

TAMPEP National Mapping Reports

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TAMPEP 8

Mapping of National Prostitution Scene

NATIONAL COORDINATORS REPORT 2008/9

AUSTRIA

1. Prostitution Scene

1. Estimation of the number of sex workers

27.000 – 30.000

Our estimation is based on our experience and our contacts providing street outreach services in Vienna and other bigger cities in Austria. Further information is gathered through the number of official registrations, the estimation of police and specialist organizations and institutions. In 2006 the estimate was listed as approximately 20,000 sex workers. With a larger number of respondents and the increase in migrant sex workers from Bulgaria and Romania after EU enlargement we have come to a higher estimate with this most recent mapping. The percentage of migrant¹ sex workers is approximately 78%.

1.a. Gender of Sex workers

	2006	2008
Female	93%	94%
Male	5%	5%
Transgender	2%	1%
TOTAL	100%	100 %

1.b. Gender/migration status of sex workers

By Female sex workers

	NATIONAL	MIGRANT	
Female	20	80	100 %

By male sex workers

	NATIONAL	MIGRANT	
Male	50	50	100 %

By transgender sex workers

	NATIONAL	MIGRANT	
Transgender	30	70	100 %

¹ Migrants are those who were born in another country, including EU citizens.

1.c. Sex work sectors in the country

Outdoor	15 %
Indoor	85 %
TOTAL	100 %

Sex work sector settings in the country

OUTDOOR	Streets: in the city/town	8 %
	Highways: outside of city/town	4 %
	Parks, forests	3 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	60 %
	Apartments, windows (with less than 3 women working together)	15 %
	Visiting services (escort agencies)	10 %
TOTAL		100 %

1.d. Sex work sectors of migrants

Outdoor	20 %
Indoor	80 %
TOTAL	100 %

Sex work sector settings of migrants

OUTDOOR	Streets: in the city/town	10 %
	Highways: outside of city/town	5 %
	Parks, forests	5 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	60 %
	Apartments, windows (with less than 3 women working together)	10 %
	Visiting services (escort agencies)	10 %
TOTAL		100 %

1.e. Origin of migrant sex workers- regional analysis

Central Europe (EU countries) Bulgaria, Czech Republic, Hungary, Poland, Romania, Slovakia, Slovenia.	50 %
Eastern Europe (NON EU countries and Central Asia) Belarus, Moldova, Russia, Ukraine, Kazakhstan, Tajikistan, Azerbaijan, Uzbekistan, Kyrgyzstan, Turkmenistan.	10 %
Baltic countries Estonia, Latvia, Lithuania.	1 %
Balkan countries Albania, Bosnia-Herzegovina, Croatia, Montenegro, Serbia, Kosovo, FYR of Macedonia.	3 %
Rest of Europe	2 %
Latin America and Caribbean	12 %
North America	0 %
Africa	12 %
Asia Pacific	10 %
TOTAL	100 %

1.f Nationalities of sex workers reported in your country. _____28_____

The 10 top countries from which migrant sex workers come:

1. Romania	6. Nigeria
2. Bulgaria	7. Dominican Republic
3. Hungary	8. Thailand
4. Slovakia	9. Philippines
5. Czech Republic	10. Poland

2. Sex Workers Situation

2.a The 5 main vulnerability factors for national sex workers.

1	Legal exclusion (labour law)
2	Stigma / Marginalisation
3	Weak social status
4	Lack of access to health & social care services
5	Criminalisation of sex workers

The current legal situation in Austria affecting sex workers directly leads to the increased vulnerability of national sex workers.

In Austria, prostitution is governed by both federal and provincial laws and policies. Prostitution is not recognised as a profession or gainful occupation. In all provinces of Austria some forms of sex work are tolerated and in most provinces regulatory policies are in effect. There is wide divergence in how this is managed in different provinces, including 9 different laws and regulations to control prostitution at the provincial level. For example in Tyrol, Carinthia, Salzburg, Upper Austria prostitution is permitted only in licensed brothels and working outside of this system is prohibited. Styria is the only area where sex workers have the opportunity to work legally from their homes. In Vienna, Lower Austria and Burgenland "prohibition zones" have been established where prostitution is prohibited. Fines for prostitution offences range from €1,000 to €20,000 and the majority of provincial laws include terms of imprisonment.

