked for brothel prostitution. Today the forms and varieties have expanded. Trafficked women are sexually exploited through brothel prostitution, including in nightclubs, through escort service agencies, for sex tourism and military “rest and recreation,” in pornography and in other forms of sexual “entertainment” such as striptease and telephone sex. Many women are also sold to men around the world as mail order brides through newspaper ads and over the Internet, for domestic work and other forms of servitude.

The majority of these women and children are trafficked from countries in the south to countries in the north, and from Eastern Europe, the Baltic countries and the countries in Central Asia to countries in Western Europe and North America. However, women and children are also trafficked domestically between neighbourhoods, from city to city, within the Nordic and Baltic countries and to and from countries in the Baltic region. An increas-

ing number of women, often very young, from the Baltic countries are sold to Nordic men and sexually exploited in the Nordic countries. Nordic men also travel to the Baltic countries as sex tourists.

Trafficking in women is extremely profitable. Due to the increasing globalization of the economy and the rapid expansion of the sex industry combined with lenient punishment, trafficking in women and children for sexual exploitation has become a relatively low risk, high profit activity that attracts opportunity-seeking individual traffickers and well-organized crime networks in the Nordic Baltic region and beyond.

These local, regional and international trafficking networks recruit and transport women and children to markets around the world for buyers who demand unlimited access to a varied supply of women and children from different countries, cultures and backgrounds. It is estimated that these groups may earn several billion Euros every year, making trafficking in human beings the third largest source of profit after drugs and arms trafficking.

Trafficking in women for sexual purposes is a gender-specific crime and a serious barrier to gender equality in all societies. The traffickers exploit to their full advantage the fact that most women who are victims of trafficking come from the most oppressed and vulnerable groups in society, those who are educationally, economically, ethnically and racially marginalized and often victims of prior male sexual violence.

The impact on the victims is devastating. Women who have been trafficked for sexual purposes experience physical and psychological harm that has lifelong consequences. Trafficking in women for sexual purpose is also a gross violation of women's human rights, their human dignity and their right to bodily and psychological integrity. Women who escape from the traffickers or, who courageously agree to testify against them, often run a serious risk of retaliation, to themselves, to their families and to their friends. Many women who return to their home countries may find themselves unprotected, isolated and further discriminated against due to misconceptions in the society around them.

Trafficking in human beings is a multi-faceted problem that transcends national borders and involves countries of origin, transit and destination. The fight against trafficking in women, therefore, requires effective global and inter-regional co-operation and measures in a number of policy areas in order to be successful. All measures must respect the human rights and fundamental freedoms of the victims and must have a gender equality perspective. The effective suppression of trafficking in women also requires a holistic and multi disciplinary approach and the involvement of governments, international and regional agencies, non-governmental organizations, civil society as well as the private sector.

In recent years, the international community has made significant progress in putting into place different international human rights norms and instruments concerning trafficking in human beings.

The United Nations *Convention on the Elimination of Discrimination Against Women* (CEDAW) underlines that “all human beings are born free and equal in dignity and rights and that everyone is entitled to all the rights and freedoms, without distinction of any kind, including distinction based on sex.” Article 6 of the Convention stipulates specifically that “States Parties shall take all appropriate measures, including legislation, to suppress all forms of traffic in women and exploitation of prostitution of women.”

Likewise, the United Nations’ *Convention on the Rights of the Child* (CRC)¹ prescribes in Article 34, that all States must protect children from all forms of sexual exploitation and sexual abuse, including the “exploitative use of children in prostitution”. Article 35 of the Convention states that all States must take measures to prevent the abduction of, the sale of or traffic in children.

The newly adopted United Nations *Convention against Transnational Organized Crime* sets out the parameters for international judiciary co-operation against transnational organized crime, and

1. And its *Optional Protocol on the sale of children, child prostitution and child pornography* (U.N. Doc. A/54/L.84 [2000]).

creates an international judicial regime under which traffickers can be held accountable for their crimes.

Its *Supplementary Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children* recognizes the need for a combined approach that integrates effective prevention of trafficking, with the prosecution of traffickers and the protection of human rights and assistance to victims of trafficking, especially women and children. The *Protocol* sets minimum standards for the prevention, protection and prosecution of trafficking in human beings.

It is the first international instrument that refers to the men who create the demand for women and children for sexual exploitation. Accordingly, all States “must adopt or strengthen legislative or other measures ... to discourage the demand that fosters all forms of exploitation of persons, especially women and children, that leads to trafficking.”

There is nothing that prevents States from applying a broader scope and implementing more stringent measures than set out in the *Protocol*, e.g. by making individual perpetrators liable, strengthening the protection and assistance of victims and criminalizing trafficking in human beings within national borders.

For the transnational struggle against trafficking in human beings to be truly effective, States must work actively to sign and ratify these international agreements, as well as to strengthen the implementation of these instruments into national legislation and policies.

1.2 The Nordic Baltic Campaign against Trafficking in Women 2002

The Nordic and Baltic countries involved in the Campaign against Trafficking in Women have over the years experienced serious problems with the trafficking in human beings, especially for the

purpose of sexual exploitation.² In recent years, the countries have put great efforts into developing national legal, policy, and practical measures to counteract the trafficking in human beings.

In June 2001, at an informal ministerial meeting in connection with the *Women and Democracy* conference in Vilnius, Lithuania, the Swedish Minister for Gender Equality, Margareta Winberg, presented an initiative for a joint information campaign against trafficking in women in the Nordic and Baltic countries. The proposal was made with the understanding that the work to counteract trafficking in women in the region will only be successful if it takes place across national borders and in close cooperation between the Baltic and Nordic countries.³

The initiative was discussed and the Nordic and Baltic Ministers for Gender Equality and the Icelandic Minister of Justice present at the meeting agreed to plan and carry out the joint information and awareness campaign during year 2002. The ministers also agreed that “the formation of opinion and information from a gender perspective is an important part of the work of combating trafficking in women.”⁴

Later on the same year, in August 2001, the Nordic Ministers of Justice decided to participate in the Campaign.⁵ The actual Cam-

2. For more information about the situation concerning trafficking in human beings in the Baltic region, please consult the website of the Taskforce on Organized Crime in the Baltic region: <http://www.balticseataaskforce.dk> During the Danish chairpersonship of the Taskforce, it is the intention to elaborate the mapping of trafficking in women in the Baltic Sea region.

3. See: Regeringskansliet, *Proposal on a campaign in the Nordic and the Baltic countries to combat trafficking in women of June 15, 2001* at p. 2–3: “Since trafficking in women takes place in an organized form over bor-

ders, it requires collaboration over borders to reach the gangs and people who organize this trade. Countries must also work together to inform women in their home countries of the risks and women in countries they come to where they can obtain help. A common Nordic and Baltic campaign could have a great impact if it was carried out simultaneously in every country.”

4. *Supra* note 3.

5. See: *Excerpt from the approved summary of the minutes from the meeting of the Nordic Ministers of Justice in Mariehamn on 16 August 2001.*

paigned took place during year 2002, with some activities in the Baltic countries being carried over into year 2003, and was financed and carried out under the auspices of the Nordic Council of Ministers.

An informal ministerial meeting for the Nordic and Baltic ministers for Gender Equality, Justice and Interior took place in Stockholm, Sweden in April 2003. At this meeting, the participating ministers agreed on a number of concrete measures for the continuing long-term cooperation between the Nordic and Baltic countries in the struggle against trafficking in women and children.

1.2.1 Intergovernmental Working Group for the Nordic Baltic Campaign against Trafficking in Women

At the informal ministerial meeting in Vilnius, Lithuania in June 2001, the ministers agreed that a Nordic Baltic working group should be appointed to plan and organize the joint Campaign. The working group, which would consist of representatives from the Nordic and Baltic ministries for gender equality and ministries of justice, was to work in cooperation with the Secretariat of the Nordic Council of Ministers (NCM).

The mandate of the Working Group was established at a meeting of the Executive Committee on Gender Equality of the Nordic Council of Ministers in November 2001. The Working Group was given the task to work out a proposal for a plan for the Nordic Baltic information campaign against trafficking in women as well as to implement the actual Campaign. During the planning phase of the Campaign, the Working Group was expected to take into consideration experiences from previous information campaigns and adapt the Campaign to each country's specific conditions and needs.

As is customary, the country that holds the chairpersonship of the Nordic Council of Ministers, also chairs the NCM working groups during that particular year. In 2002, Norway held the chair-

personship of NCM and the Working Group for the Nordic Baltic Campaign against Trafficking in Women.⁶ The chairperson has been responsible for convening the meetings of the Working Group and for the regular reports from the Working Group to the Executive Committee on Gender Equality of the Nordic Council of Ministers.

A Nordic coordinator was hired to manage the Campaign. She has functioned as a discussion partner for the national coordinators and as a support for the implementation of the joint and national campaigns. She has had the responsibility for writing the Campaign plan proposal and has overseen the evaluation of the Campaign. She has the ultimate responsibility for the writing of the final report.⁷ The Campaign coordinator has also functioned as the secretary to the Working Group, and has had the responsibility to disseminate information to and from the Working Group and the national coordinators.

In April 2003, Sweden will succeed Norway as the chair of the Working Group, while Iceland will act as secretary. The Working Group term ends on December 31, 2003.

Each country has appointed two members to the Working Group representing the ministries responsible for gender equality and justice, some of who also act as national coordinators. The Working Group also consists of four additional national coordinators and two observers from the Nordic Council of Ministers Secretariat in Copenhagen, Denmark; one from the gender equality sector and one from the justice sector. In addition, three representatives from the Nordic Council of Ministers Information Offices in the Baltic countries participate as observers. During the Campaign year, the Working Group has had twenty-five members.

6. Anne-Berit Mong Haug, Advisor at the Ministry for Children and Families, and later Senior Advisor at the Ministry of Justice, Norway.

7. Gunilla Ekberg, Special Advisor at the Division for Gender Equality, Ministry of Industry, Employment and Communications in Stockholm, Sweden.

The Working Group had its first meeting in Tallinn in January 2002 and has had six regular meetings during the Campaign period.⁸

1.2.2 Mandate and Purpose of the Campaign

The Executive Committee on Gender Equality of the Nordic Council of Ministers adopted, on January 16, 2002, a document setting out the objectives of the Campaign. The Committee decided that the Campaign should aim to "increase knowledge and awareness among the public, and to initiate discussion about the problems surrounding the issue of trafficking in women".⁹ The campaign also has had as its objective to focus on those women and children who are victims of trafficking and the very difficult circumstances that they live under.

1.2.3 Other Stakeholders

To avoid duplication and to enhance the impact of the Campaign, its planning and implementation took into account projects and activities organized by other stakeholders in the region, such as the International Organization for Migration (IOM). During the Campaign, the national coordination groups in the Baltic countries organized several activities in partnership with the local IOM branches.

1.2.4 Budget for the Campaign

The Executive Committee on Gender Equality of the Nordic Council of Ministers decided to allocate a total of DKK 1.6 million for the Nordic Baltic Campaign; of this, DKK 500,000 were to be used for the three joint seminars of the Campaign, DKK 450,000 for the

8. Until December 31, 2002.

for a Nordic-Baltic Working Group

9. See: *The Nordic-Baltic campaign to combat trafficking in women: Mandate*

(January 16, 2002).

national campaigns in the Baltic countries and DKK 350,000 were to be used for wages and expenses for the Baltic coordinators. Another DKK 300,000 were set aside for joint projects during the Nordic Baltic Campaign against Trafficking in Women, as well as for additional funding of projects in the Baltic countries.¹⁰ In addition, the Swedish government contributed approximately SEK 800,000 for wages and travels for the Campaign coordinator and her assistant.

The Department of Information at the Nordic Council of Ministers made available DKK 100,000 for media and information purposes in connection with the seminar in Tallinn, Estonia. The national campaigns in the Nordic countries were financed by the individual countries.¹¹

The Nordic Council of Ministers also provided DKK 500,000 to the Norwegian organization, FOKUS (Forum for Women and Development), for a project to establish a platform for dialogue and concrete cooperation between Nordic and Baltic non-governmental organizations.¹² The Nordic Council of Ministers Information Offices in the three Baltic countries contributed financially to the seminars held in the capitals of the Baltic countries.

10. See: *Budget Overview – Nordic Baltic Campaign against Trafficking in Women 2002* (020405).

11. For more details, see: *Chapter 4: National Campaigns*.

12. For more details, see: *Chapter 6: Cooperation with Non-Governmental Organizations*.

2 Joint Activities

During the Nordic Baltic Campaign, a number of joint activities were organized. Most importantly, three joint seminars on different aspects of trafficking in women, and following the themes of the United Nations Protocol, were arranged in the capitals of the Baltic countries. The purpose of the seminars was to raise the awareness about and introduce the topic of trafficking in women into the Baltic societies. All three seminars have been open to members of government agencies, researchers, police, border and immigration authorities, non-governmental organizations, representatives of the media and, of course, members of the public from all eight participating countries.

The seminars have functioned as important catalysts for debates in the public arena about trafficking in women, locally and internationally; among the public and in newspapers, radio and television, but also in the different legislatures in the Baltic countries. The seminars were key meeting places for those involved in the work to combat trafficking in women in the Nordic and Baltic countries. The seminars also promoted cooperation between the different sectors and resulted in the creation of loose network across the borders.¹

1. Please refer to the website of the Nordic Baltic Campaign for more information about the three joint seminars and for copies of papers and speeches: www.nordicbalticcampaign.org

2.1 First Joint Seminar

First Joint Seminar of the Nordic and Baltic countries against trafficking in women, Tallinn, Estonia, May 29–31, 2002.

The Nordic Baltic Campaign against Trafficking in Women was officially launched on May 29, 2002 in Tallinn, Estonia, with a three-day seminar on trafficking in women. The Secretary General of the Nordic Council of Ministers, Søren Christensen, opened the seminar. Among the speakers were also the Estonian Minister of Social Affairs, Siiri Oviir, the Swedish Minister for Gender Equality, Margareta Winberg, the Finnish Minister of Health and Social Services, Eva Biaudet, and the Norwegian Minister for Children and Family Affairs, Laila Dāvøy, as well as the President of the Nordic Council, Outi Ojala. The seminar attracted over 250 participants from different sectors in the Baltic and Nordic countries.

The seminar was structured around panel debates and workshops run by experts from the Nordic and Baltic countries on the following three themes:

a. The role and status of women in the Baltic and Nordic countries:

In this workshop the participants were given the opportunity to discuss several topics such as “women’s status in our minds and everyday language,” how the support to victims of trafficking in women and their reintegration into society is arranged in the Nordic countries and practical examples from Estonia on how to inform young people about the risks of trafficking. The push and pull factors of “Baltic prostitution migration to Denmark” and prostitution and its damaging effects on women’s rights to equality were also on the agenda.

- b. *The role and responsibility of the media.*²
- c. *Transnational and national legislation pertaining to trafficking in women:*

Representatives of the justice sector met in several workshops to discuss the problems of implementing transnational and national legislation, and what practical measures the police, immigration authorities, customs and border guards can take to effectively stop the trafficking in women.

At the seminar, NGO's from the Nordic and Baltic countries met with each other and discussed possible future cooperation in the fight against trafficking in women in the region.

The First Joint Seminar in Tallinn occurred at a beneficial time in Estonia and was, therefore, given much attention in the media. The seminar sparked a public debate about trafficking in women and resulted in increased understanding by the public and authorities about the seriousness of the problem and the need for active preventative work.

2.2 Second Joint Seminar

Second Joint Seminar of the Nordic and Baltic Countries against Trafficking in Women: Protection and Support of Victims of Trafficking, Vilnius, Lithuania, October 20–22, 2002.

The Second Joint Seminar of the Nordic Baltic Campaign took place in Vilnius on October 20–22, 2002. This seminar focused on the protection and support of those women and children who are victims trafficking in human beings. The seminar was planned and organized in collaboration between the Nordic Council of Ministers, the Working Group of the Nordic-Baltic Campaign against Trafficking in Women and the Norwegian NGO FOKUS – Forum for Women and Development.³

2. This workshop series is described in *Chapter 5: Information activities*.

3. See also: *Chapter 6: Cooperation with NGO's*.

The main aim of the seminar was for the participants to discuss and develop effective measures in the countries of origin, transit and destination for how governments and NGO's in the Nordic and Baltic countries can collaborate to protect and support those women and children who have become victims of trafficking. The purpose was also to find sustainable solutions that will allow women and children in the region to lead lives free of oppression and male violence, thus making them less vulnerable to the traffickers that prey on them.

Over 200 members of government agencies, researchers, NGO's and members of the public from the Nordic and Baltic counties participated in the seminar.

The topics discussed in panel debates and workshops during the seminar were:

- methods for how to prevent women and children from becoming victims of trafficking, including ethical guidelines for state employees, legislation that criminalizes the purchase of sexual services and what to do about the economic situation of women in the Baltic countries;
- best practices for outreach to and rehabilitation of victim including within the justice system, and for police and border control; and
- government and NGO cooperation to protect, support and provide alternatives for women and children who are or have been victims of trafficking.

Discussions about different preventive and legislative methods for discouraging the demand for women and children were also high on the agenda at this seminar.

To further enlighten the participants about the plight of the victims of trafficking in women and to make visible those men

who exploit them, the Swedish film *Lilja 4-ever* was shown at the Vilnius seminar.⁴

The seminar stimulated fruitful discussions and was extensively covered in both Lithuanian and Nordic media. The Baltic countries are mostly countries of origin and transit and to a lesser extent countries of destination. It was emphasized at the seminar that collaboration between authorities and NGO's in the destination countries and in the countries of origin on victim protection and support is vital if the work is to be successful.

2.3 Third Joint Seminar

Third Joint Seminar of the Nordic and Baltic Countries against Trafficking in Women: Action for the Future, Riga, Latvia, November 27–28, 2002.

The final joint seminar of the Nordic Baltic Campaign took place in Riga in the end of November 2002. The seminar focused on the continuing collaboration between the Nordic and Baltic countries to eliminate trafficking in women and children; on a government level, and between governments, authorities and non-governmental organizations.

4. The film *Lilja 4-ever*, which was released in 2002, was directed by the Swedish filmmaker Lukas Moodysson. The film follows Lilja (Oksana Akinsjina) a sixteen-year-old girl who lives in a rundown suburb somewhere in a city in the former Soviet Union. One day her mother moves to the United States with her new boyfriend. Lilja hopes to join them, but receives no letter or money. Her only friend is an 11-year-old boy, Volodja (Artiom Bogutjarskij).

Together they walk the streets and dream about a better life. One day, Lilja meets Andrei. He asks her to come with him to Sweden to work and start a new life together. Suddenly she finds herself alone on a plane to Sweden – without knowing what awaits her there. The film is a concrete illustration how many young women and girls from e.g. the Baltic countries, who are dreaming of a different life, instead are exploited by pimps, traffickers and buyers alike.

Latvian Minister of Welfare, Dagnija Staķe, opened the seminar and emphasized the importance of international and regional collaboration in the fight against trafficking in women. Other speakers were the Norwegian Minister of Justice and the Police, Odd Einar Dørum, the Estonian Minister of Social Affairs Siiri Oviir, the Norwegian Minister of Children and Family Affairs, Laila Dāvøy, the Finnish Minister of Health and Social Services, Eva Biaudet, and Vibeke Abel, Deputy Secretary General, who spoke on behalf of the Danish Minister for Social Affairs, Henriette Kjær.

The Swedish Deputy Prime Minister, Margareta Winberg underlined that an awareness raising campaign is just the first step towards long-term cooperation between the Nordic and Baltic countries in order to combat the trafficking in women and children, and that lasting solutions require strong political commitment.

At this seminar the approximately 150 participants discussed different aspects of the three themes from the Nordic Baltic Campaign; prevention, protection and prosecution, such as:

- the gendered aspect of recruitment and demand;
- women's vulnerability to recruitment and the feminization of poverty;
- the connection between gender equality and trafficking in women;
- gender marginalization and social exclusion within the European Union;
- ethical guidelines for government employees to prevent the procurement and acceptance of sexual services;
- legislation that criminalizes the demand for women and children for sexual purposes;
- important considerations when implementing the *Palermo Protocol*; and
- the regional cooperation within the Children's Unit of the Baltic Sea States.

Like at the other two joint seminars, the Nordic and Baltic NGO's had an opportunity to reconnect with each other and continue the discussions about joint projects and future collaboration. In conjunction with the seminar, the film *Lilja 4-ever* was shown to several hundred Latvian school children, as well as to interested participants of the seminar.

The Third Joint Seminar concluded the Nordic Baltic Campaign against Trafficking in Women. The Campaign has laid the foundation for the future cooperation between the Nordic and Baltic countries. A Nordic Baltic Ministers' meeting in Stockholm was the next step. At this meeting the Ministers for Gender Equality, Justice and Interior discussed concrete measures for the continuing cooperation against trafficking in women in the region.

3 National Legal Framework

The Working Group for the Nordic Baltic Campaign against Trafficking in Women decided at its first meeting, on February 21, 2002, to use the *United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention against Transnational Organized Crime* (the “Protocol”) and its definition of trafficking in human beings¹ as a point of reference for the Campaign, as well as for the national campaigns.²

The *Protocol* emphasizes that all initiatives against trafficking in human beings, specially women and children should focus on:

- prevention of trafficking in persons, paying particular attention to women and children;
- protection and assistance of the victims of trafficking with full respect of their human rights; and
- prosecution of those groups and networks that traffic women and children.

The *Protocol* indicates that, for measures against trafficking in human beings to be effective, cooperation between states must be promoted.

The members of the Working Group also agreed to address the demand that encourages the trafficking in women for sexual exploitation by using Article 9.5 of the *Protocol* as an important guideline for the activities during the Campaign. This Article underlines that the parties to the *Protocol* “shall adopt or strengthen legislative or other measures, such as education, social or cultural measures, including through bilateral and multilateral cooperation, to discourage the demand that fosters all forms of exploitation of persons, especially women and children, that leads to trafficking.”

1. In article 3 of the *Protocol*.

2. *Minutes from Working Group meeting in Vilnius on February 21–22, 2002.*

3.1 Signature and ratification of *United Nations Convention against Transnational Organized Crime* and its *Protocol*

The eight Nordic and Baltic countries have signed the *Convention* and the *Protocol*.³ In addition, Estonia,⁴ Latvia⁵ and Lithuania⁶ have ratified the *Convention*. Within the Nordic and Baltic countries work is currently in progress to make legislative amendments and to put into place other measures in order for these countries to be able to ratify and fulfil the obligations established under the *Convention* and the *Protocol*.

