



GENDER STREET

**A transnational initiative on social and labour inclusion
for trafficked women and migrant sex workers**



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Table of content

Introduction	7
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Chapter 1

The Gender Street project

1.1 Trafficking in persons and prostitution: A brief overview	9
1.2 Trafficking in persons and prostitution in the countries of the Gender Street project	11
1.2.1 Italy	11
1.2.2 The Netherlands	13
1.2.3 Austria	14
1.3 The Gender Street project	15

Chapter 2

National provisions and obstacles to the social and labour inclusion of trafficked women and migrant sex workers

2.1 Italy	21
2.2 The Netherlands	27
2.3 Austria	34
2.4 Obstacles to social and labour inclusion	37

Chapter 3

Strategies and good practices of social and labour inclusion implemented through the Gender Street project

3.1 Fundamental principles and approaches	45
3.2 Good practices on social and labour inclusion	47
– LI.FE. - <i>Libertà Femminile</i> (Italy)	48
– <i>Strada: Recupero socio-lavorativo delle donne oggetto di tratta</i> (Italy)	55

– Improving Future Job Opportunities for Victims of Trafficking in Persons (The Netherlands)	68
– SILA - Low Threshold Access to Counselling and Qualification for Female Sex Workers (Austria)	78

Chapter 4

Networking: Principles and practices carried out by the national partner projects

4.1 Principles and goals shared by the partners	87
4.2 National projects' networks	88
– LI.FE. - <i>Libertà Femminile</i> (Italy)	88
– <i>Strada: Recupero socio-lavorativo delle donne oggetto di tratta</i> (Italy)	93
– Improving Future Job Opportunities for Victims of Trafficking in Persons (The Netherlands)	98
– SILA - Low Threshold Access to Counselling and Qualification for Female Sex Workers (Austria)	102

Chapter 5

Recommendations

– International institutions	107
– National governmental institutions	109
– Law enforcement agencies and judiciary authorities	111
– Public and private social organisations and training agencies	112

Annexes

1. The national Equal projects	115
2. Transnational meetings	123

Introduction

This publication is the result of over two years of meetings, discussions through email and telephone and exchange of information and experiences between four projects in Italy, Austria and the Netherlands on the issue of social and labour inclusion of migrant sex workers and trafficked women. This co-operation took place within the framework of the Equal Community Initiative of the European Union. Four projects shared obstacles and good practices and exchanged information on their working methodologies.

The results of this co-operation, which was called the “Gender Street project,” are described in this publication. In the first chapter there is a short description of the situation of trafficking in human beings and prostitution in each of the participating countries and also a brief description of each of the national projects. Furthermore, the objectives and context of the co-operation process is explained.

In Chapter Two there is an analysis of national legislation, policies and intervention systems in Italy, the Netherlands and Austria in the field of anti-trafficking in human beings and prostitution. This analysis is focused on specific issues such as protection measures, residence permits, access to housing, social and health assistance and access to education, vocational training and employment for the target groups of trafficked women and migrant sex workers. From this analysis a number of obstacles to social and labour inclusion are identified and described for each country.

Based on the analysis of the obstacles in the second chapter, Chapter Three focuses on strategies and practices to improve social and labour inclusion. To begin with, the basic working principles that form the basis for the identification and description of good practices from each of the national projects are explained.

Chapter Four explains the variety of network models developed by the different national projects. Each of the projects has a unique networking strategy, with strengths and weaknesses, and this comprises the focus of this chapter.

Final recommendations regarding social and labour inclusion for trafficked women and migrant sex workers form the bulk of Chapter Five, differentiating between international organisations, national governments, law enforcement agencies and non-governmental organisations.

Finally, there are two annexes with more extensive descriptions of each of the national projects and a summary of the transnational meetings that have been carried out in the framework of the Gender Street co-operation.

Chapter 1

The Gender Street project

1.1 Trafficking in persons and prostitution: A brief overview

The supplementary Protocol on Trafficking in Human Beings to the UN Convention on Transnational Organised Crime defines “trafficking in persons” as “the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation.”¹

In plain words, trafficking is an abhorrent mixture of forced labour, coercion and exploitation. The crime of human trafficking is an ancient one which continues to thrive. It impacts upon every continent and region of the world and continues to sustain yearly growth.

The political and economic changes which occurred after the fall of the Berlin wall in Eastern Europe and the former Soviet Union and the unfair international division of resources and labour between the northern and southern hemisphere are some of the main causes of increasing social and gender inequities, precariousness, poverty, interethnic conflict and authoritarianism.

In the last 15 years, continuously larger populations affected by social and economic crises have felt the need to carry out their own life projects outside their country of origin, foreseeing access to better economic and social opportunities. At the same time, destination countries have developed legal and political restrictions to this immigration.

¹ Article 3 of the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime.

This scenario has encouraged the industry of trafficking in human beings, which is one of the main contemporary businesses managed at both local and international level by organised crime syndicates. Different types of players are involved in this international business and can be found in the countries of origin, those of transit and destination.

In the majority of the European countries, migrant women constitute a significant percentage of the country's sex workers, in some cases as high as 70%. The TAMPEP (Transnational AIDS/STI Prevention Among Migrant Prostitutes in Europe) network has registered that the number of new subjects entering prostitution in the Western Europe is constantly increasing as well as the number of nationalities among sex workers. During the first year of the TAMPEP project in 1993-1994, the presence of 10-12 different nationalities within the EU countries have been recorded. Last year 40 different nationalities have been recorded though coming from the same geographical areas: Latin America, Central and Eastern Europe, West Africa and Asia. The number of women migrating from Central and Eastern Europe and the Balkans to the EU countries is gradually increasing – in this moment the presence of Eastern European women and from the Balkan region in EU countries is on average 30-40% of the total sex workers population.²

Forced prostitution is an important sector of exploitation in which trafficked women are inserted. This situation increased in the early 1990s and has gone through many changes so that trafficking in human beings for sexual exploitation has become a structured criminal sector operated by different players in the countries of origin, transit and destination of the victims.

The United Nations Centre for International Crime Prevention (CICP) estimates that the annual global turnover derived from human trafficking is between 7 and 8 billion US dollars, comparable to the turnover generated by the global traffic in narcotics.³ Given this financial scale, it is perhaps not surprising that the crime is now increasingly controlled by international organised crime syndicates, regional groups or individuals that display a ruthless disregard for the

² TAMPEP, *TAMPEP 5 (September 2000/February 2002). Final Report*, Vol. 1, Amsterdam, 2002, p. 19.

³ Cf. www.uncjin.org/CICP

human rights of their victims, who suffer the most grave forms of physical and psychological abuse. To date, most European countries have not paid enough attention to this problem.

Trafficking is – first and foremost – a violation of human rights, predominately, women’s human rights. In fact, traffickers focus on women and girls who, besides economic and social difficulties, also suffer gender discrimination in their own countries and, thus, try to find new opportunities abroad. Women are offered lucrative careers abroad in jobs such as waitresses, dancers, artists, escorts, domestic workers or beauticians. International marriage agencies may also be covers for trafficking businesses.

In many cases, it is only when these women arrive in the country of destination that they realize the deceptive nature of the original agreement with the trafficker and find themselves forcibly exploited as prostitutes. In some cases, the victims are aware of the work they will be obliged to do, but not of the conditions. Their expectations are of a high level of independence and control over their work.

1.2 Trafficking in persons and prostitution in the countries of the Gender Street project

1.2.1 *Italy*

The Italian law on prostitution (Merlin Law, 1958) freed women prostitutes from brothels, obligatory health checks, and police controls. However, this law, still valid, contains abolitionist tendencies since, for instance, it punishes aiding and abetting prostitution, and it forbids organising prostitution in any premises.

The street is the place where prostitution and trafficking for the purpose of sexual exploitation are most obvious. Yet, a “mixed” form of prostitution takes place: women prostitute themselves in different venues (not only streets but also apartments, hotels, night clubs, massage parlours, etc.). No reliable figures on the phenomenon exist; the ones provided are so diverse that they highlight the need to develop a scientific monitoring tool to collect and collate consistent data.

The percentage of migrant sex workers on the street is much higher than that of Italian women, in some cities the rate reaching 90%. The majority of the foreigners are clandestine migrants and

some of them are trafficked from their countries of origin. Figures of the Italian Ministry for Foreign Affairs and the Ministry of Interior estimate that during 2003 between 18.000 and 25.000 women arrived in Europe, most of them through Italian borders.⁴

Until the 1980s, migrant prostitution was not a systematic and well-organised phenomenon but, after 1989, the scenario changed with the first wave of migrant women who came to Italy to work and/or be exploited in the sex industry. In 1991, African women appeared on the streets, followed by the Albanians in 1993. In 1997, the flow of migration of women from Eastern Europe and the countries of the former Soviet Union started and, as a result, many girls and women from Ukraine, Latvia, Moldova, Romania, Hungary, and Bulgaria arrived in Italy.

In some areas of the country, there are a significant percentage of women from Nigeria, mainly from Edo State. In the last few years, also due to the higher level of awareness of the phenomenon of trafficking, resulting from the numerous campaigns of sensitisation carried out in Nigeria, traffickers have changed their area of recruitment – moving towards very poor and isolated places of the country, where women with scarce school education and economic resources live. The latter, once they fall prey to their exploiters, are likely to suffer higher levels of violence that is used as a punishment and/or as a tool to scare and keep them under control. Nigerian trafficked women are usually exploited by women of the same ethnic group called “madams.”

In recent years, the number of women from Albania has slightly decreased due to the escalation of police controls, while the number of Romanians has grown because they can easily get a three months visa for tourist purposes. The majority of women from other Eastern countries are exploited by the Albanian criminal organisations in cooperation with criminals from Italy and other Eastern European countries. Generally, control in the street is kept by creating a strong hierarchy between the women, empowering the eldest to control the younger ones.

The majority of trafficked women in Italy are between 18 and 30 years old; some of them are under 18, but usually they do not declare they are minors.

⁴ Cf. www.esteri.it

1.2.2 *The Netherlands*

In October 2001, prostitution was legalised in the Netherlands, with the aim of enabling the government to exercise better control. The new law legalises commercial organisation of voluntary prostitution by adults, so it is considered a legal economic activity. The legalisation has had enormous consequences for undocumented migrant sex workers, who have been working in Dutch prostitution for many years. There has been a big shift in work places from sex clubs and window brothels to more street prostitution and escort services, leading to migrant sex workers becoming more isolated and vulnerable to exploitation. Another consequence is the creation of new (clandestine) and occasional forms of prostitution, for example, in casinos, discotheques, hotels and private apartments, and through escort services. Some regulated street prostitution zones have been closed. The composition of the groups of sex workers has not changed: the majority are women, most of whom are migrants from different countries, especially from Central and Eastern Europe.

With respect to trafficking in human beings, in the Netherlands both internal and cross-border trafficking exists. Internal trafficking affects mainly young Dutch girls who fall victim to the so-called “loverboys” – young pimps who trick the girls into an affective relationship and then manipulate them into prostitution. Another group recruited for forced prostitution within the Netherlands are young asylum seekers, especially the ones who migrated alone. With regard to cross-border trafficking, which composes approximately 75% of trafficking in the Netherlands, the large majority of victims come from Central and Eastern Europe (mainly Bulgaria, Romania, and Russia), followed by Western Africa (mainly Nigeria, Sierra Leone and Cameroon).⁵ Visa obligations do not seem to influence the existence of trafficking; victims come both from countries where visas are required as well as from visa-free countries. Estimations by the National Rapporteur on Trafficking in Human Beings indicate that only 5% of the victims report the crime of trafficking to the police.⁶ Trafficking routes are mainly over land through Germany and many

⁵ National Rapporteur on Trafficking in Human Beings, *Trafficking in Human Beings: First Report of the Dutch National Rapporteur*, The Hague, the Netherlands, 2002.

⁶ Idem.

victims are found in possession of a false or falsified passport. Traffickers use different coercion methods to force and keep women into prostitution: earnings are confiscated, freedom is limited and threats of violence are imposed on victims. African victims of trafficking also report the use of voodoo techniques.

1.2.3 *Austria*

In Austria there is a so-called “regulatory system,” which especially complicates the situation for migrant prostitutes who are subject to both prostitution and immigration laws.

Due to this regulatory system, in recent years, there has been an enormous increase of migrant prostitution outside the established system of control. This has caused a lack of protection of migrant sex workers and legal, social, and health exclusion of most migrant women who work in prostitution in Austria.

Although prostitution is not penalised, the system of registration and control, as well as the police practices, link it to organised crime and this is highlighted in the case of migrant sex workers.

The presence of migrants in the prostitution scene dates back to the beginning of the 1980s and has increased without interruption throughout the country. Field work research by Lefö/TAMPEP as well as interviews by health service providers and other information collected indicates that around 70% of prostitutes in Austria are migrants.⁷ In Vienna and Linz, as well as in bordering towns, the percentage of migrant sex workers is even higher. In many small towns of the province the percentage of migrant sex workers reaches 100%.⁸

While the number of Latin American sex workers, mainly Dominicans, has remained quite stable, that of Eastern European sex workers has increased. Many Dominican women, as well as Hungarians and some Asian women, belong to earlier migration waves and have been living in Austria for several years.

The younger women, and those who have only been in Austria for a short time, come from Central Europe, mainly from the Czech Republic and Slovakia. There are also women from Bulgaria, Roma-

⁷ TAMPEP, *op. cit.*, p. 58 f.

⁸ *Idem.*

nia, Poland, Russia and Ukraine. Simultaneously, the percentage of African women is increasing, especially from Nigeria.

At the end of the day, while the sex industry grows and becomes increasingly profitable, migrant women become more vulnerable, depend on a variety of intermediaries and are exposed to a multitude of exploitation and violence.

1.3 The Gender Street project

In order to address the many issues raised by the growth of trafficking in Europe, a multi-national co-operation was established in year 2002, under the name of “Gender Street.” The Gender Street project combined four different national Equal (Equal Initiative Programme of the European Union - European Social Fund) projects: LI.FE. - *Libertà Femminile*⁹ (Italy), *Strada: Recupero socio-lavorativo delle donne oggetto di tratta*¹⁰ (Italy), Improving Future Job Opportunities for Victims of Trafficking in Persons (the Netherlands), and SILA - Low Threshold Access to Counselling and Qualification for Female Sex Workers (Austria).

All national projects developed activities against trafficking in women and actions to reduce discrimination and stigmatisation that trafficked women and migrant sex workers must face when they reenter society and the labour market. The two Italian and the Dutch projects specifically targeted trafficked women, while the Austrian project focused on female sex workers. This difference in target groups was a point of attention throughout the co-operation process. Although the target groups of national projects may have had different characteristics, also in relation to the distinct context they were in, the partnerships shared the need to work on common fundamental issues to support the social and work integration of women victims of human trafficking and to guarantee their rights of citizenship.

In implementing their work, the Gender Street partners shared the view that support and protection programmes for the victims of trafficking and/or migrant sex workers should be based on the pro-

⁹ *Libertà Femminile* means “Female Freedom” in Italian.

¹⁰ *Strada: Recupero socio-lavorativo delle donne oggetto di tratta* means “Street: Social and work recovery of trafficked women” in Italian.

tection of individual human rights and on the principle of self-determination and empowerment of migrant sex workers who want to free themselves from situations of exploitation and coercion. Thus, every intervention focused on the individual situation, giving full respect to the beneficiaries' will and choices.

Objectives

The Gender Street partnership was aimed at the creation of models of specific intervention based on good practices of:

- social and labour inclusion of victims of trafficking and migrant sex workers;
- networking and mainstreaming activities.

The main objectives of the Gender Street project were to:

- reduce the barriers to the social inclusion of victims of trafficking and migrant sex workers;
- support their access to the labour market in the receiving countries and in countries of origin;
- reduce situations of dependency, exploitation and discrimination of victims of trafficking and sex workers in situations of coercion;
- improve the working conditions of female sex workers, who work under their own free will;
- create a European network with the capacity of implementation and dissemination of international good practices;
- create a dialogue with public institutions at local, national and European levels;
- formulate recommendations and guidelines for policy makers and other players engaged in the fight against human traffic and in providing services to the victims.

Activities

In order to achieve the abovementioned objectives, the partners developed and implemented the following activities:

- Research on and comparison of the obstacles to the social and labour inclusion of victims of trafficking and migrant sex workers, which focused on:

- national and local legislation, in terms of criteria for obtaining a residence permit and the access to protection measures;
 - conditions required to access social services and health care facilities;
 - obstacles to enter the labour market, educational and vocational training, and housing facilities;
 - situation of co-operation and networking between public and private institutions;
 - stigmatisation of the target groups;
 - individual backgrounds of the target groups;
 - social, economic and cultural situation in the countries of destination.
- Research on and comparison of networking and mainstreaming activities, that focused on:
 - objectives of the networking models of each partner’s project;
 - players involved;
 - networking processes and activities;
 - strengths and weaknesses of models of co-operation;
 - gauging results;
 - identification of good practices of each partner’s project and their exchange.

After sharing research findings, the partners identified the practices carried out by each national project to overcome the obstacles to the social and labour inclusion of the target groups and to implement networking and mainstreaming activities. Then, out of the total of the practices collected, each partner selected two or three practices that led to good results, in terms of efficiency, transferability and sustainability. Such practices were described, presented and discussed during the transnational meeting held in Pisa (29-31 January 2004) and have been included in this publication (Chapter 3).

The partners

- LI.FE. - *Libertà Femminile* (Italy)

The aim of the “LI.FE. – *Libertà Femminile*” project was the creation of a network, which would create a working methodology to reintegrate women victims of trafficking into society, housing and the labour market.

The project involved 11 local partners (public authorities, private and religious organisations, NGOs, entrepreneurial associations and training agencies) active in the province of Turin, namely: Province and Municipality of Turin, Municipality of Moncalieri, University of Turin, *Confcooperative-Unione Provinciale of Turin*; *University of Turin*; *Ufficio per la Pastorale dei Migranti Curia Arcidiocesana*; *Associazione TAMPEP Onlus*; *Casa di Carità Arti e Mestieri*; *Associazione Compagnia delle Opere*; *Associazione Gruppo Abele*; *Cicsene*.

- *Strada: recupero socio-lavorativo delle donne oggetto di tratta (Italy)*

The project was aimed at improving the chances to escape exploitation and the opportunities of social inclusion and integration in the labour market for migrant women trafficked for the purpose of sexual exploitation. This general aim was pursued through a variety of actions such as research on underground prostitution and trafficking, outreach work, drop-in centre, social inclusion programmes, vocational guidance and on-the-job training.

The project involved three different geographical areas and several local players, namely:

- Area of Pisa: Province of Pisa, *Associazione Donne in Movimento*, *Cooperativa sociale Il Cerchio*, *Associazione Pubblica Assistenza*, *Legacoop*, *Api Toscana*, *CNA*;
- Area of Potenza: Province of Potenza, *Associazione Irfedi*, *Associazione Cestrim*, *Caritas Diocesana*, *Telefono Donna*;
- Area of Trento: Municipality of Trento, Municipality of Rovereto, *Associazione Lila*, *Cooperativa Sociale Kaleidoscopio*, *Cooperativa Sociale Samuele*, *Cooperativa Sociale Punto d'Approdo*.

Each local partnership also included a wide network of local agencies that provided services and support directly or indirectly to the beneficiaries. At the national level, *Associazione On the Road* provided the scientific supervision and *Associazione Tecla* the technical coordination.

Both *Strada* and LI.FE. - *Libertà Femminile* were aimed at assisting women trafficked and sexually exploited, who intended to free themselves from exploitative and coercive conditions. Both projects intended to accomplish this goal through programmes of social assistance and integration set out by the Italian legislation.

- *Improving Future Job Opportunities for Victims of Trafficking in Persons (the Netherlands)*

The overall aim of this project was to improve the integration possibilities of victims of trafficking in persons and forced prostitution into the labour market in the Netherlands or in their countries of origin. This was accomplished through integrated education and job training activities, contact with countries of origin and mainstreaming actions towards the Dutch government and the European Union.

The partnership was composed of three organisations in the Netherlands: BLinN-Humanitas, BLinN-Novib and TAMPEP International Foundation.

- *SILA - Low Threshold Access to Counselling and Qualification for Female Sex Workers (Austria)*

This project, carried out in the region of Vienna, intended to address, as the target group, all female sex workers (migrant as well as local sex workers, those who chose sex work voluntarily or those who have no other job opportunities). It included the establishment of a counselling centre, counselling, cultural mediation, outreach work, qualification and an internet platform. The counselling included issues such as access to the labour market, social security and health.

The partnership included: *Volkshilfe Wien*, *Lefö*, *abz-Wien*, *Waff Programm Management GmbH*, *Fonds Soziales Wien*, *Arbeitskammer Wien*, *Wirtschaftskammer* and the University of Vienna - Department of Political Science.

Working methodology

The partners discussed the planning, implementation and evaluation of the project activities during four transnational meetings organised between November 2002 and January 2004.

The first meeting, held in Amsterdam (27-30 November 2002), was dedicated to the presentation of the anti-trafficking activities and programmes to ease the conditions of migrant sex workers carried out in the countries of the project partners. Further, the specific objectives of the co-operation were defined. Thus, the executive project for a profitable transnational co-operation was established.