In Austria all sex workers must register with the police, the municipal office or both. In Carinthia, Salzburg, Styria, Tyrol and Vorarlberg this is done through the brothel owner. As part of the registration process they must also obtain and pay for health insurance. Despite compulsory registrations sex workers are not entitled to labour or contractual protections which leave them vulnerable to exploitation and abuse.

In order to reduce the vulnerability of sex workers, laws and measures that empower sex workers and strengthen their rights as workers are required. The decriminalisation of sex work and sex workers is necessary to reduce the stigmatisation and marginalisation sex workers face.

In Austria we need decriminalisation and a new, liberal legal framework regarding sex work which integrates national and provincial laws. Any new regulations must focus on the full protection of sex workers.

Decriminalization is the first necessary step to help sex workers integration into society, which includes better access to health information and treatment.

Recommendations:

- Formally disentangle the question of prostitution from social conventions “contrary to good morals”
- Formally integrate sex work into the labour law including recognition of sex industry regulations and contractual obligations/laws.
- Formally recognise prostitution as gainful occupation equalising sex work with other gainful occupations.
- Protect sex workers from violence, discrimination, and sexism.

The 5 main vulnerability factors for migrant sex workers.

1	Legal, social and health exclusion (immigration and labour law)
2	Racism / structural violence
3	Weak social status
4	Stigma / Marginalisation
5	Criminalisation of migrant sex workers

The legal framework (immigration law) is one of the main causes for the vulnerability of migrant sex workers.

The current reality in Europe is that the majority of sex workers are migrants. In order to reduce the vulnerability of migrants strengthen their rights and improve their working and living conditions laws and measures are needed which will allow migrants to work legally and independently in the sex industry. Along with needing decriminalization of sex work, migrants need specific regulations.

Laws preventing migrants from working legally and independently in the sex industry leads to their increased vulnerability.

The introduction in January 2006, of a new immigration law brought dramatic increase in aggravations for Non-EU Migrants working in prostitution. A new visa C+D (travel- and short term stay visa) regulates migrant sex workers stay and work in the country. This short term visa is granted under specific conditions for 3-6 months. The visa application has to be made in the country of origin and involves considerable paperwork. Once they are in Austria migrant sex workers who commit offences against prostitution law face expulsion and may be permanently prohibited from attaining legal residency.

The new regulations negatively impact on the situation of Non-EU migrant sex workers. The precarity created by the new visa restrictions means they are unable to secure regular continuous work making it impossible to consolidate their stay/residence in the country. Migrant sex workers are forced to constant mobility and into greater dependence. Their weaker status makes them more vulnerable to exploitation and does not give them any recognition of their work.

Finally, those Non-EU migrant sex workers who have been working and living in Austria for years under the (old) visa for “self-employed without residency” are being ignored. They are now viewed as illegal migrants. As a result women from the Ukraine, the Dominican Republic and other Latin American countries, for example, have disappeared into other – less visible areas of prostitution, underground networks or have moved to other regions.

Migrants are impacted by many of the same vulnerability factors as national sex workers. However, migrant sex workers face further factors which impact on their vulnerability:

- legal, social and health exclusion
- racism and structural violence
- weak social status

Racist attitudes and discrimination towards migrant sex workers lead to repressive policies (especially regarding outdoor sex work). Targeted police controls and raids focus on migrant sex workers, in particular Black women are frequent victims of harassment, insults, and assaults by police. Further, racist attitudes reinforce stereotypes

about migrant sex workers as “victims of trafficking.” This attitude is fuelled by right-wing parties’ (municipal, regional and national) racist and nationalist politics.

Recommendations:

- Formally disentangle the question of prostitution from social conventions about “contrary to good morals”
- Formally integrate prostitution/sex work into the labour law including recognition of sex industry regulations and contractual obligations/laws.
- Formally recognise prostitution as gainful occupation equalising sex work with other gainful occupations.
- Reform the Alien Law to establish legal possibilities for migrant sex workers / Non-EU-Citizen to gain residency.
- Implement the concept of cultural mediation to reduce the barriers to accessing health care for migrant sex workers
- Protect migrant sex workers from violence, discrimination, sexism, and racism.

2.b Estimate the percentage of national sex workers who have control of their working conditions and safe sex practices.