3.2 National legal framework regarding trafficking in human beings

3.2.1 Denmark

3.2.1.1 *Prostitution, including for buyers of persons in prostitution*

The Danish Parliament passed in 1999 a bill decriminalizing prostitution. Prostitution as such is, therefore, no longer regarded as a criminal offence. In December 2002, the Danish Government presented a bill to the Parliament that proposes a change to section 223 (a) of the *Criminal Code*. Pursuant to the bill, “any client who pays or promises to pay a person under the age of 18 for sexual intercourse” is criminalized. If the bill is passed it will no longer be a condition for the application of section 223 (a), that the involved person under the age of 18 is considered to be a prostitute. There-

3. Denmark: December 12, 2000; Estonia: December 14, 2000 (C) and September 20, 2002 (P); Finland: December 12, 2000; Iceland: December 13, 2000; Latvia: December 10, 2002 (P) and December 13, 2000 (C); Lithuania: December 13, 2000 (C) and April 25, 2002 (G); Norway: December 13, 2000; and Sweden: December 12, 2000.

4. On February 10, 2003.

5. On December 7, 2001.

6. On May 9, 2002.

fore, any purchase of sexual services from persons under the age of 18 will be criminalized.

3.2.1.2 *Prosecution of traffickers and pimps*

Pursuant to section 228 (1) in the *Criminal Code*, “any person who induces another to seek a profit by sexual immorality with another, or for the purpose of gain, induces another to indulge in sexual immorality with others or prevents another who engages in sexual immorality as a profession from giving it up, or keeps a brothel, shall be guilty of procuring and liable to imprisonment for any term not exceeding four years.”

Section 228 (2) stipulates that: “the same penalty shall apply to any person who incites or helps a person under the age of 21 to engage in sexual immorality as a profession, or to any person who abets some other person to leave the country in order that the latter shall engage in sexual immorality as a profession abroad or shall be used for such immorality, where that person is under the age of 21 or is at the time ignorant of the purpose.”

Finally, according to section 229, “any person who, for the purpose of gain or in frequently repeated cases, promotes sexual immorality by acting as an intermediary, or who derives profit from the activities as a profession, shall be liable to imprisonment for any term not exceeding 3 years or, in mitigating circumstances, to a fine.”

By statute of 6 June 2002, the following new provision on human trafficking has been included in the *Criminal Code*:

Section 262 a. (1) Any person who recruits, transports, transfers, harbours or subsequently receives a person by means, whether present or past, of

- i) unlawful coercion pursuant to section 260;
- ii) deprivation of liberty pursuant to section 261;
- iii) threats pursuant to section 266;
- iv) the unlawful creation, confirmation or exploitation of a mistake; or
- v) any other undue method,

for the purpose of exploitation of that person by sexual immorality, forced labour or services, slavery or practices similar to slavery, or the removal of organs, shall be liable to imprisonment for any term not exceeding 8 years for trafficking in persons.

(2) The same penalty shall apply to any person who, for the purpose of exploitation of the victim by sexual immorality, forced labour or services, slavery or practices similar to slavery,

- i) recruits, transports, transfers, harbours or subsequently receives a person under 18; or
- ii) gives payment or other benefit to achieve the consent to such exploitation from a person having control over the victim, and to the person receiving such payment or benefit.

By adding section 262 (a) to the *Criminal Code*, the criminal protection against human trafficking has been strengthened. The section is based on the *United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children* and the *European Union Draft Council Framework Decision on Combating Trafficking in Human Beings*, and covers all aspects of human trafficking and any underlying abuse.

Furthermore, the maximum penalty of eight years of imprisonment allows the police – when the conditions contained in the *Administration of Justice Act* for such imprisonment have otherwise been met – to break the confidentiality of communications (phone tapping, etc.) when they investigate cases involving human trafficking. Moreover, under the provision contained in section 76 (a) of the *Criminal Code* on confiscation and reversed burden of proof, confiscation may take place in cases that involve human trafficking.

3.2.1.3 *Victims of trafficking in human beings*

Victims of trafficking in human beings enjoy, in general, the same protection as other crime victims and witnesses with regard to rules and measures aimed at the protection of their interests.

Section 123 of the *Criminal Code* provides that “any person, who, under threat, by violence, unlawful coercion of the kind described in section 260 of the *Criminal Code*, or threats of the kind described in section 266, or in any other way commits a criminal offence against a person or this person’s closest relatives or friends or others connected to this person, in conjunction with this person’s anticipated or already given explanation to the police or in court, shall be liable to imprisonment for any term not exceeding six years, and in mitigating circumstances, to a fine.”

In addition, the *Administration of Justice Act* contains several provisions concerning the protection of victims and witnesses. A lawyer can in certain cases – *inter alia* in sexual offence cases – be assigned to assist the victim. The lawyer has among his or her tasks to assist the victim during police interrogation and during court hearings.

Under the *Administration of Justice Act*, the court can decide that “the defendant shall leave the courtroom while a witness or a victim is giving explanation in court and when there are reasons to believe that the explanation will be affected by the presence of the defendant.

Finally, in October 2001, the Director of Public Prosecutions issued guidelines to the police and the prosecution services concerning the introduction of a new scheme, whereby contact persons are to be appointed to help witnesses and victims. A contact person should be appointed as early as possible in cases where violent assault, intimidation, sexual offences and other forms of criminality affecting the physical or psychical integrity of persons have occurred. The contact person may be a police officer dealing with the investigation or a prosecutor working on the case. The scheme is supposed to facilitate communication between the police/pros-

education services and the witness/victim and to help remove misunderstandings, which can occur when several law enforcement officers address the person in question.

3.2.1.4 *Protection and assistance to victims*

The *Aliens Act* makes it possible to grant residence permits to a victim of trafficking in human beings in order to allow the victim to testify, or on humanitarian grounds.

According to the *Aliens Act*, a visa or a temporary residence permit may be issued to foreigners who have been trafficked and exposed to sexual exploitation in order to allow these persons to testify in judicial proceedings against the perpetrators of the trafficking in human beings. The visa or residence permit will be issued for the purpose of investigation and trial proceedings and only upon request from the police or the legal authorities.

Apart from the visa or residence permit that may be given in order to enable a victim to testify, the *Aliens Act* provides for other possibilities to grant residence permits under special circumstances.

If a person, who is a victim of trafficking and sexual exploitation has a well-founded fear of persecution if returned to his or her country of origin, that person may, under certain circumstances, be granted asylum according to section 7 of the *Aliens Act*. In addition to asylum, it is possible to grant a residence permit to a victim if essential considerations of a humanitarian nature conclusively make it appropriate or when exceptional reasons otherwise make it appropriate. These provisions are not exclusively applicable to victims of trafficking but apply generally.

The Immigration Service may also get involved in cases of victims of trafficking working in Denmark as prostitutes, when the victims are in the country on a short-term tourist visa. The police may present such cases to the Immigration Service in order for them to decide whether or not there is a basis for expulsion of the foreigner for staying or working illegally in Denmark. If the Immigration Service decides to expel the foreigner, the foreigner will normally be instructed to leave Denmark immediately.

However, as part of the Government's *Action Plan to Combat Trafficking in Women*, a victim of trafficking may be given a time limit of fifteen days to leave Denmark. This applies to cases where the abuse inflicted on a victim is considered so serious as to justify a police investigation aimed at bringing charges under section 262a of the *Criminal Code*, and where the personal circumstances of the victim make it appropriate.

3.2.2 Estonia

3.2.2.1 Prostitution

The provisions relating to prostitution are placed in the *Penal Code's* chapter on offences against public order.

Pimping (procuring), or providing premises for the purposes of prostitution or other illegal activities, is punishable by a pecuniary punishment or up to five years imprisonment.

According to the *Penal Code*, a person who by inducement, threat or any other act influences a person of less than 18 years of age in order to cause him or her to commence or continue prostitution, but the act does not have the necessary elements of an offence of enslaving or compelling person to engage in sexual intercourse (both regulated in other articles of the Code), shall be punished by a pecuniary punishment or up to three years' imprisonment.

The person being accused of disposing minors to engage in prostitution can also be under 18 years of age. According to the comments to this provision prostitution can be defined as offering a service that includes either sexual intercourse or satisfaction of sexual desire in a manner other than sexual intercourse (including striptease). In the case of "in a manner other than sexual intercourse" only when there has been direct contact between a prostituted person and the client can the act be regarded as above-mentioned offence. It is important to mention that if the under-age person, because of being afraid of the threat, engages in prostitution or continues such acts because of her/him being afraid, the offence becomes *enslaving*.

Aiding prostitution involving a person of less than 18 years of age by mediation, provision of premises or in any other manner is punishable by a pecuniary punishment or up to five years' imprisonment. The same act, if committed by a legal person, is punishable by a pecuniary punishment. Mediation here means procuring. "In any other manners" refers to pimping but also to advice, monetary support etc.

3.2.2.2 *Trafficking in Human Beings*

Estonia is a party to the *International Agreement for the Suppression of the "White Slave Traffic"* (1904) and the *International Convention for the Suppression of the Traffic in Women and Children* (1921). These international instruments are a constituent part of the Estonian legal system and have superior powers over the laws of the Republic of Estonia.

With the coming into force of the new *Penal Code* in September 2002, Estonia has had more possibilities to fight the trafficking in human beings. Previously Estonian law did not deal with trafficking in persons except for the explicit provision of the *Criminal Code* on the sale and purchase of children.

According to the *Penal Code*, the sale or purchase of children is punishable by one to five years' imprisonment. The same act, if committed by a legal person, is punishable by a pecuniary punishment.

Enslaving is considered to be being an offence against liberty. The *Penal Code* states that "placing a human being, through violence or deceit, in a situation where he or she is forced to work or perform other duties against his or her will for the benefit of another person, or keeping a person in such situation," is punishable by one to five years' imprisonment. The same act, if committed against two or more persons, or against a person of less than 18 years of age, is punishable by three to twelve years' imprisonment. The explanatory comments to that article show clearly that it can also be used in cases of trafficking in women. Deceit refers both to the situation where a person has been promised a high salary but will not later receive it and also when a person is lured to another

country with a promise of a regular job and a good salary but in that other country is being prostituted or forced to engage in prostitution.

According to the *Penal Code*, abduction is defined as “taking or leaving a person, through violence or deceit, in a country where it is possible to persecute or humiliate him or her on grounds of race or gender, or for other reasons, and where he or she lacks legal protection against such treatment and does not have the possibility to leave the country. Abduction is punishable by a pecuniary punishment or up to five years’ imprisonment. The same act, if committed against two or more persons, or against a person of less than 18 years of age, is punishable by two to ten years’ imprisonment.

The article punishing unlawful deprivation of liberty of another person could also be used when a trafficked person is being restricted from leaving the premises where she is forced to work. Unlawful deprivation of the liberty of another person is punishable by a pecuniary punishment or up to five years’ imprisonment. The same act, if committed against a person of less than 18 years of age, is punishable by one to five years’ imprisonment.

The *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime*, is being harmonized into national legislation by the Ministry of Internal Affairs. The *Protocol* will be sent to the Estonian Parliament, *Riigikogu*, during the first half of the year 2003. *Riigikogu* will ratify the *Protocol* by the end of the year 2003.

3.2.3 Finland

3.2.3.1 *Prostitution and trafficking in human beings*

Finland has ratified the League of Nations *Slavery Convention* from 1926 and the United Nations *Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others* from 1949.

There is not yet any specific legislation dealing with trafficking in persons. However, other offences in the *Penal Code* can be used to prosecute cases of trafficking in persons, such as:

- a. Deprivation of liberty, Art. 25:1–2 of the *Penal Code*. For deprivation of liberty the punishment is a fine or a maximum of two years of imprisonment, or in the aggravated case a minimum of four months and a maximum of four years of imprisonment.
- b. Kidnapping, Art. 25:3 of the *Penal Code*. The penalty is two to ten years' imprisonment.
- c. Rape and forcing to a sexual act, Art. 20:1–4 of the *Penal Code*. The more aggravated forms of sexual crimes (20:1–2) are subject to official prosecution. The less aggravated forms (20:3–4) are complainant offences. The penalty is six months to ten years imprisonment.
- d. Sexual abuse of a child, Art. 20:6 of the *Penal Code*. The punishment is imprisonment for at most four years.
- e. Aggravated sexual abuse of a child, Art. 20:7 of the *Penal Code*. The penalty is one to ten years' imprisonment.
- f. Buying sexual services from a young person, Art. 20:8 of the *Penal Code*. The penalty is a fine or imprisonment for at most six months.
- g. Pandering, Art. 20:9 of the *Penal Code*: The punishment is a fine or imprisonment for at most three years.
- h. Pornography offences involving children, animals, and brutal violence, including Dissemination of depictions of violence, Dissemination of depictions of obscenity, Unlawful presentation or dissemination of pictorial recordings to a minor, Possession of obscene pictures of children, Unlawful marketing of obscene material, art. 17:17–20 of the *Penal Code*. The penalty under Art. 17:17–18 is a fine or imprisonment for at most two years and under Art. 17:19–20 a fine or imprisonment for at most six months.
- i. Illegal entry, art. 17:7–8 of the *Penal Code*.

In addition, according to Section 37 (1) (4) of the *Aliens Act*, an alien may be refused entry if he or she may justifiably be assumed to obtain income through dishonest means or to sell sex-related services.

In February 2003, the Finnish Parliament adopted a new *Act on Public Order*,⁷ which states that offering and purchasing sex services in a public place is punishable by law. The *Act* will enter into force towards the end of 2003.

In 2002, a total of sixty-three cases of procuring came to the knowledge of the police. Some of the cases involved elements of trafficking, but they cannot be defined as cases of trafficking.

3.2.3.2 *Further legislative changes*

The Ministry of Justice has set up a working group with the task of preparing national implementation of the commitments that Finland has made internationally. The working group is also preparing any necessary legislative amendments, such as tightening of the procuring legislation. The working group also aims to investigate whether it is necessary to make the purchase of sexual services subject to punishment, as has been done in Sweden. At present, only the purchase of sexual services from minors is a criminal act.

By June 30, 2003, the working group will present its results concerning the ratification of the *Palermo Protocol* and the *European Union Draft Council Framework decision on Combating Trafficking in Human Beings*, and the possible criminalization of the buying of sexual services. The working group's mandate continues until the end of 2003. By then, the group will also present its considerations concerning illegal entry and child pornography.

7. See: *Regeringens proposition till Riksdagen med förslag till revidering*

av bestämmelserna för främjandet av säkerheten på allmänna platser.

3.2.4 Iceland

3.2.4.1 *Prostitution*

Under paragraph 1 of Article 206 of the *General Penal Code*, No 19/1940, it is a punishable offence to engage in prostitution in order to support oneself, but purchasing such services is not punishable. Under a recent amendment, however, it is punishable to purchase sexual services from children under the age of 18 years.

3.2.4.2 *Procuring*

Under paragraph 2 of Article 206, it is punishable to derive support or make one's living from the sexual promiscuity of other persons, and offences of this type may be punished by imprisonment of up to four years. Under paragraph 3 of the same Article, the same punishment applies for deceiving, encouraging or assisting children under the age of 18 years to support themselves by sexual promiscuity.

Under paragraph 5 of the same Article, the same punishment applies to using deception, encouragement or mediation in order to encourage other persons to have sexual intercourse or other sexual relations in return for payment or to derive income from the sexual promiscuity of other persons, e.g. by renting out premises or by other means; if there are extenuating circumstances, then an offence of this type may be punishable by fines or up to one year's imprisonment.

3.2.4.3 *Trafficking in human beings*

Under paragraph 4 of the Article, the same punishment applies to taking steps to have any person move from or to Iceland in order to derive his or her support from sexual promiscuity if the person involved is under the age of 21 or is unaware that this is the purpose of the journey.

3.2.4.4 *Deprivation of freedom*

Under Article 225 of the *General Penal Code*, it is a punishable offence to force another person to do something by using physical violence or threatening to use physical violence against him or his relatives, and under Article 226 it is a punishable offence to deprive another person of his freedom. Deprivation of freedom may be punishable by up to four years' imprisonment. Where deprivation of freedom is perpetrated for motives of gain, or where it lasts a long time, and if the person is transported to another country or put into the power of persons who have no right to exert authority over him, then under paragraph 2 the offence is punishable by imprisonment of not less than one year, and up to sixteen years or for life.

3.2.4.5 *Criminal procedure*

Paragraph 2 of Article 66 of the *Code of Criminal Procedure*, No. 19/1991, states that the police shall, whenever it is necessary, start an investigation when it is known or suspected that a punishable act has been committed, irrespective of whether or not a complaint has been made. Under Article 111 of the *Code*, every punishable act shall lead to an indictment, unless other provisions are made in law.

Under Article 112, a prosecutor shall, after receiving the case file and making sure that the investigation has been concluded, examine whether prosecution is to take place or not. If the prosecutor considers that the evidence at hand is not adequate or not likely to result in conviction, no further involvement is called for. If this is not the case, legal action shall be taken.

Under Article 108 of the *General Penal Code*, up to six years' imprisonment may be imposed for using against a person, or his close relatives or other persons associated with him, physical violence, unlawful coercion or threats in connection with his giving of testimony to the police or to a court. This provision was added to the *Penal Code* in 2000.

3.2.4.6 *Protection of victims and witnesses*

Article 8 of the *Code of Criminal Procedure* contains provisions stating that court sessions may be held *in camera* under special circumstances. Article 59 of the same code states that a judge may order the defendant to leave the courtroom while hearing the testimony of a witness if he considers that the presence of the accused may make this particularly difficult for the witness or influence his testimony. There are no other provisions in the law on witness protection, but Iceland has engaged in Nordic co-operation between the Ministries of Justice on witness protection and is considering numerous changes in the law to improve witness protection.

Regarding victim protection, there are no specific provisions in the law that grant victims of trafficking temporary or permanent residence in Iceland. However, under paragraph 2 of Article 11 of the *Foreign Nationals Act*, No. 96/2002, a foreigner may be granted a permit to stay in Iceland on urgent humanitarian grounds. The holder of such permit may apply for a work permit in Iceland.

The Minister of Justice presented draft legislation to the current session of the *Alþing* (the Parliament) in which trafficking in persons would be specially defined as an offence against freedom in the *General Penal Code*. The bill was passed as law on March 10, 2003 and the provision on trafficking in human beings reads as follows:⁸

Amendment to the General Penal Code, Act No. 19/1940.

The following Article, Article 227 a, shall follow Article 227:

Trafficking in persons shall be punishable by up to eight years in prison, if any of the following acts is committed in the purpose of exploiting a person sexually, for forced labour, or for removal of organs:

8. Translated from Icelandic.

1. Recruiting, transporting, housing, or receiving any person who is or has been subjected to unlawful duress as punishable under Article 225, deprivation of liberty as punishable under Article 226, threat as punishable under Article 233, or unlawful deception by evoking, strengthening or making use of a misconception or by any other inappropriate means;
2. Recruiting, transporting, housing or receiving a person within the age of 18 years, or providing a payment or other advantage in order to obtain approval from a person in charge of a child.

The same penalty shall also be imposed on a person who receives a payment or other advantage as provided for in subparagraph 2 of the first paragraph.

3.2.4.7 *Ratification of the Protocol*

Iceland has signed the *United Nations Convention Against Transnational Organized Crime and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children*. Preparatory work on ratification of the *Convention* is in progress in the Ministry of Justice. It is planned that the *Protocol* will be ratified at the next session of the Parliament, 2003–2004. The above-mentioned offence on trafficking in human beings is considered to be in full compliance with Article 3 of the *Protocol*.

3.2.5 Latvia

3.2.5.1 *Prostitution*

Latvia has a regulationist system. The *Rules of Cabinet of Ministers, Regulations to Limit Prostitution* (22.05.2001) say that all persons engaged in prostitution must have health cards and that municipalities over 20,000 inhabitants must appoint a special area for prostituted persons. There are also administrative provisions for prostitutes (fines).

National legislation of Latvia prescribes a two-stage responsibility for the promotion of prostitution in any manner and for any purpose. First, the individual is to be called to administrative liability for the said activities and can be liable to pay a fine of up to LVL 250 for the violation of rules restricting prostitution.

If, following the imposition of an administrative penalty, the person persists in promoting prostitution, the person will be criminally liable under Article 163 of the *Criminal Code*. Article 163 prescribes that “the commission of the violation of provisions restrictive of prostitution, if such has been committed repeatedly within a one-year period, shall be punished by custodial arrest, or community service, or a fine not exceeding fifty times the minimum monthly wage.”

Latvia has ratified the United Nations *Convention for the Suppression of the traffic in persons and of the Exploitation of the Prostitution of Others* in 1992, but the *Regulations to Limit Prostitution* adopted in 2001 are in fact violating the *Convention* because of the restrictions affecting persons in prostitution. Clause 11 of the *Regulations* says that any activity of a third party promoting prostitution is prohibited, thus generalizing the range of prohibited activities in promoting prostitution and including the maintenance, management of brothels, knowing financing or participation in the financing of such an establishment.

There are no specific provisions on the buyers of persons in prostitution in the Latvian legislation.

3.2.5.2 *Procuring and trafficking in human beings*

There is no law in Latvia that specifically prohibits all forms of trafficking in human beings. However, new articles in the *Criminal Code* have been put in place:

- 1) Section 165 of the *Criminal Code* regulates and provides liability for pimping;
- 2) Section 165.1 – Sending a person for sexual exploitation (18.05.2000);
- 3) Section 165.2 – Sending to a Foreign State (25.04.2002);
- 4) Section 154 – Concept of trafficking in persons (25.04.2002).

3.2.5.3 *Protection and assistance to victims*

There is no government program for victims of trafficking. Social assistance and rehabilitation can be provided within the frames of rehabilitation programs run by non-governmental organizations, but those are not long-term programs.

The *Criminal Code* proscribes that a citizen of another state who has committed a crime (and prostitution may be seen as a crime) may be extradited from Latvia if a court so considers.

So far there have been no initiated cases with victims of trafficking that were trafficked from another country to Latvia.

3.2.5.4 *Ratification of the Protocol*

The signing and ratification of the *Protocol* is the responsibility of the Department of International Legal Affairs within the Ministry of Interior. With *Prescription of Cabinet of Ministers* (02.09.2002), the Latvian permanent ambassador to the United Nations signed the *Protocol* on December 10, 2002. The ratification will follow after a decision of the Cabinet of Ministers. The Ministry of Interior has to prepare and submit the *Protocol* with a statement of reasons to the Cabinet of Ministers for approval.