The second meeting, held in Turin (10-12 April 2003), was dedicated to the exchange of information on the obstacles to social inclusion of the target groups and to the discussion about the networking and mainstreaming activities carried out by each partner project.

During the third meeting, held in Vienna (9-11 October 2003), the partners described and discussed the formal and informal solutions adopted at the local levels to overcome the obstacles to social and labour inclusion of the target groups.

At the last meeting, held in Pisa (29-31 January 2004), the partners exchanged the good practices adopted locally and explained step by step the interventions implemented, focusing on the strengths and weaknesses of these activities and pointing out their elements of transferability to other countries.

Finally, following each meeting, the partners visited some local projects and assisted in the implementation of the identified practices.

Results and added value of the Gender Street transnational co-operation

The Gender Street co-operation process experimented with the difficulties of working groups composed of public and private organisations with different experiences and backgrounds. The partners greatly benefited from the co-operation established, in particular because they:

- shared and compared different methods of intervention;
- established an international co-operation that provided a wider view on the phenomenon tackled, methods and practices of intervention;
- visited associations and institutions, through which valuable information was collected from people working directly with the target groups in different areas and in distinct political and geographical contexts;
- exchanged new ideas through approaches experimented on and implemented by other organisations;
- met other professionals;
- elaborated and shared a unique work methodology, which can be transferred to other projects;
- strengthened the international network and diffused information outside their local context.

Chapter 2

National provisions and obstacles to the social and labour inclusion of trafficked women and migrant sex workers

The opportunities for social and labour inclusion for trafficked women and migrant sex workers depend on the existing legislative provisions, the national and local policies, and the available intervention systems. This chapter contains an analysis of national legislation and policies implemented in the countries of the project partners in the field of anti-trafficking in human beings and related phenomena, such as migration and prostitution. It also highlights the main identified obstacles to the social and labour inclusion of the project's target groups.

2.1 Italy¹

Legislation, policies and intervention programmes

On the 11th of August 2003, Italy established its first law to specifically punish the offence of human trafficking, law no. 228/2003 “Measures against trafficking in persons”, but so far it has not yet ratified the UN Trafficking Protocol signed in December 2000. This new law is a great improvement over the previous system: it finally includes the specific crime of trafficking in persons in the Penal Code and provides a new definition of reduction to slavery. It covers all forms of trafficking, slavery and servitude and contains elements of the crime – violence, abuse of authority, profiting from a situation in

¹ This text is based on updated excerpts of “Italy Country Report” by I. Orfano, with the assistance of M. Bufo, in Payoke, Associazione On the Road, De Rode Draad, *Research based on case studies of victims of trafficking in human beings in 3 EU Member States, i.e. Belgium, Italy and The Netherlands*, Antwerp, 2003.

which the other person is in a situation of physical or psychological inferiority, as well as internal and cross-border trafficking. The law provides for the compulsory confiscation of profits deriving from trafficking and the establishment of a “Fund for anti-trafficking measures” that will increase the funds allocated for the Programme of social assistance and integration of victims of trafficking through the Legislative Decree no. 286/1998 (Immigration Law).

However, due to its recent implementation, it is not currently possible to assess the impact and evaluate the results of this anti-trafficking law, both at the judicial and social level.² While waiting to verify the effectiveness of the new law, it is possible to state that the most effective tool implemented so far in Italy to fight human trafficking is doubtless Article 18 of the Legislative Decree no. 286 of 1998. This article has proved to be an effective instrument to support victims of trafficking, investigate the phenomenon and punish the traffickers. Most of all, it has acknowledged the status of victims of trafficking to thousands of migrants – women in particular – and provided them with special assistance, protection and a residence permit for humanitarian reasons. NGOs, associations and local authorities (Municipalities, Provinces, and Regions) yearly submit their project proposal to the Department for Equal Opportunities. The NGOs applying for the funding must involve, as a project partner, a local authority. Since its activation, the Programme has funded 289 projects throughout the country and provided 3,870 residence permits to trafficked persons.

The system of the Programme of social assistance and integration set up in Italy is based on a close relationship between the different agencies involved in the scheme: national government (through the Inter-ministerial Committee for the Implementation of Article 18), local authorities (co-financing and/or directly running Article 18 projects), non-governmental organisations, police and the judiciary. Therefore, it is possible to state that currently, a system of “welfare mix” guarantees the services to victims of trafficking in most Italian

² It is also important to underline that two other laws will have a strong influence on the phenomenon of human traffic in Italy: the Immigration law no. 189/2002 “Change of the discipline concerning immigration and asylum” (known as “Bossi-Fini”, after the politicians who proposed it) and, if accepted by the Parliament, the law proposal C.3826 “Provisions concerning prostitution” (known as “Bossi-Fini-Prestigiacomo”).

provinces. The good level of co-operation and networking among different players is also the result of a strong engagement by the NGOs, who are successful in involving local authorities and lobbying for new policies and legislation.

With respect to law enforcement, the Italian government has reorganised and trained liaison officers and the police officers stationed in the Italian consulates and embassies of the main countries of origin on the issue of trafficking, has enhanced international police co-operation and has appointed in each police headquarters (*Questura*) a “unique referent” officer who is responsible for the “Article 18 cases of human trafficking”, thus playing a significant role of interface amongst all relevant players involved.

The Programme of social assistance and integration provides a series of protection and assistance measures to the victims of trafficking, such as a variety of shelters, psychological support, health care services, legal consultancy and assistance, education, vocational guidance and training activities and support for the reintegration into the labour market.

In this context, it is important to mention the existence of outreach units and drop-in centres in different regions and cities. By visiting the prostitution areas directly, and by providing easily accessible services, these activities have proven to be very useful in contacting and identifying trafficked persons within the reached target group. Another important tool is the Toll Free National Hotline against Trafficking: the *Numero Verde Nazionale contro la Tratta*. This is a national hotline directed towards victims of trafficking, clients, social and law enforcement agencies and the population at large. It is composed of a single central headquarter that functions as a filter for the calls and 14 territorial branches located in 14 different regional or interregional areas throughout Italy, strictly connected with the Article 18 projects.

To conclude, the Article 18 Programme has been mainly applied to victims of trafficking for sexual exploitation in prostitution, even though it is directed towards all forms of human traffic. It is therefore necessary to fully implement the programme by providing services and schemes for victims of other types of trafficking and exploitation.

Access to protection measures and criteria to obtain a residence permit

Article 18 offers the possibility to victims of trafficking to receive a special residence permit, the so-called “Article 18 permit.” This permit applies to foreign citizens in situations of abuse or severe exploitation where their safety is considered to be endangered as a consequence of attempts to escape from the conditions of a criminal organisation or as a result of pursuing criminal action against the traffickers. Persons granted the Article 18 permit have to participate in a social assistance and integration programme offered by various local NGOs and local public authorities funded by the abovementioned Inter-ministerial Committee. They are also afforded access to social services and educational institutions, enrolment with the State’s employment bureau and are provided access to employment.

Two separate ways of obtaining the residence permit actually exist. The first one is a judicial procedure (“judicial path”), in which the Public Prosecutor has an important role to play, and the second one is a social procedure (“social path”), involving the local authorities, associations and NGOs as main reference points. The “judicial path” implies that the victim will co-operate with the police and the prosecutor. She/he will be instrumental in bringing charges against the perpetrator by filing a complaint. The “social path” does not require the formal report to the authorities, but the submission of a “statement” (containing provable key-information) by an accredited Article 18 agency or by the public social services of a City Council on the behalf of the victim. This is because some victims do not have relevant information about the criminal organisation; or the criminals have already been prosecuted; or “simply” because, at the beginning, they are too scared for their own or their relatives’ safety to press charges. Nonetheless, these factors do not diminish their “victim status” and the need to receive help and support. In the Italian experience, many women who began the “social path”, after having been reassured and having gained new trust in institutions and legality, came to the decision to file a complaint against their traffickers and/or exploiters.

Both paths lead, in the end, to a residence permit for education or for work, allowing the foreigner to remain in Italy in accordance with the regulations governing the presence of non-European Community

foreigners. This is an important starting point, not only because it places the main emphasis on the protection of the victims and on providing a means of escape from exploitation, whether sexual or labour, but also because, from the point of view of fighting crime obtaining the trust of an exploited individual and providing him/her the opportunity to start a new life in Italy is the first step in overcoming fear, threats of vengeance by traffickers, distrust towards institutions and fear of deportation, which often prevent the victim from reporting her/his exploiters.

The Article 18 permit is renewable, and it does not oblige the person to go back home once the programme is over. In fact, if the person has a regular job at the end of the programme, they can remain in Italy accordingly to their work contract's conditions and, eventually, they can also apply for permanent residency.

It should be noted that the legislation does not cover the protection of family members, who may run very substantial risks at home or in other countries. Therefore, changes to this rule are highly recommended to ensure an easier procedure to issue permits for family reunion, regardless of income or other requirements, at least for the victims' children. Also, other legal provisions are not fully fostered to guarantee the victims' rights, such as the need to: improve civil court procedures for legal compensation; inform victims on court proceedings; provide interpreters and protect them from possible criminal retaliations.

Access to shelters and housing, social assistance and health care

Victims of trafficking can directly access a programme of social assistance and integration or they can be referred to an agency running an Article 18 project through several channels and/or the support of different players. Not every project necessarily provides all types of services directly. In several cases, in fact, the wide range of activities and services offered is assured by the projects' network. The projects function as reception centres and assistance providers that offer a so-called "individualised programme of social protection" tailored to the needs of the person participating in it and in compliance with the law. As already mentioned, a wide range of services is offered during the programme, from health care to psychological support

and from legal assistance to training activities aimed at social and occupational inclusion.

The person taken care of can be housed in different types of shelters depending on how the receiving organisation is structured. The main types of shelters offered in Italy within the Article 18 projects are:

- *Flight and emergency shelters* (for a short first stay period in which motivations are verified and a first draft of the personal programme is worked out);
- *First care shelters* (for stays of 2 or 3 months in which the programme is carried out and all steps for the regularisation are undertaken);
- *Second care shelters* (for stays from 2 to 6 months in which the programme is developed to an advanced phase);
- *Autonomy houses* (houses where the women are hosted while beginning a job and waiting to find their own house);
- *Family placement* (especially for minors);
- *Non residential programme* (in which the person is supported at different levels – legally, psychologically etc. – but enjoys an autonomous accommodation usually shared with “significant others,” such as partners, family members or friends).³

In some cases a person can be hosted in all these types of shelters following the order listed (from the flight house to the autonomy house) or only in one or two shelter types; furthermore, due to special protection provisions or to practical reasons (e.g. job inclusion, family reunion), a person can be hosted in different phases of her/his individual programme by different projects throughout Italy.

In Italy, undocumented migrants are entitled to register in the *Servizio Sanitario Nazionale* (National Health Service) for essential health services through Regional Health Services. They receive the so-called “STP” (*Straniero Temporaneamente Presente*, tr. Temporarily Present Foreigner), which is a card with an identification code number. The STP provides access to specialist care, emergency, maternity and hospital cover. The STP holders are then entitled to basic health

³ This is an alternative solution offered to those people who have “significant relationships” and an autonomous accommodation. This form of “shelter” is permitted within the Programme of Social Assistance and Integration on the basis that it is fundamental to value a person’s personal network in order to support her/his social inclusion in Italy.

assistance without being referred to the police. Yet, not all regional administrations comply with the law and sometimes refuse to issue the STP card to undocumented migrants.

Access to education, vocational training, and to the labour market

As mentioned before, the Article 18 residence permit allows the beneficiaries to access education and vocational training, to enrol with the State's employment bureau and to work. In order to support the social and professional inclusion of the victims, vocational training classes are provided either directly by the organisations or by local agencies. Several models of job inclusion of this specific target have been tried out in the last few years. One of the most effective has proven to be the "*Formazione Pratica in Impresa - FPI*" ("Practical Training within Enterprises", i.e. on-the-job training) developed by the *Associazione On the Road* and currently implemented by other organisations in different regional areas of the country. There is also a segment of the target group that prefers to directly access the job market without attending vocational training classes or programmes such as FPI. In these cases, the persons are supported in their job hunting and in their process of job inclusion. Once again, it is important to underscore that programme of social assistance and integration allows the victims of trafficking to stay on Italian soil and – once the permit is obtained – to work and transform the "permit for social protection" into a regular "work permit."

2.2 The Netherlands

Legislation, policies and intervention programmes

The law (Article 250a of the Penal Code) prohibits trafficking in persons for sexual exploitation in commercial sexual services. Prostitution itself and running a prostitution business or brothel by consenting adults are not punishable by law. Currently, the Dutch Parliament is discussing a new article on trafficking in human beings: Article 273a. This new human trafficking article defines trafficking in a broad sense, in which not only sexual exploitation, but also other forms of exploitation (of labour and organs) will be punishable. In this way, the Netherlands, which has signed but not yet ratified the UN human trafficking

protocol, will adapt its legislation to the broad definition of human trafficking adopted in this international agreement.

Although in the Netherlands trafficking in human beings can be prosecuted without filing a formal complaint, victims and witnesses are important in proving a case. They are important for criminal investigation and prosecution reasons. Once a woman (or a man) is suspected of being a victim of trafficking, the following procedure (B9 regulation) is formally applied:

- The potential victim is entitled to three months (“reflection period”) to consider filing an official accusation. During this time the deportation of the possible victim is suspended.
- When the victim decides to press charges and act as a witness, she or he may stay in the Netherlands for the duration of the criminal investigation and proceedings. A temporary residence permit is issued and valid for the duration of the criminal investigation or proceedings. In general, it is initially issued for a period of one year.
- Victims who decide against testifying after the three months reflection period are regarded as illegal immigrants and given an order to leave the territory within 28 days.
- The victim may decide to leave the Netherlands immediately after pressing charges. The public prosecutor decides whether the victim’s testimony is necessary in court. If not, the victim will be assisted by the immigration services to leave the country.
- The temporary residence permit will be renewable for as long as the criminal investigation and proceedings continue until sentencing has been done by the Court of Justice.
- Once criminal proceedings are over, victims can apply for a permanent residence permit, to be issued on humanitarian grounds. In assessing the application, consideration is given to whether the individual will be in danger of reprisals in her or his country of origin, or at risk of prosecution, whether she or he will be adequately received and whether or not children are involved. Unfortunately, in practice, it is only in exceptional cases that victims are allowed to remain in the Netherlands.
- Should the victims find a Dutch partner or apply for different reasons to stay (asylum) in Netherlands, they must follow regular immigration law procedures.

The basic problem is the lack of knowledge and insensitivity within national legislation to the human rights of victims of trafficking. Public prosecutors and the police perceive trafficked women only in the role of witnesses in the legal procedures against the traffickers or as illegal migrants. In this way, protection of the affected women is reduced to their juridical role as witnesses and not as victims of a crime, whose human rights have been violated.

In practice, the fight against illegal immigration in the Netherlands often prevails over the fight against human trafficking. An example are the raids against illegal migrants in Dutch cities, where the whole group is immediately deported, without investigating whether there are possible victims of trafficking among them.

Because of the continuous insecurity about their residence in the Netherlands, victims of trafficking are vulnerable to depression, demotivation, social isolation and a feeling of insecurity. Such situations also negatively influence their self-confidence. These factors hamper their social and labour inclusion and make them even more vulnerable to the risk of reconnecting with the wrong people and returning into the cycle of trafficking.

The lifting of the ban on brothels in the Netherlands has had negative consequences for undocumented migrant sex workers. As undocumented sex workers are not condoned anymore in the legal sex industry, they have become invisible to service providers, who consider that there has been an increase of new clandestine and occasional forms of prostitution, for example, in casinos, discos, hotels and private apartments, and through escort services. The result of this is the increased isolation and the vulnerability of migrant sex workers to exploitation.

The Netherlands was the first country to appoint a National Rapporteur on Trafficking in Human Beings. The Rapporteur is required to present an annual report to the government, with facts and figures on the nature, incidence and mechanisms of traffic in persons; information and assistance to victims and potential victims; repatriation; indications of any change in the nature of trafficking in persons or the way it operates which may have implication for the implementation of national, regional or international policy. The National Rapporteur's work will give the government a better understanding of the nature and scale of the problem in the country.

Apart from the National Rapporteur, there is the national Judicial Officer on human trafficking and the regional contacts of Judicial Officers on human trafficking. In the Immigration and Naturalisation Services (IND) several contact functionaries work on human trafficking. The office of the Procurators-General has issued guidelines for investigating cases of trafficking. They identify tell-tale signals that may reveal links to trafficking. The project group on Prostitution and Human Trafficking of the Dutch Police tries to harmonise policy in the different regions of the Netherlands. Unfortunately, there is no structured, periodic contact between the police, immigration and the public prosecution office at the national level. Although all the above mentioned functionaries have their own internal consultations, there is no current structured method of contact between these different groups.

The Foundation against Trafficking in Women (*Stichting tegen Vrouwenhandel*, “STV”) co-ordinates the registration of victims of trafficking in the Netherlands, both women with and without the B9 status. They mediate to accommodate women. Furthermore, STV initiated a regional system of so-called integration networks against trafficking in human beings, composed by both NGOs and public institutions, in order to coordinate support for victims of trafficking. In each region a care-coordinator is appointed to co-ordinate support. Actually, integration networks exist in 15 regions.

In general, support to women affected by trafficking is organised by sector in the Netherlands. As there is no organisation that offers an integrated intervention package by itself, support is divided between different organisations for: legal assistance, shelter, psychological support, social work, medical assistance, education, return and reintegration. This implies that many different professionals are involved in the well-being of the woman, and this can become very complicated. Much co-ordination and networking is needed, in order to offer an integrated approach.

Access to protection measures and criteria to obtain a residence permit

The B9 regulation provides that, once a possible victim is identified, the chief of police contacts the STV which then assists the victim in the procedure. STV is obliged to register all the cases reported to it, also for the purpose of informing the National Rapporteur on Trafficking in Human Beings.

If there is a care coordinator (*zorgcoördinator vrouwenhandel*) in the region where the victim resides then she or he will be responsible for the victim's care. If there is no care coordinator, STV becomes responsible for the victim's care. Social assistance benefits are paid during the three months reflection period. Once the victim presses charges, she or he is entitled to social welfare paid by the Municipality where she or he resides.

The opportunities offered by Dutch law are laid down in the B9 legislation on trafficked people. As noted above, this offers a residence permit to victims for the duration of the trial, but once the trial has finished they must leave the country unless they can actually prove they will be in danger upon return to their home country. In reality, permanent residence permits are rarely given. This lack of guarantees and protection towards the victims, result in a low percentage of women who press charges. The figures of law enforcement and support organisations show that only five to ten percent of victims of trafficking decide to press charges against their traffickers.

Access to shelter and housing, social assistance and health care

In the Netherlands, a series of women's shelters exist, especially created for the reception of women victims of abuse and violence. It is noticed that increasingly it is migrant women who are accommodated in these shelters, in many cases more than fifty percent of all women.⁴ Among them there are also some victims of human trafficking. When women decide to press charges against their traffickers and granted the temporary B9 residence permit, STV then co-ordinates their reception and housing. With this permit they are entitled to a place in a women's shelter. In arranged accommodation the victim will not receive a means of subsistence directly but it is paid to the shelter that provides the victim with board and lodging. She will be given pocket money. In some cases victims receive access to independent housing provided by the municipality.

There is a general lack of housing for victims of trafficking in the Netherlands. But that is related to a lack of shelters for abused

⁴ National Rapporteur on Trafficking in Human Beings, *op. cit.*

women in general. Most shelters reserve only a few rooms for victims of trafficking and others do not receive them at all. There are also few possibilities for more independent housing run by some women's shelters. In these houses women have a great deal of autonomy, but receive only a minimum of care and help. Access to these possibilities is also generally limited to women with the B9 status. It should be emphasized that there is a need for this kind of housing, because it is very important for women to be more independent and have more freedom and autonomy, in addition to the fact that the strict rules of some women's shelters are sometimes very difficult to adhere to.

When trafficked women do not have the B9 status it is much more difficult to find housing, because not all shelters accept them without a residence permit. In that case they depend on alternative housing opportunities run by NGOs and church-related organisations or they have to find their own housing on the informal market and usually have to pay a lot of money for a place to stay.

Access to public health services of any kind is available to victims of trafficking who have pressed charges against their traffickers and have received the temporary B9 status. As part of the social assistance benefits victims get medical insurance. The care coordinator assists the victim in accessing medical care. A TBC-check is compulsory when the victim is granted a temporary residence permit.

When women do not have a residence permit they can only access public health services in case of a life-threatening situation and in special cases, such as pregnancy. In those cases health care providers are obliged by their oath to give medical assistance, irrespective of whether a person is legal or insured. For all other health problems, women have to pay for health services. Only a few health care facilities exist that are free of charge for women in an unconventional position.

In the different prostitution areas in the Netherlands several NGOs and municipal health organisations provide health information to sex workers. Many of them do field work on a regular basis, making use of outreach workers and in some cases of cultural mediators to contact women, both nationals and migrants. And in the areas where street prostitution takes place, women can use the services of a doctor, who comes there on certain hours during the week. She or he can be consulted on sexually transmitted diseases and general health issues.