NATIONAL SEX WORKERS	ESTIMATE	60%
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In Austria sex work is not penalised and not legalized, it is regulated and “tolerated.” There is a double moral standard of society where sex workers are tolerated but the state does not acknowledge their rights and provides them with little or no protection. However, while sex workers have few rights they have many duties. Sex workers must be registered with the police and or the municipal office; they must pay taxes and while working they are obliged to undergo mandatory health controls at a public health office; once a week for STIs and every 3 months for HIV .

Without any legal rights, sex workers can not have sufficient control of their working conditions and safe sex practices. This is made worse by their dependence on the competing interests and demands of other actors such as, police, health institutions, or brothel-owners. The consequence of the current situation where rights are not defined and protected is the increased vulnerability of sex workers.

There is a double moral standard of the society where sex workers are tolerated but the state does not acknowledge their rights and provides no protections.

Estimate the percentage of migrant sex workers who have control of their working conditions and safe sex practices.

MIGRANT SEX WORKERS	ESTIMATE	40%
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Beside the factors mentioned above, including the lack of legal recognition of sex work and resulting lack of rights of sex workers, the situation of migrant sex workers has become worse because of restrictive immigration policies and because of racist and xenophobe structures of the society.

Without legal protection, it is not possible to increase migrant sex workers control of their working conditions and safe sex practices. The racist structure makes them exploitable and put pressure on the women to work without safe sex practises.

It is necessary that the European Union and the European countries pursue a policy focusing on the rights of sex workers. A pre-condition for their social involvement is the recognition of their human rights as women, as migrants and as sex workers.

Finally, although there are provisions in Austrian law which prevent the repatriation of migrants who have serious health problems such as HIV and who would not have adequate health treatment in her/his home country, (Art 2 and Art 3 EMRK (Right of life and prohibition of torture), it is not a simple process to gain this stay of deportation.

- 2.c Estimate the percentage of national sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

NATIONAL SEX WORKERS	ESTIMATE	70%
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This estimation is based on information from sex workers working in Brothels, clubs, bars, parlours, escort agencies and on the street.

An estimated 70% of national sex workers share income with third persons largely because of social exclusion, stigmatisation, and the danger of violence. Many national sex workers are exploited by "pimps" and pay for so called protection. Laws protecting sex workers that guarantee a safe working place would prevent much of this form of exploitation. Further, the weak social and legal position of sex workers makes them vulnerable to brothel owners who can exploit them easier, for example, by charging them high rents.

- Estimate the percentage of migrant sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

MIGRANT SEX WORKERS	ESTIMATE	80%
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The estimation for migrant sex workers is higher due to the additional vulnerability as a result of their migrant status. It is important to differentiate between women who are affected by trafficking, who may have to pay debts back to traffickers or migrant sex workers who took credit from smugglers in order to migrate and migrant sex workers who have to pay more because of their weak status as migrant. Their regular costs are higher, because they have to pay more to the brothel-owner for their work place, (e.g. rent.) We need laws ensuring a working place without violence and exploitation.

Newly arrived migrant women – without experience – are affected by exploitive fees and have fewer possibilities to find less expensive work and living situations. Those who have more experience and who get information from colleagues and services providers are searching for better working conditions, for example studios or brothels with better conditions.

- 2.d Estimate the percentage of earnings that national sex workers keep for themselves.

NATIONAL SEX WORKERS	ESTIMATE	25-30%
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This estimate of 25 to 30% is based on what sex workers keep after paying rent, insurances and taxes (obligatory in Austria) and other expenses such as clothes, advertising , phone, safe sex supplies.

- Estimate the percentage of earnings that migrant sex workers keep for themselves.

MIGRANT SEX WORKERS	ESTIMATE	20-25 %
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This estimate of 25 to 20% is based on what migrant sex workers keep after paying rent, insurances and taxes (obligatory in Austria) and other expenses such as clothes, advertising , phone, safe sex supplies.

- 2.e Estimate the levels of condom use and other safer sex practices amongst national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Despite existing prejudices against sex workers and their work, our experience is that sex workers are more conscious about safer sex practise over the last 10 years. This is largely as a result of our health prevention work during the last 15 years. In general awareness of HIV / AIDS and STI has increased over the years and it is our opinion that this is the main reason why the condom use and other safer sex practices have increased.