There are several changes that need to be worked into the national legislation such as measures on the protection, rehabilitation and assistance of victims, as well as temporary and permanent residence permits.

3.2.6 Lithuania

3.2.6.1 *The Constitution*

The Constitution of the Republic of Lithuania sets out the framework for national legislation against human rights violations.

Article 21 of the *Constitution of The Republic of Lithuania* declares: “The human person shall be inviolable. This constitutional norm is consolidated as one of the major natural rights. Human inviolability, as well, is a basis for many other rights and legal principles: the right to employment, education, health

protection and other fundamental human rights. Thus, one can state that this constitutional norm consolidates the basis of human security.

It measures the following:

- 1) when human behaviour does not cause danger to other people, or otherwise cannot cause any groundless damage to other people's interests, or cause any discomfort, it cannot be restricted in any way; and
- 2) a person, him- or herself cannot be affected in any way, except for cases set out in legislation.

The human person must also be protected from illegal physical or psychological influence. In order to protect the physical inviolability of a person, a system of legal provisions have been created. This system guarantees that a person will be protected from any external (from governmental institutions or from a individual citizen) influence on his or her life, health, sexual self-determination, freedom or physical activity.

Psychological inviolability of a person is related to a complex of corresponding legal and other measures, which should protect a human being from threat to his or her psychological and spiritual state, and his or her intellectual and emotional capability.

Part 3 of Article 138 of the *Constitution of The Republic of Lithuania* determines that international agreements, which have been ratified by the *Seimas* (the Parliament), will become an integral part of the Lithuanian legal system. The legal system, including that of guaranteeing human rights in the field of trafficking in human beings, is also harmonized with the legislation of the European Union.

3.2.6.2 *Trafficking in human beings*

The Laws of the Republic of Lithuania determine criminal liability for trafficking in human beings and for other crimes related to

trafficking in human beings such as procuring and illegal transportation of persons across state borders.

On July 29, 1998 the *Amendment to the Criminal Code of The Republic of Lithuania* (the “Criminal Code”) was passed by the *Seimas*. This amendment added Article 131.3 “Trafficking in Human Beings” to the *Criminal Code*.

This article states that “trafficking of a person, or other abatement, or purchase of a person for purpose of sexual exploitation, or forcing a person to get involved into prostitution, or acquiring material or other personal profit, as well transportation of a person for prostitution to Lithuania and abroad – shall be punished by deprivation of freedom from four to eight years.” The same activity carried out repeatedly, or with premeditation by a group of persons, if the victim is a teenager, or by a dangerous repeat offender shall be punished by deprivation of freedom for six to twelve years.

In addition, trafficking in human beings is considered as a particularly serious crime and as such requires, as an obligatory punishment, the confiscation of property (Articles 81 and 131.3 of the *Criminal Code*).

Under Article 131.3 “Trafficking in Human Beings” of the *Criminal Code*, three actions against traffickers were brought in 1999, four in 2000, sixteen in 2001 and nineteen actions during the first ten months of 2002.

3.2.6.3 *Prostitution*

Prostitution is not punishable under the laws of the Republic of Lithuania. Prostitution is, however, an administrative offence and is punishable by a fine of up to 500 *litas*, or in the case of repeated occurrence, up to 1,000 *litas*, or up to thirty days of administrative arrest (Art. 182(1), 1§ of the *Administrative Offences Code*).

Chapter XX of the new *Penal Code*, which comes into force on May 1, 2003 covers crimes related to prostitution as well as to trafficking in human beings.

3.2.6.4 *Procuring*

- a. *Article 307. Earning a profit from prostitution by other persons*
 - 1. Any person who earns an income from another person's engagement in prostitution or panders for prostitution, shall be punished by a fine or restriction of liberty or detention, or imprisonment for a term of up to four years.
 - 2. Any person who organizes or heads prostitution or who transports the person, without the consent of this person, into the Republic of Lithuania or from it for prostitution, shall be punished by imprisonment for a term of up to six years.
- b. *Article 308. Engagement into prostitution of another person*
 - 1. Any person who engages another person into prostitution, shall be punished by a fine or restriction of liberty or detention, or imprisonment for a term of up to three years.
 - 2. Any person who engages into prostitution another person who is dependent on him economically, through employment or in any other way, or engages another person into prostitution by physical or psychological coercion, or deceit, or who engages a juvenile into prostitution in whatever way, shall be punished by imprisonment for a term from two to seven years.

3.2.6.5 *Trafficking in Human Beings*

- a. *Article 146. Illegal Deprivation of Liberty*
 - 1. Any person, who abducts a human being and holds him illegally against his will, there being no indication of his being taken hostage, shall be punished by a fine or detention, or imprisonment for a term of up to three years.

2. Any person who commits the act specified in paragraph 1 of this Article by using violence or by endangering the life or health of the victim, or by holding a person deprived of liberty for more than 48 hours, shall be punished by detention or imprisonment for a term of up to four years.
 3. Any person who illegally deprives a human being of liberty by committing him to a psychiatric hospital not on account of an illness, shall be punished by imprisonment for a term of up to five years.
- b. *Article 147. Trafficking in human beings*
1. Any person who, for the purposes of property or any other personal gain, sells, buys or transfers or acquires a person in any other way, shall be punished by imprisonment for a term of up to eight years.
- c. *Article 148. Restriction of Person's Freedom of Action*
1. Any person who demands that a human being commit illegal acts or refrain from performing legal acts or otherwise behave in a manner that the defendant orders, where the defendant either directly or indirectly threatens the victim or persons close to the victim him with violence or uses some other form of coercion, shall be punished by a fine or restriction of liberty or imprisonment for a term of up to three years.
 2. Prosecution for the act specified in paragraph 1 of this Article may be instituted subject to a complaint being filed by the victim.
- d. *Article 157. Buying or selling of a child*
1. Any person who sells, buys or transfers or acquires a young child in any other way, shall be punished by imprisonment for a term of up to eight years.
 2. Any person who engages in trafficking in young children, shall be punished by imprisonment for a term of from two to ten years.

3.2.6.6 *Pornography*

The new *Penal Code* also contains punishment for production, distribution and public display of objects of a pornographic nature. Article 309. *Production, Distribution and Public Display of Objects of a Pornographic Nature* has the following wording:

1. Any person who produces or acquires objects of a pornographic nature for the purpose of distributing it or who distributes it, shall be punished by community service or a fine or restriction of liberty, or imprisonment for a term of up to one year;
2. Any person who produces or acquires objects of a pornographic nature reflecting a child for the purpose of distributing it or who distributes it, shall be punished by a fine or imprisonment for a term of up to two years;
3. Any person who publicly displays or advertises objects of a pornographic nature, or who acquires or keeps objects of a pornographic nature reflecting a child, commits a misdemeanour, shall be punished by community service or a fine or restriction of liberty or detention.

3.2.6.7 *Ratification of the Protocol*

Lithuania has ratified the *United Nations Convention against Transnational Organized Crime* on May 9, 2002 and signed its *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children*. The Government of the Republic of Lithuania has already approved a resolution to submit the *Protocol* for ratification. Necessary ratification documents has been submitted to the Parliament.

3.2.6.8 *Other measures*

The *Programme for the Prevention and Control of Trafficking in Human Beings Prostitution 2002–2004* was approved by the Government on January 17, 2002. This comprehensive programme aims, in a systematic manner, to eliminate the root causes and conditions of trafficking in human beings and prostitution. Its purpose is also to

develop a system of preventive measures against trafficking in human beings and prostitution, as well as intervention against criminal networks and corporations engaged in trafficking in human beings and prostitution. It is expected that the implementation of the current programme to combat specialized criminal groups, as well as the surveillance of perpetrators would become more effective.

3.2.6.9 *Protection of victims*

A system of social assistance and preventative measures to counteract involvement of new victims into prostitution will also be created. In addition, necessary conditions for the provision of essential social, psychological and legal assistance to victims will be created and the search system for missing persons will be upgraded.

As well, assistance to non-governmental organisations will be increased and a programme for preventive education for schools will be implemented.

3.2.6.10 *Police investigations*

An information system on preventative investigation and detection of trafficking in human beings will be developed and international cooperation against trafficking in human beings will be expanded.

The State Border Guard Service at the Ministry of Interior will develop several computer databases on:

- a. arrested persons suspected of being pimps, who use false personal documents;
- b. missing persons; and
- c. persons deported from foreign countries and from the Republic of Lithuania.

Finally, international agreements and recommendations by international organisations on the combating of trafficking in human beings and prostitution will be implemented nationally.

The *National Programme against commercial sexual exploitation and sexual abuse of children 2000–2005* was adopted on 11 January 2000. It is being implemented successfully.

3.2.7 Norway

The Norwegian government has declared that trafficking in human beings is a serious crime that constitutes a grave violation of human rights. Thus the government acknowledges the obligation to deal with the ethical, social and legal problems connected with trafficking in human beings, especially women and children.

To protect the human rights of women and children who are victims, or are in danger of becoming victims of trafficking in human beings is a key priority. Human trafficking poses a threat to women's and children's right to freedom from slavery, right to decide over their own bodies, right to freedom from degrading, humiliating or inhumane treatment and, ultimately, the right to life.

A *Human Rights Act* was passed on May 21, 1999, whose purpose is to strengthen the status of human rights in Norwegian law. It establishes that, in the event of a conflict of laws, the provisions of the conventions and protocols specified in the Act shall take precedence over any other legislative provisions.

The Norwegian government is in the process of incorporating the United Nations *Convention on the Elimination of Discrimination Against Women* (CEDAW) into Norwegian law. A consultation memorandum will be completed and circulated for comment in 2003.

Norway has a number of provisions in the *Penal Code* and other statutes that can be applied to acts committed in connection with human trafficking. However, there is still a need to improve the legislation and impose more stringent rules that allow the application of more efficient methods for investigating all aspects of human trafficking. In December 2002, the Government circulated for comment a Bill on a separate penal provision prohibiting human trafficking, which will be submitted to the *Storting* (the Parliament) in the spring of 2003.

3.2.7.1 Prostitution

Prostitution is not illegal in Norway, but profiting from another person's prostitution, or pimping, is illegal, cf. section 202 of the

Penal Code. Section 202 also sets out penalties for “any person who in a public announcement unambiguously offers, acts as an intermediary for or enquires about prostitution.” Purchasing sexual services from a person less than 18 years of age is punishable pursuant to section 203 of the *Penal Code*.

3.2.7.2 *Exploitation of minors*

During the spring of 2003, the Norwegian government will submit a proposal that the United Nations *Convention on the Rights of the Child* and its optional protocols should be included in the *Human Rights Act*. Norway ratified the Optional Protocol to the United Nations *Convention on the Rights of the Child* on the sale of children, child prostitution and child pornography.

In a 1999 plan for Norway’s follow-up to the Stockholm Congress against Commercial Sexual Exploitation of Children was submitted. A new plan to combat the sexual exploitation of children will be drawn up in 2003.

3.2.7.3 *Trafficking in human beings*

The provisions of the *Penal Code* concerning offences against the person (sections 228, 229 and 231), coercion (section 222), deprivation of liberty (section 223) and threats (section 227) may be applicable to actors involved in all stages of trafficking.

Section 224 of the *Penal Code* sets out penalties for any person “who by force, threats, or underhanded conduct unlawfully brings anyone into his own or another person’s power with the intention of reducing him to a state of helplessness, enlisting him in foreign military service, or taking him into captivity or other state of dependence in a foreign country, or transporting him to a foreign country for indecent purposes.” Amendments to this section have been proposed.

The provisions of the *Penal Code* concerning slavery, fraud, corruption, kidnapping and sexual offences may also be applicable to cases involving human trafficking.

Section 47 of the *Immigration Act* concerning penalties for people smuggling, and the provisions of the *Organ Transplant Act*

concerning the commercial use of organs may, according to the circumstances, be applicable in cases involving human trafficking.

3.2.7.4 *Economic crimes*

Since human trafficking is motivated by profit, penal provisions concerning economic crime are also applicable. Section 317 of the *Penal Code* is a general provision against money laundering. Section 34a of the *Penal Code* concerns an extension of the right of confiscation, and allows for confiscating the assets of an offender under specified conditions unless he or she can establish the probability of them having been lawfully acquired.

3.2.7.5 *Protection and support of victims*

One of the measures in the Norwegian *Action Plan against Trafficking in Women and Children* will be to clarify the criteria whereby persons may be recognized as refugees according to the 1951 *Geneva Convention relating to the Status of Refugees*, including victims of human trafficking.

In addition to considering whether to develop special legislation, the Government intends to propose further measures for assisting victims of trafficking. One of these is that rejection decisions concerning victims of trafficking may be suspended for up to 45 days with a view to providing practical assistance to the individual concerned.

This will be known as the “reflection period”, and will apply to person who are victims within the meaning of the *Palermo Protocol* and who have been subject to abuse in Norway or who could be subject to abuse or injury if they were to be sent home. It is important to emphasise that the authorities’ review of the existing legislation is based on expanding rather than restricting its application.

The purpose of the reflection period will be to ensure that victims of trafficking receive protection, assistance and help to escape from their situation. The police will also be given the opportunity to assess the grounds for investigation, the risks involved and the

credibility of the victim and whether he or she is able to provide information that can be used in prosecuting organizers.

During the reflection period the victim will need a safe place to stay and access to social, medical and psychological help. He or she will also require information on his or her status during the reflection period and the rights and duties contingent on helping the authorities in their investigation and prosecution of the organizers. The authorities plan to initiate co-operation with the public services and NGO's on finding safe places to stay with access to the necessary assistance and information.

Norway is preparing to ratify the *Palermo Protocol* in 2003.

3.2.8 Sweden

The Swedish government has for a long time prioritised the work against prostitution and trafficking in human beings, especially women and children, nationally and internationally. It has made a commitment to work against the growing trade of women and children for prostitution purposes by putting into place preventative measures, effective legal protection and support for the victims of prostitution and trafficking, as well as prosecution of the perpetrators.

3.2.8.1 *Legal measures that discourage the demand*

Swedish penal legislation is directed not only against the traffickers that are offering human beings to others for sexual exploitation, but also against the demand for such exploitation. The following provisions in the *Penal Code* apply:

Seduction of youth

A person who, by promising or giving recompense, obtains or tries to obtain casual sexual relations with someone under eighteen years of age, shall – according to Chapter 6, Section 10 of the *Penal Code* – be sentenced for *seduction of youth* to a fine or imprisonment for at most six months.

*Act prohibiting the purchase of sexual services*⁹

On January 1, 1999, the *Act prohibiting the purchase of sexual services* entered into force. The law was part of a *Violence Against Women Act* package (*Kvinnofrid*), which was enacted on July 1, 1998.

Since 1999 it is, therefore, a criminal offence to buy, or attempt to buy, sexual services from an adult. The offence is punishable by a fine or up to six months' imprisonment.¹⁰ The law is gender-neutral. This new prohibition marks Sweden's attitude towards prostitution: prostitution is regarded as a form of men's violence against women. In its latest report, the National Criminal Investigation Department of the National Criminal Police concludes that "during the past years, there are clear indications that the *Law that prohibits the purchase of sexual services* has positive effects on the trafficking in human beings."¹¹

The offence comprises all forms of sexual services, whether they are purchased on the street, in brothels, in so-called massage parlours, from escort services or in other similar circumstances.

The prostituted women, on the other hand, do not risk any legal repercussions. Prostituted persons are considered as the weaker party, exploited by both the procurers and the buyers. It is important to motivate persons in prostitution to attempt to exit without risking punishment. The Swedish government holds the position that the criminalization of the purchase of sexual services is just one of a whole series of comprehensive measures to counteract prostitution and trafficking in women in Sweden and must be combined with broader social measures.

9. See: *Lag om förbud mot köp av sexuella tjänster* (1998:405).

10. A person who obtains casual sexual relations in exchange for payment shall be sentenced – unless the act is punishable under the Swedish *Penal Code* – for the purchase of sexual services to a fine or imprison-

ment for at most six months. Attempt to purchase sexual services is punishable under Chapter 23 of the Swedish *Penal Code*.

11. See: National Criminal Investigation Department, *Handel med kvinnor. Lägesrapport 5, 1 jan–31 dec 2002* (RKP, KUT Rapport 2002:5).

3.2.8.2 *Procuring*

According to Chapter 6, s. 8 of the Swedish *Penal Code*, a person who promotes or improperly financially exploits the casual sexual relations for payment of another person shall be sentenced for procuring to imprisonment for at most four years. If the crime is aggravated, imprisonment for at least two and at the most six years shall be imposed (gross procuring, chapter 6, s. 9). Attempts to commit procuring or gross procuring, as well as preparation for and conspiracy to commit gross procuring, together with failure to reveal such crime, are criminalized.

Before July 1, 2002, cases of trafficking in human beings for sexual purposes were prosecuted under the procuring provisions, or, depending on the individual case, under the provisions on kidnapping, unlawful deprivation of liberty, placing a person in a distressful situation, coercion, or sexual exploitation.

3.2.8.3 *Trafficking of human beings for sexual purposes*

By signing the United Nations *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention against Transnational Organized Crime*, the Swedish Government has agreed to bring traffickers of human beings to justice and to take steps to combat organised crime.

On July 1, 2002, legislation that imposed criminal liability for the *trafficking in human beings for sexual purposes* entered into force. It includes criminal responsibility for the crime of trafficking in human beings for sexual purposes for anyone who:

- 1) by the use of unlawful coercion, deception or of any other similar improper means, induces another to go to or to be transported abroad for the purpose of sexual offences, prostitution or other forms of exploitation for sexual purposes,
- 2) for such a purpose and by the use of such improper means as mentioned transports, harbours or receives someone who has arrived to a country under such conditions, and

- 3) commits any such act against a victim who has not attained 18 years of age, even if no improper means have been used.

The penal provision also applies to someone who, in such circumstances, receives, transports or gives shelter to such a person. Attempt, preparation and conspiracy to traffic in human beings for sexual purposes, or failure to report such a crime, is also punishable. The area of application covers all cross-border trafficking for sexual exploitation in which the perpetrator exploits the vulnerability of another person.

Under this legislation a trafficker can be sentenced to a minimum of two years and, at the most, ten years in prison, or in less serious cases, to a maximum of four years in prison.¹²

The new provision is a first step towards extending penal legislation covering all forms of trafficking in persons, including trafficking within national borders and trafficking for other forms of exploitation. During 2003, the Swedish government will introduce further legislation, which will criminalize all forms of trafficking in persons, including trafficking within national borders and trafficking for other forms of exploitation, such as forced labour and slavery.¹³

3.2.8.4 *Protection and support of victims of trafficking in human beings*

In July 2002, the parliamentary *Committee on the Reception of Close Relatives* presented its proposal for changes to the *Alien Act*. Among other things, the Committee was charged with investigating the possibilities of providing the victims of trafficking in human beings with legal and other support in order for them to assist in criminal investigations.

The Committee proposed the following changes to the *Alien Act*:

- a. a residence permit of limited duration for a victim of trafficking, if this is deemed necessary in order to conclude a preliminary investigation or the main proceedings in a criminal case; or

12. *Straffansvaret för människohandel*, Prop. 2001/02:124.

13. As set out in article 3 of the *Protocol*.

- b. in situations where the victim's situation and wishes can constitute due cause to grant a permanent residence permit on humanitarian grounds.³²

The committee also proposes that victims granted a residence permit of limited duration should be entitled to the same health care and medical attention as that enjoyed by foreigners seeking asylum. According to the current regulations, any other support is the responsibility of the municipality in which the foreigner resides.

During 2003, the Swedish government is expected to present a Bill to the Parliament, with proposals for different legal and social measures to protect and assist victims of trafficking in women.

3.2.8.5 *Ratification of the Protocol*

Within the Ministry of Justice, work is in progress to prepare a report on the legislative amendments and other measures necessary for Sweden to ratify and fulfil the obligations established under the UN *Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children*, as well as the *Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography* and the *European Union Council Framework Decision on Combating Trafficking in Human Beings*. When finalized, the report will be submitted to relevant authorities and non-governmental organisations for comments. The Government expected to submit a bill on the issue to the *Riksdagen* (the Parliament) during 2003.

14. *Människosmuggling och offer för människohandel* (SOU 2002:69).

4 National Campaigns

During 2002, the participating countries have carried out individual national campaigns against trafficking in women according to each country's specific conditions and needs. The campaigns have closely followed the basic overall aims of the Nordic Baltic campaign against trafficking in women¹, but have also been adapted to national circumstances.

The national campaigns have targeted different groups, such as victims and potential victims of prostitution and trafficking in women, buyers and potential buyers of prostituted women and children, official authorities, including police, officials within the justice system, border control and immigration authorities, the military, social, youth and health care workers, personnel at embassies and consulates, journalists, the business community, hotel owners, teachers and students at high school, college and university levels, parents, non-governmental organizations, and of course, members of the public in all eight countries.

In order to facilitate the planning and implementation of the national campaigns, each participating country has established a national working or reference group. Members of these groups have consisted of government officials from responsible ministries, non-governmental organizations and other organization and authorities active against trafficking in women.

4.1 Denmark

The activities of the Danish campaign are synchronized with a generally reinforced national effort to combat trafficking in

1. See *Chapter 1: Background*.

women. The Danish initiatives are outlined in a national action plan that was published December 2, 2002.²

4.1.1 Cross-ministerial working group

A cross-ministerial working group on domestic violence and trafficking in human beings was established in 2000 and is consisting of representatives from the Ministries of Justice, Integration, Interior and Health, Social Affairs and Gender Equality. The Deputy General Secretary in the Ministry of Gender Equality chairs the Working Group and hosts the secretariat of the working group.

The working group followed the work done by the national members of the Nordic Baltic Working Group in connection with the Campaign, but was not part of the actual work and bears no responsibility of the final outcome. The Danish activities were planned and implemented by the Ministry of Gender Equality.

Simultaneously with the preparation of the national activities under the Campaign, the working group finished the Danish Government's *National Action Plan to Combat Trafficking in Women*. The *Action Plan* was published on December 2, 2002.

The cross-ministerial working group will continue its work, primarily with the implementation of the action plan against trafficking and the action plan against domestic violence, which was launched March 8, 2002.