Access to education, vocational training and to the labour market

Access to education is formally available for victims of trafficking who have a temporary residence permit under the B9 procedure. In some but not all municipalities, women are entitled to state-financed Dutch language courses. A basic knowledge of the Dutch language is fundamental for the women's social inclusion in Dutch society. Through the language they can communicate with the people around them, with the support organisations and during the judicial procedure. Furthermore, it is a prerequisite for further education, as almost all education and training opportunities in the Netherlands are provided in Dutch. This educational aspect is also very important for a successful reintegration in their countries of origin. At the moment, lobby efforts are being undertaken to get access to state-financed language courses for victims of trafficking in human beings in every Dutch municipality.

In the cities where these courses are not yet accessible and also for victims of trafficking without a residence permit, the programme Bonded Labour in the Netherlands (BLinN-Humanitas/Novib) mediates for language courses and other education opportunities. Computer courses are organised on a one-to-one basis with voluntary teachers, and women are given a laptop for the duration of the course so that they can practice their skills. Research into the issue of education showed that there is an enormous lack of information about education possibilities for victims of trafficking.

Victims of human trafficking with a B9-status have access to vocational training, provided that they master the Dutch language. There are very few training possibilities in other languages than Dutch, which is a major obstacle for the women. Furthermore, in most cases no financial assistance is granted by the state for such purposes. Only in special cases can women receive support from the municipality where they live for study purposes. BLinN does have the financial means to support women for specific courses or vocational training, and can help them find suitable training opportunities and/or internships related to the training course, after evaluation of their personal and professional skills and specific training needs and interests.

Until now, Dutch legislation does not allow victims of trafficking to work in paid jobs whilst they are living in the Netherlands. Work-

ing as a volunteer, however, is permitted. This kind of unpaid work gives women the opportunity to gain work experience, which is especially important in combination with vocational training, or to build self-esteem and to prevent social isolation. However, it is a bit difficult to convince women to look for a voluntary job. Their main interest is in a paid job, because they have many debts and obligations to their family back home or perhaps even to their traffickers. Furthermore, many of them do not know the culture of voluntary work and do not immediately see how it could be of use to them. But the women who have decided to engage in voluntary activities have been very enthusiastic about them. Therefore, it is an important task of support organisations to inform women about the possibility of a voluntary job. Women who master at least a basic level of the Dutch language can register with the *Vrijwilligers Centrale* in their municipality. These are local or regional centres that recruit volunteers for a wide range of organisations and activities.

The Dutch government is studying a regulation that will enable trafficked women with a B9-status to work during their stay. This regulation is planned to be approved for implementation by the end of 2004.

2.3 Austria

Legislation, policies and intervention programmes

On the issue of prostitution, Austrian legislation includes a “Decree on show dancers and prostitutes,” which defines the conditions to obtain a limited permit of stay for non-EU migrants who plan to work in prostitution or as show dancers (peep shows, go-go bars, etc.). As a decree, this norm has an indicative but not an executive nature which means that it is not legally binding. Through this limited permit of stay, Austria tried to “cosmetically” legalise the situation. In practice, it provides a restrictive possibility for (non-EU) migrant women to obtain a short-term and targeted permit of stay, with the status of “independent work without residence.” The permit/status is short-term, contains no possibility to change one’s activity/work and does not contain the possibility of obtaining a permit of residence.

Through this decree – and the conditions around it – (non-EU) migrant sex workers are given a legal status; at the same time, though, their dependency is being enforced and the legal possibility created to

satisfy the existing demand for migrant sex workers. The affected women remain in a situation of dependency and exploitation – from bar/brothel owners, intermediaries, etc., who are essential for obtaining and prolonging their permit.

As of 1 May 2004, there is a new prostitution legislation in Vienna. Unfortunately, the municipality in Vienna reacted to the complaints of certain groups of citizens (shop owners, etc.) and drafted this new law which is for the province of Vienna only and mainly administrative. It contains no improvement for the situation of the women, and as a result reduces the fines. It does give more power to the authorities though (e.g. rights to enter private property), with the argument of improving the legislation for the women, where in fact it is about more control.

The Trafficking Protocol has not yet been ratified by Austria. There are new changes of the Penal Code, relating to the adaptation of the Palermo Protocol: the new anti-trafficking article (§ 104a penal Code, in force since 1 May 2004) now covers trafficking in human beings into different areas. The old article on trafficking (§ 217 Penal Code) was re-named “Cross-border Prostitution Trafficking”, and only refers to (cross-border) trafficking into prostitution. The Article 10.4 (Immigration Law) is one possibility to get a residence permit for humanitarian reasons for victims of trafficking.

Migrant women can only get protection in the role of victims. Women who are affected by trafficking can get a limited permit of stay and formally could integrate into the labour market, though in practice it proves to be very difficult. Exempted from this minute opportunity are women who choose to continue to work as sex workers and women who are affected by trafficking into other areas, for example, domestic work.

In general, women who are affected by trafficking have to be recognised officially as victims of trafficking, which also requires proof. Women who co-operate with the police can get a permit of stay for humanitarian reasons. With this permit, they have to try to get a work permit – given they are in a psychological condition that enables them to pursue this. For that, they need to find an employer who can give them a place to work.

Access to protection measures and criteria to obtain a residence permit

No protection measures are available for local or migrant sex workers. EU residents need neither a work permit nor a residence permit to work as prostitutes in Austria. Non-EU migrants who want to work as prostitutes need a temporary residence permit for self-employed persons without a permanent place of residence. In Austria, prostitutes may only work on a self-employed basis. Barmaids and waitresses usually work as employees in Austria. They need a work permit, like other migrants. Show dancers and go-gos also need a temporary residence permit for this specific purpose.

Sex workers who are affected by trafficking may have access to the special support service of Lefö/IBF ("*Opferschutzprogramm*"). They are accommodated in a safe place and may be granted a temporary residence permit. The police require the woman to make a statement at the police station as victim/witness against perpetrators of trafficking in women or against persons who have brought her into the country or to whom she has had to give part of her earnings.

The decision to grant a residence permit for women who are affected by trafficking depends on the Ministry of Interior. If a woman decides to give evidence in court as witness against the perpetrator, she may, at the authorities' discretion, be granted a limited residence permit, or her deportation may be postponed. When the woman is neither granted a residence permit for humanitarian reasons nor possesses one for other reasons, she must leave the country within the time specified by the responsible authorities ("*Fremdenbehörde*").

Access to shelter and housing, social assistance and health care

For prostitutes who are affected by violence, access to a women's shelter is difficult. Housing is a severe problem for many sex workers, for example if they want to leave their pimps/partners, etc. Women who are affected by trafficking and are in the care programme receive accommodation, board, advice and care by the Lefö *Interventionsstelle für Betroffene des Frauenhandels*.

Registered prostitutes must undergo mandatory health checks every week. This health check includes an HIV test, which is mandatory every three months. Sex workers who do not undergo this health check can be fined.

Access to education, vocational training and access to the labour market

In Austria, services for sex workers are provided only by NGOs. There are three organisations and the project SILA. These organisations focus mainly on increasing empowerment and less on vocational training.

For women who want to enter the labour market, access is difficult (for local sex workers) or impossible (for migrant sex workers). Local sex workers are confronted with stigmatisation, few job offers and lower wages. For recognised victims of trafficking, who received a permit of stay for humanitarian reasons, it is possible, but not mandatory, to receive a permit of work if they can find an employer.

2.4 Obstacles to social and labour inclusion

For victims of trafficking to be able to continue their lives, they need a broad range of real life options and future opportunities. Therefore, it is important that they have access to all basic human rights, such as juridical protection, social services, education and employment possibilities. In practice, however, they are confronted with many obstacles to their social and labour inclusion. These barriers and obstacles depend on the legislative framework, on factors of stigmatisation and discrimination and finally on the social and cultural background of the different target groups.

National and local legislation

The obstacles to social and labour inclusion, which depend on national and local legislation, are due to:

- *Limited access to protection programmes and residence permits for victims of trafficking*

The basic barrier of most national legislations is that they perceive trafficked women only in the role of witnesses in the legal procedures against the traffickers or as illegal migrants. In this manner, protection of the affected women is reduced to their juridical role as witnesses and not as victims of a crime, whose human rights have been violated.

In most EU countries, possibilities to obtain a residence permit are limited: they are only granted if the women report to the police

and if their information is valuable enough to start a police investigation. This is the case for Austria and also for the Netherlands. In Italy, it is possible to obtain an Article 18 residence permit that allows the victim to access a social protection programme even without reporting to the police (“social path”) but many *Questure* (Police Headquarters) do not adhere to this policy. Furthermore, the Italian legislation does not cover protection of family members and there are no specific provisions for family reunion. Also, there are legal difficulties concerning compensation, protection of the victims when they testify during the trial, interpretation and information about the court proceedings.

Another problem in Austria and in the Netherlands is the fact that residence permits are only temporary, with minimum social conditions, long procedures to obtain and to extend/renew them, and hardly any possibility to change a temporary residence permit into a permanent residence permit.

In practice, the fight against illegal migration and organised crime prevails over the protection of the rights of women and their recovery. An example are the raids against illegal migrants, where the whole group is immediately deported, without investigating whether there are possible victims of trafficking among them. Furthermore, the law enforcement agencies do not generally adopt specific trafficking victims identification procedures and tools and often do not co-operate well with social services providers.

The uncertainty of obtaining a residence permit negatively influences the life perspectives of the victims of trafficking and makes their life very insecure. In this situation there is a danger of re-victimisation.

- *Limited access to shelters and housing, social assistance and health care for victims of trafficking and/or migrant sex workers*

In most countries, the access to social services and health care is limited, particularly by legislation and bureaucratic barriers, especially for victims of trafficking without a residence permit. Cultural and language barriers cause a lot of problems in the access to and the provision of health care: on the one hand, migrant women are often not informed about health care and the opportunities they have in the

destination country; on the other hand, health services are in general not well enough prepared to handle migrants and are only seldom supported by intercultural mediation.

Serious health problems may affect migrant sex workers and trafficked women but in most countries they are not granted access to appropriate health care and to a stay permit for health reasons. So, for example, it is extremely difficult to support HIV infected migrant women.

Increasing repressive actions against migrants affect the trust and confidence of migrant sex workers in institutions and their access to health and social services. Among these problems, there is also a high number of (also illegal) abortions and lack of distribution of effective contraception. This situation affects not only sex workers and victims of trafficking, but also other migrants.

In many countries, there is a general lack of housing for victims of trafficking, which is related to a lack of shelters for abused women in general and/or specifically dedicated shelters. In Italy, where a special countrywide system of shelters for trafficked persons has been set up, there is sometimes a shortage of places due to inadequate funding. In Austria there is only one shelter based in Vienna. In the Netherlands, women with a so called B9 permit are entitled to a place in a women's shelter and in some cases they get access to independent housing provided by the Municipality. For women without a temporary residence permit it is much more difficult to find housing, because not all shelters accept them. In that case they depend on alternative housing opportunities run by NGOs and church-related organisations, or they have to find their own housing on the informal, exploitative housing market.

- *Limited access to education and vocational training and access to the labour market*

In some countries, authorities neither offer options to access education, nor do they have a uniform policy at the local level. Very often, NGOs are the ones that offer educational and vocational training possibilities to the women, sometimes irrespective of their status. In Austria there is limited access to education and vocational training for prostitutes and only a few NGOs offer options in this area. In the

Netherlands access to education is not generally provided, although in some municipalities the women can access language courses and other education measures, while in others they cannot; vocational guidance is offered only by few NGOs.

Bureaucratic red tape sometimes obstructs the development of individualised programmes tailored according to the needs and characteristics of the beneficiaries.

Not in all EU countries are victims of trafficking allowed to enter the formal labour market with their temporary residence permit. In Austria, victims of trafficking (officially recognized as such) are theoretically entitled to a work permit but only very few victims actually obtain access to it since the procedure and conditions to be recognized as a victim and to obtain a residence permit and a work permit are far too complicated. In the Netherlands, trafficked women are still not allowed to enter the formal labour market with their B9 permit. In Italy, Article 18 considers the possibility of victims of trafficking to access study and work opportunities and there is an option to convert the Article 18 residence permit to a permit of stay for work or study reasons. However, the new immigration law (no. 189/2002) has restricted the general conditions for the stay permit renewal for work reasons, and this also affects victims of trafficking.

Stigmatisation and discrimination

- *Ineffective and restrictive policies on migration, trafficking and prostitution*

Both at the European Union level and in the Member States, migration policies are becoming more and more restrictive. For non-EU nationals it has become almost impossible to legally enter European Union countries, thus leaving a vulnerable loophole for traffickers to offer an improvement of non-EU national's living conditions. The political climate of defensive/expulsion/deportation behaviour towards migration prevails upon migratory integration policies and the fight against the many forms of exploitation and trafficking. For example, in repressive actions such as police raids and forced repatriation, not criminals but simply undocumented people are caught, and among them the possible victims of trafficking who often are unin-

formed regarding their rights. As a result, there is no dent in the struggle against the criminal organisations, while the victims are deported and thus “handed over” once again into the criminal exploitation networks.

The actual national policies on prostitution have caused a shift from more visible prostitution on the streets, in clubs or in windows towards more hidden forms such as escort services, dangerous and hidden streets and indoor places. In Italy, the government plans to forbid street prostitution; the Netherlands lifted the ban on brothels but forced non-EU migrant sex workers to the hidden circuits; and Austria has a specific registration system. Migrant sex workers and possible trafficked women will have less opportunity to be contacted by outreach units and other social workers, and will naturally be less visible to law enforcement officers. As a result, migrant sex workers will be more vulnerable to trafficking and to the control and exploitation of the criminal networks and will have less opportunity to escape from their situation.

- *Negative influence of the media*

Media tends to focus its attention mostly on the “mass of desperate undocumented persons entering the national borders”, on the raids against “criminal foreigners” or on the “hordes of foreign prostitutes who have invaded the sidewalks”. News headlines label the illegal migrants trying to (voluntarily or forcibly) enter or live in the European Union by any possible means. Such an approach highly contributes to negatively influence the public opinion to perceive the migrants as “the others” who illegally enter national borders and generally perform illicit activities linked mainly to the markets of drugs, street vending, screen cleaning, prostitution, begging, and so on.

As pointed out above, the media coverage of police actions, such as raids against illegal migrants, negatively influences public opinion about migrants, who are all considered criminals. Both migrant sex workers and victims of trafficking are generally criminalised. This leads to confusion and prejudices against prostitution and migrants, leading to repressive policies that severely affect living conditions of migrant sex workers and trafficked women, isolating and marginalising them even further.

- *Stigmatisation and discrimination by the general public*

In practice, there still exist a lot of prejudices concerning prostitution. Migrant women working and/or exploited in the sex sector are generally discriminated against by the general public. Local communities where prostitutes work on the streets, sometimes even in the daytime, have developed racist behaviours as a result of feeling “unsafe” in their own neighbourhood. The communities are taking action, especially in districts with more prostitution (and brothels, bars, clubs, etc.), arguing that the clients and the women pose a threat and disturb “decent” citizens and their businesses. In some places, communities have implemented local committees aimed at pushing away the prostitutes from “their sidewalks” and rallying “for their citizens’ rights.” In effect, this “resistance” supports old racist roots and casts oil on the fire in society – on the stigmatisation of sex workers and especially that of migrant women.

Racial discrimination is particularly harsh towards black women, who are too often identified as (ex-) prostitutes. Especially in Austria and Italy, where there is a strong presence of Nigerian women, these women face very strong racial prejudices and discrimination from citizens, authorities and various institutions. This particularly affects their access to housing and labour.

This is similarly true for Romanian and Bulgarian women in Austria. Since 2001, they have not needed an entry visa to enter Austria and their presence in the sex industry has increased considerably in these past few years. Once again, the media and public opinion are creating and fostering fear concerning the new EU accession countries, in relation to a possible increase in migrant sex workers.

Employer’s prejudices make it difficult for victims of trafficking that do have a work permit to obtain jobs. Furthermore, house owners do not easily rent houses to foreigners, at least not without a working contract as a guarantee and when they do, it is at exorbitant prices.

In conclusion, migrant sex workers and victims of trafficking into prostitution are triply discriminated against: as females, migrants, and (former) prostitutes.

- *Stigmatisation in the country of origin*

In the home country there often exist cultural prejudices towards prostitution, which makes reintegration of former victims of traffick-

ing very difficult. Many women fear stigmatisation by their families or community if it is known they have worked as prostitutes. Furthermore, there often are legal problems upon repatriation, since in some of the countries of origin, such as Albania and some parts of Nigeria, prostitution is considered a criminal offence.

Backgrounds of the target group

- *Lack of prospects in the home country, due to limited socio-economic conditions and gender discrimination*

The situation of trafficked women and migrant sex workers who return to their home country is often very difficult. They left their country in a search for a better future for themselves and their family. The life of the women in their home country is often characterised by a lack of opportunities and possibilities in the field of education and work. Gender and racial discrimination is evident in many societies. Their initial position made them vulnerable for trafficking, and many of these factors have not changed while the women have been abroad. Upon return they will face the same problems as before and will find themselves again in a vulnerable position. That is the reason why many women do not view repatriation as a viable option.

Some women have not had many education opportunities in their home country and are even illiterate. This makes intervention and support in the field of education, vocational training and job inclusion extremely difficult.

- *Fear of retaliation towards their family and themselves in case of return influences their well being*

The fear of retaliation is always present in the life of trafficked women. As they escaped their traffickers and pressed charges against them, they fear that they or their families will be harmed in their home country. These constant worries and fears make it difficult for them to concentrate on their future and work for a better life. This also affects intervention and support activities undertaken for and with trafficked women.

- *Cultural and language barriers*

Cultural and language barriers affect communication and support of migrant sex workers and trafficked women. It is difficult for both law enforcement officials and support organisations to effectively communicate with the women and create an atmosphere of trust. The use of cultural mediators can facilitate communication in these cases. Sometimes, difficulties occur among women from different ethnic and cultural backgrounds in shelters. Cultural differences also affect the education possibilities and job inclusion for the women, as some women have difficulty adapting to European time management and work culture.

Strategies and good practices of social and labour inclusion implemented through the Gender Street project

3.1 Fundamental principles and approaches

The Gender Street partners adopted – both at national and transnational level – a common ideological framework of reference as to the issues concerning the social and labour inclusion of trafficked women and migrant sex workers – the target groups of the Equal projects. Major elements of this framework are the following:

Main approaches

- *Rights based approach*: Any activity aimed at the social and labour inclusion of migrant sex workers and/or trafficked women should be based on the protection of their human, social, economic, and civil rights. Thus, these target groups should have access to safe and appropriate accommodation, counselling, health care, free legal assistance, education, vocational and employment opportunities.
- *Empowerment approach*: Trafficked women and migrant sex workers must be considered as active subjects and not merely as passive objects of intervention. The partners' goal was to facilitate the widest range of life options and future opportunities to the target groups, according to the women's own needs, ideas and capabilities.
- *Holistic approach*: In order to adequately respond to the complex needs of the target groups, a comprehensive system must be established to promote and support the process of empowerment and self-determination, and to provide new life perspectives in general. Such a system must be composed of all actors and agencies that provide any type of service and assistance to the target

groups to support their process of social and labour inclusion in the residence country or, if they decide to join a voluntary assisted repatriation programme, in their country of origin.

A crucial problem

In their implementation of the project's activities, the partners were confronted with a practical legal problem, which hampers the social and labour inclusion of migrant sex workers and/or trafficked women: the position of trafficked persons before the law. In most national legislations, a trafficked person can be either a witness in a legal proceeding against traffickers and/or exploiters or an illegal migrant to be promptly expelled. As a result, a trafficked person is regarded only as a witness and not as a victim of a serious crime, a person whose human rights have been severely violated.

The precarious legal status of the target groups, due to the difficulties in getting a temporary or permanent residence permit, and separate laws on prostitution, migration, and trafficking, hinder the development of long-term strategies of social and labour inclusion. Thus, it was necessary to accompany any partner's action with strong lobbying activities in order to create more favourable legal conditions for the target groups while taking into account the specific national context.

Main working principles

Regardless of the judicial obstacles, the partners carried out national and transnational actions to stimulate the creation of a supportive social and judicial environment in order to achieve their objectives. According to the common principles of the partners' national and transnational programmes, the agreed guidelines on good practices were as follows:

- Women are active subjects: they are the ones that make decisions about their own lives, they should be respected and supported. A tailor-made approach must be adopted: all interventions must be based on a comprehensive assessment of needs, interests and skills of each woman.

- Protection measures must be accessible to all victims of trafficking, regardless of their will to be witnesses in a legal proceeding.
- A rights based approach must be adopted: human rights standards are at the basis of all policies and interventions.
- An integrated approach must be used: protection programmes should include different types of intervention strategies, activities, and professionals (i.e. legal assistance, shelter, social support, education and employment assistance).
- A multi-sector approach must be implemented: positive cooperation and networking between governments, NGOs, service institutions (i.e. labour agencies, educational institutions and private enterprises), and law enforcement agencies.