Sex workers in difficult economic situations and those with drug addictions are particularly vulnerable to clients who pressure sex workers to work without condoms as a result some of these women may taking risks in their work.

Estimate the levels of condom use and other safer sex practices amongst migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Despite existing prejudices against sex workers and their work, our experience is that migrant sex workers are more conscious about safer sex practise over the last 10 years. This is largely as a result of our health prevention work during the last 15 years. In particular prevention work has been successful among migrant sex workers, even in provinces where no specialised NGOs exist, through the use of the concept of cultural mediation and with the support of other women's organizations who help to distribute translated TAMPEP health information materials.

2.f Estimate the levels of violence or other crimes against national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Because of the criminalization of sex work through legal provisions and discrimination by society, sex workers receive less protection from violence and other crimes against them than the general population. Rather than protecting sex workers, the security authorities concern themselves with controlling and criminalizing sex workers.

Violence against women is an unfortunate fact but the weak legal status of sex work means sex workers suffer greater personal and structural violence than women in general. Stigmatisation of sex workers leads to their objectification; they are not seen as subjects with rights.

This discrimination is deeply rooted in society where prostitution / sex work is always linked notions of the prostitute as victim and inherent violence.

The equation of sex work with violence (against women) is dangerous. It objectifies and stigmatises sex workers as passive victims and is used as false legitimisation for denying sex workers' rights and for repressive politics to "save" sex workers which most often aim to control and restrict.

Estimate the levels of violence or other crimes against migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Migrant sex workers face the same issues of discrimination as described for national sex workers when it comes to violence or other crimes against them. This is compounded by the additional vulnerability through restrictive immigration legislation and by additional racist and xenophobic violence they face because of their status as migrants. This also affects their possibilities to report violence against them and weakens their positions towards clients, managers and other third parties.

2.g Estimate the levels of drug and alcohol dependency among national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	SAME AS GENERAL POPULATION
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Our estimation is based on our experiences working with sex workers. Excluding those who may engage in prostitution solely for the procurement of drugs we estimate that drug and alcohol dependency is similar to that of the general population.

Estimate the levels of drug and alcohol dependency among migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	SAME AS GENERAL POPULATION
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Our estimation is based on our experiences working with sex workers. Excluding those who may engage in prostitution solely for the procurement of drugs we estimate that drug and alcohol dependency is similar to that of the general population.

2.h Estimate of the changes in the vulnerability of NATIONAL sex workers across your country.

	NATIONALS		
	Decrease	Same	Increase
Condom use	x		
Drug/alcohol use		x	
Violence against them			x
Legal status		x	
Working conditions			x
Literacy & educational level		x	
Living conditions		x	
Social isolation and exclusion		x	

NATIONAL SEX WORKERS

Our analysis takes the last 12 months into consideration:

The vulnerability of national sex workers shows a decrease only in relation to condom use. We attribute this to the fact that sex workers are now more conscious about the importance of using condoms in order to protect their health.

The vulnerability of national sex workers regarding drug and alcohol use, legal status, literacy & educational level, living conditions and social isolation and exclusion have not changed. The 'same' responses are related to the fact that there have been no new developments in the legal situation faced by national sex workers. Also for this reason the vulnerability regarding living conditions and social isolation & exclusion were reported as unchanged.

We observed an increase of the vulnerability of national sex workers regarding violence against them and concerning their working conditions.

In Vienna for example a growth in the number of places, such as erotic studios, offering sexual services has come into conflict with the public in two traditional districts where prostitution is located. In addition, the greater visibility of street-based sex workers, and in particular Black women on the street, is being treated as a 'problem' of prostitution and migration. Public resistance and protest has led to more police controls in these areas forcing sex workers to shift to more insecure working places resulting in worsening working conditions.

Estimate of changes in the vulnerability of MIGRANT sex workers across your country.

	MIGRANTS		
	Decrease	Same	Increase
Condom use	x		
Drug/alcohol use		x	
Violence against them			x
Legal status		x	
Working conditions			x
Literacy & educational level		x	
Living conditions		x	
Social isolation and exclusion		x	

MIGRANT SEX WORKERS

Our analysis takes the last 12 months into consideration.