4.1.2 Purpose of campaign and target groups

Denmark applied a two-pronged approach. First, Denmark focused on strengthening the police's possibilities for prosecuting the backers. Just prior to the parliamentary summer recess in 2002, the Danish Government succeeded in passing a bill on human trafficking (L 118). The bill added human trafficking as an offence to the Danish *Penal Code*, thus improving the possibility of prosecuting backers by, for instance, allowing the police easier access to

2. For more information, please read the full action plan at the English website of the Ministry

of Gender Equality
<http://ligestillinguk.itide.dk>

break the confidentiality of communication. The criminals behind the trafficking can now be sentenced to up to eight years' imprisonment.

Second, starting December 2, 2002, the Ministry of Gender Equality was running advertisements in the major national newspapers with information on trafficking in women, making the target groups aware and informed about the whole problem of trafficking. Through this information campaign, besides creating a general debate, Denmark wanted to improve the support to the victims of trafficking. We therefore established a hotline where victims of trafficking, potential customers who want to assist the women to a way out and the general public can get information on the possibilities for support and the rights and regulations on this issue. Besides this there will be established teams of cultural mediators who will do out-reach work among the victims of trafficking.

The national activities were planned in accordance to the mandate of the Nordic Baltic Working Group and had therefore the following aims:

- To increase knowledge and awareness among the general public; and
- To initiate discussion about the problems surrounding the issue of trafficking in women.

Besides these common aims between the Nordic and Baltic Countries, the Danish campaign aimed at firstly to make the customers reflect on the crime, which often lies behind a foreign woman's situation as prostitute in Denmark and on their buying of sexual services, secondly to make the same customers and the general public aware of the hotline *Stop Trafficking*, which was opened the same day as the campaign, namely December 2, 2002.

The Danish target groups are primarily potential customers, the general public and victims of trafficking.

4.1.3 Campaign activities

4.1.3.1 *Newspaper advertisements*

The campaign was made up of full-page ads, partly drawn up like the ads for massage parlours in the Danish newspaper *Ekstra Bladet*. The design was made in close collaboration with the media bureau *Propaganda*.

The ads were published in the beginning of December in the seven biggest newspapers. In December small ads were also published alongside the real massage ads in *Ekstra Bladet*. The ads were provocative and conspicuous and the campaign got the attention and the debate that was hoped for. From the first day the hotline got calls from both customers of prostitution and just ordinary people asking for information on trafficking and prostitution.

4.1.3.2 *Web site*

Part of the campaign was also extensive information on the ministerial website where people still can find background documents and facts on national and international efforts being done to fight trafficking in women.³

4.1.3.3 *Hotline*

The newspaper ads also served to introduce the hotline named *Stop Trafficking*. At the Hotline⁴ and its website⁵, you can find all kinds of information regarding trafficking and prostitution, such as; where do a foreign prostitute go with her health problems, who can help you get out of the trafficking situation, what is the legal situation in Denmark regarding trafficking and prostitution and what are the initiatives in the national action plan?

The result of the campaign was extensive media coverage in newspapers, national radio and national television. The Hotline got 150 calls in the first two weeks, of which the majority were

3. See: <http://www.lige.dk>

4. Phone number: +45 7020 2550.

5. See: <http://www.stoptrafficking.dk>

serious callers. But there were also calls from customers of prostitution, who confused the ads with real ads and called for sexual services. Chances are, that these customers also got something to reflect upon. But this confusion gave the Hotline another round of media attention in January 2003 and ended being an asset for the overall target of creating awareness and knowledge among the general public.

Among the many calls to the Hotline, there were not many from the victims themselves. This was not expected. But it is the future plan that the work regarding information about the available support for the victims will be more directed at the victims of trafficking and foreign prostitutes themselves.

4.1.4 Budget for national activities

The overall amount allocated to the activities in the action plan is DKK 30 million for the period 2003–2005. The funding was given through a political consensus between the political parties behind the “rate adjustment pool scheme” (in Danish called *Satspuljepartierne*) on giving high priority to initiatives to combat trafficking in women. This consensus shows the broad political will among almost all the political parties in Denmark to fight the trafficking. Another DKK 500.000 were set aside for the national activities under the Campaign.

4.1.5 Perceived effects of the Campaign

As the campaign was planned to coincide with the launch of the *National Action Plan to Combat Trafficking in Women*, the responses from the different actors can be difficult to separate. As a whole the awareness has been raised among the general public. The knowledge of the subject has been made available, including on the ministerial website and the debate has been kindled in the media as well as among the responsible politicians as there have been discussions in the Parliament and in the media between political friends and foes.

The media response to the Danish campaign was extensive. Newspapers as well as radio and television broadcasters extensively covered the campaign and politicians, and NGO's had on several occasions the opportunity to air their opinions and knowledge on trafficking in women in front of the broader public.

The public, including customers of prostitution, responded to the campaign by calling the hotline and the responses recorded there were overwhelmingly positive.

The NGO's have welcomed the campaign, focusing partly on the customer, and the other initiatives in the national action plan, as initiatives to combat trafficking were already asked for by the NGO's. There has, as was expected, been debate about the design and the outlook of the newspaper ads. They were admittedly conspicuous and provocative, but this served the purpose of creating attention among the general public, and not the least, among the customers.

The authorities, such as the police, have been content with the campaign, as its focus and coordinated response to the growing problem of trafficking in women to Denmark, including strengthened co-operation between authorities and NGO's, can support the work already being done by the Danish police. Furthermore the many ministries behind the national action plan have beforehand ensured the positive reaction by the relevant authorities to the Danish initiatives.

4.2 Estonia

4.2.1 National Planning Group

The basis of the Estonian campaign was planned by a group of researchers, NGO representatives, and the Bureau of Equality in the Ministry of Social Affairs.

The meetings of the national planning group took place according to the needs of special activities. The results of the campaign activities and research were discussed in a group consisting of

researchers, NGO members, governmental officials and Nordic Council of Ministers (NCM) information bureau representatives. Cooperation between these active individuals and organisations will continue after the campaign, as the planning and implementing of the Estonian campaign created strong connections between different parties.

The campaign activities were implemented by the national coordinator, Kristiina Luht, in cooperation with partners such as the *Estonian Women's Studies and Resource Centre*, NGO *Living for Tomorrow*, *Estonian Open Society Institute*, *Estonia Institute for Humanities* and the *Bureau of Equality*. Other partners were the *Legal Information Centre for Human Rights*, *Ida-Virumaa Women's Union*, and individuals from different organisations, mainly non-governmental. Nordic Council of Ministers information office in Tallinn helped with consulting and technical issues.

The research-part of the Estonian campaign also started in May 2002. Preparation of training courses, lectures and other activities lasted through the summer, and the educational part of the campaign started in September 2002. Lectures continued to January 2003, including the final training seminar for teachers and youth workers. The final activity of the campaign, a seminar for high authorities and governmental officials, in order to give them an overview of the work done in Estonia during the campaign, took place on March 10, 2003.

4.2.2 Purpose of campaign and target groups

The goal of the Estonian campaign against trafficking in women was to start discussion about the problems surrounding the issue of trafficking in women and prostitution, and to start changing existing attitudes. Also, the aim was to investigate the situation in Estonia regarding trafficking in women, and to raise the awareness of selected target groups about trafficking in women and prostitution.

4.2.3 Campaign activities

The Estonian campaign consisted of eight different projects, implemented by different organisations in close cooperation with the national coordinator and the Bureau of Equality at the Ministry of Social Affairs. The final seminar was organized in cooperation with the NCM information office in Tallinn.

4.2.3.1 Seminars and training events

a. Research project: Prostitution and trafficking in women as unsolved problem in Estonia – Estonian States' ability to stop and prevent prostitution and trafficking in women.

The project goal was to compile information material that would enable a mapping of the situation on trafficking and prostitution: its spread, forms and networks in Estonia. The project would also clarify what is the readiness of Estonia's civil servants' (border guard and customs, police, lawyers, embassy workers) to stop and prevent prostitution and trafficking in women. The research material was prepared as a report that can be used for developing national strategy on stopping and preventing trafficking in women.

Five polls were conducted under this project and the following subjects were interviewed:

- Evaluation on prostitution and trafficking by 100 policemen in Tallinn;
- Employment agencies who broker work force to Western countries; their activities;
- Companies who broker sex services, their methods;
- Youth workers attitudes towards prostitution and trafficking in women; and
- Interviews with experts from different fields: the Boarder Guard, Interpol, Ministry of Foreign Affairs, Ministry of Social Affairs, Ministry of Internal Affairs, Ministry of Justice, etc.

According to the research, it was clear Estonia is an easy place for traffickers to operate in. The Estonian state has no information about the number of labour agencies. Procuring of prostituted women goes on every day openly. Civil servants are not well informed of prostitution and the accompanying trafficking in women.

The state institutions, whose competence should directly involve the prevention of prostitution and trafficking in women as well as aid to victims, often fail to see their role in it. Many departments and institutions that should be involved in the prevention of prostitution, have no missions in that area. The research did not only point out some of the problems, but offered possible solutions that can be used as a basis for the Estonian national strategy on stopping and preventing trafficking in women.

b. *Research project: Female high school graduates' awareness on trafficking in women*

The aim of this project was to find out the current attitudes of girls towards working abroad, to find out whether they can see the connection between the seemingly respectable jobs advertised in the newspapers and prostitution, and to find out how uncritical and vulnerable the potential victims are.

The information was gathered through sociological group-interviews. Eight interviews with eight groups were conducted in order to gather diverse data. Each group consisted of four to six girls. Four of the interviews were carried out in Tallinn and the others in Narva, Pärnu, Tartu and Kuressare. Different groups were formed. Some of them were recruited from elite schools and some from the ordinary and inferior schools. Two groups, one in Tallinn and the other in Narva were composed of Russian speakers. The data was analysed and reports were presented both in Estonian and in English. The reports are available on the Internet, www.nordicbalticcampaign.org.

Based on the study material, one cannot identify any one group as being clearly more at risk than others. Girls from different environments are vulnerable to human trafficking for different reasons. Estonian-speaking girls see the job abroad as a well-paid adventure. For the Ida-Virumaa girls, the economic situation and lack of long-term prospects may cause them to seek work abroad, even if it is illegal.

When talking about possible dangers and useful preparations before accepting a job offer abroad, the awareness was little or non-existing. A research report was made and it formed the basis for subsequent preventive activities by the Estonian team, especially training courses for local youth educators.

c. *Training courses on how to prevent trafficking in women*

The basis for the training course was the idea that awareness raising and access to information are the most immediate needs in the prevention process. Target groups were high school teachers, school psychologists, youth workers, hobby group teachers, and job counsellors.

Three groups of people (altogether 64 persons) were trained during this project in autumn 2002. One group was trained in Tallinn, one in Jõhvi, and one in Pärnu. Training program covered trafficking in women related to topics such as gender stereotypes, media, violence against women, prostitution, drugs, STD, AIDS, and poverty. The training courses were concluded with the seminar in Tallinn in January 2003, where all participants of the trainings were invited. They shared their experiences by using the information gained. The Seminar was connected with an essay competition (see below); the best writers were invited to participate and to receive their prizes.

In the courses, the concept of trafficking in women was introduced; its reasons and consequences, and risk groups were identified. Different methods were discussed, and how to introduce this topic to students and youth in classes, hobby

groups and career interviews. Also, the courses introduced the role of educational institutions in prevention, and gave citizens a sense of empowerment that they can affect social change for the better.

We also managed to raise the feeling of responsibility among teachers and youth workers regarding the topic. Many people who participated continued independently with lectures and other awareness raising activities on trafficking in women and prostitution.

d. *Educational meetings: Community's role in prevention of trafficking*

The general aim of this project was to raise the community's awareness about trafficking in women, its reasons and consequences. The objective was also to introduce ways on how to prevent trafficking; give guidelines about what to do if this happens to someone you know; and most of all, introduce the community's role in prevention.

Aims were realised through lectures and discussions by the national coordinator for and with people who can effect, help and guide young people, and who can affect certain processes in the community. In addition, information leaflets about how to go safely abroad were disseminated. Target groups were social workers, local municipality leaders, local police, and representatives of women's roundtables, teachers, representatives from student organisations.

Altogether, 251 people participated in the meetings, and the lectures were held in nine towns: Paldiski, Kiviõli, Kohtla-Järve, Sillamäe, Viljandi, Võhma, Narva, Kuressaare and Türi. Lilya Ivanchenko from the *Human Rights Information Centre* held two lectures in Russian, as the local community speaks mainly the Russian language.

Lectures were held for mixed groups, and especially in North-western Estonia, the difference between the opinions of young peoples and grownups was remarkable. Stereotypical thinking and accusations of victims were more common among grownups. Students participating in the lectures were

quite unaware of trafficking in women, but they were also the ones with very open minds, being sincerely interested in the issue. Local coordinators were used to organize the lectures, the main idea was to support active citizenship; in most places, this decision was very fruitful. Target groups were satisfied with the project, most of them found the information gained useful and interesting.

e. *Youth workshop Living for Tomorrow – information day on trafficking in women and prostitution*

The aim of this project was to give young people age 14–18 information about trafficking and prostitution, which are strongly connected to other issues discussed in this eight-day seminar: gender issues, sexual health awareness and safety, drugs, HIV/AIDS and STD's. The aim of this project was also to train trainers who will pass on information on learned issues to their co-students and other young people. So far up to 50% of the youngsters educated by *Living for Tomorrow* continue voluntary work with the NGO. Altogether, thirty young people participated from fifteen different schools. Lectures were combined with interactive games, discussions, and audio-visual information.

The interactive method is more effective with young people, as they would not like to sit in lectures, reminding them of ordinary school. Of the eight-day course, according to evaluation sheets, the trafficking information day was considered one of the most interesting ones, as the topic was new to the students.

f. *Seminar for governmental officials and parliamentarians concluding the Estonian campaign*

This seminar finished the Nordic-Baltic campaign in Estonia. The seminar was organized in cooperation with the NCM information office in Tallinn and the *Estonian Women's Studies and Resource Centre*. The Minister of Social Affairs, Siiri Oviir, gave an overview about the work done in Estonia against trafficking in women. High-level officials from the

Ministry of Social Affairs, Ministry of Internal Affairs, Ministry of Justice, and the Legal Chancellor's Office gave speeches on their role in preventing and stopping trafficking in women.

Two-thirds of the 92 participants were governmental officials from different ministries, and the interest was bigger than expected. It was a media event, noticed at all levels. Daily newspapers such as *Eesti Päevaleht*, *Postimees* and *Õhtuleht* wrote about the seminar, major radio stations such as *Kuku* and *Eesti Raadio* interviewed the Minister of Social Affairs and the national coordinator. *Vikerraadio* made a forty-five minutes program on the topic of trafficking in women in Estonia, inviting the national coordinator and researcher Helve Kase to the studio. Several local newspapers wrote about the seminar and about the Nordic-Baltic campaign.

4.2.3.2 *Information material*

Informative post cards and bookmarks for the international website, <http://www.nordicbalticcampaign.org> were created. The website enables participating countries of the Nordic Baltic campaign to add new information all the time and is therefore relevant and effective for information dissemination. What was needed was information about the website itself. Bookmarks have the address of the website and the name of the Campaign on them.

The following information is displayed on the postcards:

Do you want to know?

- What is trafficking in women?
- What is prostitution?
- Why women sell their bodies?
- Who buys sex?
- What media thinks?
- What researchers conclude?
- How is the problem dealt in the Nordic countries?
- What is going on in Estonia?

Printed materials are small-sized, easy to disseminate, and they fit in your pocket or between books. When the official Campaign is over, the postcards and bookmarks will be disseminated through the Nordic Baltic Campaign website. The Internet is very popular among Estonian youth and also governmental officials use it as their work tool, so this is very efficient way for raising awareness on trafficking in women and related issues.

4.2.4 Other activities

4.2.4.1 *Essay competition on trafficking in women*

The aim of the essay competition was to make young people ages 12–24 think about trafficking in women. The competition was announced in October 2002 and re-announced in November 2002. Organizers of the competition received thirty-seven writings from different parts of Estonia. The eight best essays were selected and three main prizes, one special prize, and four additional prizes were given out. Authors of the best essays were invited to the seminar on trafficking in women, where the conclusion of the competition was made and prizes given.

4.2.5 Budget for national activities

The Estonian campaign received DKK 150,000 from the Nordic Council of Ministers for the national activities as well as funding for wages and expenses. An additional DKK 200,000 were provided for the First Joint Seminar in Tallinn. The Estonian Ministry of Social Affairs supplied the office for the national coordinator, as well as access to computer, phone and fax machine.

4.2.6 Perceived effects of the Campaign

The interest for the topic of the Campaign has grown significantly in Estonia since its beginning, and has been especially visible in the media. The change has been remarkable. Not only has the number of articles published increased, but also the content has

changed. Since February 2002, more than forty articles have been published in the main daily newspapers, *Eesti Päevaleht* and *Postimees*; over half of the articles have had analytical content. The two largest women's monthly journals, *Eesti Naine* and *Anna* have also published articles about trafficking in women.

The Estonian Television has shown a series called *The Weaker Sex*. Its nine episodes have focused on such topics as prostitution and trafficking in women, gender roles, and women's political participation in the society. The television show produced in cooperation with the Nordic Council of Ministers during the campaign also had a big impact on the public discussion about trafficking in women.

The interest by radio stations has been remarkable. One of the main radio stations, *Vikerraadio*, produced a forty-five-minute show after the final seminar of the Campaign, which focused on the companies arranging jobs abroad and the possible dangers involved in illegal work. These shows will continue; each concentrating on a different aspect of trafficking in women. The Russian-language radio station, *Raadio-4*, produced its first show on the subject of trafficking in women and prostitution in March 2003 and will produce four additional ones.

The Campaign has resulted in that more NGO's have started to work independently with the issue of trafficking in women and prostitution. The training seminar for journalists on trafficking and violence against women organized by the NGO *Citizen Training Centre* is one example; the NGO *Social Program Centre*'s lectures on the topic are another.

The success of cooperation with authorities has varied depending on which authority. The cooperation with the Ministry of Social Affairs has been good; the Bureau of Equality has given full support and input to the campaign. The Minister of Social Affairs, Siiri Oviir has participated in the international seminars in Estonia and Latvia, and given speeches on the topic.

The Campaign had a fruitful impact on the public level. Firstly, after the Campaign being undertaken, there is now a general

awareness about the existence of trafficking in women. The lectures on the subject held around Estonia and the training courses for teachers have had impact. The aim of the Campaign – to increase knowledge, raise awareness and initiate discussions about trafficking in women, has been fulfilled. The Campaign has created a good basis for future work against trafficking in women in Estonia.

4.3 Finland

4.3.1 National Planning Group

Practical responsibility for the implementation of the campaign against trafficking in women in Finland lay with the *Prevention of Prostitution and Violence against Women project* at STAKES, the Ministry of Social Affairs and Health, the Ministry of the Interior, and partly also by the Ministry of Justice (including at HEUNI, the European Institute for Crime Prevention and Control, affiliated with the United Nations).

The planning of the Finnish campaign was started by a small working party as early as the end of 2001 and the preliminary statement of intention was drafted in October the same year. The national working group, set up by the Finnish Ministry of Social Affairs and Health, gathered the first time in June 2002. The task of the national working group was to plan and monitor the implementation of the Finnish campaign.

Although the first meeting of the national working group did not take place until in the summer, the group then worked very efficiently up to the end of November of 2002. The timing of the Nordic-Baltic Campaign was not the best possible for Finland, as the practical implementation of the campaign was the responsibility of the *Project against Prostitution and Violence against Women*, which ended at the end of 2002. Many of the project's workers were already on leave towards the end of the year.

In Finland, there were only two months – from October to November 2002 – for active campaigning. The working group met four times during the second half of the year. In addition to the working group, a smaller working party was set up to take care of the more in-depth practical planning. This group met some five times. The budget of the campaign was negligible compared with the resources available to many other countries that participated in the campaign.

Co-operation with the police, customs and frontier guard authorities worked excellently. A few of the members of the campaign working group had the opportunity to follow the operations of the Frontier Guard authorities at the Helsinki-Vantaa airport and a few ports. The Office of the Prosecutor General showed its expertise and commitment by participating actively in the training events, in the work of the national working group and in public discussion. The working group was dissolved when the campaign ended.

4.3.2 Purpose of campaign and target groups

The purpose of the Finnish campaign was to raise public awareness of the fact that prostitution is violence against women and part of the global trafficking in women, backed up by international organized crime.

The target groups were as follows:

- government officials and practitioners coming into contact with the phenomenon of trafficking, including social and health care professionals, frontier and customs authorities, police, prosecutors, lawyers and volunteer workers, and the military; and
- the whole population and particularly buyers and potential future buyers of sex services, as well as young people.

4.3.3 Campaign activities

The main activities included:

- a. the arrangement of three seminars for social and healthcare professionals, police, customs and frontier authorities, NGO representatives and prosecutors and lawyers; and
- b. production of materials, including a leaflet and posters.

4.3.3.1 *Seminars and training events*

Main contents of the training events were:

- the Nordic-Baltic Campaign; links between prostitution, trafficking in women and international organized crime;
- the Finnish campaign; objectives, target groups and measures, links between trafficking in women and children and prostitution, harm caused by trafficking in women to victims, their close persons and society, and preventive measures among children and young people;
- the *Palermo Protocol* and other international agreements to which Finland has committed itself; the applicability of the existing Finnish legislation and the need for amendments;
- intensification of co-operation and exchange of information between different authorities; and
- co-operation with NGO's in Finland and internationally.

The first seminar was held in Lappeenranta on 26 April 2002. The theme of the seminar was related to that of the previous day's *Fertility Festival*, covering issues pertaining to men's sexual health in the border region. The small-scale training event on the theme ("*Miehet rajalla – asiaa asiakkuudesta*" – *Men on the border – information on clienthood*) with its forty participants was very intensive. During the seminar, plenty of information was distributed on sex education materials for children and young people and related projects and useful co-operation partnerships were established with a view to preventive work.

The second seminar was a joint seminar on “*Trafficking in Women in the Nordic countries*”. It was held in Kemi on October 28–29, 2002, organized in collaboration between authorities and NGO representatives from Finland, Sweden, Norway and Denmark. The seminar had some eighty participants, many of them representing the police, customs and frontier guard authorities.

A press conference was arranged in connection with the seminar and the media participated actively in, for instance, surveying the prostitution situation by visiting local sex bars and campaign sites. Interviews given by local inhabitants and authorities were highly illustrative of the situation in the small village community. The events in Kemi gave faces to prostitution in Finland and trafficking in women in the Nordic countries.