3.2 Good practices on social and labour inclusion

In this part of the chapter a selection of good practices of each national project is offered. The practices refer to different types of activities/services: low threshold service, social assistance and empowerment enhancing service, vocational guidance, vocational training, and job accompaniment.

In order to be defined as good practices, the following basic conditions had to be met:

- issuance of residence permits to migrant sex workers and/or women victims of trafficking as to migrants in general;
- adequate tools and resources to transform principles into concrete interventions;
- sustainability of resources and services, in order to guarantee the continuity of the interventions;
- long-term commitment by political authorities;
- involvement of migrant sex workers and/or women victims of trafficking in the elaboration and implementation of policies and interventions.

• **LI.FE. - *Libertà Femminile* (Italy)**

Vocational and educational training within the Equal LI.FE. Project experimentation	
Type of activity	Vocational guidance, training, and job accompaniment
Period of implementation	November 2003-May 2005
Target group	Migrant women victims of trafficking
Geographical area of implementation	Turin and province of Turin
Leading organisation	Province of Turin, Equal Opportunities Department
Public organisations involved	<ul style="list-style-type: none"> – Municipality of Turin - Migrants Office: runs social assistance and integration programmes for migrant women victims of trafficking and supports women involved in training activities; – Municipality of Moncalieri.
Private organisations involved	<ul style="list-style-type: none"> – Associazione TAMPEP Onlus – Ufficio per la Pastorale dei Migranti Curia Arcidiocesana – <i>Associazione Gruppo Abele</i> These associations run social assistance and integration programmes for migrant women victims of trafficking and support women involved in training activities. – <i>Confcooperative-Unione Provinciale of Turin</i> – <i>Associazione Compagnia delle Opere</i> These private organisations look for co-operatives and companies willing to temporarily employ the project's final beneficiaries as trainees. – <i>Casa di Carità Arti e Mestieri</i> organises and runs the educational training activities.
Objectives	The purpose of the project is to enable migrant women victims of trafficking to find their way through the job market and increase their opportunities to be accepted in society, work and housing.
Activities	<ul style="list-style-type: none"> – Individual interview, skills assessment, and identification of work preferences; – primary-level course (of Italian, general culture, civics, and how to use local public services);

	<ul style="list-style-type: none"> – identification and selection of job opportunities in businesses or cooperatives; – on-the-job training; – regular assessments <i>in itinere</i>.
<p>Methodology and tools</p>	<p>The methodology and the instruments used to implement the above-mentioned activities can be summarised as follows:</p> <p><i>First interview</i> The LI.FE. Friend meets the beneficiary, to whom she introduces the project. The latter fills in a form aimed at highlighting her job experience, education, and crucial aspects of her personal history relevant to identifying the most suitable job.</p> <p><i>An interview to assess abilities and preferences for type of work</i> Based on the first interview form, an interview is organised with someone in charge of training and one or more people in charge of on-the-job training (usually a representative of a professional organisation) and the LI.FE. Friend, in order to draft a more detailed summary of the woman's competencies.</p> <p><i>Literacy course (of Italian, general culture, civics, and how to use local public services)</i> The course is specifically designed and organised to suit each individual beneficiary's needs through interaction.</p> <p><i>Identification and selection of job opportunities in businesses or cooperatives</i> Meetings with local businesspeople organised in professional bodies are held to promote the initiative and businesses' involvement in the project. A database of interested companies and of types of job opportunities is created. Businesses are selected based on the individual beneficiaries' characteristics.</p> <p><i>On-the-job training</i> A first interview is held between the company and the beneficiary, supported by her LI.FE. Friend, in order to get to know each other. A tutor is identified by the company within its staff, an agreement is signed and the woman starts working.</p>

	<p><i>Regular assessments to identify difficulties in working in Italy</i></p> <p>Regular contacts are held between the LI.FE. Friend, who is always the contact person for the beneficiary, and the company tutor, in order to assess on-going work or training.</p> <p>Motivational interviews are held by the LI.FE. Friend with the beneficiary in order to strengthen her comprehension of work rules and methods.</p> <p>Regular interviews are held with the LI.FE. Friend, the beneficiary and the company tutor to identify possible difficulties.</p> <p><i>(possible) Signing of the work contract at the end of the on-the-job training.</i></p>
Professionals involved	<ul style="list-style-type: none"> – LI.FE. Friend: person (a social worker in charge of the beneficiary throughout the work inclusion project); – company tutor; – teachers and tutors; – cultural mediators.
Networking strategy	<p>This project has made it possible to set up a new networking strategy which provides for the co-operation between public administration, NGOs, profit and non-profit agencies in order to offer better opportunities of social inclusion and guarantee access to the formal labour market. As a result, close relationships amongst the different agencies have been created and have contributed to develop models of co-operation among agencies with distinct but intertwined abilities, professionals and goals.</p>
Links with other programmes or projects	<p>The project is linked to the Programmes of social assistance and integration for women victims of trafficking set by the Article 18 of the Legislative Decree no. 286/98 (Immigration law).</p>
Results and impact	<p>For the final beneficiaries:</p> <ul style="list-style-type: none"> – new social relationships (with other women involved in the programme, with colleagues); – achievement of new skills; – achievement of a higher self-reliability in their work and life.

	<p>For the local area and networks:</p> <ul style="list-style-type: none"> – acknowledgement of all various experiences which happened in Turin and its province; – acknowledgement of working facilities offered by Turin and its province; – construction of a methodological process based on what already exists and adopting innovative solutions to resolve social inclusion problems.
Weaknesses	<p>The project by itself cannot overcome the current labour market crisis, which makes it difficult to find good job opportunities for the final beneficiaries. Despite the abilities and competences of the beneficiaries, cleaning is very often the only work women are offered.</p> <p>The women themselves can represent a weak point when they are unable to meet all the commitments. Difficulties were experienced in involving partners who are unfamiliar with the labour-related problems of migrant women.</p> <p>Financial resources were insufficient.</p>
Strengths	<p>The project raised awareness on the issue of migrant women among entrepreneurs.</p> <p>Involvement of the business sector in employment programmes results in more job opportunities for the final beneficiaries.</p> <p>Methodology is transferable.</p> <p>Involvement of different professionals in the project guarantees a highly specialised performance.</p> <p>The methodology used guarantees that women have a leading role in their personal projects.</p> <p>The network of businesses and NGOs is stronger and farther-reaching. The database of companies involved is no longer a list, but a network of established contacts which can be used without a funded project.</p>
Innovation	<p>The basic innovative aspects are:</p> <ul style="list-style-type: none"> – women can attend both educational and vocational training at the same time; – the educational training is funded; – companies and cooperatives, at the end of the on-the-job training, regularly employ the women trainees; – the building of a shared and consolidated networking methodology;

	<ul style="list-style-type: none"> - the network includes agencies, such as entrepreneurial associations and business sector activities, which were not familiar with the labour-related problems of migrants women; - the creation of a “LI.FE. friend” – a social worker in charge of the woman throughout the implementation of the project and who assists in communication between the woman and the agencies involved (schools and companies).
Transferability	<p>The methodology can be transferred but it requires:</p> <ul style="list-style-type: none"> - public administration representatives engaged in the issue; - an attitude of networking methodology, in order to create a network including local administrations, NGOs and entrepreneurial associations; - financial resources; the method seems to be convenient for facing the problem of social inclusion of victims, but it is quite expensive.
Lessons learned	<p>Problems in the social inclusion of migrant women require a multidisciplinary approach to be developed through:</p> <ul style="list-style-type: none"> - formal and non formal agreements between profit and non-profit organisations, NGOs and public institutions; - exchange of information and practices among partners; - meetings between all players focusing on equal opportunities and migrant related problems; - funding of educational and vocational training; - involvement of entrepreneur organisations which can be helpful to transport the profit approach to a non-profit world; - involvement of partners not traditionally implicated on the issue which can provide new approaches in order to face social inclusion problems.
Recommendations	<p>It is highly recommended to:</p> <ul style="list-style-type: none"> - implement networking methodologies; - involve entrepreneur associations to sensitise them on the issue of labour-related problems of migrants woman and to create new job opportunities; - involve specialised professionals; - focus on the strategic importance of the educational training to improve social inclusion processes.

Agreement concerning access of Article 18 women to the labour market	
Type of activity	Social assistance and empowerment enhancing service
Period of implementation	From September 2001 onwards
Target group	Victims of trafficking
Geographical area of implementation	Turin and province of Turin
Leading organisation	– Public employment service of the Province of Turin; – Police Headquarter.
Public organisations involved	Public employment offices of the Province of Turin.
Private organisations involved	NGOs running social assistance and integration programmes in Turin and its province.
Objectives	The objective is to give women inserted in social assistance and integration programmes direct access to the labour market without necessarily having to wait for the issuance of the residence permit. These women, at the beginning of the programme, have only a “receipt” of the request of the Article 18 residence permit. The residence permit is issued by the Police Immigration Office after the “ <i>nulla osta</i> ” of the Prosecutor. This can take between one month and a year.
Activities	Thanks to this agreement, the Employment Offices of the Province of Turin allow the regular employment of a woman with the receipt (which can be recognized from the following wording: “extraordinary reason” or “Article 18”). Should the residence permit, for any reason, be refused, the Police Headquarter must immediately forward the information to the Employment office, which, in turn, terminates the working contract between the woman and her employer. According to the law, the employer is also responsible for the regularisation of the workers employed.
Methodology and tools	– Agreement between the Police Headquarter and the Employment Offices of the Province of Turin; – written information communicated to all the Employment Offices of Turin and its Province certifying that this agreement must be put into practice.

Professionals involved	<ul style="list-style-type: none"> – Representatives of the Public employment service of the Province of Turin; – police officials.
Networking strategy	<p>The need to open up access to the labour market to women in social assistance and integration programmes drove NGOs to create a pressure-group for institutions to confront the problem of job insertion.</p> <p>Promotion of the new practice through information on the internet, through working groups, and training sessions.</p>
Links with other programmes or projects	<p>LI.FE. Project CO.ME. Project Article 18 Projects.</p>
Results and impact	<p>The project's final beneficiaries benefited from faster job insertion times.</p> <p>This agreement has been recognized as a good practice and the Immigration Office extended this procedure to applicants of other types of residence permits. This procedure facilitates the access to the labour market and the integration of migrant people in general.</p>
Weaknesses	<p>Unfortunately, the agreement has validity only in the geographical area of Turin and its province. Therefore, job offers from other geographical areas can be accepted only if the migrant person holds the residence permit, since the receipt is not sufficient.</p> <p>In addition, not all employers are aware of this new practice and show resistance to provide work to migrants who hold only the "receipt".</p>
Strengths	<p>During the investigation period a woman can enter the labour market, without wasting time and thus becomes independent.</p> <p>Effective networking between the institutions and NGOs has been established.</p>
Innovation	<p>According to the law, it would not be possible to enter the labour market without the residence permit. The acceptance of the receipt to be regularly employed is a unique practice of the area of Turin and its province.</p>
Transferability	<p>This good practice could be transferable to a regional level and to a national level. It can be considered a good example for overcoming law limitations through agreements at a local level.</p>

	In order to be successful, this practice needs an efficient networking between all partners and the real will to transform the agreement into an official law.
Lessons learned	<p>Increased collaboration between law enforcement agencies, public institution and NGOs improves the living conditions and integration of migrant women victims of trafficking.</p> <p>Role played by police officers as active participants to support the social assistance and integration programme was helpful.</p> <p>Importance of meeting between all players to achieve agreements at a local level to overcome law limits and to facilitate the application of the Article 18 was recognized.</p>
Recommendations	<p>Training session on trafficking addressed to all players dealing with labour-related problems of migrants women in the area should be implemented in order to compare and integrate different points of view.</p> <p>Exchange of experiences, information and practices between law enforcement agencies, public institutions, and NGOs should be in place to identify good strategies to combat trafficking and to support social assistance and integration programmes aimed at victims of human trafficking.</p>

• ***Strada: Recupero socio-lavorativo delle donne oggetto di tratta (Italy)***

Activation of a Drop-in Centre	
Type of activity	Low threshold assistance service for social inclusion
Period of implementation	January 2003-February 2004
Target group	Migrant women with difficulties, involved in prostitution and/or victims of trafficking in human beings for sexual exploitation.
Geographical area of implementation	Province of Pisa
Leading organisation	Province of Pisa

Public organisations involved	<ul style="list-style-type: none"> - Province of Pisa; - Municipalities - Social Services Departments; - Mayors Council - Round tables on social exclusion and migration; - Hospital and Local Health Unit's Services; - <i>Carabinieri</i>, Immigration Office of the Police Head-quarter, Flying squad; - Employment Office of the Province of Pisa; - Housing Emergency Office of the Municipality of Pisa.
Private organisations involved	<ul style="list-style-type: none"> - <i>Associazione Donne in Movimento</i>: Article 18 programmes of social assistance and integration and Drop in Centre co-management; - <i>Cooperativa Sociale Il Cerchio</i>: outreach unit and Drop in Centre co-management; - <i>Associazione Pubblica Assistenza</i>; - <i>Associazione Batik</i>: housing hunting; - <i>Consorzio Polis</i>: vocational guidance; - <i>Casa della Donna</i>: Psychological counselling; - <i>Associazione Africa Insieme</i>: intercultural mediation, legal counselling and link up of interventions; - Language schools for foreign adults; - <i>Associazione On the Road</i>: methodological assistance.
Objectives	<p>The main project's objectives were:</p> <ul style="list-style-type: none"> - to offer a space easy to access for the target groups in order to meet their diversified needs; - to increase their awareness of being subjects entitled to rights; - to provide tailored answers as regards to protection and self-protection; improvement of the quality of life standards; freedom from exploitation and violence.
Activities	<p>Activation of a Drop in Centre managed by a team of professional operators and intercultural mediators. The Drop in Centre is a multifunctional space to provide information; vocational guidance; accompaniment and counselling on health, psychological, social, legal, or rights issues; activation of social assistance and integration programmes; organisation of thematic meetings aimed at the target group.</p> <p>It may also function as a potential connecting point for strategic and operational interventions of the sector, between the street and other locations of prostitution, the alternatives to the practice of prostitution and the Article 18 programmes; finally it may also play the role</p>

	of a focal point for the development of collaboration with the territorial agency networks as well as the implementation of interventions with the local community.
Methodology and tools	<ul style="list-style-type: none"> – Counselling (one-on-one and group interviews, customised plans); – information on how to leave prostitution, and on plans for social and labour integration offered by the project; – educational and occupational guidance. <p>The approach is based on the empowerment model and on the supply of different forms of support aimed at promoting the acquisition of greater levels of autonomy and self-determination.</p>
Professionals involved	<ul style="list-style-type: none"> – Social operators; – counsellor; – vocational guidance operator; – lawyer; – legal advisor; – cultural mediator.
Networking strategy	<p>A coordination body active on the territory (“Welcome network”) was activated, with the creation of a single access form, a training course for the Drop in Centre operators, and a round table on migration.</p> <p>The Drop in Centre constantly works in collaboration with the various agencies of the territory. Information and awareness raising activities have been implemented for the local communities.</p>
Links with other programmes or projects	The Drop in Centre is linked to all local projects for/of migrants and cooperates with local service providers.
Results and impact	More than one hundred women accessed the Drop in Centre, particularly women involved in prostitution, abused migrant women and women victims of trafficking. They all made use of the various services offered to strengthen their opportunities for self-determination.
Weaknesses	<p>Due to its small dimensions, the location did not allow for a widening of the “socialisation” activities – for instance, group meetings and recreational activities.</p> <p>The delay in opening the service also downgraded the service potentialities.</p>

Strengths	<ul style="list-style-type: none"> – Opportunity to constantly monitor the presence of migrant women in the province and the development of the phenomenon of trafficking; – development of services capable of meeting the target group’s diverse needs; – wide networking.
Innovation	<p>In this geographical area, the service is new, the only one that specifically deals with migrant women and provides information on the Article 18 procedures, not only to the target group but also to the law enforcement agencies and the operators of agencies and organisations that serve migrants.</p>
Transferability	<p>This practice is transferable to any other region or country.</p>
Lessons learned	<p>In the light of its heterogeneous composition, the importance to focus on the coordination and on the joint training of the team has emerged. The joint work of diversified professionals represents, in fact, both a point of strength and a possible point of weakness.</p> <p>The use of the intercultural mediation (already experimented in the street unit and in the shelters) turned out to be essential also for the Drop in Centre to overcome the target’s mistrust.</p>
Recommendations	<p>The establishment of low threshold and multifunctional services is a useful tool to promote the rights and the empowerment both of victims of trafficking and migrant women involved in prostitution.</p> <p>It is fundamental to promote the service through different strategies and distinct channels, in order to reach even the part of the target group that is “invisible”.</p> <p>It would be very important to experiment the potential strategic role of the Drop in Centre as a reference point for the territorial network specifically active in prostitution and trafficking.</p>

Vocational training, vocational training in enterprise and job insertion	
Type of activity	Vocational training, on-the-job training, and labour insertion
Period of implementation	November 2002-April 2004 (extension to November 2004)
Target group	Migrant women formerly engaged in prostitution, victims of human trafficking for the purpose of sexual exploitation.
Geographical area of implementation	Provinces of Pisa and Trento
Leading organisation	Province of Pisa
Public organisations involved	<ul style="list-style-type: none"> – Province of Pisa: general coordination and management on the territory of Pisa; – Municipality of Trento (partner): coordination, responsible for the coordination with the agencies in charge of the job inclusion accompaniment; – Municipality of Rovereto (partner): coordination, responsible for the coordination with the agencies in charge of the job inclusion accompaniment; – Province of Trento (external partner): participation in the coordination and mainstreaming actions; – Provincial Labour Office of Pisa and Trento; – Police Headquarter of Pisa and Trento.
Private organisations involved	<p>Territory of Pisa:</p> <ul style="list-style-type: none"> – <i>Associazione Donne in Movimento</i>: responsible for the guidance and the coordination of the key-actors and the agencies in charge of the job inclusion accompaniment; – <i>Legacoop</i>, <i>CNA</i>, <i>API Toscana</i>: awareness raising activities, involvement of their associated companies and identification of three tutors of intermediation for the tailored accompaniment of participants in the on-the-job training schemes; – companies of various type and dimensions: implementation of on-the-job training schemes, identification of an internal tutor, or direct hiring of the target. <p>Territory of Trento:</p> <ul style="list-style-type: none"> – <i>Cooperativa Sociale Kaleidoscopio</i>, <i>Cooperativa Sociale Punto d'Approdo</i> and <i>Cooperativa Sociale Samuele</i>:

	<p>vocational guidance, networking with companies, on-the-job training schemes, job insertion;</p> <ul style="list-style-type: none"> – companies of various type and dimensions: implementation of on-the-job training schemes, identification of an internal tutor, or direct hiring of the target. – <i>Associazione On the Road</i>: scientific and methodological support.
Objectives	Implementation of tailor-made plans of self-determination, vocational training, social and job insertion.
Activities	<ul style="list-style-type: none"> – On-the-job training schemes (<i>Formazione Pratica in Impresa - FPI</i>); – job accompaniment and guidance activities. <p>These are tailor-made measures that facilitate the social and job insertion – and thus autonomy – of migrant women victims of trafficking, who were formerly engaged in prostitution.</p>
Methodology and tools	<p>The FPI is a job insertion model composed of different phases:</p> <p>A. <i>Identification, contact and involvement of different companies</i>: for the creation of a database of companies open to vocational training and direct job insertion through:</p> <ul style="list-style-type: none"> – meetings with the local entrepreneurial networks; – contacts with companies; – setting up of a companies database. <p>B. <i>Individual and group guidance activities</i>: assessment of the beneficiaries' skills, goals and potentials to match them with labour market opportunities. The aim is to have a match that fulfils the beneficiary's skills and meets the company's needs. Furthermore, the match, besides facilitating the acquisition of new skills, should lead to the attainment of a job contract.</p> <p>C. <i>Individualised schemes of on-the-job training</i>: to acquire, through practical internships (1-5 months), the basic vocational and behavioural tools that facilitate the job insertion. The participant must thus confront an ordinary working environment, routine and time management. The agency running the FPI scheme covers the beneficiary's insurance and salary costs.</p> <p>D. <i>Support for direct and autonomous job insertion</i>: search for direct labour inclusion for women with</p>

	adequate professional skills, without the need for vocational training or FPI.
Professionals involved	<ul style="list-style-type: none"> – Project coordinator; – vocational guidance operators; – intermediary tutors; – legal consultants; – professionals and tutors appointed by the involved companies.
Networking strategy	<p>The integrated network strategy aims at creating a strong connection between policies in the field of labour, vocational training and social inclusion through:</p> <ul style="list-style-type: none"> – local development and planning approach as areas where implicit or unmet needs and occupational basins may be better identified, in order to better efficiently organise the labour market in relation to the needs of the target group; – adoption of methods of “work through objectives” and “workflow management”; – development of partnership, that is the effective participation of all partners in the decision making process, the management of each activity and public resources, the joint accountability of the project management.
Links with other programmes or projects	This activity is connected especially to the Article 18 programmes of social assistance and integration.
Results and impact	<p>For the final beneficiaries:</p> <ul style="list-style-type: none"> – real possibility to be inserted into the ordinary labour market; – implementation of a tailor-made scheme of skills development. <p>For context and local networks:</p> <ul style="list-style-type: none"> – promotion of a stable, strategic, operational, and integrated network of various actors to develop services and tools for professional qualification and social-occupational inclusion of the target group through tailor-made schemes; – testing of forms of mix management of the different activities and activation of the available resources (economic, human, etc.).