On November 25, 2002, Minister for Equality, Eva Biaudet, invited the governors of the Finnish provinces and representatives of various authorities, the media and NGO’s to an afternoon seminar in Helsinki. The campaign poster and information leaflet were published at the seminar, and the representatives of the provinces were given an information package on trafficking in women and prostitution.

Immediately after the seminar a group of students from the *Pirkanmaa Polytechnic* with their teacher and the campaign co-ordinator headed for different seaports to distribute the leaflets to people travelling to Estonia. The related report describes the students’ experiences and the discussions they had with people.

4.3.3.2 *Information material*

The responsibility for the production of information material for the campaign lay with Mari-Elina Laukkanen and Jussi Aaltonen of the *Prevention of Prostitution and Violence against Women* project at STAKES. Olavi Hankimo of *Graafinen Suunnittelutoimisto* made the final layout.

The following materials were produced:

- an information leaflet *You pay for a moment with money – she pays with all her life*, targeted at the buyers and potential buyers of sex services;

- the poster of the campaign week;
- an information package for authorities, NGO's and the media;
- educational material for those going to participate in United Nations peacekeeping tasks;
- the video *So Deep a Violence: Prostitution, Trafficking and the Global Sex Industry* with Finnish subtitles; and
- the United Nations Convention Against Transnational Organised Crime (Palermo 2000): a translation into Finnish of the *Guide to the New UN Trafficking Protocol, Coalition Against Trafficking in Women* (CATW 2001).

Information leaflet and posters aimed at reducing the purchase of sex

The campaign leaflet and posters were planned based on the ideology of the equality project of the Finnish Ministry of Social Affairs and Health, which is largely built on national and international research. The students from *Pirkanmaa Polytechnic* who participated in the distribution of the leaflet during the campaign week were first familiarized with its content and background. When they were giving out the leaflet to Finns travelling to Estonia at the frontier stations, they were, thus, able to discuss the subject proficiently and to reply calmly to various comments, some of them rather sharp.

4.3.4 Other activities

Maj Krogell-Haimi from the Ministry of Social Affairs and Health in collaboration with those employed in the *Prostitution Prevention Project* was responsible for the information provision of the campaign. The press conference arranged by Minister of Equality Eva Biaudet for editors specializing in gender equality on October 21, 2002 generated a lively debate in the media. Several articles and a television programme on the Capernaum campaign site, which received wide publicity at the time of the Kemi seminar, further enlivened public discussion.

The special target group of the campaign consisted of potential buyers and men that buy sex. This gender-based selection of

the target group provoked a lot of public discussion. However, the inclusion of other target groups did not seem justified, as the same decision had been made in all Nordic countries and as the majority of the buyers are men. A special information package was prepared for those who were going to participate in United Nations peacekeeping tasks; otherwise participation in active training remained a task of the future.

4.3.5 Budget for national activities

The Ministry of Social Affairs and Health granted EUR 33,400 for the campaign. This funding made it possible to employ a part-time student trainee and to produce the necessary campaign material. The Police Department of the Ministry of the Interior contributed to the funding of the Lappeenranta and Kemi seminars.

The Finnish Ministry of Justice, which had committed to participating in the implementation of the campaign at the meeting of the Nordic Ministers of Justice in August 2001, did not contribute to the funding of the campaign. It became necessary to apply for further funding from the Nordic Council of Ministers for arranging interpretation at the Kemi seminar. The NCM granted an indicative amount of DKK 27,500.

4.3.6 Perceived effects of the Campaign

At the time of the national campaign seminars and training events, there was an on-going and lively debate about whether there should be a law that prohibits the purchase of sex in Finland. This debate started in June 2002, when the Bureau of Investigation published a report on the division of the prostitution markets in Finland. According to the report, Estonian and Russian criminal groups share and have almost totally eliminate independently operating procurers in the market and Finnish prostitutes that operated independently without a procurer. The report caused a lively debate around prostitution and trafficking and provoked different arguments for the solution to the problem.

Also, Minister of Equality, Eva Biaudet, took a stance in the media for the criminalization of trafficking in women and of the buying of sexual services, at several stages of the campaign. Other parliamentarians also participated in the discussion. Some even argued for the establishment of state-run brothels to deal with the issue.

The public engaged in a lively debate in the newspapers around issues concerning trafficking in women and prostitution. Many newspapers also had a lively debate in the letters-to-the-editor column. In addition, the Finnish national co-ordinator received some phone calls and emails during the campaign, mainly from men using sex services.

As a result of the lively public debate, the Finnish sex workers founded *Salli: the Union for the Sex Business* in October 2002.

On December 10, 2002, a bill signed by one hundred members of the Parliament suggesting that the government should take action to criminalize the buying of sexual services, was handed over to the Parliament. At the end of 2002, the Ministry of Justice put into place a working group for the preparation of legislation that prohibits the purchase of sexual services.

The Network of Finnish Women Members of Parliament organized a seminar at the Parliament on January 30, 2003, entitled "The Network of Finnish Women Members of Parliament pushes the criminalization of the buying of sexual services".

The Ministry of Foreign Affairs participated in the campaign seminars and discussed the issue of trafficking with the campaign group. As a result, some of the practices around the issuing of visas, especially to Russian nationals, were revised.

The three national seminars, the campaign week and the Tallinn international seminar gained attention in the media. The Lappeenranta seminar was mentioned in one newspaper article. The Kemi seminar, however, was widely reported in three local northern Finnish newspapers, in the main national newspaper on two concurrent days, as well as in the main TV-news and a programme covering current news. Altogether, between June and

November 2002, there were about 220 articles on prostitution and trafficking (including letters-to-the-editor) in the largest Finnish newspapers.

4.4 Iceland

Iceland may not be at a high risk for trafficking in women, due to geographical reasons. The country is geographically isolated with no land borders and a population of only 280,000. However, it must be taken into account the fact that a great number of foreign women come each year to Iceland to work as strip tease dancers and work in the sex industry. A research report on prostitution, initiated by the Minister of Justice in 2001, showed a clear link between the strip clubs and prostitution. It is mainly in this context that trafficking in women is being fought in Iceland.

4.4.1 National Working Group

In order to carry out the national campaign in Iceland, a pilot group was established. The group consisted of members from all sectors of society that are in any way connected to the problem of trafficking including governmental and non-governmental agencies.

The following organizations had representatives in the pilot group:

The Ministry of Justice, the Ministry of Social Affairs, the Ministry for Foreign Affairs, the Centre for Gender Equality, the Directorate of Immigration, the National Commissioner of Police, the Police Commissioner at Keflavik Airport, the Directorate of Labour, the *Icelandic Red Cross*, and the NGO's ASÍ (The Icelandic Confederation of Labour), *Stígamót* (Centre against Incest), *Kvennaathvarfið* (the Women's Shelter), *Kvenréttindafélag Íslands* (the Icelandic Women's Rights Association), and *Neyðarmóttakan* (the Emergency Room for Victims of Rape).

The aim of the pilot group was to plan the campaign in Iceland. The group met six times in the time period between May 2002 and February 2003. Its work was unpaid. Originally the pilot group's remit was to end after the conference had taken place. However, the group is active and is willing to continue its work. There was much discussion during the work of the group about the benefits of communication between these bodies and the exchange of information regarding the issue. The group is still working on issues connected with the campaign. A decision has not been taken on whether the group will continue to work on these issues or if another group will be established.

4.4.2 Purpose of campaign and target groups

The main purpose of the campaign in Iceland was to introduce the issue of trafficking in women to the public, especially to buyers and potential buyers of sexual services.

4.4.3 Campaign activities

The Icelandic campaign involved the following:

4.4.3.1 *Seminar*

A conference aimed at informing the public about the matter was held on Friday February 28, 2003. The conference was open to everybody.

The lecturers at the conference were the following:

Sólveig Pétursdóttir, Minister of Justice; Páll Pétursson, Minister of Social Affairs; Gunilla Ekberg, project co-ordinator of the Nordic-Baltic Campaign; Camilla Örndahl, specialist on trafficking in human beings at the National Police in Stockholm; Andrew Lelling, lawyer at the Civil Rights Office of the Department of Justice in USA; Ingólfur Gíslason, sociologist from the Centre of Gender Equality; Guðrún Agnarsdóttir, director of the Emergency Room for Victims of Rape; Rósa Guðbjartsdóttir, political scien-

tist and representative for Gender Equality at the University of Iceland; Margrét Steinarsdóttir, from the NGO Stígamót and Þorbjörg Inga Jónsdóttir, a lawyer from the Icelandic Women's Rights Association.⁶

In connection with the conference, the Swedish film, *Lilja 4-ever*, was shown for the participants in the conference.

4.4.3.2 *Information campaign*

A special supplement devoted to a thorough discussion about trafficking in women, and women as commodities was published and accompanied Iceland's largest newspaper, *Morgunblaðið*, on Saturday February 22, 2003.

The supplement carried interviews with the following people:

- the Ministers of Justice and Social Affairs;
- the national co-ordinators;
- a spokesperson from the NGO Stígamót;
- a police officer in the Reykjavik Police;
- a spokesperson from the Icelandic Red Cross;
- the Director of the Directorate of Labour;
- the General Manager of ASÍ, the Icelandic Confederation of Labour;
- a spokesperson from the Directorate of Immigration;
- the City of Reykjavík's Representative for Gender Equality;
- a specialist from the Centre for Gender Equality;
- a lecturer in History and Gender Studies from the University of Iceland;
- an anthropologist studying buyers of sexual services in Denmark;
- an expert in International Law and a specialist in the field of freedom of expression;
- a sociologist from the Centre of Gender Equality;

6. All speeches, except for the ones by Gunilla Ekberg and Andrew Lelling, can be found at the ministries' websites: <http://www.domamalaraduneyti.is> and <http://www.felagsmalaraduneyti.is>

- the Director of the Icelandic Office for Human Rights; and
- a lawyer from the Icelandic *Women's Rights Association*.

The supplement carried a thorough discussion of strip clubs and the working permits that are issued by the Directorate of Labour to the owners of the clubs. An example of an illegal work contract between an employee and a club owner was made public and some statistics were given on work permits issued in the last few years. There was an interview with a lawyer who has dealt with cases that concern the working conditions in the strip-tease clubs. There were articles on the *Palermo Protocol*, the media's responsibility as regards to news reporting on human rights, pornography, prostitution, the purchase of sexual services, gender equality, etc. There was also an article on the film *Lilja 4-ever*, with an introduction about the director of the film.

4.4.4 Budget for national activities

Final cost of the campaign has not yet been calculated but the estimate is ÍSK 4,000,000 or DKK 400,000.

4.4.5 Perceived effects of national campaign

The Icelandic media have given a lot of attention to the issue of trafficking in women. After the first joint Nordic Baltic Campaign conference in Tallinn in May 2002, there was extensive coverage of the issue and of the plight of women who come from the Baltic countries to do striptease dancing in Iceland in *Morgunblaðið*, Iceland's largest newspaper (which is distributed into 62,000 homes). During 2002, *Morgunblaðið* twice devoted its leader column to the phenomenon of trafficking in women and the dubious aspects of the activities of striptease clubs.

The conference, held on February 28, 2003, received wide coverage in the media. *Morgunblaðið* carried a whole-page announcement about the conference, and Channel 2 gave a detailed report

on the proceedings in the evening news. Coverage continued following the conference, and the topic was again the subject of the editorial column in *Morgunblaðið* several days afterwards.

The special supplement published to promote the campaign appeared a week before the conference. In the week following its publication and leading up to the conference, there was discussion of the topic in all the media, including prominent reports in *Morgunblaðið* and *Fréttablaðið* on a conference that took place in Tokyo, in mid-February, on child prostitution and trafficking in children.

Discussion in Iceland of gender equality issues has occupied a prominent position over the past year. Scarcely a day has passed without the issue being mentioned in the media. It is, therefore, safe to say that a certain awakening of awareness has taken place in gender-related matters. This discussion is very important, since it concerns the underlying basis of the problem of trafficking in women.

A new *Feminist Society* has been founded in Iceland, which aims to campaign for equal rights for the sexes.

The Police has become much more active in investigating matters that are connected with trafficking and prostitution. The police have just finished investigating a prostitution matter and the case has been sent to the Prosecutor General for a decision on further actions. Another matter is now under investigation by the police, which regards the smuggling of Chinese people through Iceland. It seems like this is an organized criminal activity and one man is held in custody. The police have shown much interest in the matter of trafficking and a lot of policemen attended the conference in Iceland.

After the first joint conference that was held in Tallinn in May 2002 a discussion took place in the media about the strip tease clubs and the activities that took place there. A committee that was appointed by the Minister of Justice in 2001, to make proposals on how to handle the problem of prostitution and pornography, suggested that private dances ("lap dances") that were offered for sale in strip clubs should be banned. This was in conformity with the

conclusion of a working group appointed some time before by the Ministry of Justice and the City of Reykjavik. These two bodies thought it best to impose such a ban in the police by-laws, which contained a provision for regulations to maintain law and order and public decency. Shortly after the Tallinn seminar the City of Reykjavik finally decided to go ahead with such a ban and the Ministry of Justice accepted the amendment to the by-laws. On 20 February 2003 the Supreme Court of Iceland confirmed that the amendment to the by-laws on banning “lap-dancing” in strip clubs was in conformity with the laws of Iceland.

It is likely that the discussion in the mass media on these matters that took place after the joint Seminar in Tallinn in May 2002 helped paving the way for the municipalities to make their decisions.

Right after the national campaign had taken place a new phenomenon popped up in Icelandic society, that is, erotic massage parlours. It is safe to say that the Icelandic public is not too keen on this new phenomenon and the Police have taken special measures to investigate this operation and it is under close examining.

Public response has been very positive and there has been no negative discussion on this issue. The most visible response from the public came after the film *Lilja 4-ever* was shown. Many people have sent the Ministry of Social Affairs comments on the deep impression this film made on them and how it opened their eyes to the problem.

The film was only supposed to be shown in Iceland for the conference participants and during a Nordic film week in Iceland. After it had been shown for the participants of the conference, it became the subject of an impassioned discussion in the *Alþing* (the Parliament). Some members, who had seen it, suggested that it should be made compulsory viewing for the rest of the House so as to give them all a fuller understanding of the problem. This was reported in the media and as a result, many people asked for the film to be shown again and it was agreed with the producers that it would be shown for another week in Iceland.

The conference was very well attended, far in excess of expectations. The conference was open to the public and was advertised in the special supplement and on the Internet. In addition invitations were sent out to official agencies and NGO's.

All the NGO's that are concerned with trafficking in women in any way were represented in the pilot group and were therefore very much involved in the preparations for the campaign. Their responses were, therefore, relatively good, though some complained that there had not been enough meetings and when the time drew near to the launching of the campaign, they felt they were not very much involved. However, the pilot group was pleased on the whole, with the outcome of the supplement and the conference.

Other NGO's that have gender issues on their agenda showed a lot of interest in the campaign and took measures to publicize it at their meetings. These include the *Soroptomist Club* in Iceland, UNIFEM in Iceland and AGLO women in the Westman Islands of Iceland.

All the relevant authorities concerned with trafficking in women in some way were involved in the pilot group. Other authorities that are not directly concerned with the problem of trafficking but are affected by it in some way, such as local councils and local social services, showed interest by sending representatives to attend the conference.

In October 2002, there was a debate on prostitution and trafficking in women in Parliament, in which the Minister of Justice participated. One after the other, the parliamentarians, both men and women, took the stand and talked about the serious effects of prostitution and trafficking. On the evening news on television, there was a detailed report on the discussions that had taken place in the Parliament.

The film *Lilja 4-ever* by Lukas Moodysson made a great impression in Iceland. Free admittance to the film was included for those attending the conference. The Minister of Social Affairs, members of parliament and people from many institutions came to see it. It

made a great impression on all who saw it. An opposition member of parliament proposed that all members of parliament should see it. The same member also submitted a draft bill to make it a punishable offence to purchase sexual services, as is the case of Sweden, but this was not passed. The national campaign succeeded well in Iceland and the co-ordinators have only heard positive remarks about the campaign.

4.5 Latvia

4.5.1 National Working Group

A national working group to fight trafficking in women was formed by prescription of Minister of Welfare (April 26, 2002) after the Nordic Baltic Campaign against Trafficking in Women had started. Representatives from those governmental organisations and non-governmental organisations that have faced the problem of trafficking from different aspects in their everyday professional life were invited to be members of this group.

Aims of the Working Group are to coordinate the work of governmental and NGO's against trafficking in women; to work out proposals for preventive measures; and to make proposals for support system for victims of trafficking in women. Recommendations and proposals have to be worked out before March 31, 2003. They will be presented to the Cabinet of Ministers in form of an Informative Report.

The members of the Working group were involved in and gave their input to the planning and implementing of the national activities. This was very important because each specialist is the best choice in order to present the specific spheres of trafficking with all the nuances.

The Working Group had three meetings during 2002. Meetings were organized according to the specific need and the actual situation; whether it was to discuss upcoming activities or to give feed

back on previous activities. The last meeting will take place at the beginning of April 2003 to discuss the Recommendations and have a look at the previous year. The work of the Working Group is supposed to end in spring 2003 with recommendations to the Cabinet of Ministers. The decision to continue the Working group is up to the Ministry of Welfare. The Ministry of Welfare will continue to gather information about trafficking in women under the aspect of Gender Equality.

4.5.2 Purpose of campaign and target groups

The aim of the Latvian National Campaign was to raise awareness about trafficking in women and children. The Campaign was addressed to governmental officials, school youth, unemployed and low-income women, police officers and journalists. Printed materials to attract youth attention to the problem were disseminated at all seminars. Important target group were governmental officials, who were invited to participate in the inter-ministerial working group. The network between the members of the inter-ministerial working group provided great support for the organizing of other national activities.

4.5.3 Campaign activities

The Campaign included mainly seminars for different target groups. Also a television programme, a radio discussion and production of informative materials were organized. To give the essential knowledge about trafficking in women and to cover the special needs and interest of each target group, seminars were tailored to each target group.

4.5.3.1 *Seminars and training events*

1. *Television program*

The talk show *Theme* is a program that shows discussions between experts and the public about problems in the society. It is broadcasted in the evening at peak time, when almost all households watch TV. As part of the national campaign, a television programme was broadcasted on April 3, at 19.00 and repeatedly two days later. The program was collaboration between the Latvian State TV channel No. 1 and the Division of Public Relations of the Ministry of Welfare.

The aim with the program was to inform the general public about the situation in Latvia and the global tendencies on human trafficking. We wanted to explain that there is human trafficking in Latvia, to inform about the general statistics, and what is done about the situation. The program provided an opportunity to discuss the problem and root causes of human trafficking, and to raise the awareness and increase the knowledge of young adults and other persons willing to work abroad. The program also gave an overview about the situation of victims.

2. *Training seminar for governmental working group and NGO's:*

Human trafficking: Aspects of the problem, possible solutions and co-operation on May 16–17, 2002.

One month after the Working group was formed, a two-day seminar was organized. This was one of the first national campaign activities and more than twenty participants from governmental and nongovernmental organisations participated. This was the first seminar on trafficking in women in Latvia where representatives from different organizations participated and together discussed the problem of trafficking. The aim of the seminar was to introduce all the members of the working group to each other, to make all the involved specialists familiar with other spheres of the problem.

There is lack of cooperation between different state and nongovernmental institutions. There is also lack of qualifications, knowledge and information about the problem among responsible persons in governmental institutions. Stereotypes about human trafficking are still widespread. It is not possible to raise awareness about the problem if responsible officials themselves think of trafficked people as prostitutes who are at fault themselves.

The main themes of the seminar were: an explanation about human trafficking, and the dimensions of the problem, information about legislation, main ways of recruiting and smuggling, portrayal of victims and the work being done with victims, and international cooperation between police forces from Latvian and other countries. Lectures were combined with group work. Concrete cases of trafficking and documentary films were shown and discussed.

The last lecture of the training seminar included discussions about the roles, involvement and interdisciplinary cooperation of the participants. It also focused on possible measures each institution represented could put into place for the future. The participants were expected to hold a short presentation about human trafficking issues at their work places to their colleagues.

The seminar was co-organized by the national coordinator and the *Project for Prevention of Adolescent Trafficking (PPAT)* of the *Youth Health Centre Council of Latvia*.

3. *Two seminars for unemployed women and women with low incomes: What you should know about working abroad: false offers and risks of trafficking.*

The two seminars, one in Latvian and one in Russian, were organized by the national coordinator, together with the Resource Centre for Women, *Marta*, which opened in May 2000. At the Centre, Latvian women can receive information, education and consultations in Latvian and Russian.

The aims of the seminars were to give the necessary knowledge on how to evaluate different job offers in foreign countries, to raise awareness and discuss the problem of trafficking in women and to inform about risks in going to work abroad.

The thirty-seven participating women, who are regular clients at the *Marta Centre*, were unemployed, and had no money to attend educational courses to gain new skills. Their self-esteem goes down, they get depressed and at the end do not have the strength to look for new possibilities. Therefore, they often look for easy job offers abroad to earn some money. As they are desperate and without any knowledge about working abroad they are at high risk of getting tricked and even abused.

4. *Youth Conference: The Problem of the XXI Century – Human Trafficking in Latvia and in the World.*

In order to turn the attention of youth to potential risks of trafficking when going to work or study abroad, and to educate youth about differentiate legal and illegal offers of job abroad, school youth were invited to take part in a discussion round. The conference was aimed to attract youth's attention to the issue of human trafficking, but also to encourage their own organization skills, as well as to contribute to the cross-action among youth and different state institutions.

The conference was organized by the national coordinator in collaboration with the International Organization on Migration (IOM Latvia). Representatives from the State Employment Service, the State Police, the European Integration office, the Ministry of Foreign Affairs, the Latvian Republic Prosecutor's office, the Ministry of Welfare, the United States Embassy, international and non-governmental organizations, and from the Youth Health centres were invited to take part and speak to those who are actively seeking opportunities for job and studies abroad.

The interest for the conference was beyond the expectations of the organizers; over 200 participants from different schools of Latvia registered on the day of the conference. The follow-up action was designed to encourage participants to organize similar events for their schoolmates and cooperate with the relevant institutions for inviting lecturers to the organized events.

5. *Seminars for Secondary School Youth*

The seminars in the regional secondary schools were designed as follow-up activities to the Youth Conference in Riga on October 1, 2002. The seminars were organized by the national coordinator in partnership with IOM and the *Youth Health Centres* in the different regions. The school children, who had participated in this conference, also became partners of the Campaign. They chose the themes they wanted to talk about, the referents from among themselves, and experts they wanted to invite. They invited local authorities, social workers, representatives from educational institutions and other interested persons to discuss ways of recruiting and trafficking in their region, thereby distributing the information about how to stay safe when going abroad. Some also invited mass media to the seminars.