	<p>For policies:</p> <ul style="list-style-type: none"> – promotion of a stable integrated network of various actors on a political-strategic and a technical-operational level; – implementation of new procedures for the management of the services; – experimentation of an innovative system of training, social and labour inclusion.
Weaknesses	<ul style="list-style-type: none"> – Difficulty in obtaining a residence permit; – difficulty in overcoming cultural and moral stereotypes; – lack of an active network of companies, social firms, labour unions and associations; – sometimes FPI does not create high professional skills.
Strengths	<ul style="list-style-type: none"> – Implementation of tailor-made schemes; – support throughout the process of job insertion (intermediary tutor and company tutor); – creation and development of professional skills; – economic self-sufficiency for the target group.
Innovation	<p>The intervention implemented allows for the interaction between (labour, training, social) structures and systems that are very different and isolated, especially in planning and establishing interventions in areas of social inclusion.</p>
Transferability	<p>The interaction and coordination of different policies/actors of the social, vocational and labour field in confronting a common problem are transferable elements that can be applied to other types of intervention and/or contexts (i.e. in wider geographical areas, for the benefit of other disadvantaged groups).</p>
Lessons learned	<p>The implementation of the complex interventions of the project entailed a massive organisational effort, especially due to the will to implement a network approach that requires the involvement of diversified and multi-functional collaborations with agencies that is often necessary to sensitise and involve.</p> <p>The projects' interventions proved the ability to create a positive relationship with the target group and offer concrete and different answers, as a result of the diverse activities and services implemented and the various professionals involved.</p>

	<p>It is very important to underline the valuable relationship established between the target group and the intermediary tutor, which is the person who supports the training process with a permanent and stable accompaniment.</p> <p>It is fundamental for the quality of the services to provide on-going training to the tutors, supervision of the different teams, and an evaluation system for every area of intervention.</p> <p>The initial difficulties to involve the labour sector have been progressively overcome through the ongoing work of contact, which greatly facilitated the collaboration. There are still some difficulties, due to the bureaucratic procedures, which imply a constant process of accompaniment and intermediation.</p>
Recommendations	<p>On-going and structured co-operation between all actors concerned must be part of any policy of social and labour inclusion.</p> <p>Entrepreneurial associations must be sensitised on issues concerning social and labour inclusion of marginalised migrant groups.</p> <p>Customised schemes of social and job insertion must be provided to the target group in order to better meet individual needs.</p>

Research-action on underground prostitution and trafficking	
Type of activity	Research-action activity and a low threshold service
Period of implementation	November 2002-February 2004
Target group	Migrant women inserted in the underground prostitution ring in behind closed doors venues (apartments, night clubs, massage parlours, etc.); potential victims of trafficking of human beings for the purpose of sexual exploitation.
Geographical area of implementation	Provinces of Pisa, Trento, and Potenza, Northern Abruzzo and Southern Marche areas ¹ .

¹ *Associazione On the Road* (responsible for the scientific and operational supervision of the project), having decided long ago to dedicate part of its outreach work to the analysis and the social intervention in the field of underground prostitution, took part to the research-action of the *Strada* Project (even if not included in the foreseen research partners) with its own funds. *On the Road* carried out the research in the area where it operates.

Leading organisation	Province of Pisa
Public organisations involved	<ul style="list-style-type: none"> – Province of Pisa; – Province of Potenza; – Municipality of Trento; – Municipality of Rovereto; – Province of Trento (external partner); – Law enforcement agencies.
Private organisations involved	<ul style="list-style-type: none"> – Pisa: <i>Cooperativa Sociale Il Cerchio; Associazione Pubblica Assistenza;</i> – Trentino: <i>Associazione Lila;</i> – Potenza: <i>Associazione Irfedì, Associazione Cestrim, Associazione Telefono Donna, Caritas Diocesana;</i> – Marche-Abruzzo: <i>Associazione On the Road</i> – Scientific and methodological support: <i>Associazione On the Road.</i>
Objectives	<p>The research aimed at approaching and exploring the phenomenon of underground prostitution, an increasing, although hidden, part of the sex industry. It also intended to identify new dynamics linking prostitution and trafficking of human beings for sexual exploitation in venues other than the street, outlining the scenarios of prostitution practised in places less visible to the public (apartments, hotels, night clubs, private clubs, bars, saunas, massage and health centres, restaurants, and so on), where prostitution is often concealed under more socially acceptable professions (massagers, dancers, entertainers, waitresses, hostesses, escorts...).</p> <p>Thus, the research-action's objectives were:</p> <ul style="list-style-type: none"> – acquisition of elements of knowledge on the phenomenon of underground prostitution and on the living and working conditions of people involved in it in relation to other forms of exploitation linked to trafficking of human beings for sexual exploitation; – experimentation of approaches, research tools and procedures in the field of underground prostitution; – development of new types of intervention; – outlining of new research plans.
Activities	<ul style="list-style-type: none"> – Analysis of the different forms of ads offering sexual services behind closed doors venues and, in particular, those on papers; exploratory phone calls on a significant sample of ads;

	<ul style="list-style-type: none"> – interviews with key-informants (social operators, law enforcement officials, citizens, prostitutes, former prostitutes, and clients); – participatory observation in different types of venues (night clubs, bars and saunas); – mapping out the venues where underground prostitution takes place; – analysis of life stories of migrant women exploited in such venues and currently inserted in Article 18 social assistance and integration programmes (the life stories were collected through the organisations’ social workers); – analysis of articles published in some Italian newspapers mainly regarding law enforcement raids in underground prostitution establishments; – experimentation of an innovative approach to prostitution practised in apartments.
Methodology and tools	<ul style="list-style-type: none"> – Research-action; – inter-disciplinary work team; – participatory observation; – analysis of semantic codes (ads); – mapping out; – experimental intervention in apartments (analysis of ads, mapping out, exploratory phone calls and contacts, visits to the apartments, health and rights information, accompaniment and referral to local services); – charts: analysis of ads; phone calls; local observations; mapping out; interviews; life stories; analysis of newspaper articles.
Professionals involved	Researchers and outreach units operators.
Networking strategy	The different local agencies of the distinct geographical areas were involved in the research-action. Through this work, an awareness raising action on underground prostitution was carried out among the operators of the sector and the law enforcement agencies.
Links with other programmes or projects	Links with the Article 18 social assistance and integration programmes.
Results and impact	The investigation proved that underground prostitution is an extremely widespread and diversified reality; that is

	<p>differently present in a concealed manner in the “normality” of the media and in the society. This kind of prostitution includes different forms of exploitation, often connected to human traffic; these findings call for the reconsideration of the readings of the phenomenon of prostitution and the relationships between trafficking and exploitation.</p> <p>The study made it possible to experiment and define innovative suggestions for future research, delineate new proposals of social intervention, and outline a picture – although partial – of the phenomenon of “hidden” prostitution.</p> <p>Through the “participatory observation”, the researchers examined the dynamics of the phenomenon by directly going to the venues where behind closed doors prostitution takes place.</p> <p>Finally, the research allowed for the testing of innovative tools and procedures to contact those prostituting themselves “indoors”, particularly in apartments, with the aim to supply a health prevention and protection service, and to raise their awareness about their human and civil rights.</p> <p>The research was published in <i>Quaderni di Strada</i> (“Street Notebooks”, issue # 2): <i>Il sommerso. Una ricerca sperimentale su prostituzione al chiuso, sfruttamento, trafficking</i> (“The underground. Experimental research on behind closed doors prostitution, exploitation, trafficking”).</p>
<p>Weaknesses</p>	<p>During the implementation of the research, some shortcomings emerged that partially influenced its execution and its findings. We are referring in particular to the intrinsic difficulty in observing an “invisible” phenomenon and contacting its key-players, but also to the relatively restricted, even if significant, geographic scope examined; the limited sample of agencies running social assistance and integration programmes that were asked to describe the life stories of women sexually exploited behind closed doors; the scarce “permeability” of the night clubs milieu and the resulting difficulty to obtain detailed information; the exclusion of forms of “hidden” prostitution connected to the use of other means of communication, such as Internet and television, or neglecting the analysis of jobs that, in some cases, may</p>

	more or less openly and/or occasionally lead to prostitution (modeling, porno movies, etc.).
Strengths	<ul style="list-style-type: none"> – Implementation of a research in a new area of investigation; – use of different methodological tools; – involvement of different territories; – nation-wide scope of some parts of the research; – experimentation of an innovative approach and intervention to prostitution in apartments.
Innovation	<ul style="list-style-type: none"> – Topic of the research: no research on hidden forms of prostitution and related forms of exploitation and trafficking had been carried out in Italy before; – methodology and tools employed.
Transferability	We maintain possible and useful opportunities to widen, improve, transfer and systematise the different approaches and research techniques tested (from the analysis to the intervention). The publication facilitates such potential developments since it provides the detailed research-action plan and the tools adopted.
Lessons learned	<p>The strategies of intervention in a phenomenon that is difficult to observe and approach (shifty, mobile, constantly changing) must be based on a preliminary work of research and analysis that involves both operators and researchers.</p> <p>Social operators must avoid the projection of their “ghosts” and “wishes” on those persons and situations they come in contact with (thus avoiding prejudiced readings along the dichotomy “all victims – all free and self-determined”).</p> <p>When planning to implement a social intervention in the field of behind closed doors prostitution, it is necessary to bear in mind that it is more expensive (in terms of time and resources) than a common street prostitution intervention and that entails higher risks for the operators.</p> <p>It is necessary to study the following issues: the potential forms of prostitution promoted through Internet, those connected to the erotic or pornographic movies, or the “elite prostitution” of escorts or hostesses; the organisational procedures of prostitution linked to night clubs or forms of exploitation or even sexual enslavement into</p>

	<p>which some migrant women belonging to the particularly vulnerable group of domestic helpers can frequently fall into.</p>
Recommendations	<p>The phenomenon of behind closed doors prostitution and the connected forms of exploitation and trafficking must be studied and adequately addressed since their intrinsic invisibility can allow public opinion, policy makers, social operators, and law enforcement officials to forget about their existence; the lack of attention towards this phenomenon can weaken the status of the persons involved.</p> <p>Research and interventions in the field of underground prostitution should consider the different policies and legal provisions concerning and influencing the phenomenon and its actors.</p> <p>A comprehensive and interdisciplinary strategy of networking, research and intervention must be developed to contact persons prostituting themselves in “hidden” premises to provide them with health, legal and social information and services.</p> <p>A comprehensive and interdisciplinary strategy of networking, research and intervention must involve, at different levels, public and private social and health services, law enforcement agencies, and local communities.</p>

• **Improving Future Job Opportunities for Victims of Trafficking in Persons (The Netherlands)**

Course for peer educators in prostitution	
Type of activity	Vocational guidance, vocational training and job accompaniment
Period of implementation	December 2002-December 2003
Target group	Migrant sex workers (former and present) and trafficked sex workers (in protection programme), in total 8 participants, of which 7 completed the course.
Geographical area of implementation	The training is on the national level, trainees come from various cities in the Netherlands.

Leading organisation	TAMPEP International Foundation
Public organisations involved	Municipal services in various cities in the Netherlands: involved in recruitment and selection of the trainees, the provision of information and materials, and the provision of internships.
Private organisations involved	<ul style="list-style-type: none"> – Associations and assistance services for sex workers and trafficked women in various Dutch cities; – service providers: involved in the recruitment and selection of the trainees and the provision of internships.
Objectives	<ul style="list-style-type: none"> – Offering professional vocational training for migrant sex workers (mixed international group); – development of skills and qualities for the role of peer educator based on elaboration of life experience/migration/prostitution/experience of deceit, acquiring of factual knowledge regarding health, legislation, social system, counselling techniques, etc.; – introduction to employment as peer educator while guiding and monitoring the process; – sensitisation of service providers towards the importance of employing of peer educators in the field of counselling and outreach for sex workers.
Activities	<ul style="list-style-type: none"> – Sensitisation of service providers towards the training by approaching 60 organisations in the field of provision of services for sex workers and trafficked women; – carrying out of the training divided in various modules; – assisting the trainees into internships; – preparing of curricula with the detailed description of the contents of the training with the description of acquired skills; – introducing the peer educators into labour market with the co-operation of service providers.
Methodology and tools	The training was divided in various modules and was carried out in a residential setting spread over a period of one year. The training included various forms of group work, and specific techniques regarding the part of elaboration of life stories and post-stress management as well as communication and counselling skills. A tutor was in charge of case management for each trainee and the preparation and monitoring of the internships.

	For the introduction in the labour market, a special training was effectuated on the creation of an agency of peer educators with lessons in the form of lectures on the legal aspects of self-employment and other labour forms and individual training of the management of case study.
Professionals involved	<ul style="list-style-type: none"> – Professional trainer/psychologist/psychotherapist specialised in working out of human traumas; – professional trainer/social worker; – tutor: social worker specialised in conflict management and the running of community-based organisations; – 11 teachers: professionals specialised in health care, legislation, community (sex worker) based organisations.
Networking strategy	Involvement of all service providers in the Netherlands, sex workers organisations, organisations working with migrants, shelters for trafficked women, information from/to various ministries.
Links with other programmes or projects	This project was carried out in six countries at the same time, by different organisations of the international TAMPEP network.
Results and impact	<ul style="list-style-type: none"> – Final beneficiaries: empowerment of a group sex workers and trafficked women, development of professional skills, augmentation of knowledge, including inter-cultural work; – the other beneficiaries: service providers and private organisations who can benefit from employment of the new professional figures: peer educators; – local area and networks: broad national involvement of various bodies.
Weaknesses	<ul style="list-style-type: none"> – Rigid system of the Dutch provision of services, which are intolerant of accepting who have no tradition to accept the role of the new social professional figure such as a peer educator; – very intensive training trajectory that demands high level of involvement and energy from the side of the trainees and trainers; – limitation of Dutch legislation that does not allow trafficked women to work, so job insertion after the training proved very difficult.

Strengths	<ul style="list-style-type: none"> – A good example of in-depth training that allows the participants to discover and guide their skills and capabilities to benefit from the whole learning process, including the (negative and traumatic) experience of their lives; – the training models form a ready-to-use package that can be reproduced in other settings and that can serve as a necessary basic training for more traditional vocational/educational curricula; – European dimension and involvement of various actors.
Innovation	This pilot project is the only one of the sort, and the techniques and organization of the project, in all phases, is very innovative and experimental.
Transferability	The training course could be adapted to other target groups, focusing on the added value of the peer educator as such.
Lessons learned	<p>Information and motivation of service providers for such an initiative takes a lot of time and energy.</p> <p>It was good to focus very much on the individual participant and her life story (including traumatic experience), because this is a basic condition for the vocational training part of the course. The tutor played an important role in the motivation and accompaniment of the participant.</p> <p>The diverse group of participants contributed to the success of the course.</p> <p>The job insertion aspect of the course proved difficult to implement, because of the legal limitations regarding residence and work permits.</p>
Recommendations	<p>The profession of peer educator should be recognised as such, and the vocational training for peer educator should be certified.</p> <p>Service providers for trafficked women and migrant sex workers should be informed and shown the importance of involving peer educators in their outreach work.</p> <p>More education and training activities should be developed, taking into account the specific characteristics of trafficked women and migrant sex workers.</p>

Dutch language course for Eastern European women	
Type of activity	It is a low threshold service providing vocational guidance, vocational training and job accompaniment
Period of implementation	November 2003-July 2004
Target group	Central and Eastern European sex workers with trafficking background, working in window brothels. In total 36 participants, of which 20 completed the course.
Geographical area of implementation	Alkmaar, town at the north of Amsterdam.
Leading organisation	TAMPEP International Foundation, BLinN.
Public organisations involved	ROC - College for vocational training in Alkmaar.
Private organisations involved	Support and consent from the side of the window brothel owners on the street where the course is conducted, which formed an important precedent.
Objectives	<ul style="list-style-type: none"> - To empower Central and Eastern European sex workers while providing them with a Dutch language course, and possibly to offer them new skills in another area of work – in the Netherlands and in their home countries. - To build up their sense of autonomy in dealing with the various actors in the setting of their work (brothel owners, clients, pimps, official authorities, lawyers, etc.).
Activities	<ul style="list-style-type: none"> - Negotiations with the brothel owners about the premises for the course; - selection and recruitment of the participants as the result of the regular outreach work and close contacts with the sex workers; - recruitment of the teachers; - providing training to the teachers in the issue of (migrant) prostitution; - conducting the Dutch language course; - continuous evaluation and monitoring of the process of the course; - keeping continuous contact with the participants and the teachers.

Methodology and tools	<p>The participants of the course were divided into two groups: the beginners and the advanced.</p> <p>The lessons were conducted on location, i.e. on the street where the women work in the window brothels. The lessons conducted confirm the newest teaching methods, including the active involvement of the participants and employment of various teaching techniques. The teachers had been trained in working with the group of (migrant) sex workers.</p> <p>The continuous involvement of the cultural mediators from TAMPEP in monitoring of the progress of the course and in the case management of the individual participants.</p> <p>The cultural mediators informed the brothel owners about the progress of the course and assessed the relation of the participants with their possible pimps/traffickers.</p>
Professionals involved	<ul style="list-style-type: none"> – 2 teachers from the local college of vocational training; – 2 cultural mediators of TAMPEP International Foundation who selected the participants, recruited the teachers and trained them, negotiated with the window brothel owners about the premises where the lessons were held, and who guided the participants, monitored their presence, evaluated with the teachers and the participants the training process.
Networking strategy	<ul style="list-style-type: none"> – ROC-involvement of a college for vocational training; – involvement of the brothel owners in the area.
Links with other programmes or projects	BLinN/EQUAL
Results and impact	<ul style="list-style-type: none"> – Final beneficiaries: empowerment of migrant sex workers and the strengthening of their autonomy; – Local area and networks: educational institution ROC involved in training efforts for this target group, that was new for them; – Policies: integration of the learning facility into a working process.
Weaknesses	<ul style="list-style-type: none"> – The need, from the side of the participants, to be highly motivated and disciplined in order to follow and accomplish the course;

	<ul style="list-style-type: none"> – the possibility of (negative) involvement and influence of the pimps/traffickers; – the dependency on local government policy regarding the semi-legal work permits of the participating women.
Strengths	<p>The course offers the women the opportunity to strengthen their position as workers in the Netherlands as they are no longer excluded socially, linguistically and culturally from the life (public and private) of Dutch society. It might be a first step for the participants to expand their opportunities for employment into other economic spheres. For many of them it will be an important step from the position of dependency towards autonomy.</p>
Innovation	<p>This practice is new in the area of migrant prostitution, where most of the participants are semi-illegal. Completing the course possibly offers participants other opportunities for work.</p>
Transferability	<p>This practice is transferable to any other region or country. The working methods will have to be adapted to the local situation, the willingness and character of local vocational institutions, the composition of the group of participants and the influence of other actors in the field (brothel owners, pimps/traffickers).</p>
Lessons learned	<p>It is important to take into account possible obstacles that inhibit a certain target group to participate in activities: for example, by offering a training course directly at their work place.</p> <p>It is difficult for migrant sex workers who are still in the situation of dependency and/or trafficking to participate in these kinds of activities.</p> <p>Knowledge of Dutch language contributes directly to the empowerment of migrant sex workers, by improving their communication skills and self esteem.</p>
Recommendations	<p>More activities should be developed for target groups that are difficult to reach and to motivate, such as migrant sex workers: activities should be very flexible both in duration, in location and content.</p> <p>Co-operation between service providers for trafficked women and migrant sex workers and educational institutions should be promoted to offer professional training, using the expertise of both parties.</p>

Individual intermediation for language courses and vocational training	
Type of activity	Vocational guidance, vocational training and accompaniment to employment
Period of implementation	July 2002-December 2004
Target group	Women affected by trafficking in human beings, in total approximately 75 women.
Geographical area of implementation	Nationwide in the Netherlands.
Leading organisation	BLinN - Humanitas.
Public organisations involved	<ul style="list-style-type: none"> – Municipal departments of so-called newcomers (new migrants arriving in the Netherlands); – Municipal departments of social affairs and employment; – Association of Dutch Municipalities. <p>Through the public organisations we hope to structurally embed the possibility for education and vocational training for women affected by trafficking.</p>
Private organisations involved	<ul style="list-style-type: none"> – Social assistance organisations working with sex workers and women affected by trafficking, and women's shelters: they referred the women from the target group to the project. – Education and training centres, where the participants followed training courses of their interest.
Objectives	To improve future opportunities for women affected by trafficking, through access to education and training facilities.
Activities	<ul style="list-style-type: none"> – Assessment of education and training needs of the target group; – inventory of possible education and training facilities; – individual intermediation based on individual needs of participants and contracts with an educational institution; – contact with local governments on the local policies regarding education for women affected by trafficking; – evaluation with each of the participants on the course and the results.

Methodology and tools	<ul style="list-style-type: none"> – Individual needs assessment; – contracting educational institutions; – lobbying and mainstreaming.
Professionals involved	One part-time professional.
Networking strategy	<p>For this activity a broad network of social assistance organisations and women's shelters that referred the women from the target group to the project was established. The targeted persons were informed thoroughly about the project, so that they were well informed and referred the women.</p> <p>Furthermore the existing education and training facilities for the target group in different cities were assessed in order to find the most appropriate course for each woman.</p>
Links with other programmes or projects	Before starting the Equal-project, this was already one of the activities of the Programme Bonded Labour in the Netherlands (BLinN) of Humanitas and Novib.
Results and impact	<ul style="list-style-type: none"> – Intermediation for approximately 35 women per year, mostly through Dutch language courses, computer courses and some vocational training; – positive contribution to the empowerment of trafficked women; – education and training courses based on the individual needs of the women.
Weaknesses	<p>The Dutch legislation poses much uncertainty on the status of the women affected by trafficking. Therefore it is difficult to start a long-term education course.</p> <p>As most education and training courses were in Dutch, this implied the initial need for an intensive Dutch language course before starting any vocational training.</p> <p>From the project itself there were few possibilities for the accompaniment of the women, this had to be done by the social assistance organisations. However, not all offered this. Without an intensive support structure, this activity could hamper the achievement of the objectives.</p>
Strengths	<ul style="list-style-type: none"> – Many choices offered were based on the specific needs of the women themselves; – combination of concrete intermediation with lobbying efforts.

Innovation	In the Netherlands, the education and training possibilities for women affected by trafficking are narrow, therefore this activity represented an important step towards improving future possibilities of the target group. Some municipalities provide Dutch language courses to the women, but many do not. Access to vocational training was almost non-existent until now. In that sense the activity is innovative.
Transferability	This activity can be transferred to other regions and countries without many problems. Local legislation can influence its implementation.
Lessons learned	<p>An initial assessment of the needs, interests and skills of the individual trafficked woman is essential for compiling an influential training and education programme. Accompaniment during the educational process is important.</p> <p>A broad range of educational and training opportunities should be available: in different professional areas both in general and specific areas organised for this target group.</p>
Recommendations	<p>National and local legislation should offer more structural possibilities for trafficked women to participate in education and training programmes: Dutch language courses should be offered as one of the first steps in the protection programme.</p> <p>Education and training programmes should be linked to working experience initiatives, such as internships and job inclusion activities.</p>

• **SILA - Low Threshold Access to Counselling and Qualification for Female Sex Workers (Austria)**

Long-term educational training course for the staff/team members in the SILA Equal project	
Type of activity	Social assistance and empowerment enhancing service
Period of implementation	Part 1 (basic course): January-April 2003; Part 2 (follow-up): September-November 2003.
Target group	All staff/team members working in the low-threshold counselling/information centre for sex workers: co-ordinator, assistant, secretary, cultural mediators, social workers/counsellors, course trainers.
Geographical area of implementation	Vienna
Leading organisation	Lefö/TAMPEP
Public organisations involved	Presenters/input lecturers from: – Municipal Health Office of the City of Vienna/STD clinic; – Institute for Political Sciences, University of Vienna; – Legal Institute, University of Vienna; – Women’s Co-ordination Site, University of Salzburg.
Private organisations involved	<i>Im Kontext</i> - Institute for Supervision and Coaching: assistance with organisation, methodology, moderation, group dynamics, evaluation. Presenters/input lecturers from: – <i>Comitato per i Diritti Civili delle Prostitute</i> ; – SCOTPEP; – Unterweger & Bitsche (law firm); – PEREGRINA (migrant women’s NGO).
Objectives	The training course was organised to reduce and break down old and deeply-rooted prejudices. The aim was to make sure that the staff/team members (new to this area of work) would not perpetuate the long existing prejudices or further (re-)victimise, marginalize or view the women as objects. Further aims/objectives: – confrontation with and reflection on different positions of the women’s movement on sex work;

	<ul style="list-style-type: none"> – communication of knowledge about legal aspects, health prevention, and legal regulations in Austria; – reduction of prejudices, (unconsciously) racist and marginalizing structures; – reflection on one’s own work and activities.
Activities	<ul style="list-style-type: none"> – Basic course: 5 modules (1.5 days per module); – follow-up course: 5 modules (1.5 days per module).
Methodology and tools	<ul style="list-style-type: none"> – Input lectures; – discussions; – working groups; – presentations; – self and group reflection; – group dynamics.
Professionals involved	<ul style="list-style-type: none"> – Sex workers; – former sex workers; – women’s rights activists; – experts on anti-racism and migration work; – political scientists; – lawyers; – legal experts; – doctors/health experts.
Networking strategy	Networking with different institutions, research groups and organisations in the area of migration, women’s rights and anti-racism – in order to sensitise and engage the involved parties in the social, legal and health situation of sex workers.
Links with other programmes or projects	<ul style="list-style-type: none"> – Institute for Political Sciences, University of Vienna; – Women’s Co-ordination Site, University of Salzburg; – PEREGRINA (migrant women’s NGO) anti-racism campaign and workshop (EQUAL).
Results and impact	<p>Results:</p> <ul style="list-style-type: none"> – introduction into new problem areas; – acceptance of prostitution as a profession – without placing it within the criminal sphere; – positive effect on group formation processes. <p>Impact on final beneficiaries (female sex workers):</p> <ul style="list-style-type: none"> – more efficient and more conscious outreach/street work activities; – better access to the complex problems related to the women’s situations.

Weaknesses	<ul style="list-style-type: none"> – Difficulty in confronting topics of sexuality and prostitution; – difficulty in developing concepts around identity and dominance culture; – stronger focus on an informative and less on a reflective level; – fluctuation of participants/introduction of new participants during the course.
Strengths	<ul style="list-style-type: none"> – Approach within a multi-disciplinary frame; – combination of practical and theoretical approaches, and <i>vice versa</i>; – interaction of the different working areas of the centre SILA.
Innovation	<p>The innovative character of this intervention is evident in the recognition that this specific target group does not necessarily require “traditional professionals” (and a respective approach), but work with experts who receive concrete training – including self-confrontation and self-evaluation related to prostitution (and migration).</p> <p>The intervention was not new in absolute terms. It was an adaptation of a training course developed by Lefö for cultural mediators who work in the shelter with women affected by trafficking (developed within the frames of a Leonardo project).</p> <p>Both the Leonardo project and this training course were new for the geographical area of implementation; in light of the Leonardo activity, this training course can only be considered as somewhat new.</p> <p>It was newly applied for this target group.</p>
Transferability	<p>This good-practice intervention model is generally transferable – though it does depend on the target group. It is transferable in the area of migration and there it is essential that it should be conducted by migrants themselves.</p>
Lessons learned	<p>The course identified and realised the difficulties involved in working as a multi-cultural team with a multi-cultural target group, e.g. identifying and breaking down prejudices.</p> <p>Time and space were needed to identify and break down discriminatory behavioural attitudes and <i>clichés</i>.</p>

	<p>Feminist discourse plays an important role in discussions on prostitution.</p> <p>Self-reflection is the most important element of the course, taking priority over information giving.</p> <p>Welfare politics and social exclusion of sex workers, including their causes and effects, are crucial to take into account.</p>
Recommendations	<p>Every project, which works with migrants, sex workers and women affected by trafficking, must dedicate sufficient resources to identifying and understanding the social/political/legal frameworks affecting this target group.</p> <p>The course participants as well as the trainers must be both multi-cultural and female.</p> <p>The training is important for developing teamwork skills and the trainer must be familiar with the given issues, preferably from personal experience.</p> <p>Transmission of information is only a tool and not the main aim of the course, group dynamics need space to develop.</p>

An intervention model (TAMPEP) introduced to and applied in a low-threshold counselling centre	
Type of activity	Low threshold service and a social assistance and empowerment enhancing service
Period of implementation	October 2001-March 2005
Target group	National and migrant female sex workers
Geographical area of implementation	Vienna
Leading organisation	Lefö/TAMPEP <i>Volkshilfe Wien</i>
Public organisations involved	<ul style="list-style-type: none"> – Local district authorities: information on local attitudes towards prostitution and support with local/district-related matters; – Municipal Health Office of Vienna/STD clinic, where the sex workers have to go for mandatory health checks to assure health prevention.

Private organisations involved	Migrant women's organisations (from different backgrounds/nationalities): information and support on (cultural) background, etc.
Objectives	To create and promote a flexible model that includes an intervention methodology (TAMPEP) and a low-threshold counselling centre – and thus combined can offer systematic and effective outreach, counselling and training to female sex workers.
Activities	Daily counselling, networking, outreach and street work activities.
Methodology and tools	<ul style="list-style-type: none"> – Regular common team meetings/discussions in “integrated” teams: exchange and reflection on the experiences and both perspectives of the conducted work; – in-depth preparation of street work/outreach activities (cultural mediators with other team members): evaluation and monitoring.
Professionals involved	<ul style="list-style-type: none"> – Cultural mediators; – social workers/counsellors; – doctors/health experts; – lawyers/legal experts; – (German/computer) course trainers.
Networking strategy	<p>To combine and link the necessary contacts from and for street work and outreach activities with the necessary contacts from and for systematic counselling.</p> <p>Exchange with:</p> <ul style="list-style-type: none"> – other street work-projects (with other target groups) and organisations; – municipal institutions on social, health and women's issues.
Links with other programmes or projects	Meetings with other street work-projects.
Results and impact	<p>Results:</p> <ul style="list-style-type: none"> – development of flexibility in the interactions between the team members and members of the target group; – need to systematically confront and combine both perspectives and find common strategies. <p>Impact on the beneficiaries:</p> <ul style="list-style-type: none"> – better holistic information, advice and counselling for female sex workers;

	<ul style="list-style-type: none"> – further development of better policies in empowering human rights work.
Weaknesses	<ul style="list-style-type: none"> – Difficulty in gathering an understanding of both perspectives and the different needs for and of both approaches; – lacking recognition of street work and outreach activities as an equally important and efficient (intervention) methodology; – difficulty for national social workers/counsellors in the confrontation with a majority of migrant sex workers, in both street work activities and the counselling centre itself.
Strengths	<ul style="list-style-type: none"> – Availability of team members to form a multi-disciplinary team; – possibility for introduction into and implementation of systematic street-work and outreach activities; – according to the current needs: better co-operation, communication and exchange practice in supporting female sex workers.
Innovation	<p>The innovation was to actually implement – within a common project – the flexibility of an intervention model in a “permanent” counselling centre; where both approaches were given the same importance and level of recognition and appreciation.</p> <p>The combination of this intervention-model and a low-threshold counselling centre is new for this target group and this geographical area.</p>
Transferability	<p>The intervention model is adaptable accordingly to the capacity for creativity of those involved.</p>
Lessons learned	<p>When setting up a counselling centre it is difficult to combine the varying expertise of individual members of staff, different job functions/responsibilities and the corresponding resources. This can lead to conflicts.</p> <p>One focal point under the intervention model is to reach a large number of women, whilst the focal point of the counselling centre is the counselling itself. It is possible to reach women directly at their workplace and to offer them the opportunity to come to the counselling centre for advice and support.</p>

	<p>It is important that the different fields of work within a project be consistent and given equal prominence.</p> <p>A low threshold counselling centre for this target group unequivocally requires systematic direct access to women at their place of work.</p>
Recommendations	<p>This target group, who is marginalised by society, needs a good interventional model and wide-ranging counselling concept.</p> <p>It is essential that staff keep in mind the important fact that street work as an interventional model and work in the counselling centre deserve equal consideration and input.</p>

Workshops for female sex workers on different topics - in SILA (self-defence, health care, dealing with violence against women)	
Type of activity	Social assistance and empowerment enhancing service
Period of implementation	January 2003-March 2005 Each workshop has a different duration, from 4-15 hours.
Target group	<p>There are different target groups for each workshop:</p> <ul style="list-style-type: none"> - all staff/team members working in the low-threshold counselling/information centre for sex workers: coordinator, assistant, secretary, cultural mediators, social workers/ counsellors, course trainers; - migrant and local sex workers and their friends.
Geographical area of implementation	Vienna
Leading organisation	Lefö/TAMPEP or <i>Volkshilfe</i> Vienna
Public organisations involved	None
Private organisations involved in the intervention	<ul style="list-style-type: none"> - Women's association "<i>Drehungen</i>" (a special self-defence training with its focal point on awareness of their body and power, self-confidence and self-assertion); - gynaecologist; - cultural mediators and the counsellors.

Objectives	Workshop = an interactive process where the women are active participants: – communication about self-defence and health prevention; – empowerment; – reflection on different positions of feeling safe at work; – reflection on one's own experience of violence against women.
Activities	– Workshop: self-defence (2 half days); – Workshop: health prevention (4 hours).
Methodology and tools	– Self-defence training; – discussions; – training groups; – presentations; – self and group reflection; – group dynamics; – reflection.
Professionals involved	– Self-defence trainer; – doctors/health experts; – multipliers (peer educators/sex workers with good long-standing relationships with the counselling centre, helping to spread awareness, advise on policy issues, etc.).
Networking strategy	– Networking with different institutions – Lefö/TAM-PEP, abz, Municipality of the City of Vienna /STD clinic; – outreach-work.
Links with other programmes or projects	– Network of girls and women counselling centres; – women self-defence groups.
Results and impact	Results: – introduction into a new issue and related problems; – positive effect on group formation processes. Impact on final beneficiaries (female sex workers): – empowerment, more self-esteem, better informed about health issues; – multiplying effect: trained sex workers can inform other women.

Weaknesses	<ul style="list-style-type: none"> – Difficulty facing the issues of violence against women and sex workers, and prostitution; – Difficulty developing concepts around self-defence, with the focus on identity and dominance culture; – To visit a workshop, a mutual trust must exist between the women and SILA.
Strengths	<ul style="list-style-type: none"> – Approach within a multi-disciplinary framework; – combination of practical and theoretical approaches, and <i>vice versa</i>; – a workshop is a fun and creative opportunity for women to confront different issues; – promotion of the realisation that they are not alone (others have similar problems).
Innovation	<p>It is from women for women only, it is an interactive process which allows them to recognize their abilities and to improve their quality of life.</p> <p>It is an important methodology for starting a political discussion about the perception of women seen as victims.</p>
Transferability	<p>This good-practice intervention model is generally transferable – though it does depend on the target group. It is transferable in the area of all women (multipliers).</p>
Lessons learned	<p>To be a part of a workshop require mutual trust between the sex workers and the team at the counselling centre. It needs a comprehensive description about the issues and the framework of a workshop; it is difficult to give this accurate description during street work.</p> <p>Participants in a workshop can become important multipliers.</p> <p>A workshop is not only a transfer of knowledge but more a holistic approach.</p>
Recommendations	<p>It is important that the workshop trainers are familiar with the issue of prostitution and also with the working and living conditions of sex workers.</p> <p>Workshops are places for working together, reflecting together and developing strategies.</p> <p>It is important that the input for the topics of the workshops comes from the sex workers.</p> <p>Workshops encourage self-confidence and empowerment.</p>

Networking: Principles and practices carried out by the national partner projects

4.1 Principles and goals shared by the partners

One of the common objectives of the Gender Street project was to build strong networks to fight trafficking of human beings; to improve the social and labour inclusion opportunities and conditions for victims of trafficking and women prostitutes; and to activate mainstreaming and lobbying activities.

In order to achieve the main objectives of networking, all partners agreed to:

- widen the group of players involved in the activities, including especially those not regularly concerned with the project's issues;
- raise the public opinion's awareness on the project's issues;
- define common strategies at a local, regional and international level;
- exchange good practices and work experiences;
- strengthen the relationship between NGOs and other organisations working in the same field;
- work on mainstreaming events at national and international levels.

Every network provided the opportunity to share heterogeneous and varied experiences, to present new ideas and approaches, to find innovative solutions, to build trust and positive relationships between partners. However, it must be taken into consideration that differences between partners made it difficult to get to achieve a common format for networking. Each national partnership had distinct characteristics, which made it unique, and this affected the nature of their network.

Some partnerships included public institutions as leading players: on one hand, this strengthened the political and social weight of the partnership and the influence on the mainstreaming and lobbying actions, compared to the situation of other partnerships composed of NGOs that have difficulties to actively involve policy makers; but, on the other hand, it tended to slow down the whole process due to bureaucracy and of the different sensibilities of the public institutions involved.

Some projects focused on the return of victims to their country of origin, others on their social and labour inclusion in the country of destination. Furthermore, there are differences between national legislation (about residence permits, access to health services and labour market, housing and education) as well as between the target groups (migrant or local sex workers, women who voluntarily chose prostitution and women trafficked to be exploited in the sex industry). In addition, some of the partnerships were locally based, while others had a wider geographical scope. Therefore, the networking process and activities necessarily differed accordingly to the abovementioned variables.

4.2 National project networks

• LI.FE. - *Libertà Femminile* (Italy)

Objectives

The project LI.FE. aimed at building a wide and flexible network by including players who are not usually involved in solving problems related to trafficking in women (trade unions, house owners, entrepreneurial associations, etc.) in order to:

- define common strategies to fight trafficking in women;
- develop new and sustainable solutions to tackle specific problems;
- raise the awareness of the public opinion with regard to human trafficking and related issues.

Players involved

The network involves partners at two different levels:

The technical committee:

- Public institutions: Province of Turin, Municipality of Turin, Municipality of Moncalieri;
- NGOs: *Associazione TAMPEP Onlus, Associazione Gruppo Abele, Cicsene*;
- Educational and training organisations: University of Turin, *Casa di Carità Arti e Mestieri*;
- Entrepreneurial associations: *Confcooperative-Unione Provinciale of Turin, Associazione Compagnia delle Opere*;
- Religious organisation: *Ufficio per la Pastorale dei Migranti Curia Arcidiocesana*.

The steering committee:

- Trade Unions (CGIL, CISL, UIL);
- Office of the Public Prosecutor of Turin;
- Police Headquarter;
- Prefecture;
- Public organisations for health care and psychological help;
- Women's organisations.

Networking process

In 1996, the Province of Turin began to cooperate with the local NGOs involved in protection of victims of trafficking, especially by co-financing the Article 18 projects developed and funded by the Legislative decree no. 286/98 (Immigration law) to support the social assistance and integration of trafficked persons. The Equal project provided the opportunity to involve new players in this local system in order to define new co-operation strategies.

The process of networking went through different phases. The Province of Turin defined the field of intervention and identified all the possible players. All partners were involved in the process of defining objectives and activities to be done in the project through bi-lateral and multi-lateral meetings. Every decision was set out in formal or informal agreements.

In order to achieve the project's objectives, a technical committee and a steering committee were established. The eleven partners led by the Province of Turin composed the technical committee that defined

strategies, supervised and coordinated the activities of the working groups and facilitated the exchange of information and good practices. The steering committee supported the project and contributed to the definition and strengthening of all the lobbying and mainstreaming activities.

In order to guarantee the access to the formal labour market and housing for victims of trafficking, the partnership organised seminars and meetings with house owners, trade unions, entrepreneurial associations and created links with co-operatives and companies willing to provide job opportunities, mainly through on-the-job training.

Networking activities

In order to provide services to victims of trafficking (shelter and protection, board and lodging, legal assistance, health and social services, psychological assistance, social activities, educational and training activities, Italian language classes) the technical committee was responsible for:

- definition of the objectives to focus on;
- listing all possible local players that could be involved;
- organisation of round tables, bilateral and multi-lateral meetings;
- when appropriate, re-definition of the project's objectives to include specific issues raised by each player in the process of the project's development and to build trust between all different players;
- definition of activities that each partner could do to achieve the objectives and to build the network;
- definition of rules to enable all different players to work together (internal and external communication strategy);
- definition of a formal/non formal agreement between players;
- mainstreaming and lobbying activities carried out by the partners in co-operation with the steering committee and the new players involved.

Strengths

- All partners involved jointly worked to achieve the goals set out, thus profiting from all different approaches employed to tackle the identified problems.

- The involvement of partners not traditionally engaged in the anti-trafficking field provided new ideas and new approaches.
- The involvement of trade unions and entrepreneurial organisations was helpful to introduce the profit approach to the non profit sector.
- The involvement of crucial players for the inclusion of victims of trafficking in the socio-economic fabric made them feel responsible to provide results during the entire operation.
- The involvement of all local players and service providers guaranteed a multi-sector approach.
- The involvement of public institutions made it easier to carry out mainstreaming and lobbying actions.

Weaknesses

- It was difficult to build trust between different partners and constant mediation was found necessary to bridge the different approaches.
- It was difficult to involve partners not traditionally engaged in the anti-trafficking sector.
- It was difficult to elaborate an internal communication strategy and a common language.
- The definition of common objectives and common action took a long time.
- Good organisation of the activities required a powerful leading partner to coordinate all the strategy.
- Bureaucracy (for public institutions).
- Limited financial resources.