The six follow-up seminars took place in regional schools around the country. In each school, all pupils aged 16–19 were invited to participate. When there was enough space, pupils from neighbourhood schools were also invited.

6. *Seminar for secondary school directors in the Bauska district*

Once a month, the Bauska District School Board organizes meetings for school directors where they discuss different work issues and often invite guests and specialists to inform them about not-very-known problems. After the District School Board heard about the success of the Riga Youth Conference and were informed about a neighbourhood school that had organized a seminar for their school pupils, the

members decided to, together with the national coordinator and the IOM, organize an informative seminar on trafficking in women in their district.

At the seminar, the thirty participating school directors showed a willingness to understand the risks and seriousness of the problem of trafficking in women. The seminar resulted in the school directors distributing the campaign information materials to their schools and agreed to encourage their school pupils to organize similar seminars for their schoolmates. More school seminars are expected to take place during 2003.

7. *Youth Conference for the Latgale region*

The Latgale region in Daugavpils, which has a very difficult socio-economic situation, is considered to be one of the main trafficking “donor” regions in Latvia. In addition, there is a serious lack in public information about trafficking in women in this area. In order to rectify this situation and because of the success of the Riga Youth Conference, a similar large seminar for school youths from more than 100 secondary schools in Madonas, Kraslavas, Daugavpils, Balvu, Preilu, Jekabpils, Rezeknes districts was organized in March, 2003.

This seminar had 130 participants (one-third Russian speaking) registered and actively participating at the conference in Daugavpils on March 6. The conference was very successful and participants were encouraged to organize smaller seminars in their schools for their schoolmates. In co-operation between the IOM and the *Soros Foundation Latvia*, a series of similar seminars in eastern Latvia will take place during 2003.

8. *Seminar for Governmental Working Group and NGO's:*

Preparation of recommendations for Cabinet of Ministers

The last meeting of the Governmental Working Group within the framework of the Nordic Baltic campaign is supposed to take place in March 2003. At this meeting, the future work

of the Working Group will be discussed, as well as the recommendations prepared by the national coordinator. The recommendations will then be presented to the Cabinet of Ministers in the form of an *Informative Report*.

9. *Radio programmes for Youth*

In March 2003, three radio programs, made and lead by students from the Latvian University will be produced. The target group of these programs is those young people between ages 16–20, who are the regular audience of *Radio NABA*.

In each program different experts are invited to participate. The following issues will be discussed:

- 1) Trafficking in women and prostitution: the scope of the problem;
- 2) The criminal aspect of the problem: traffickers, routes, prosecution; and
- 3) Legal and illegal work: Model agencies, au-pair programmes, etc.

4.5.3.2 *Information material*

Poster-size wall calendars and pocket-sized calendars for the year 2003 for school youth

In order to effectively spread the information about the Nordic Baltic Campaign, and to inform about the problem of trafficking in women in Latvia and globally, some visible materials were needed.

The wall calendars were distributed to school boards in all thirty-five districts in Latvia. The calendar format was chosen so that people can think about the issues and be reminded to visit the Nordic Baltic Campaign homepage to find out more about trafficking and about the Latvian Campaign, even when the campaign is finished. In addition to the wall calendars, each participant of the school seminars received pocket calendars for their everyday usage. On the calendars, the home page of the Nordic Baltic campaign was displayed together with a slogan that addressed trafficking in women and an impressive picture intending to remind

the school pupils about what the seminars had addressed. In all, 7,500 pocket size calendars were distributed in schools via school boards and social help centres.

4.5.4 Budget for national activities

The Latvian national campaign received a total of DKK 150,000 from the Nordic Council of Ministers for the national activities, as well as funding for wages and expenses. An additional DKK 150,000 was provided for the Third Joint Seminar. In addition, the Latvian Ministry of Welfare supplied office space and access to computers, phones and fax machines.

4.5.5 Perceived effects of the Campaign

The discussion in the mass media in connection with all three projects for prevention of trafficking run by different organisations in Latvia was quite extensive. According to a search of the National News Agency LETA database, the keywords “trafficking in human beings” and “trafficking in women” appear more than 200 times in press releases, news, articles, etc. during the campaign period. There are a number of Latvian journalists who are interested in this topic and who always report on the national campaign activities.

Several producers have worked in very close cooperation with the national coordinator. There have been television programmes, not financed by the national campaign, on different aspects of trafficking in the Latvian State TV Channel No.1. The producers have had a long working relationship with the Ministry of Welfare; they have participated in several international conferences on gender equality and have received special training for journalists on trafficking in human beings. They are gender sensitive and logically, trafficking in women, have become one of their working themes.

The work with mass media was realised during the Campaign period. After the first four court verdicts on cases of human trafficking were published, and after that the Vice Police has taken almost thirty cases to court, the attention is substantially increased.

Also, the awareness that there are real victims behind these cases is growing.

The response from the public has not been measured by research, but it can be assumed that the public awareness was raised to a big extent. Unfortunately, many citizens still argue that legalization of prostitution will have positive consequences on diminishing prostitution and trafficking.

The persons responsible for the national campaign worked well with Latvian NGO's, who reported on their activities, aims, problems and needs. They participated in the National Working Group, assisted in planning and implementing of activities. Despite the fact that there are very few NGO's in Latvia that work with women in prostitution and victims of trafficking, and it can be difficult to build up a strong network where different aspects of the problem are represented, the work resulted in the creation of a network in Latvia. In general, NGO's were positive to the campaign and they expressed hopes that there will be some continuation other than public awareness and that the political will and awareness also will change.

The Vice Squad, which works under the Ministry of Interior, has been very cooperative. The members participated in almost all Latvian national activities, informed about the current situation, about investigations, and about traffickers. The Vice Squad is very aware of the problem of trafficking in women and is working in close cooperation with international institutions such as Interpol, Europol, and the Baltic Task Force on Organized Crime.

4.6 Lithuania

4.6.1 National Working Group

The national Lithuanian campaign has been held in close cooperation with the already established Working Group for the coordination of the implementation of the *National Programme on the*

Prevention and Control of Trafficking in Human Beings and Prostitution of Lithuania at the Ministry of Interior.

A representative of the Ministry of Interior chairs this Working Group, and the following are members:

- representatives of the Ministries of Interior, Education and Science, Health Protection, Social Security and Labour, and Foreign Affairs;
- the police department of the Ministry of Interior; and
- three non-governmental organizations: *Missing Persons Families Support Centre*, *Women's Crisis Centre* and *Crime Investigation Centre*.

The national coordinator has participated in the meetings of the Working Group quarterly, in order to coordinate actions and exchange information. The members of the working group have provided support for the information activities by composing the content of the informational study on the situation of trafficking in women in Lithuania. They have also, together, participated in interviews and press conferences, provided necessary the information and discussed the content of posters and bookmarks, as well as assisted in dissemination of the information. The Lithuanian campaign has been specifically oriented to remote municipalities. An important cooperation partner has been the *Lithuanian Association of Local Authorities*.

4.6.2 Purpose of campaign and target groups

The aim of the Campaign has been to increase the knowledge and awareness among the public and to initiate discussion about the problems surrounding the issue of trafficking in women as an expression of violence against women. Campaign aimed also to facilitate development of measures for prevention of trafficking in women and assistance to the victims and potential victims. Another goal was awareness raising in the society, including mass media, local authorities and schools on this problem in collabora-

tion with NGO's, especially women's NGO's that have extensive knowledge and experiences in working against prostitution and trafficking.

Activities of the information campaign organized by IOM was taken into consideration as well as similar initiatives, in order not to overlap, but to complement each other and reach more effective result. The IOM information campaign covered the biggest cities. Lithuanian national campaign has, therefore, been targeted more to those more remote municipalities that face the same serious problems as bigger cities. Also, people in remote towns and villages have a particular need for prevention information: how to avoid risks to be trafficked, who and what support might be provided for the victims and their relatives.

The Lithuanian national campaign has specifically targeted women lacking working skills/experiences and who are long-term unemployed, single mothers, young girls of different age groups, students, graduates and potential students of high and higher schools, students of vocational schools, senior school children, teachers, the buyers, potential buyers and persons related to them as well as representatives of business group such as hotel owners, journalists, border control and migration institutions, police and other law enforcement institutions, social workers, especially working with young people, heads of local communities, Labour market authorities and women's NGO's and other NGO's.

4.6.3 Campaign activities

4.6.3.1 *Seminars and training events*

The presentation of the Nordic-Baltic Information Campaign for the public and mass media took place on June 27, 2002. Representatives of state institutions, municipalities, NGO's, mass media (journalists from newspapers, radio, television), diplomatic services of foreign countries, international organisations, in all approximately 60 persons, expressed their wish to participate and welcomed the start of the national campaign.

1. *Organisation of a network on trafficking in human beings.*

On August 26–28, 2002, the national coordinator visited Šiauliai county to meet and discuss the issue of and demand for trafficking in women with representatives of the most active municipalities of the county, representatives of the police, journalists and local women's NGO's. Initially these meetings were arranged before the regional model seminars, but practices showed that it was more effective to have discussions with the activists during or after the conferences.

2. *Preparation, publishing and dissemination of information study: Prevention and control of trafficking in human beings in Lithuania.*

The publication consists of the following material:

- survey of the situation;
- legal regulations connected with trafficking in human beings;
- statistical material on present situation in Lithuania regarding trafficking in women;
- prevention in trafficking of human beings in Lithuania; and
- control of trafficking in human beings in Lithuania (organisational tactical means on how to combat in trafficking in human beings).

The publication has been published in both the Lithuanian and English languages. This survey has been delivered to municipalities, information centres, and university libraries of Lithuania, international organisations and other public sites. It will be made available on the Nordic Baltic Campaign website, www.nordicbalticcampaign.org.

3. *Training seminars on trafficking in women for the regions*

In September 2002, a two-day model seminar on trafficking in women was arranged for the Šiauliai region. The seminar was arranged by the national coordinator in cooperation with the Šiauliai county administration.

The aim of seminar was to provide much as possible information about how trafficking in human beings is danger-

ous and information about how to avoid being involved in traps of traffickers.

The first day of the seminar was aimed at municipalities, heads of communities, social pedagogues, teachers, and journalists, NGOs and interested in this issue in the Šiauliai region. The second day of the seminar was organized for leaders of schools.

The following lecturers spoke at the seminar:

- a representative from the Ministry of Interior;
- a representative from the NGO *Missing Persons Families Support Centre*;
- a representative from IOM;
- a representative of the Ministry of Education, and
- a representative of the NGO *Child House*.

The results of the first seminar clearly showed that the idea to arrange these kinds of model seminars in remote municipalities is successful. Before the seminar, most participants knew very little about the problem, and even stated that, “maybe somewhere this problem exists, but not in our region.” Their opinions after having participated in the seminar changed radically to: “yes, we even could not imagine these risks”, and “yes, I remember similar things happened with the daughter of my relatives, yes, we must be careful.” School leaders have also shown a special interest in how to assist student to not become victims and how to prevent trafficking in women.

Local NGO’s often do not receive information about when and how they can apply for grants for prevention projects and projects to support victims of trafficking in human beings. During the seminar, information was provided about different kinds of funding opportunities from such sources as the Ministry of Social Security and Labour, the Open Society Foundation. Because of the success of the first seminar, similar seminars have also been delivered in the Utena region in cooperation with Utenos College, and in Alytus city.

4. *Presentation of the results of the national campaign and seminar on the demand side of trafficking in human beings*

During the spring of 2003, a seminar on the demand for women and children for prostitution purposes was arranged in Vilnius with participants from Lithuania and Sweden.

4.6.3.2 *Information material*

1. *Preparation and dissemination of posters and bookmarks*

Discussions with different institutions and organisations including the Working Group at the Ministry of Interior, coordinating the *Programme for the prevention and control of trafficking in human being and prostitution*, and with IOM and local NGO's contributed to the content of the bookmarks and the posters. Final decision on the content has been made in collaboration between National Coordinator of Latvia and the Nordic Baltic Campaign coordinator.

Ministry of Education agreed to that the posters and the bookmarks could be distributed in all Lithuanian upper level schools. The information material is also distributed to Lithuanian municipalities, local communities, and in different public places. It is also available on the website of the Nordic Baltic Campaign.⁷

4.6.4 *Other activities*

1. *Translation and dissemination of the main documents concerning trafficking in human beings.*

The *Programme for the Prevention and Control of Trafficking in Human Beings and Prostitution* and Lithuanian National Campaign material as well as the Information Study (see above) have been translated to English and placed on the website of the Nordic Baltic Campaign.

7. See: <http://www.nordicbalticcampaign.org>

4.6.5 Budget for national activities

The Lithuanian national campaign received a total of DKK 150,000 from the Nordic Council of Ministers for the national activities, as well as funding for wages and expenses. An additional DKK 150,000 was provided for the Second Joint Seminar. In addition, the Lithuanian Ministry of Social Security and Labour supplied office space and access to computers, phones and fax machines.

4.6.6 Perceived effects of the Campaign

Because of the Nordic Baltic Campaign as well as the IOM information campaign, which took place during approximately the same time period, the mass media has actively covered the subject of trafficking in women. Almost every week, radio, television and newspapers/journals touch upon different aspects of the problem.

Most of the activities of the national campaign have taken place in the more remote regions of Lithuania. This has resulted in that these seminars have not been reported in the larger Lithuanian media. However, these seminars have had many positive effects: people in the more remote municipalities and communities are very willing to accept the information provided and to act on it.

4.7 Norway

During 2002, the Norwegian activities have mainly been related to getting in-pu and to produce the Norwegian *Plan of Action to combat trafficking in women and children*, which was launched on February 12, 2003.⁸

This plan marks the starting point of a coordinated process (2003–2005) for information and education of actors in the Nor-

8. For more information, see:
<http://odin.dep.no/jd/engelsk/>

[publ/veiledninger/012101-230004/
index-dok000-b-n-a.html](http://publ/veiledninger/012101-230004/index-dok000-b-n-a.html)

wegian society to combat trafficking in human beings and to assist and protect victims. Among others, the information strategies will be based on the experiences from the Nordic Baltic Campaign. The Ministry of Children and Family Affairs, the Ministry of Justice, the Ministry of Local Government and Regional Development, the Ministry of Social Affairs and the Ministry of Foreign Affairs will contribute to financing the Plan.

4.7.1 National Working Group

A Steering Committee of State Secretaries from the Ministry of Children and Family Affairs, the Ministry of Justice and the Police (chair), the Ministry of Local Government and Regional Development, the Ministry of Social Affairs and the Ministry of Foreign Affairs was appointed to oversee the preparation of the Action Plan. A working group consisting of representatives from the same ministries was responsible for making the draft plan, and did also closely observe the campaign activities and the relevance for the plan as well as being responsible for carrying out information activities.

The above mentioned will be responsible for implementing measures in their respective spheres of competence. The Ministry of Defence and the Ministry of Trade and Industry will be responsible for the practical implementation of certain measures, while the Ministry of Labour and Government Administration and the Ministry of Health will cooperate where relevant. Other ministries will be invited to contribute where the measures fall within their sphere of responsibility.

4.7.2 Purpose of campaign and target groups

Information activities that were carried out by the government during 2002 had the purpose of mobilizing relevant actors to get their contributions and suggestions for effective measures to be included in the *Plan*.

The purpose of the Norwegian *Action Plan against Trafficking against Women and Children* is to deal with the ethical, social and legal problems connected with trafficking in human beings. By launching this *Plan* the Norwegian government acknowledges the responsibility to protect and support the women and children in our country whom are victims of human trafficking and the responsibility to prevent women and children from being recruited for such purposes. There is also a responsibility to help curtail the demand that makes this a profitable trade. Not least, it is important to strengthen the legislation and give priority to the investigation of such crimes so that the organizers and other actors who profit from this activity are apprehended and prosecuted.

One important measure will be to disseminating information to various target groups, such as men, young people, the business sector and other actors, and by stimulating public debate in connection with the introduction of ethical rules prohibiting the purchase and acceptance of sexual services.

4.7.3 Campaign activities

4.7.3.1 *Ethical guidelines*

On October 17, 2002, the Norwegian government resolved to introduce ethical guidelines for civil servants to prohibit the purchase and acceptance of sexual services. The demand for sexual services forms part of the basis for such traffic. The government as an employer has a responsibility for the activities and the reputation of its Civil Service, and has a responsibility to ensure that its employees do not behave in a way that is degrading to people in countries with which Norway co-operates and which Norwegians visit.

By introducing ethical guidelines for civil servants, the government seeks to serve as a good example. In this way, the authorities and the government as employers seek to assume responsibility, in principle, to prevent people being degraded as victims of human trafficking for sexual purposes. Ethical guidelines to prohibit the purchase and acceptance of sexual services will give a clear signal

as to the ethical and moral standards senior officials and civil servants are expected to observe.

4.7.3.2 *Seminars*

On September 19, 2002, the Ministry of Justice arranged a one-day seminar for relevant professions and NGO's on trafficking to get input to the *Action Plan*.

During the autumn of 2002, the Centre for Gender Equality was sponsored by the Ministry of Children and Family Affairs to initiate activities in order to mobilize different Norwegian organizations such as public institutions, labour unions, national and international aid organizations, as well as NGO's. The purpose was to discuss the problem of the demand that creates the market for trafficking in women, and how to handle it. Dialogue processes were started and on October 29, 2002, a seminar was arranged to discuss the implementation of the newly introduced ethical rules for civil servants. A report is available from the dialogue process and the seminar.

The media exerts a powerful influence on our knowledge of the world, attitudes and social relations. The way abuse and sexual exploitation of women is portrayed influences our perception of power and the relationship between women and men. Therefore, a seminar will be arranged on the media's role and ethical responsibility in relation to these issues.

4.7.4 Perceived effects of national activities

The activities carried out during 2002 did, to a great extent, set trafficking in women on the agenda for public debate. More systematic information activities will be carried out in 2003 and will be evaluated.

One challenge to be handled in starting the work to combat trafficking is to make all relevant actors act in concert, although their perspectives and interpretations might differ. The campaign created discussions and debates about these issues that can lead to

constructive cooperation in the future; on a national and on an international level. In addition, the activities did to a great extent cause public discussions, both in newspapers; news stories and chronicles, and on TV; debates and documentaries.

4.7.5 Budget for national activities

The budget for activities related to the national campaign was approximately NOK 400,000.

The Plan of Action will be implemented during the period 2003–2005, and will have a total budget of NOK 100 million (approximately EUR 13 million).

4.8 Sweden

The Swedish Government has for a long time prioritized the work against prostitution and trafficking in human beings, especially women and children, nationally as well as internationally. The Government has made a commitment to counteract prostitution and trafficking with the recognition that full gender equality and equal participation of women and men in all fields of society cannot be brought about as long as some women and children are victims of prostitution and trafficking.

In Sweden, prostitution is acknowledged as a form of male violence against women and children,⁹ and the purchase of sexual services is criminalized.¹⁰ Prostituted women do not risk legal prosecution. Prostitution and trafficking in women are seen as harmful practices that cannot, and should not be separated; in order to effectively eliminate trafficking in women, concrete measures against prostitution must be put in place.

9. See for example: *Kvinnofrid*, SOU 1997/98:55.

10. *Lag om förbud mot köp av sexuella tjänster* (1998:405).

4.8.1 National Working Group

4.8.1.1 *Interdepartmental reference group*

An interdepartmental reference group for the national campaign was formed in the beginning of 2002. Representatives for the Division for Gender Equality, the Ministry of Industry, the Ministry of Social Affairs, the Ministry of Justice, the Ministry of Foreign Affairs and the National Criminal Investigation Department and the national coordinator have been members of the group. The group has met regularly and has functioned as a forum for discussion for the Swedish campaign. The group will continue to meet during 2003.

4.8.1.2 *NGO reference group*

An important aspect of the Swedish campaign has been the involvement of the political parties, authorities and those non-governmental organizations that work against male violence against women and girls including against prostitution and trafficking in human beings, with refugees and migrants, and with victims of prostitution and trafficking in women.

The NGO reference group was formed in the beginning of 2002 and consisted of representatives from approximately twenty different organizations, such as:

- the National Organization for Women's Shelters and Young Women's Hotlines (ROKS);
- the National Organization for Women's Shelters in Sweden (SKR);
- the Swedish Women's Lobby;
- the Network against Pornography and Prostitution;
- the International Organization for Immigrant Women (RIFFI);
- Kvinna till kvinna;

- the Women's Forum;
- Network North;
- Bellas Väner;
- ECPAT Sweden;
- the National Association for Initiatives against the Trade in Sex (RISOK); and
- the women's associations of the Swedish political parties.

The group met regularly during the campaign year. It has been a meeting place for the exchange of ideas and has functioned as a forum for the campaign organizers to inform the NGO's about the campaign activities and their results. The group will continue to meet during 2003.

In order to stimulate transregional cooperation between Nordic and Baltic NGO's, the Swedish national campaign financed the participation of a number of the members of the NGO reference group in the three joint seminars in the Baltic countries.

4.8.2 Purpose of campaign and target groups

The Swedish Campaign against Prostitution and Trafficking in Women had as its overall objective to increase the awareness and knowledge about prostitution and the global trafficking in women through information to, and education and training of government and other public authorities, non-governmental organizations, the media and the public.

The national campaign focused on different measures directed towards buyers and potential buyers of prostituted women and children, mostly girls, in Sweden, as well as towards those men who travel to neighbouring countries and to other countries in Europe, Asia, Latin America and Africa for the specific purpose of buying and exploiting prostituted women and children. The campaign also highlighted, with the long-term objective to ameliorate, the circumstances and conditions that those women and children who are, or who have been, victims of prostitution and trafficking live under.

The underlying principles expressed in the United Nations *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children*, the *Law that prohibits the purchase of sexual services* and the new offence on trafficking in human beings for sexual purposes¹¹ formed the basis and was used as a point of departure for the Swedish campaign. The work will continue during 2003–2004.

4.8.3 Campaign activities

4.8.3.1 Seminars and training events

a. Opening seminar for the Swedish Campaign against Prostitution and Trafficking in Women May 15, 2002 at Rosenbad Conference Centre in Stockholm.