Results

- Identification of all various anti-trafficking experiences conducted in Turin and its province.
- Mapping out the housing and working facilities offered by Turin and its province.
- Research on the characteristics of the phenomenon of trafficking for sexual exploitation in the area.
- Analysis of the existing intervention services in the area (first contact, shelter accommodation, medical and psychological

- assistance, basic and advanced training, housing insertion, insertion in the labour market).
- Identification of existing problems and shortcomings.
 - Development of a methodological process based on the existing services provided and adopting innovative solutions to resolve critical issues.
 - Experimentation of the project with 15 women with particular attention to their cultural origin, condition of exploitation, expectations created by their migratory project, the reception possibilities and capacities of the institutional, economic and social context in which they were inserted.
 - The partnership of LI.FE. project submitted to the Piedmont Region a new project titled “LIBERE - TE LIRA - FREE” (funded by the European Social Fund). The project implemented a wide campaign to sensitise the public opinion, house owners, students, entrepreneurs and law enforcement agencies on the situation of trafficked women. To achieve the project’s aims a short video, a commercial, a photo story and posters for city buses were produced and distributed. The partners, together with women with a background in trafficking and prostitution, carried out all the activities.

Recommendations at local, national and European levels

- At the local level there is the need to promote the “culture of mediation”, to facilitate and to improve the living conditions and integration of migrant women, in particular of African women.
- It is important to approach the phenomenon of trafficking from a social point of view, rather than consider it as a problem of local security.
- It is crucial to organise training sessions on the provisions set by the Article 18 of the Immigration Law addressed to the Police Headquarters and the various law enforcement agencies. This should be done in collaboration with the Police Headquarters and will guarantee proper knowledge of the possibilities offered by the law to the women arrested during roundups in the streets.
- Establishment of a permanent working group in order to reach agreements and propose agreements of understanding with the

Embassies or Consulates of the countries of origin of trafficked women.

- Establish good relations with the Italian embassies in the women's countries of origin to guarantee, when needed, better assistance to the relatives of the victims and facilitate family reunion, especially for minors.
- There is the need to distinguish trafficking, migration and prostitution from each other and to create appropriate laws for each of them.
- Common basic legislation and agreements about trafficked women at a European level are needed, according to human right policies.
- Increased collaboration between European Police Forces should be promoted to combat trafficking.
- There is a need to find different financial resources in order to guarantee continuity to the projects.

• ***Strada: Recupero socio-lavorativo delle donne oggetto di tratta (Italy)***

Objectives

The network established aimed at assuring that the planned activities had an impact on the complex problem of prostitution and trafficking by involving a series of players directly linked to the project implementation in the three local contexts and at the national level. Furthermore, a set of networking and mainstreaming activities were aimed at extending and connecting the project's impact at a wider regional and national level. Such a multi-faceted approach provided exchange of information and experiences among the various public and no profit organisations involved, and it made effective actions easier.

Players involved

Strada is a national project based on the implementation of various actions in three different local areas, and it involved as direct partners the following players:

In the area of Pisa:

- Public institution: Province of Pisa;
- No profit organisations: *Associazione Donne in Movimento*, *Cooperativa Sociale Il Cerchio*, *Associazione Pubblica Assistenza*;
- Entrepreneurial associations: *API Toscana*, *Legacoop*, *CNA*.

In the area of Potenza:

- Public institution: Province of Potenza;
- No profit organisations: *Associazione Irfedi*, *Associazione Cestrim*, *Caritas Diocesana*, *Telefono Donna*;

In the area of Trento:

- Public institutions: Municipality of Trento, Municipality of Rovereto, Province of Trento (external collaboration);
- No profit organisations: *Associazione Lila*, *Cooperativa Sociale Kaleidoscopio*, *Cooperativa Sociale Samuele*, *Cooperativa Sociale Punto d'Approdo*;

At the national level:

- Leading partner: Province of Pisa;
- Technical coordination: *Associazione Tecla*;
- Scientific coordination: *Associazione On the Road*.

Furthermore, in each local area, other actors have been involved as indirect partners: Prefectures, Police Headquarters, Municipalities, health services, enterprises, NGOs.

At the national level, all Article 18 projects and their local networks have been involved in the mainstreaming activities.

Networking process

The Sally Project – the Article 18 social assistance and integration project run by the Province of Pisa – led to the creation of a network with wide ranging and comprehensive interaction of local authorities, law enforcement agencies, health and social services, lay and Christian associations, entrepreneurial associations. The Pisa network was thus the starting point for the creation of a multi-regional strategy for the Equal project that involved partners from the other provincial areas of Potenza and Trento. The specific national experience of *Associazione On the Road* ensured links with the broader Italian context.

For the planning and implementation of activities, an inter-connected model of national and local steering committees was set up, which accompanied the whole process. A multi-regional joint training provided to the local teams and continuous scientific support ensured a common methodological approach in the project implementation. In each local context, the formal partners involved all the other relevant players in the project, and in Pisa also awareness raising meetings have been organised in the local community. Mainstreaming events and tools have been put in place both at the local and national level such as seminars, conferences, publications and newsletters.

Networking activities

- Setting up of a tiered organisation model: Cross-border steering committee; National steering committee, three Local steering committees, seven local territorial work teams.
- Multi-regional initial joint training course provided to the local teams and continuous scientific support.
- Setting up of networking activities in each territory through the creation of provincial round tables on trafficking involving all project players (institutions, law enforcement agencies, private and public social sector organisations, entrepreneurial associations, trade unions, enterprises, employment public agencies, health services).
- Inter-local agreements for the referral of women victims of trafficking and their insertion into shelters and into programmes designed to facilitate their inclusion into society and in the labour market.
- Local mainstreaming through three start-up seminars and three public workshops.
- Thanks to the project experience, the Province of Pisa developed a regional project in Tuscany involving other three Provinces and their local networks.
- In the project a National Coordination of Local Authorities developing social interventions in trafficking was set up and conducted by the Province of Pisa.
- Further national mainstreaming events took place within the project (one start-up seminar and a conference about under-

ground prostitution and trafficking) and a variety of tools were issued (newsletters and three handbooks), addressed to the public and no profit organisations engaged in the Italian social assistance and integration programme and involving the Equal Opportunities Department and the Ministry of Welfare.

Strengths

The strong points of the network can be identified according to different levels:

- national/local interconnected organisation model in terms of co-ordination and methodological approach able to ensure consistency and at the same time respect for differences;
- intervention in three different areas of Italy, sharing different approaches and experiences;
- common work carried out by public bodies and private sector organisations;
- integrated approach in the interventions addressed to the target group (from harm reduction to social and labour inclusion) and therefore multi-players networking in the local areas;
- a non-project-limited vision that allowed developments and results both at regional and national level.

Weaknesses

The large number and diversity of partners, with different experiences in the field made it difficult to:

- manage and identify a common basis for objectives, methods and procedures, especially being the network so broad;
- co-ordinate information flow and to share the knowledge on the theme;
- share practices with regard to particular areas of intervention, based on differing interpretation of the laws in the various regions involved;
- obtain updated, in depth, shared information due to the complexity, varying degrees and on-going evolution of the problems faced;
- the project implementation represented a challenging process also because of the heterogeneous definition of the skills of the

persons involved in the field and sometimes because of the resistance to new models or variations of existing models.

Results

The networking model adopted in the *Strada* Project ensured the achievement of results at different levels:

- enhance the help, protection and support to victims of trafficking through a variety of actions aimed at their social inclusion and insertion in the labour market in three different local areas;
- develop innovative practices (e.g. for the victims' inclusion in the labour market or in approaching the unexplored field of underground/hidden prostitution and linked forms of exploitation linked to trafficking);
- consolidation of local multi-players networks;
- the vocational guidance and on-the job training experimented in the project will be probably adopted by the Province of Trento and included in its ordinary social and labour inclusion system;
- start up of a regional project on prostitution and trafficking in the Tuscany region;
- establishment of the National Coordination of Local Authorities developing social interventions in trafficking.

Recommendations at local, national and European level

- Support interventions in favour of the victims of trafficking should be based on a gender/age/cultural sensitive and human rights centred approach, shared not only by the social services providers but also by the other players such as the law enforcement agencies. Such an approach would also enhance the investigative and repressive strategies against traffickers and exploiters.
- Therefore strict co-operation and networking involving all responsible agencies should be encouraged and supported at different geographical levels.
- At the local level multi-players and integrated networking should be enhanced through common activities and training, establishing local round tables on the issue of trafficking, identi-

fyng procedures of common work respecting each agency' role, defining the networking model also in written agreements in order to ensure clarity and common understanding and to avoid that networking practices and procedures depend on the personal sensitivity/discretion of the single organisation's representatives.

- National co-ordination bodies (such as the National Coordination of Local Authorities on Trafficking) should be enhanced also in order to collect problems and proposals from the local areas and lobby for the improvement of the whole system at national, European and transnational level. The lobbying activities should also be oriented towards legislation improvements and not only specifically in relation to trafficking but also taking into consideration how legislation in other connected fields (e.g. immigration, prostitution, etc.) affects the system.

• Improving Future Job Opportunities for Victims of Trafficking in Persons (The Netherlands)

Objectives

In the BLinN/TAMPEP project in the Netherlands on improving future job opportunities for victims of human trafficking, only three organisations directly participated as partners in the project: BLinN-Humanitas, BLinN-Novib and TAMPEP International Foundation. In order to reach the objective of the project, it was necessary to create a wide network with different organisations at local, regional and national level.

Players involved

There were three partners in the project with national and international coverage. Humanitas and Novib already cooperate on the project Bonded Labour in the Netherlands (BLinN), aiming to support victims of human trafficking in increasing their options for the future. In most cases, neither organisation has direct contact with the target group, but work through the intermediation of other social assistance organisations. Humanitas is responsible for networking in

the Netherlands, while Novib is responsible for networking at international level, with emphasis on the countries of origin. TAMPEP International Foundation is a European network with organisations in 22 Western, Central and Eastern European countries. Besides the international work, TAMPEP carries out outreach work among migrant prostitutes in the Netherlands and in the countries of the network and has additional activities in the field of peer education, lobbying, creation of national platforms of service providers and bi-lateral projects with countries of origin. Some partners of the network run assistance programmes for trafficked women. In this way the three partners bring in together various resources and network formats on national and international levels.

In order to achieve the main objective of the project: provide education and training to victims of human trafficking and offer preparation and support if they decide to return to their home countries, the partners invested a lot of time in the maintenance of a nationwide network of organisations:

- *Consultation board*

In order to have a flexible and effective support structure of the project, a small consultation board was recommended that would be formed by representatives of the sectors who have a key function in the implementation of the project and who themselves are in the structure of networking. The following organisations participated in the consultation board:

- Foundation Against Trafficking in Women (STV), which has a national registration function for victims of human trafficking and co-ordinates 15 regional networks for the assistance to the women;
- *La Strada*, which is a network of NGOs in eight Central and Eastern European countries, with support from STV in the Netherlands;
- Prostitution Social Work Humanitas (PMW), which co-ordinates the Integration Networks for Victims of Human Trafficking in the region of Rotterdam;
- Regional Education Centre Amsterdam (ROC), an important institute in the field of education and vocational training in the

- city of Amsterdam, with several contacts with similar institutes at the national level;
- Association of Dutch Municipalities (VNG), which represents and supports all municipalities in the Netherlands.

The partners chose to include these organisations from different sectors, in order to achieve support for the project at different levels and to contribute directly to the mainstreaming of the results.

- The *network of contacts* consisted of the following organisations:
 - regional integration networks for assistance of victims of human trafficking, currently in 15 different regions of the Netherlands;
 - women’s shelters, where most women from the target group are staying;
 - education and training centres, where the participants from the target group follow training courses of their interest;
 - governmental bodies and policy makers, in order to achieve changes in local and national legislation concerning the assistance to victims of human trafficking;
 - organisations in the home countries, which can receive and support the women when they decide to return to their country of origin.

Networking process

The three partners had monthly meetings and weekly contact by telephone and/or e-mail. The consultation board met every three months. The contact with other organisations was made through already existing contacts and using a leaflet about the project and carrying out a needs assessment among 100 social assistance organisations. In some regional networks, one of the partners participated and notified the other network partners about the project.

In the future there will be information about the project on the BLinN website and the TAMPEP website and there will be an electronic newsletter to inform the extensive network on the results of the project. There is a systematised database of the broad network.

Networking activities

Organisations working with victims of trafficking were informed about the project through leaflets. They referred women to the proj-

ect and analysed together with the individual woman and the project their specific need and interest and what education and training would fit best to that need. From the project, regular contact was maintained with the referral organisation on the results of the educational process. Some of the organisations also offered internships to the participants of the peer educators course. The consultation board was involved in the evaluation and progress of the project.

Strengths

- The partners had multiple experiences: direct social assistance to the target group, lobbying at national and international levels; creation of a broad national and international network of organisations. Although their work was different, the partners have many ideas and visions in common and that made them a strong partnership.
- The members of the consultation board represented different sectors and were all very interested in the project.
- Many external organisations supported the aim of the project and referred women to the partners.

Weaknesses

- It was difficult to actively involve local and national policy makers and governmental bodies.
- It was necessary to have a permanent information campaign about the project, so that all the organisations involved would remain informed about its activities.
- Many networking contacts were based on personal contacts, not institutional contacts. When a person leaves the organisation or institution, in many cases you have to start all over again.
- It is difficult to have clear insight regarding the offer of organisations in countries of origin.
- The legal context of prostitution and migration law is very repressive and directed at the deportation of sex workers without legal papers which means that the majority of the women who are affected by exploitation and trafficking are excluded from any form of assistance and protection.
- There is a lack of community-based organisations that can act as self-help organisations for migrant sex workers (including the

- group that is under control of the pimps and other exploiters).
- In reality, B9 procedure is accessible only to a very small percentage of the women who are in need due to exploitation and trafficking.

Results

- Many organisations participated in the needs assessment.
- A significant number of women were referred to the project, due to the project's good results.
- Through the peer educator's course, the partners were able to strengthen the contact with several organisations during the participants' practical period.

Recommendations at local, national and European levels

- There is a need for a national protocol to support victims of human trafficking in the field of education, training, work possibilities and return.
- There is a need for an international protocol for the reintegration of victims of trafficking.
- There is a need for promotion of a social integration model based on individual human rights and protection measures.
- There is a need to broaden the opportunities for the women in the B9 procedure. The present status excludes them from access to the labour market and the temporary status of the victim is directly bound to her position as a witness and to juridical procedure. It provides very few future perspectives.

• SILA - Low Threshold Access to Counselling and Qualification for Female Sex Workers (Austria)

Objectives

The targets of the SILA networking were in accordance with the overall aims of the project:

- to establish a low-threshold counselling centre;
- to run the low-threshold counselling centre;
- to gain access to the labour market.

In general, another object was to raise awareness of the situation of sex workers and of the need to work out solutions to problems on a case-by-case basis. More generally the aims were:

- to raise awareness of the situation of sex workers;
- to improve their working and living conditions;
- to lobby relevant bodies in politics and community, associations;
- to offer more and more varied services to sex workers;
- to work on amendment of legislation;
- formalisation of sex work;
- empowerment of sex workers.

Players involved

The networking of SILA was based on the long experiences of Lefö/TAMPEP with this target group and this helped to give direction. Media organisations were addressed selectively.

Partners at a national level were:

- *Volkshilfe*: coordinator;
- Lefö: street work, cultural mediation, German courses and educational training;
- *Waff*: financial responsibility;
- abz: computer courses;
- Institute for politics: evaluation.

Other partners who provided the logistic support:

- public institutions at the district and at the city level, such as Aids-House, health authorities, *Registrierungsstelle*, *Bundesasylamt*;
- other NGOs in Vienna;
- national level: migrants organisations (*maiz*), project for prostitutes (Lena/Caritas), Anti-racism projects;
- international level: TAMPEP, other projects which are concerned with similar issues.

Networking process

In the beginning the focus was on the district where the centre is located; later, in co-operation with the partners, a new focus was established, on the city level. The partners interacted with existing partners' networks and established new ones. Networking processes

always meant enabling discussions and increasing awareness of and sensitisation about the issues.

Networking activities

It is necessary and important to:

- formulate opinions and to prepare general information for discussions on a public level, or within institutions, to those with whom co-operation will take place;
- organize workshops in order to inform politicians, the media and certain institutions about the issue of prostitution;
- hold regular round-table-discussions about specific issues with different concerned parties;
- carry out mainstreaming and lobbying activities.

Strengths

The expert knowledge of feminist and women's organisations enabled a wide and multifaceted network. Furthermore, the international network of Lefö could be used to bring the issue of enhancing sensitisation to sex workers to a more wide-ranging audience. Finally, in Vienna some influence might be possible on the district legislation, rather than on the national level.

Weaknesses

- It was difficult to actively involve local and national policy makers and governmental bodies.
- In Austria there is no offsetting item within the women organisations or feminist groups.
- There is only limited awareness within the political parties about the situation of the sex workers.
- In Austria there are only three projects that work with prostitutes. The legal situation for the prostitutes is extremely unclear since prostitution is both forbidden and at the same time considered immoral.
- At the moment in Austria there is no open political discussion on the subject of prostitution and sex workers. On the contrary, the new law reforms make the situation worse for the prostitutes, especially migrants who also have to deal with immigration and racism.

- A constant mediation between different approaches has to be achieved.
- The legal context of prostitution and migrants law very repressive and directed at the deportation of sex workers.
- Many networking contacts were based on personal contacts, not institutional contacts. When the staff member leaves the organisation or institution, in many cases it is necessary to start all over again.

Results

- More awareness of the topic was achieved on the district and city level.
- The Counselling Centre was used by many women.
- Increased interest in and enquiries were made by a wide variety of organisations regarding the topic “sex work and prostitution.”

Recommendations at local, national and European level

- At the local level it would be helpful to promote the “culture of mediation” to facilitate and to improve the living conditions and integration of migrant women, in particular African women.
- It is important to win the local community over by making them aware of problems and by setting up mediation practices to help resolve conflicts between the women and the local population.
- Additional financial resources should be secured in order to guarantee continuity to the projects.
- Steps towards formalisation of prostitution should be made. A counselling centre with stable conditions should be set up.

Recommendations

The Gender Street network elaborated upon the following recommendations, taking into account the distinct needs of the different groups consisting of trafficked women and migrant female sex workers who are targeted by the national projects. These recommendations are addressed to international and national institutions; law enforcement agencies and judiciary authorities; public and private social organisations and training agencies.

International institutions

- Foster the ratification and the implementation of the UN Convention Against Transnational Organised Crime and the Additional Protocol “to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children” in order to prevent and fight trafficking in human beings.
- Endorse appropriate national legislative measures with a human rights based approach, including the UN Convention and Protocols definitions and provisions, to punish traffickers and exploiters and support victims in all countries.
- Promote long-term political and institutional commitment to anti-trafficking measures.
- Promote the establishment and implementation of a comprehensive social protection and assistance programme, including all personal safety matters, aimed at the social and occupational inclusion of trafficked persons. Such a programme, provided through a mutually informed and consensual basis only, should include a residence permit, immediate access to safe and suitable accommo-

dation, free legal counselling and assistance, health care, education, vocational training and employment; and should be conducted by accredited NGOs or social public services.

- Implement a legally binding measure that grants a temporary residence permit (minimum of six months) to trafficked persons, despite their capacity and/or willingness to press charges against the perpetrators and to co-operate as a witness – regardless of whether perpetrators are prosecuted. Through this permit the trafficked person should have access to a social integration programme that includes access to the labour market, vocational training, education and other support services to encourage her/his full social and occupational inclusion in the receiving country. The temporary permit must be renewable and be easily converted into a permanent one for study or work purposes, allowing victims to become regular migrants and fully-fledged citizens.
- Increase the financial support of NGOs to better implement prevention, protection and social inclusion programmes for victims of trafficking in countries of origin, transit and destination, and to provide the programmes' long-term sustainability.
- Foster and strengthen coordination and co-operation between and among public and private agencies within countries of destination, transit and origin, by incorporating the expertise, authority and network of international bodies, such as the OSCE, EU and UN.
- Ensure information exchange policies at the international level in order to ameliorate the knowledge on trafficking and, therefore, to implement more focused strategies and share common approaches.
- Implement and support local development initiatives in the countries of origin in order to tackle the root causes of trafficking (i.e. poverty; gender, ethnic, class discrimination; lack of resources; conflicts).
- Promote measures and policies to protect and respect labour migrants' rights.
- Recognize prostitution as labour.

National governmental institutions

- Ratify and implement the UN Convention Against Transnational Organised Crime and the Additional Protocol “to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children.”
- Make long-term political and institutional commitments regarding anti-trafficking policies and measures.
- Adopt measures to increase opportunities to promote legal and non-exploitive labour migration policies. In this framework, labour policies for local and migrant sex workers should be developed and implemented as a means to fight discrimination, exploitation and trafficking.
- Enforce the implementation of a legally binding measure that grants a temporary residence permit (minimum of six months) to trafficked persons, despite their capacity and/or willingness to press charges against the perpetrators and to co-operate as a witness – regardless of whether perpetrators are prosecuted. Through this permit the trafficked person should have access to a social integration programme that includes access to the labour market, vocational training, education and other support services to encourage his/her full social and occupational inclusion in the receiving country. The temporary permit must be renewable and be easily converted into a permanent one for study or work purposes, allowing victims to become regular migrants and fully-fledged citizens.
- Establish a comprehensive social protection and assistance programme aimed at the social and labour inclusion of trafficked persons, that takes in due account their safety. Such programme, provided only on a duly informed and consensual basis, should include immediate access to safe and suitable accommodation, free legal counselling and assistance, health care, education, language classes; vocational training and employment.
- Increase the financial resources for the implementation of prevention, protection and social inclusion programmes for victims of trafficking and additionally, for the sustainability of resources and

services. To guarantee the continuity of the interventions; the funding must be adequate and regularly granted.