The Swedish campaign was launched on May 15, 2002, with a seminar for the public in Stockholm on prostitution and trafficking in women. The purpose of the seminar was to introduce different aspects of the problem to the public and to the media. Minister for Gender Equality, Margareta Winberg, gave the opening speech and officially launched the campaign. Over 150 persons attended the seminar and were given, and used, the opportunity to pose questions to experts that work directly with the issue in Sweden and in the Baltic countries.

The presenting experts included the Swedish national rapporteur on trafficking in women at the National Criminal Investigation Department, a prosecutor who works with cases of trafficking in human beings for sexual purposes, a lawyer who represents women who are victims of trafficking, the national coordinators for Estonia and Lithuania, a journalist and author who spoke about the reality of women in prostitution and the project coordinator for the Nordic Baltic campaign.

11. The legislation entered into force on July 1, 2002.

- b. *“The Swedish campaign goes to the Races” at Solvalla Race Tracks, Stockholm, May 15, 2002.*

The Swedish campaign was also launched at the *Solvalla* Race-tracks in Stockholm. Men who attend racetracks often celebrate their winnings by going to a brothel or by buying and using women in street prostitution. According to the events manager at *Solvalla*, it is not unusual that pimps hustle clients at the racetracks or give them a ride to sex clubs after the races are over.¹²

To show their support for the campaign, *Solvalla* dedicated the first race of the evening – *Kvinnofridsloppet* – to the campaign. An advertisement for the campaign was also included in the events program. After the race, Minister for Gender Equality, Margareta Winberg, gave a speech to the more than 5,000 visitors about the campaign and about its focus on the buyers of women and children in prostitution.

The reactions of the mostly male audience varied greatly. In radio interviews transmitted at prime time the following day, some of the men who attended the racetracks expressed their support for the campaign. However, one man, who stated that he travelled with his friend to Thailand every year where they bought and used prostituted women, was deeply upset that the government focused a campaign on men such as him.

- c. *Nation-wide poster information campaign May 19–25, 2002.*
During the week of May 19–25, 2002, a nation-wide poster campaign focusing on the demand for women and children for prostitution and sexual exploitation took place. The *Law that prohibits the purchase of sexual services* was a central theme in the campaign. The three posters (see below) were displayed in 2,215 public locations around the country, such as at bus shelters, in subway stations and on streetcars. The poster

12. See for example: Christina Vallgren, “Winbergs korståg mot sexbrotten” *Aftonbladet* (16 May 2002).

campaign aimed to increase the public awareness about prostitution and trafficking in women, but it also pinpointed the buyers of prostituted women.

According to a study of the poster campaign made by a media analysis company, more than 1,225,000 people noticed the posters during the campaign week. The majority of the viewers were positive to the message of the posters; although more were women than men. Nonetheless, a considerable number of men also appreciated the content of the campaign.¹³ The poster campaign attracted a great deal of attention in the press and from the public inside and outside of Sweden, mainly because of the subject treated and the fact that buyers of sexual services were depicted on the posters.

- d. *Working seminar for Nordic NGO's on combating prostitution and trafficking in women June 15–16, 2002 in Stockholm.*

The seminar, which was organized in partnership with the European Women's Lobby, aimed to train the fifteen participating Nordic women's NGO's on different aspects of prostitution and trafficking in women and to facilitate their collaboration.

- e. *Expert seminar on the Swedish Model to Combat Trafficking in Human Beings, July 1–2, July 2002 in Östersund.*

This expert seminar was arranged in conjunction with the fourth steering committee meeting for the STOP Programme: *European Conference on Preventing and Combating Trafficking in Human Beings – A Global Challenge for the 21st Century* organized by IOM and the European Commission. The seminar was attended by members of the steering committee from ten European countries and Canada. Swedish Minister for Gender Equality, Margareta Winberg gave the initial address. Representatives of the Swedish government and Swedish

13. See: Clear Channel, *Kampanjredovisning: kommunikativ förmåga*

och reklameffekter, Näringsdepartementet, vecka 21 2002.

experts on prostitution and trafficking in human beings gave presentations on various topics, such as:

- “Swedish criminal law against prostitution and trafficking in human trafficking” by a representative from the Ministry of Justice;
- “The *Law that prohibits the purchase of sexual services*” by a deputy chief prosecutor;
- “How to combat trafficking in women by discouraging the demand” by the Swedish national rapporteur on trafficking in women;
- “Prostitution as male violence” by an author and journalist;
- “The Nordic Baltic Campaign against Trafficking in Women” by the Campaign coordinator;
- “Trafficking in women for sexual exploitation in the European Union context” by a Member of the European Parliament; and
- “How to combat trafficking in human beings through the Swedish International Development Cooperation” by a representative from SIDA.¹⁴

- h. *Expert Seminar on the Effects of Legalization of Prostitution Activities – a Critical Analysis, November 5–6, 2002 in Stockholm.* In recent years, several countries in Europe and in other parts of the world have legalized, or considered legalizing various prostitution activities. As part of the Swedish campaign, a two-day seminar was arranged in order to critically analyze the effects of these legal or regulatory measures. The seminar was open to the public and attracted close to 300 participants from governmental and non-governmental organizations, representatives of embassies and consular offices of countries in Europe, Africa, Asia and North America, parliamentarians and representatives from the media.

14. The Swedish International Development Agency.

Deputy Prime Minister, Margareta Winberg, gave the opening remarks and the Campaign coordinator moderated the sessions. Experts from various parts of the world were invited to share their experience on the topic. A representative of the Coalition against Trafficking in Women spoke about state-sponsored systems of prostitution and a lawyer from Spain described the debate about prostitution in the Spanish society and the ongoing attempts to decriminalize certain forms of procuring.

A member of the Angel Coalition from Russia recounted the debates on prostitution legalization in the Russian Federation and a scholar and researcher from Australia talked about the legalized prostitution in the state of Victoria and the resulting development of a prostitution culture. A specialist from UNIFEM in Thailand spoke about alternative strategies to legalized prostitution from a gender and rights perspective and a Swedish researcher spoke about prostitution and the cunning patriarchy. Finally a specialist in international trade law from Italy spoke about the possible effects of the proposal by the Italian government to legalize brothels.

The seminar was extremely well attended and many of the participants took the opportunity to partake in the discussions and to query the speakers about different political, social and legal issues concerning the legalization of different prostitution activities. As the topic of the seminar is controversial in many areas of the world, journalists from several countries in Europe and the Baltics interviewed the speakers for publication in newspapers and journals in their home countries. The seminar was videotaped and can be accessed at the Swedish campaign website (see below).

- f. *Training Seminar for government and municipal authorities, police, and non-governmental organizations in Malmö, November 15, 2002*
One of the objectives of the Swedish campaign was to provide authorities and NGO's with comprehensive information

about prostitution and trafficking in women, nationally and globally, in order for them to solidify their knowledge and hence, better assist those who are victims of prostitution and trafficking in human beings. The purpose was also to bring together different actors in order to promote collaboration between them.

In November 2002, the County Administration of Skåne arranged, in collaboration with the Swedish campaign organizers, a training seminar for representatives from the municipal social services working with prostituted persons, the city and country police, the migration authorities, the prosecutors' office and for members of local women's and other NGO's. The seminar consisted of lectures and discussions based on a trafficking-in-women case study. The topics discussed at the seminar were as follows:

- international and Swedish legislation concerning prostitution and trafficking in women;
- the international debate;
- prostitution as oppression of women and a slave trade or the oldest profession in the world?;
- men and prostitution – who and why?; and
- trafficking in women – national and international police cooperation.

As well, two police inspectors presented their experiences of investigating crimes of trafficking in women. They have been instrumental in exposing a large case of trafficking in women for sexual purposes, where the traffickers brought women from the Baltic and other countries to be prostituted in brothels in the Stockholm area.

The seminar was successful and the participants appreciated the opportunity to meet with others working on this topic and to expand their knowledge.

g. *Seminar on Prostitution and Trafficking in Human Beings, March 11, 2003 in Paris, France.*

As a part of the national campaign, the Swedish Embassy in Paris arranged a seminar on the Swedish policies concerning prostitution and trafficking in human beings in collaboration with the campaign organizers. Mme Gisèle Halimi, a well-known Feminist lawyer and long-term activist from France, chaired the event. The Swedish experts invited spoke about different aspects of the Swedish model on how to combat prostitution and trafficking in Sweden, such as: the underlying principles of justice and gender equality and the impact of the *Law that prohibits the purchase of sexual services* on the trafficking in women to Sweden. A researcher responded to the question why men buy sex and a journalist and an author spoke about whether prostitution could be freely chosen and noted that there is no possibility of gender equality when prostitution is legalized. The lectures will be made available on the Swedish campaign website.

The film, *Lilja 4-ever*, by the Swedish director Lukas Moodysson, was shown at the seminar and resulted in a animated discussion about the trafficking, and resulting prostitution of young women from Eastern Europe to countries in the West.

The seminar, which was conducted in Swedish and French, was well attended and the participants were very active in the ensuing discussions and during question periods. Close to 230 persons participated; of those over thirty were journalists from French and foreign news media. The reactions to the seminar have been positive resulting in several articles and interviews in the French press and elsewhere.

4.8.3.2 *Information material*

a. Fact sheets about prostitution and trafficking in women

In connection with the information campaign, a fact sheet about prostitution and trafficking in women was prepared by the campaign organizers. The fact sheet includes information about the Nordic Baltic Campaign against Trafficking in Women and the subsequent Swedish Campaign against Prostitution and Trafficking in Women, information about the underlying ideas behind the Swedish model, a description of the Law that prohibits the purchase of sexual services, information about who the buyers of women for prostitution purposes are, consequences to the victims of prostitution and trafficking and information about current and proposed legislation regarding trafficking in human beings and protection of and assistance to victims of trafficking in human beings. The fact sheet also has suggestions for further reading and references to relevant websites.

The fact sheet is updated regularly and is currently available in Swedish and French. It will shortly be translated into English and Russian. The fact sheets can be downloaded from the campaign website or ordered from the Division for Gender Equality in Stockholm.

b. Posters

Three posters were designed especially for the nationwide poster information campaign, which took place during a week in May 2002. The posters have the following themes:

1. “Time to flush the johns out of the Baltic” – This poster depicts a well-dressed man in a suit with a wedding band and refers to Swedish men travelling as sex tourists to the Baltic countries.¹⁵

15. Text in Swedish: “Nu går torsken till i Östersjön.”

2. “One man in eight has bought sex” – This poster is a close-up of eleven different men looking directly into the camera.¹⁶
3. “More and more Swedish men do their shopping over the Internet” – On this poster, a young man is surfing the Internet on his computer, supposedly to find pornography and websites where to buy prostituted women.¹⁷

All three posters have a reference to the *Law that prohibits the purchase of sexual services*, and has a government contact email address for information requests.¹⁸

The posters are very popular. They are handed out at all campaign seminars and training sessions within and outside of Sweden. People from around the world contact the campaign organizers with requests for free copies. The posters have been translated into English, and will also be translated into French.

c. *Publication from the Expert Seminar on the Effects of Legalization of Prostitution Activities*

The proceedings from the expert seminar on the effects of legalization of prostitution activities have been published in a volume, which can be downloaded from the Swedish campaign website (see below). The publication, which is in high demand from individuals around the world, can also be ordered from the Division for Gender Equality in Stockholm. The publication is available in English, but will be translated into other languages, such as Russian.

d. *Advertisement in a special supplement on trafficking in human in Expressen, December 29, 2002*

In December 2002, the Swedish branch of *ECPAT International* (End child prostitution, child pornography and trafficking in

16. Text in Swedish: “En av åtta män har någon gång köpt sex.”

17. Text in Swedish: “Allt fler svenska män handlar via nätet.”

18. The information on the posters is based on a survey, which concludes

that the buyers represent a cross-section of men in Sweden. The majority of these men are married or live with a partner and have children (*Folkhälsoinstitutet*, 1998:1).

children for sexual purposes) prepared a special supplement for the second largest Swedish evening paper, *Expressen*, on trafficking in human beings. The supplement was distributed nation-wide as an insert into the newspaper. The national campaign participated in the project with a full-page ad of one of the campaign posters with information about the buyers and potential buyers of women and children for prostitution and sexual exploitation.

d. *Website*

The Swedish campaign has its own website on the Swedish government server. This website is a useful tool for dissemination of the campaign information material, which is available for download at the website. The website has quickly become a key educational tool about the policies concerning prostitution and trafficking in human beings within the Swedish context for the public, students, journalists and others interested in the subject. The website can be accessed at: <http://naring.regeringen.se/fragor/jamstalldhet/kvinnohandel/index.htm>

The website also appears as a limited version in English and is linked to the Nordic Baltic Campaign website.

e. *Contact email for public inquiries*

The Swedish campaign has a special contact email address for the public and others to ask questions, request information and information material or comment on the different activities of the campaign. Since the beginning of the campaign in May of 2002, the campaign organizers have received several hundred emails from individuals, parliamentarians, NGO's, journalists, representatives of different authorities, not only from Sweden, but from around the world.

Most emails are from individuals with a genuine interest in the subject, such as school children and students writing papers on trafficking in women. Most emails are positive and complimentary but the organizers have also received a few

messages from dissatisfied men who are upset about the focus of the Swedish campaign.

The numbers of emails usually increase when there is a particular public event, article in the newspapers or television program on prostitution and trafficking in human beings. For example: when the film *Lilja 4-ever* first opened in Sweden, the email address was flooded with requests for more information and messages from individuals who were concerned about plight of young women such as Lilja. The email address is as follows: kvinnohandel@industry.ministry.se

4.8.4 Other activities

4.8.4.1 Lectures

In addition to the events organized by the national Swedish campaign, the Campaign coordinator has been invited to lecture about the Nordic Baltic Campaign as well as on the subject of prostitution and the international trafficking in women in general. She has participated in conferences and seminars in the Nordic and Baltic countries, North America, and in Europe, the Baltic countries as well as in Russia organized by NGO's, parliamentarians, unions, schools, youth organizations, government and municipal authorities, country administrations, the police and others

4.8.5 Budget for national activities

The Swedish government allocated SEK 4 million for the Swedish national campaign during 2002.

4.8.6 Perceived effects of national campaign

Due to the specific focus of the Swedish campaign – the buyers and potential buyers of women and children for prostitution purposes – the campaign garnered a lot of attention, not just in Sweden but also around the world.

Several hundred articles about different aspects of the campaign and the topic appeared in all major Swedish papers, as well as in the regional press, the radio and on television. Foreign news media also paid a lot of attention to the Swedish campaign.

In addition, the campaign organizers have had enquiries about the Swedish campaign and the Swedish model and study visits from concerned parliamentarians and individuals, NGO's, government representatives and authorities as well as journalists from countries such as New Zealand, Chile, France, Austria, Spain, the Netherlands, Hungary, the United Kingdom, Canada and the United States, South Africa, Russia, as well as from the Nordic and Baltic countries.

The campaign has fulfilled its objectives. It has resulted in an increased understanding about the principles behind the Swedish model concerning prostitution and trafficking in human beings. It has also led to a much needed discussion about the root cause of prostitution and trafficking in women – the buyers who use and exploit women and children – and what measures that are effective in counteracting this demand for women and children for prostitution purposes – in Sweden, but most importantly for the future international work, the discussion has commenced in other countries.

5 Information Activities

One of the most important objectives of the Nordic Baltic Campaign has been to increase the knowledge and raise the awareness of the general public in the participating countries about the causes, risks and serious consequences of trafficking in women to the individual victims but also to society at large.

Another goal has been to initiate discussions in the public arena about the problems surrounding trafficking in women. To ensure that the information was transmitted effectively and accurately to the chosen target groups and in order to reach as many target groups and as wide an audience as possible, the Nordic Baltic and national campaign organizers decided to employ a wide variety of information strategies, such as:

- journalist training seminars;
- advertisements in major newspapers directed to customers;
- information hotline for customers and victims of trafficking in women;
- regional and national campaign websites;
- books, posters, calendars, postcards and bookmarks with information about different aspects of prostitution and trafficking in women;
- information leaflets to buyers and potential buyers of sexual services;
- educational material for peacekeeping troops;
- explanatory guide to the *Palermo Protocol*;
- television and radio discussion programs;
- a special newspapers supplement with information about trafficking in women;

- a nation wide poster campaign directed to buyers and potential buyers of prostituted women and children;
- fact sheets in several languages about prostitution and trafficking in women; and
- a government email address for public information requests.⁵¹

All information measures initiated and implemented during the Campaign period have had a gender sensitive perspective; taking into consideration that trafficking in women for sexual exploitation is a gender-specific crime.

5.1 Training seminars for journalists

In an information and awareness raising campaign on trafficking in women, journalists and the media can play important roles by informing and educating the public about the topic. However, often journalists may not be familiar with the issue and, therefore, use sensationalist, stereotypical and superficial language and analysis and, sometimes, unethical methods when reporting about different aspects of the problem. This is often most evident when journalists interview and write stories about the victims of prostitution and trafficking in human beings. Also, in most mass medial coverage about trafficking in women, the buyers of women and children for sexual exploitation are invisible.

In order to counteract this, several initiatives to educate and involve journalists and to promote responsibility and ethical reporting about trafficking in women have been organized during the Campaign.

1. See: *Chapter 4: National Activities* the national information initiatives.
for more specific information about

5.1.1 Media excursion for Nordic journalists

In connection with the First Joint Seminar of the Campaign in Tallinn, the Information Department of the Nordic Council of Ministers and the Nordic Council arranged a media excursion to Estonia for nine journalists from the Nordic countries.² The Nordic journalists took part in the Joint Seminar and visited a centre for children and youth in Tallinn, a children's centre in the municipality of Vasalemma and the prison in Murru. The journalists were also given the opportunity to meet and exchange views with Estonian journalists.

As a result of this excursion, the Joint Seminar, as well as the subject of trafficking in women in general was covered extensively in the Nordic media.

5.1.2 Lectures and workshops on the "Role of Media in Society" during the First Joint Seminar

During the First Joint Seminar of the Campaign, a series of workshops for journalists and the media were organized. Journalists from the Nordic and Baltic countries came together to discuss the following topics:

- The Finnish daily press as a forum for the sex trade;
- Trafficking of women into Sweden: The media dilemma;
- Propaganda in the media that leads to trafficking in women and sexual exploitation: How to make the harm visible;
- The silent victim, the happy hooker and the invisible sex buyer: How to avoid the pitfalls? Some suggested guidelines for journalists; and
- How deep can you dig in order to fulfill your task as a journalist? Is there a special ethics for journalists and another one for other individuals?

2. Three Norwegian journalists, two from Sweden, two from Denmark, one from Finland and one journalist from Iceland participated in the excursion.

5.1.3 Journalist seminar in Estonia

The first training seminar for Estonian journalists took place on November 20, 2002 in the *Raadiomaja* (the Radio House) in Tallinn and was organized by the NGO, *Kodanikukoolitus* (the Citizen Training Centre), in partnership with the Swedish Embassy in Tallinn. Almost twenty newspapers, television and radio journalists from around Estonia participated in the seminar. The Estonian Minister of Social Affairs together with the Swedish Ambassador to Estonia gave the opening speeches.

The seminar covered several key topics: the Nordic Baltic Campaign coordinator spoke about the international situation and debates concerning prostitution and trafficking in human beings, the national coordinator informed about the various activities organized around Estonia during the campaign year and a representative of the Tallinn Police Department described the legal framework and the role of the police in combating trafficking in women.

A much-appreciated lecture was given by Louise Eek, a Swedish journalist and researcher, who spoke about the actual reality of those women who are victims of prostitution and trafficking. The journalists were also given the opportunity to participate in discussion and role-plays. The seminar ended with a showing of the film *Lilja 4-ever*.

During the national campaign, some journalists also participated in the trainings organized by the Estonian Women's Studies and Resource Centre (ENUT).

Several of the journalists who participated in the different training seminars have written articles about the topic, and have continued to cover news about trafficking in women. The seminars have resulted in good contacts between Estonian journalists and campaign organizers. In fact, some journalists regularly contact the organizers to ask for advice when writing articles about the issue.

5.1.4 Journalist seminar in Latvia

In November 2002, right before the Third Joint Seminar of the Campaign, the Latvian national coordinator in collaboration with the press responsible at the Nordic Council of Ministers Information Office in Riga organized a training seminar on “the Role of mass media in fighting trafficking in women” for Latvian journalists.

The aims of the seminar were:

- to give information about the Nordic Baltic Campaign against Trafficking in Women;
- to explain the situation in Latvia and to raise awareness and discuss the problem of trafficking in women;
- to explain how to write and what needs to be taken into consideration when reporting on the topic; and
- to discuss the impact of mass media on victims and potential victims and to discuss the role and responsibility of the mass media in manufacturing the public opinion about trafficking in women.

The editor of *NIKK Magasin*³ was invited to speak about the different myths and stereotypes often used by journalists when reporting about trafficking in women. She also discussed ethics and gender equality aspects and the role and responsibility of journalists. Her lecture was particularly appreciated as very few journalists have had the opportunity to focus on these particular aspects of reporting about trafficking in women.

A psychologist from the Latvian State University was invited to lead the discussion about the effects that articles and pictures about trafficking in women can have on regular readers, potential victims and victims. The main focus of the discussion was on vio-

3. Trine Lynggard. See below for more information about NIKK and its journal.

lence, shame, stigmatization and the situation of the victim. In the evaluation, participants emphasized how their understanding of the impact that their articles may have, changed after participating the seminar.

More than twenty journalists from the capital and regional media participated in the training seminar, which was very successful. Approximately one-third of the participants wrote articles for their newspapers to report about the seminar and the problem of trafficking in women. Many of these articles incorporated the information the journalists obtained at the seminar.

5.1.5 Journalist seminar in Lithuania

In October 2002, a seminar on “Mass media’s role in combating trafficking in human beings” was organized for thirty-two Lithuanian journalists from seventeen different cities in connection with the Third Joint Seminar in Vilnius.

Participants were provided with information about the Nordic Baltic campaign, as well as about the Lithuanian national campaign. The Nordic Baltic Campaign coordinator presented the international situation and debates about prostitution and trafficking in women. A representative from the Ministry of Interior informed about the situation of trafficking in women in Lithuania and the different government initiatives. A representative from NIKK discussed the role and responsibility of mass media in the fight against trafficking in women, and the Inspector for Journalist Ethics informed about the Lithuanian ethical rules for journalists. Finally, a psychologist described what steps to take in order to limit harm when journalists interview victims of trafficking.