- Recognise and fully acknowledge the fundamental role played by NGOs and local authorities as services providers.
- Set up a cooperative framework between the private and public sector involving educational institutions, enterprises and employment agencies, law enforcement agencies and the judicial system.
- Establish benchmarks and set minimum standards of achievement to assess the projects' outcomes and the functioning of the implemented procedures; identify the best practices; and issue an annual report. The collected data could also serve as valuable resources to evaluate the current phenomena of trafficking and exploitation in the country.
- Recognise and certify the so-called "new social professions" such as: educators, outreach operators, drop-in centre workers, cultural mediators, vocational guidance counsellors, on-the-job training tutors; in addition, specialised vocational training courses for these professions should be implemented.
- Fund awareness raising activities targeting different actors: victims, potential victims, clients, public at large, the media, local and national governments.
- Use the multitude of existing studies and research to improve the situation and the protection of women's human rights that are violated through trafficking.
- Support and fund multidisciplinary and multi-approach studies, with special regard to the new forms of exploitation; investigations must be based on a recent system of data collection categorized by gender, nationality, age and type of exploitation while respecting the victims' privacy.
- Foster an international police squad in conjunction with judicial and social co-operation by competent authorities in other countries of destination, origin and transit.

Specific recommendations concerning (migrant) sex workers:

- Recognize prostitution as a profession in order to ensure independency, self-determination and rights of (migrant) sex workers.

- Abolish mandatory (police) registration for sex workers to avoid further marginalizing, criminalizing and stigmatising of (migrant) sex workers.
- Enable free access to the health care system for all sex workers as a way to protect their rights – instead of mandatory health controls.
- Conduct necessary legal amendments/adaptations to abolish the notion of sex work being *contra bonos mores* in order to protect and recognize the working rights of (migrant) sex workers.

Law enforcement agencies and judiciary authorities

- Improve coordination, at local, national and international levels among different law enforcement agencies addressing trafficking cases and appoint national and local anti-trafficking task forces involving law enforcers and judicial officers to fight trafficking.
- Standardise identification and referral procedures for victims of trafficking and guarantee an efficient and quick issuance of a temporary residence permit to victims.
- Inform victims about their rights and possibility to access a programme of social assistance and integration; repatriation of victims of trafficking should be executed only upon their voluntary request and after a risk assessment check with the assistance of specialised agencies.
- With the support of experts from NGOs experienced in the field, train personnel to identify and appropriately offer support to victims of trafficking; develop investigative skills; and enhance law enforcement agencies and judiciary authorities capacity to fight organised crime engaged in human traffic.
- Exchange experiences, information and practices between law enforcement agencies, public institutions, local authorities and NGOs in order to identify good strategies to combat trafficking and to support social integration projects aimed at victims of human traffic.

Public and private social organisations and training agencies

- Respect victims' and sex workers' rights and plans.
- Involve trafficked women and/or migrant sex workers in the elaboration and implementation of policies and interventions (through the empowerment approach) to contribute to their self-determination, self-reliance, and personal development.
- Provide a comprehensive operational model that includes a wide-ranging counselling concept to specifically and appropriately meet the needs of trafficked persons through multidisciplinary assistance and tailor-made measures; such a model should include, at the minimum, appropriate and secure housing, psychological, medical, social and legal counselling and assistance services.
- Employ professionals specifically trained to work with victims of trafficking (outreach workers, shelter operators, psychologists, etc.) including cultural mediators from the countries of origin and legal consultants to guarantee efficient legal assistance to victims.
- Involve peer educators on a regular basis in outreach work and in the drop in centre activities as key-figures to provide assistance to trafficked women and migrant sex workers. Consider street work and counselling services as interventional models that deserve equal consideration and input.
- Consider educational and vocational training aimed at trafficked persons as a key-element to improve their social inclusion process; the training activities should:
 - be developed according to the specific characteristics and needs of trafficked women and migrant sex workers;
 - be based on the co-operation between service providers for trafficked women, migrant sex workers and educational institutions in order to offer professional training and expertise from both parties;
 - be linked to working experience initiatives, such as internships and job insertion activities;
 - ensure real opportunities for social and occupational inclusion on a permanent basis.

- Provide regular training and refresher sessions aimed at professionals working in the field of anti-trafficking, that, *inter alia*, should:
 - comprise female participants and trainers with a multi-cultural background;
 - involve trainers who are familiar with the issues of trafficking for sexual exploitation, prostitution and with the working and living conditions of sex workers;
 - develop teamwork skills;
 - include the viewpoints and recommendations of sex workers.
- Organise training sessions on trafficking directed to all actors involved in determining anti-trafficking measures in order to compare and integrate different points of view and develop a local network.
- Allocate suitable time and resources to study, analyse and discuss the legislative, political, social and cultural frameworks affecting trafficked persons and/or migrant sex workers to better understand both the general phenomenon and the personal experiences of the persons supported and, thus, develop appropriate measures of assistance and protection.
- Involve entrepreneurial associations in order to sensitise them on the trafficking related issues and to create new working opportunities for the target.
- Implement a networking methodology.
- Develop and implement an on-going system of assessment and monitoring of the activities and strategies carried out.
- Dissemination and multiplication of good practices in the field of social and labour inclusion.
- Issue activities reports on a regular basis.
- Promote local networks including all agencies engaged in providing services to affected women and fighting human traffic and exploitation.
- Develop exchanges and co-operation between NGOs (including NGOs held by sex workers or migrant women), social workers

and others concerned with victim assistance from countries of origin, transit and destination.

- Sensitise media, policy makers, employers and the public to prevent stigmatisation and exploitation of sex workers and trafficked women.

Annex 1

The national Equal projects

• Progetto LI.FE. - *Libertà Femminile* (Italy)

Aim

The goal of the project is to develop an intervention network which will, through medical and psychological assistance and vocational training, construct a strong working methodology to assist women victims of trafficking achieve social, housing and job inclusion.

Activities

- Mapping out all the various practices conducted in the area of Turin;
- mapping out the accommodation and working facilities offered by the province of Turin;
- research on the features of the phenomenon of trafficking for sexual exploitation in the province of Turin;
- analysis of the already existing intervention services in the area (first contact, shelter accommodation, medical and psychological assistance, basic and advanced training, housing insertion, insertion in labour market);
- single-out current problems and deficiencies;
- development of a methodological process based on what exists and adoption of innovative solutions to resolve critical issues;
- experimentation with 15 women with particular attention to their cultural origin, conditions of exploitation, the expectations created by the migratory project and regarding the reception possibilities and capacities of the institutional, economic and social context in which they will be inserted.

Partners

Province of Turin, Municipality of Turin, Municipality of Moncalieri, University of Turin, *Confcooperative-Unione Provinciale of Turin*, *Ufficio per la Pastorale dei Migranti Curia Arcidiocesana*, *Associazione TAMPEP Onlus*,

Casa di Carità Arti e Mestieri, Associazione Compagnia delle Opere, Associazione Gruppo Abele, Cicsene.

Steering committee

Prefecture, Police Headquarter, Prosecutor's Office of Turin, *Carabinieri*, CGIL, CISL, UIL, Cna, *Confartigianato*, Apid, Regional Equal Opportunities Committee, *Consulta Femminile Regionale, Consulta Femminile Comunale, Associazione Promozione Donna, Zonta International.*

Reference

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Associazione TAMPEP Onlus
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- ***Strada: recupero socio-lavorativo delle donne oggetto di tratta (Italy)***

Aim

The project aims at tackling and overcoming the obstacles to the social and labour inclusion of migrant women victims of trafficking for sexual exploitation who joined a social assistance and integration programme (Article 18 of Legislative Decree no. 286/98). Thus, it supports the process of recovery and integration into the receiving society and into the labour market. *Progetto Strada* adopts a human rights approach and thus places at the centre of any activity the person's needs and views.

Activities

The project is implemented in three different provincial areas of Italy (Pisa, Potenza and Trento). In each area local teams develop and carry out

tailor-made measures that facilitate the social and job insertion – and thus autonomy – of migrant women, who were formerly engaged in prostitution.

Following are details of the activities being carried out:

- study and mapping of the phenomenon including a research-action on underground prostitution and connected trafficking and exploitation that takes place in apartments, night clubs, massage parlours etc.;
- outreach work to provide information, support and help on health issues and opportunities of social inclusion;
- drop-in centre: as a multifunctional space to provide information, vocational guidance, accompaniment and counselling on health, psychological, social, legal, or rights issues, activation of social assistance and integration programmes and organisation of thematic meetings aimed at the target group;
- step by step assistance to the beneficiaries until they reach a state of autonomy. The project implements many different programmes and is a flexible model managed by the social workers;
- vocational guidance, on-the-job training (*Formazione Pratica in Impresa* - FPI), direct insertion in the labour market; job accompaniment and guidance activities;
- networking and mainstreaming activities are developed at the local and national level through:
 - joint training for the local teams;
 - local networking including all relevant actors of each area;
 - national networking with the project partners and with other agencies/project active in the social interventions system on trafficking;
 - local and national seminars and workshops;
 - newsletter and publications.

Partnership

Lead organisation: Province of Pisa.

Partners:

- Pisa: Province of Pisa, *Associazione Donne in Movimento*, *Cooperativa Sociale Il Cerchio*, *Associazione Pubblica Assistenza*, *Legacoop*, *API Toscana*, *CNA*;
- Potenza: Province of Potenza, *Associazione Irfedi*, *Associazione Cestrim*, *Caritas Diocesana*, *Telefono Donna*;

- Trento: Municipality of Trento, Municipality of Rovereto, *Associazione Lila*, *Cooperativa Sociale Kaleidoscopio*, *Cooperativa Sociale Samuele*, *Cooperativa Sociale Punto D'Approdo*, Province of Trento (external collaboration);
Associazione On the Road (scientific supervision and support);
Associazione Tecla (technical coordination).

Reference

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• Improving Future Job Opportunities for Victims of Trafficking in Persons (The Netherlands)

Aim

One of the main problems that victims of trafficking in persons and forced prostitution face is their limited freedom of choice and their limited future work possibilities. The project pursues this problem while integrating the different experiences of each organisation. The activities are adjusted to the needs, interests and capacities of the target group.

The overall aim of the project is to improve the integration possibilities of victims of trafficking in persons and forced prostitution into the labour market in the Netherlands or in their countries of origin. Specific aims are:

- to offer integrated education and job training possibilities;
- to improve the access to the labour market in the countries of origin;
- mainstreaming the Dutch government and the European Union regarding the issue of labour possibilities for victims of trafficking in persons and forced prostitution.

The target group of the project are the people who have become victims of trafficking in human beings and/or forced prostitution in the Netherlands. This includes both the people who pressed charges against their traffickers and are included in the B9 programme, but also others who decided

not to do so or who have applied for an extension of their stay. Some of them do have permission to stay in the Netherlands, but they do not have access to social services. All these people, with legal, semi-legal or irregular status, form a part of the target group of this project.

Activities

The activities that are being carried out are research, networking, development of new training models, improving the access to the existing training possibilities, lobbying and dissemination of information. At the international level, experiences have been exchanged with projects in Italy, Austria and different countries of origin.

Following are details of the activities being carried out:

- implementation of an advisory board for the project, composed of service providers for trafficked women, educational institutions and local government;
- individual mediation for language courses and vocational training;
- individual mediation for voluntary work and internships;
- creation and implementation of a vocational training course for peer educators in prostitution;
- creation and implementation of two Dutch language courses (beginners and advanced) for central and eastern European women with a background of trafficking who are still working in window prostitution;
- development and implementation of a computer and empowerment course for trafficked women;
- development and implementation of a support group of trafficked women working on the improvement of their social skills, empowerment and self esteem;
- preparation and support in case of return to the country of origin;
- research on the labour market in some countries of origin;
- individual support and evaluation of the participants;
- dissemination activities, such as a publication, leaflets, public events;
- mainstreaming activities, such as the elaboration of specific lobby proposals and discussions with policy makers.

Partnership

Lead organisations: Programme Bonded Labour in the Netherlands (BLinN) of Humanitas and Novib, TAMPEP International Foundation.

Reference

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Website: www.tampep.com

• **SILA - Low Threshold Access to Counselling and Qualification for Female Sex Workers (Austria)**

Aim

SILA is a low-threshold counselling centre for female prostitutes. The methodological approach is holistic. The concept is based on the assumption that formalising sex work will improve the situation of prostitutes. Migrant and local sex workers are addressed. The majority of sex workers in Austria (as in other Western European countries) are migrant women. Thus, migrant sex workers (with different types of status) constitute the majority of clients of the counselling centre.

The focus is on enhancing their status in respect of health care, social and employment rights, the extension of their scope of action and decision through the provision of counselling services and opportunities to acquire vocational qualifications as well as support for women who wish to change the area of work. SILA aims to broaden the individual range of action of the women. The project offers counselling concerning living and working conditions, as well as German language and computer courses.

Activities

- A low-threshold counselling centre has been established – based on a feminist outlook. Labour market policy, social, medical/STI and legal advice, counselling and guidance are provided. The centre also has a communication room complete with computer and internet access. Needs-compliant child care is organised.
- Street work and counselling. Street work is an important methodological tool used not only for concrete counselling purposes but also for spreading information on the centre. Issues such as living conditions, sex workers' experiences, housing, health, violence, job areas, difficulties with employers, authorities and discrimination in general are important.

- Chiefly migrant sex workers receive help regarding their specific problems: language barriers, lack of knowledge of the legal situation and discrimination because of their being migrants. Legal and medical advice is also offered.
- Cultural mediation: successfully developed within TAMPEP's health promotion and Aids prevention project, cultural mediation aims to mediate between different cultural backgrounds and encourage, as far as possible, mutual understanding communication.
- German language courses as well as basic computer trainings are offered in settings, which enable work in small groups to adjust to the capabilities of the participants.
- Website: presents the project and serves as an information platform; women participate in the management of the website, in the discussion forum and online-news.

Partnership

Lead organisation: *Volkshilfe Wien* (www.volkshilfe-wien.at)

Partners:

Lefö: www.lefoe.at

Abz-wien: www.abzwien.at

Waff Programm Management GmbH: www.waff.at

Fonds Soziales Wien: www.drogenhilfe.at

Arbeiterkammer Wien: www.akwien.at

Wirtschaftskammer Wien: www.wkw.at

Department for Political Science: www.univie.ac.at/politikwissenschaft.

Reference

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Transnational meetings

- **First meeting: 27-30 November 2002, Amsterdam (The Netherlands)**

Discussions

During the first transnational meeting in Amsterdam, the main objective was the presentation of each of the national projects and the definition of the transnational activities.

After the presentations of each of the national projects, we discussed the similarities and differences between the projects and the joint objectives of the transnational cooperation agreement. It was agreed that we should take into account the differences in the definition of the target groups: sex workers in Austria, and trafficked women in the other three projects.

The common objectives for the transnational cooperation were defined and two main working areas were identified:

- research and exchange of good practices;
- networking and lobbying.

Following discussions on the methodology and activities to be carried out, it was decided that the research would focus on the obstacles to social and labour inclusion for migrant sex workers and trafficked women, and on good practices to overcome these obstacles.

In the field of networking, it was decided to describe each of the networking experiences in the national projects and exchange them at the transnational level. With respect to joint lobbying efforts, the first document to be used is the Brussels Declaration and a joint reaction will be written.

Furthermore, some specific tasks were agreed upon in the field of communication, evaluation and financial administration.

Public meeting

During this transnational meeting, a public meeting was also organised, with the aim of informing Dutch organisations and policy makers about the international cooperation of the Gender Street project. There were presen-

tations on the four projects in Austria, Italy and the Netherlands and a short description of the international activities planned. After the presentations there was time for questions and discussion. There were 15 participants from women's shelters, victim support organisations and the Bureau of the National Rapporteur on Trafficking in Human Beings.

Visits

- Window prostitution area in Amsterdam;
- Prostitution Information Centre in Amsterdam;
- Foundation for Assistance and Support to Prostitutes (SHOP) in The Hague;
- Visit to vice-squad of the Police in The Hague.

• **Second meeting: 10-12 April 2003, Turin (Italy)**

Discussions

The second transnational meeting's focus was on the exchange of information in the field of obstacles to social and labour inclusion and of networking. All the national projects had prepared documents on their national situation, which were presented and discussed during the meeting. It was decided that, based on the obstacles and the networking experiences, good practices in each of the countries should be identified.

Furthermore, it was decided that a joint leaflet on the Gender Street cooperation would be elaborated. Each partner will contribute a short description of their project, the objectives, and the partners involved, and Turin will be responsible for the final elaboration and lay-out.

In the field of lobby, Pisa presented a proposal for a joint document in reaction to the Brussels Declaration. This paper was discussed, some additional comments were made and it was agreed upon that a new version of the document would be elaborated as a Gender Street cooperation.

The evaluation of the transnational cooperation was discussed and it was agreed upon to elaborate a proposal for the monitoring and evaluation of the Gender Street project.

Workshop on mainstreaming actions

During the second transnational meeting a presentation was given by Ms. Alberta Pasquero on the issue of mainstreaming and gender mainstreaming. The focus was on the local development policies and equal opportunities.

Visits

- *Ufficio Pastorale Migranti*;
- *Associazione Gruppo Abele* - Toll free hotline (*Numero Verde contro la Tratta*);
- Province of Turin - Equal Opportunities Department;
- Migration office of the Turin Police Headquarter;
- Outreach unit of *Associazione TAMPEP Onlus*, outreach work in street prostitution areas.

• Third meeting: 9-11 October 2003, Vienna (Austria)

Discussion

During the third transnational meeting the national projects and their results were presented and discussed, as well as changes in the national situation on migrant prostitution and trafficking. Furthermore, two working groups were organised in order to exchange information, ideas and experiences in the field of social and labour inclusion. A series of general guidelines and principles were identified, that should form the basis of our work and in the identification of good practices.

In the field of lobbying, a working plan was elaborated for the Final Conference to be held in Brussels at the end of the Gender Street cooperation. It was determined that it would be directed at both European and national policy makers and NGO representatives.

The final publication of the Gender Street cooperation was also discussed, and it was agreed upon that the main focus should be on the social and labour inclusion and on the results and good practices of the national projects.

Visits

- Clubs and brothels: outreach work with cultural mediators of Lefö and counsellors of SILA;
- Austrian parliament: Green Party and Social Democratic Party;
- City Council of Vienna;
- Lefö - including a meeting with members of the Intervention Centre for Victims of Trafficking in Women;
- Stability Pact Task Force on Trafficking in Human Begins in South Eastern Europe - OSCE;
- *Volkshilfe Wien, Abz Wien*;
- STD Ambulatory.

• **Fourth meeting: 29-31 January 2004, Pisa (Italy)**

Discussions

The main objective of the fourth transnational meeting was the exchange of good practices in the field of social and labour inclusion and networking. Each project had elaborated, according to a joint format, a series of good practices from their national project and they were presented and discussed.

Based on the discussions in Vienna, a framework document with basic working principles was elaborated and that was discussed in detail by all the participants. It was agreed that this framework document is very important for the elaboration of recommendations in the final publication. The general structure of the final publication was decided upon and a working group was installed to elaborate a draft document.

In the field of lobbying it was decided that the Brussels conference should be postponed and a working group was installed to work on it.

Two self-evaluation tools were discussed and adapted and it was agreed upon that they would be completed by each of the project partners and afterwards be elaborated into a joint evaluation document.

Visits

- Danish delegation of government officials and NGO representatives;
- Outreach work with the Mobile Street Unit of the *Progetto Strada*;
- Two drop-in centres.
- Two shelters for trafficked women.

FINITO DI STAMPARE
NEL MESE DI NOVEMBRE 2004
PER I TIPI DE
L'ARTISTICA SAVIGLIANO



In order to address the many issues raised by the growth of trafficking and the presence of migrant women in prostitution in Europe, a transnational co-operation was established in year 2002, under the name of “Gender Street”, that combined four different national Equal projects, funded by the Equal Initiative Programme of the European Union: LI.FE. - *Libertà Femminile* (Italy), *Strada: Recupero socio-lavorativo delle donne oggetto di tratta* (Italy), *Improving Future Job Opportunities for Victims of Trafficking in Persons* (the Netherlands), and SILA - *Low Threshold Access to Counselling and Qualification for Female Sex Workers* (Austria). In implementing their work, the Gender Street partners shared the view that support and protection measures for victims of trafficking and migrant sex workers should be based on the respect of individual human rights and on the principles of self-determination and empowerment. This publication – the result of over two years of work – includes an analysis of the Italian, Dutch and Austrian legislations, obstacles and good practices regarding the social and labour inclusion for trafficked women and migrant sex workers, as well as recommendations towards international organisations, national governments, law enforcement agencies and non-governmental organisations.