This seminar raised the awareness of the representatives of mass media and gave them a deeper understanding about the problem of trafficking in women. As a result of the seminar, the participating journalists took active part in the Second Joint Seminar and ensured that the topic of trafficking in women and the seminar was mentioned in the media.

According to media monitoring reports carried out during two weeks in October 2002, covering national, regional and local press, television, radio and Internet media, twenty-seven different articles and interviews were recorded during the period.

5.1.6 Joint website

To make information about the Nordic Baltic Campaign activities easily available, a joint website was created. The website is placed and maintained in Estonia. It contains a calendar of events with information about the three joint seminars, separate pages for each national campaign, descriptions of the national and regional campaigns, research information, lists of Nordic Baltic NGO's working against prostitution and trafficking in women and children, and links to other relevant home pages and Nordic and Baltic national anti-trafficking sites. It also has storage for downloadable documents.

The website has been an important tool for the national campaigns to reach a wider audience. Especially in the Baltic countries, the public has made frequent use of the information and material available at the website.⁴

5.1.7 Special issue of NIKK Magasin: Bodies across Borders: Prostitution and Trafficking in Women⁵

As a contribution to the Nordic Baltic Campaign against trafficking in women, the Nordic Institute for Women's Studies and Gender Research (NIKK) produced a special thematic issue of *NIKK Magasin* on new research within the field of prostitution and traf-

4. For more information about the Nordic Baltic Campaign, please consult: <http://nordicbalticcampaign.org>

5. See: *NIKK Magasin No. 1 – 2002*.

Copies of *NIKK Magasin* can be

ordered from NIKK, P.O. Box 1156, Blindern, NO-0317 Oslo, Norway, via email: nikk@nikk.uio.no or downloaded from their website.

ficking in women. A number of authors from the Nordic and Baltic countries and Russia explore and describe various aspects of prostitution and trafficking in women in the region.

The special issue, which is available in English, has been widely distributed to the public at various events and activities organized during the campaign year. Some of the articles from the special issue have been translated into Scandinavian and are available for downloading at the NIKK website. The special issue has also been highly requested for use in e.g. schools, for lectures, for seminars in conjunction with showings of the film *Lilja 4-ever*, and by NGO's and the public, not only in the Nordic and Baltic countries, but also in Europe and North America.⁶

6. For more information, please consult: <http://www.nikk.uio.no>

6 Cooperations with NGO's

Governments have the primary responsibility for the implementation of obligations committed to under different international agreements with the object to combat trafficking in human beings and to protect the rights of women and children.

However, in the global struggle against trafficking in women, the work of experienced local, regional and international non-governmental organizations is indispensable.

In particular, NGO's have an important role to play in organizing and implementing different measures to prevent trafficking in women. Their involvement is also crucial when establishing effective and functioning mechanisms for the protection, support and reintegration of victims of trafficking in women – in the countries of origin, transit and destination.

A key focus of the Nordic Baltic Campaign has been to encourage the participation of those local and regional NGO's that have extensive knowledge and experiences in working against prostitution and trafficking in women, in the planning and organizing of different aspects of the Campaign. Hence, NGO's have actively taken part in the planning and implementation of the national campaigns; as members of national working groups, as organizers of seminars and as partners in the future national work against trafficking in women.

In order to establish a platform for dialogue and concrete cooperation between Nordic and Baltic NGO's, the Norwegian umbrella organisation, *FOKUS*,¹ was invited to take responsibility for the preparation and co-ordination of the content of the Second Joint

1. Forum for Women and Development, a Norwegian resource centre

for women, gender and development with 58 affiliated organisations.

Seminar on protection and support for victims of trafficking, which took place in Vilnius, Lithuania in October 2002. This project was undertaken in collaboration with the Lithuanian women's organization, *Women's Information Issues Centre*², and a local Seminar Working Group.³ A report on this project will be made available on the Nordic Baltic Campaign website during spring of 2003.⁴

During the campaign period, Nordic and Baltic NGO's have together established the beginning of an ongoing regional partnership; a collaboration, which in the end will benefit those women and children that are the victims of trafficking in human beings. In order to support the continuing cooperation between the Nordic and Baltic NGO's, a one-day Nordic Baltic NGO conference will take place in Sweden during 2004.

2. See: *Appendix 3, List of Nordic Baltic Non-Governmental Organizations.*

3. Members of the Working Group: Lithuanian coordinator, Campaign coordinator, the national coordinators from Norway and Denmark and representatives from the Nordic

Council of Ministers Information Office in Vilnius as well as the Information Department of the NCM Secretariat in Copenhagen.

4. See: *Project description "Seminar on victim protection and support, Vilnius 2002: The role of Non-Governmental Organizations"* (September 5, 2002).

APPENDIX I

Abbreviations

IOM	International Organization for Migration
NBWG	Nordic Baltic Working Group (short for Intergovernmental Working Group for the Nordic Baltic Campaign against Trafficking in Women)
NCM	Nordic Council of Ministers
NGO	Non-governmental organization
NIKK	Nordic Institute for Women's Studies and Gender Research

Palermo Protocol

The United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention against Transnational Organized Crime was opened for signatures in Palermo, Italy on December 12, 2000.

APPENDIX 2

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Lithuania

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vjurseniene@socmin.lt

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Norway

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Ministry of Justice
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Sweden

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APPENDIX 3

List of Nordic and Baltic Non-governmental Organizations Working Against Prostitution and Trafficking in Women 2002

Denmark

Reden (Shelter and treatment center for women in prostitution)
Director: Dorit Otzen
Gasværksvej 24
DK-1656 Copenhagen V
Tel.: +45 3323 4052
Fax: +45 3323 4051
kontakt@reden.dk
www.reden.dk

Reden – Stop Kvinnehandel (Reden – Stop Trafficking: NGO working to support victims of trafficking as out lined in the Danish Action Plan Against Trafficking in Human Beings)
Manager: Trine Lund-Jensen
Fredriksbergsgade 28, 3rd floor
DK-1459 Copenhagen K
Tel.: +45 3391 4810
Hotline: +45 70 20 25 50
info@stopkvindehandel.dk
www.stopkvindehandel.dk

Videns- og Formidlingscentret for Socialt Udsatte (Danish Centre for Research on Social Vulnerability)
Suhmsgade 3
DK-1125 Copenhagen
Tel.: +45 33 17 09 00
Fax: +45 3317 09 01
kbh@vfcudsatte.dk

Dansk Kvindesamfund
(the Danish Women's Society)
Chairperson: Karen Hallberg
Niels Hemmingsensgade 10
DK-1153 Copenhagen K
Tel/ Fax: +45 33 15 78 37
Kontor@kvindesamfund.dk
http://www.kvindesamfund.dk

Kvinderådet (Women's Council – umbrella organization for Danish women's organizations)
Chairperson: Inge Skjoldager
Niels Hemmingsensgade
Postboks 1069
DK-1008 Copenhagen K
Tel: +45 33128087
Fax: +45 33126740
kvr@kvinderaad.dk
http://www.kvinderaad.dk

Landsorganisationen af kvindekrisecentre
(National Organization of Shelters for Battered Women and Children – LOKK)
Chairperson: Jytte Mejnholm
Applebys Plads 7, 3rd floor
DK-1411 Copenhagen K
Tel: +45 32 95 90 19
Fax: +45 32 95 90 69
sekretariat@lokk.dk
www.lokk.dk

Finland

Kvinnoorganisationer i Samarbete
 NYTKIS ry (The Coalition of Finnish
 Women's Associations for Joint Action)
 Bulevarden 11 A 1
 FIN-00120 Helsingfors
 General Secretary: Taina Riski
 taina.riski@nytkis.org
 Tel: +358 9 278 4780
 Fax: +358 9 643 193
 www.nytkis.org

Naisten Linja (National Women's
 Line in Finland)
 Mannerheimvägen 40 A 15
 FIN-00100 Helsingfors
 Tel: +358 9 436 1008
 Fax: +358 9 436 1088
 projektsihtööri@naistenlinja.com
 Website: <http://www.naistenlinja.com>

Duovvi
 c/o Annukka Aikio
 Äimäkota,
 FIN-99980 Utsjoki
 Tel: +358-16-677 127

Monika – Multicultural Women's
Association & Women's Resource Center
 Melkonkuja 6
 FIN-002 10 Helsinki
 Tel/ Fax: +358 9 692 23 04
 monika.naiset@surfeu.fi

Pro-tukipiste (Prostitute Counselling
 Centre) and *Meritähti-Seastar project*
 Vilhonkatu 4 B 20
 FIN-00100 Helsinki
 Tel: +358 9 7262 877
 +358 9 6842 5570
 Fax: + 358 9 7231 0250
 toimisto@pro-tukipiste.fi
 www.pro-tukipiste.fi

Estonia

Inimõiguste Teabekeskus (Legal
 information Centre for Human Rights)
 Nunne tn. 2
 EE-10133, Tallinn
 Tel: +372 +6464270
 Fax: +372 6464 272
 Centre@lichr.ee
 www.lichr.ee

Kriisiabikeskus (Crisis
 Intervention Center in Tallinn)
 Aia tn. 13B
 EE-10111 Tallinn
 Tel: +372 6 314 300
 Fax: +372 6 410 711
 kriisiabi@infonet.ee
 www.metodistikirik.ee/ahja/kriis.htm

NGO AIDS-i Tugikeskus
 (AIDS Information & Support Center)
 Narva mnt. 48
 EE-10150 Tallinn
 Tel: +372 627 3500
 aek@aids.ee

Eesti Avatud Ühiskonna Instituut
 (The Estonian Open Society Institute)
 Narva mnt. 25
 EE-10120, Tallinn
 Tel/ Fax: +372 633 7361
 iris.pettai@neti.ee

Eesti Naisuurimus-Ja Teabekeskus
 (Estonian Women's Studies
 and Resource Centre)
 Narva mnt. 25 – 410
 EE-10120 Tallinn
 Tel/ Fax : +372 + 6409 173
 enut@tpu.ee
 www.enut.tpu.ee

NGO Living for Tomorrow
Narva mnt. 48
EE-10150 Tallinn
Tel: +372 627 3500
Fax: +372 627 3510
sirle@aids.ee

Iceland

Stígamót (Counselling and
information centre for women
survivors of sexual violence)
Vesturgötu 3
IS-101 Reykjavík
Tel: + 354 562 6868
Fax: +354 800 6868
stigamot@stigamot.is
<http://www.stigamot.is/>

Kvennaráðgjöfin
(Women's Advice Agency)
Túngötu 14
IS-101 Reykjavík
Tel: + 354 552 1500

Neyðarmóttaka vegna nauðgana
(the Emergency Room
for Victims of Rape)
Landspítali Háskólasjúkrahús Fossvogi
IS-108 Reykjavík
Tel: + 354 525 1710

Kvennaathvarfið (Women's shelter)
P.O. box 1486
IS-121 Reykjavík
Tel: + 354 561 1205
Fax: + 354 800 6205
kvennaathvarf@islandia.is

Latvia

NGO Crisis Center
Contact person: Abozina Aiga
Kungu str.
LV-1050 Riga
Tel: +371 722 29 22

*National Working Group
against Trafficking in Women*
Contact person: Solvita Rudovica
Tallinnas str. 6
LV-1001 Riga
Tel: +371 737 87 43
Fax: +371 737 64 20

Lithuania

Women's Issues Information Center
Contact person: Jurgita Pecuriene
wiic@undp.lt

Missing Persons Family Support Center
Contact person: Ona Gustiene
hra@mail.adecoma.lt

Child house
Contact person: Evaldas Karmaza
evaldas.karmaza@fsf.vu.lt

Norway

FOKUS (Forum for Women
and Development)
Contactperson: Björg Skotnes
Storgata 11
NO-0155 Oslo
Tel: +47 23 01 0300
focus@fokuskvinner.no
Website: <http://www.fokuskvinner.no>

Juridisk rådgivning for kvinner (JURK)
(Legal Advice for Women)
Contact person: Marianne Beck
Arbinsgate 7
NO-0253 Oslo
P.O. Box 2691
NO-0204 Oslo
Tel: +47 22 84 29 50
jurk@jus.oiu.no
www.jurk.no

Krisesentersekretariatet

(The national organization
for women's shelters)
Contact person: Tove Smaadahl
Storgata 11
NO-0155 Oslo
Tel: +47 23 01 03 41
Fax: +47 2301 03 01
ks.sekretariatet@oslo.online.no
www.krisesenter.com

Kvinnefronten (Womens Front)

Storgaten 11
NO-0155 Oslo
Tel: +47 41570643
kvinnefronten@online.no
www.kvinnefronten.no

Kvinnegrupp Ottar

(Women's Group Ottar)
Boks 516
NO-4001 Stavanger
Tel: +47 916 030 69
stavanger@ottar.as
http://ottar.as

Non NGO's

Hjelpetjensten Tana Kommune
(Social authorities on municipal level)
helene.hernes@tana.kommune.no

Likestillingssentret

(Centre for Gender Equality)
P.O. Box 8049 Dep.
NO-0031 Oslo
Tel: +47 22 24 25 71
Fax: +47 22 24 95 21
postmottak@likestilling.no
www.likestilling.no

Sweden

*Bellas Vänner (Counseling
and assistance for women
exiting prostitution)*

Ystarvägen 147
SE-906 25 Umeå
Tel: +46-90-18 27 20
janna@bellasvanner.org

*ECPAT Sverige (End child
prostitution, child pornography
and trafficking in children for
sexual purposes)*

Contact person: Helena Karlén
helena@ecpatsweden.org
Nybrokajen 7, 3 tr.
SE-111 48 Stockholm
Tel: +46-8-611 99 34
info@ecpatsweden.org
Website: <http://www.ecpatsweden.org>

*Kvinna till kvinna (Fundraising
foundation supporting women
in areas affected by war and conflicts)*

Contact person: Eva Zillén
Tjärhovsgatan 9
SE-116 21 Stockholm
Tel: +46-8-702 98 20
eva.zillen@itkt.se
www.itkt.se

Kvinnoforum (Women's Forum)

Contact person: Carolina Wennerholm
carjo@kvinnoforum.se
Tomtebogatan 42
SE-113 38 Stockholm
Tel: +46-8-56 22 88 00
info@kvinnoforum.se
www.kvinnoforum.se

*Nätverket mot pornografi och
prostitution (Network against
pornography and prostitution
with Internet mailing list)*

Contact person: Clara Bodin
Tel: +46-18-515446
Clara.Bodin.4370@student.uu.se

*RIFFI – Riksförbundet Internationella
Föreningen för Invandrarkvinnor*
(International organization for
migrant women)
Norr tullsgatan 45
SE-113 45 Stockholm
Tel: +46-8-30 21 89
Fax: +46-8-35 53 23
ana_oviedo@hotmail.com

*ROKS (National Organization
for Women's Shelters and Young
Women's Hotlines)*
Contact person: Malin Olsson
Hornsgatan 66
SE-118 21 Stockholm
Tel: +46-8-442 99 30
info@roks.se
www.roks.se

*SKR – Sveriges kvinnojourers
riksförbund (Organization for
Women's Shelters in Sweden)*
Contact person: Ann-Marie Tung
Bondegatan 40, 2 tr.
SE-116 33 Stockholm
Tel: +46-8-642 64 01
kvinnojourernas@telia.com
www.kvinnojourernas.com

Sveriges kvinnolobby
(the Swedish Women's Lobby)
Chairperson: Anki Elken
Norr tullsgatan 45
Box 232 29
SE-104 35 Stockholm
Tel: +46-8-32 22 50
Email info@sams.a.se
www.sverigeskvinnolobby.a.se

*Netzwerk i Nord (Activist network
against prostitution in the Barents region)*
Contact person: Eva Engman
c/o Kvinnojouren Iris
Box 281
SE-971 08 Luleå
eva.engman@roks.se

Social authorities on the municipal level working against prostitution

ProsCentrum Stockholm
Contact person: Christina Almelund
Högbergsgatan 27, n.b.
SE-116 20 Stockholm
Tel: +46-8-508 25 241
proscentrum@sot.stockholm.se

Uppsökarenheten
Contact person: Agneta Borg
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agneta.borg@sot.stockholm.se

Prostitutionsgruppen Göteborg
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Tel: +46-31-85 11 99
www.centrum.goteborg.se/prod/
Centrum/cityenhetendalis.nsf

Prostitutionsgruppen Malmö
Västra Kanalgratan 4
SE-211 41 Malmö
Tel: +46-40-34 59 36
prostitutionsgruppen@malmö.se

*RISOK (Network for social
authorities working against prostitution)*
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APPENDIX 4

Selected Bibliography

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- National Programme against Commercial Sexual Exploitation and Sexual Abuse of Children 2000–2005* (Lithuania).
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- Project description: Seminar on victim protection and support, Vilnius 2002: The role of Non-Governmental Organizations* (FOKUS, Norway, September 5, 2002).
- Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime* (Doc.A/55/383, adopted by resolution A/RES/55/25 of 15 November 2000 at the fifty-fifth session of the General Assembly of the United Nations).
- Regeringens proposition till Riksdagen med förslag till revidering av bestämmelserna för främjandet av säkerheten på allmänna platser* (Finland).
- Regeringskansliet, Proposal on a campaign in the Nordic and the Baltic countries to combat trafficking in women* (15 June 2001) (Sweden).
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- Summary from the informal ministerial meeting in Vilnius June 15, 2001* (Nordic and Baltic Gender Equality Ministers).
- The Nordic-Baltic campaign to combat trafficking in women – Mandate for a Nordic Baltic Working Group* (16 January 2002/CP).
- United Nations Convention on the Rights of the Child* (CRC) (U.N. Doc. A/44/49 [1989]).
- United Nations Convention against Transnational Organized Crime* (Doc.A/55/383, adopted by resolution A/RES/55/25 of 15 November 2000 at the fifty-fifth session of the General Assembly of the United Nations).
- United Nations Convention on the Elimination of Discrimination Against Women* (CEDAW) (U.N. Doc. A/34/46 [1979]).

Statement and Recommendations concerning Trafficking in Women in the Nordic and Baltic Countries adopted at the Informal Nordic Baltic Ministers' Meeting in Stockholm, Sweden, April 9, 2003

- Trafficking in women and children is a serious and growing problem all around the world. Every year thousands of women and children are recruited, transported, sold or purchased across our national borders and within our countries for the specific purpose of sexual exploitation. These women and children have become victims of a trans-national (*global*) industry, which is extremely profitable and well-organized.

- We, the Nordic and Baltic Ministers of Gender Equality in collaboration with the Ministers of Justice, reconfirm our commitment to counteract trafficking in women with the recognition that full gender equality and equal participation of women and men in all fields of our societies cannot be brought about as long as some women and children in our countries are victims of trafficking.

- Through our joint activities, we have discussed different initiatives to prevent trafficking in women, and how to protect and support those women and children who are victims of this harmful and dangerous trade. We have taken steps to improve standard procedures and become more efficient in the prosecution of those groups and networks that traffic women and children for sexual purposes.

Statement and recommendations

- We, the ministers of Justice, Gender Equality and Interior in the eight Nordic and Baltic countries, have gathered today in Stockholm to conclude the first phase of our trans-national collaboration against the trafficking in women in our region; the Nordic Baltic Campaign against Trafficking in Women, which took place in 2001–2002.

- We note with satisfaction that the links between our countries have been strengthened during this Campaign; on a government level as well as between authorities and non-governmental organizations.

- We are now ready for further action. Today we have committed ourselves to continue the work that we initiated two years ago. We have decided to put into place a number of concrete measures for the long-term practical cooperation between our countries in the struggle against trafficking in human beings, especially women and children, in our region.

We have agreed:

- *that* work against trafficking in human beings, especially women and children, will be undertaken as a political priority in all our countries;
- *that* all measures against trafficking in human beings, especially women and children, that we put in place are consistent with internationally recognized principles of non-discrimination (including non-discrimination based on gender, race, ethnicity, disability and sexual orientation) and that they take into account the respect for the human rights and fundamental freedoms of the victims;
- *that* all actions and initiatives to prevent the trafficking in human beings, especially women and children, have a gender sensitive perspective and do not inhibit immigration or freedom of travel and mobility consistent with laws or undercut the protection provided to refugees in international law;¹
- *that* we will continue to support the development and work of a network of those Nordic and Baltic non-governmental organizations that actively work against trafficking in human beings, especially women and children, in our region;
- *that* we will develop and implement national action plans against trafficking in human beings, especially women and children, no later than year 2005.

1. According to the *United Nations Secretary General's 1998 Report on Trafficking in Women and Girls*, A/53/409, para. 22.

We have agreed on the Prevention issue

- *that* we will continue to support prevention projects directed towards groups of especially women and children that are particularly vulnerable to recruitment for trafficking in human beings in our region, including by extending the funding until the end of year 2003 for the information and awareness raising activities undertaken by the three Baltic national coordinators;
- *that* we will put into place and strengthen existing measures, including through sustainable development measures, to alleviate the circumstances that make women and children particularly vulnerable to trafficking in human beings, such as poverty, unemployment, lack of education, male sexual violence, as well as lack of equal rights and opportunities;
- *that* we will, in collaboration, develop and implement different measures that discourage the demand that fosters all forms of exploitation of persons, especially women and children, that leads to trafficking, following the directions in Article 9.5 of the *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children*;

We have agreed on the Victim Protection and Support issues:

- *that* the Nordic and Baltic countries which have not yet investigated the possibilities of providing victims of trafficking in human beings with temporary or permanent residence permits in the destination countries, in connection with victim assistance programs, carry out such investigations;
- *that* we will consider the possibilities of supporting the development and implementation of a multilateral cooperative pilot project between Nordic and Baltic non-governmental organizations designed to provide for the legal, social, economic, medical and psychological care, safety and protection in the countries of destination, as well as for the safe and planned re-integration of returning victims of trafficking in human beings in the countries of origin;

Prosecution, Legal Framework and Police Cooperation

We have agreed on the Prosecution, Legal Framework and Police Cooperation issues:

- *that* the Nordic and Baltic countries will, as a matter of priority, sign, ratify and nationally implement the United Nations *Convention on Transnational Organized Crime* and the *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children*;
- *that* we will consider the possibilities of supporting the development and implementation of joint training and exchange programs for Nordic and Baltic law enforcement, immigration and other relevant officials with the aim to ensure effective investigation and prosecution of cases of trafficking in human beings for sexual, and other forms of exploitation, while respecting the fundamental rights of the victims.
- We are pleased that governments, governmental authorities and our non-governmental organizations in the Baltic and Nordic countries are joining forces to combat the trade in human beings, especially women and children.