Regarding migrant sex workers and their vulnerability we feel it is necessary to differentiate between three groups:

EU-Citizens – are able to work self employed in prostitution

Asylum Seekers – are able to work self employed in prostitution

Non-EU-Citizen – this group of migrants are affected by the following:

The greatest numbers of migrant sex workers in Austria who are currently working are originally from Central East European countries, approximately 50%, many of whom are coming from Romania and Bulgaria. Austria is unique to the other TAMPEP east region countries in that there are two other sizeable groups of migrants who are those coming from Latin American countries and African countries, 12% respectively (see 1.f. for details). However, this represents a decrease from the number of migrants reported in 2006, (70% and 15% respectively). For example, we see almost no new migrant workers from Latin American countries. The overall decrease of non-EU migrant sex workers can be attributed to more restrictive, immigration policies.

The introduction in January 2006, of a new immigration law brought dramatic increase in aggravations for Non-EU Migrants working in prostitution. A new visa D+C (travel- and short term stay visa) can be applied to regulate sex workers' stay and work in the country. This short term visa is granted under specific conditions for 3-6 months and only once within a every 12 months. The visa application has to be made in the country of origin.

The new regulations negatively impact on the situation of Non-EU migrant sex workers. They have no possibility to consolidate their stay/residence in the country and they are unable to secure their existence through continuous work. Migrant sex workers are forced to constant mobility and into greater dependence. Their weaker status makes them more vulnerable to exploitation and does not give them any recognition of their work.

Finally, those Non-EU migrant sex workers who have been working and living in Austria for years under the (old) visa for "self-employed without residency" are being ignored. They are now viewed as illegal migrants. As a result, sex workers from the Ukraine and the Dominican Republic and other Latin American countries, for example, have disappeared into other – less visible areas of prostitution, underground networks or have moved to other regions.

We observed an increase of the vulnerability of migrant sex workers regarding violence against them and their working conditions. We attribute this increase to the reality that sex workers in general are being forced to move out of traditional working areas and places into more unsafe working places such as parks, streets and along border areas. This shift is in part due to public protest of those living in and around areas where prostitution happens and because of great police controls.

2.i. Estimate of the changes in policy or legislation impacting on national sex workers working and social conditions across your country.

	NATIONALS		
	Positive	No change	Negative
On municipal level		x	
On regional level		x	
On national level		x	

NATIONAL SEX WORKERS

In the last 12 months there have been no changes in the policy or legislation regarding sex work. At the time of writing new legislation is being discussed, for example, in Upper Austria.

Estimate of the changes in policy or legislation impacting on migrant sex workers working and social conditions across your country.

	MIGRANTS		
	Positive	No change	Negative
On municipal level		x	
On regional level		x	
On national level		x	

MIGRANT SEX WORKERS

In the last 12 months there have been no changes in the policy or legislation, also regarding the Alien Law. At the time of writing, a new prostitution law is being discussed in Upper Austria. This provincial law might include restrictions regarding street prostitution and more control of sex workers through police and other authorities.

As mentioned above (see 2h) the changes from the Immigration Law from 2006 continue to impact negatively on Non-EU-migrant sex workers.

3. Mobility

- 3.a Estimate the percentage of national sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

NATIONAL SEX WORKERS		ESTIMATE	20 %
1. Germany	6.		
2. Switzerland	7.		
3. Italy	8.		
4.	9.		
5.	10.		

Estimate the percentage of migrant sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

MIGRANT SEX WORKERS		ESTIMATE	55 %
1. Spain	6. Slovakia		
2. Italy	7. Czech Republic		
3. Netherlands	8. Hungary		
4. Switzerland	9.		
5. Germany	10.		

- 3.b. Estimate the percentage of national sex workers who have worked in another city of your country before.

NATIONAL SEX WORKERS		ESTIMATE	30 %
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Estimate the percentage of migrant sex workers who have worked in another city of your country before.

MIGRANT SEX WORKERS		ESTIMATE	65 %
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- 3.c The 5 top reasons for the mobility of national sex workers.

	NATIONALS
1	Better working and living conditions
2	Economical necessity
3	Protection of anonymity
4	Personal reasons
5	

NATIONAL SEX WORKERS

In Austria policies affecting prostitution are the responsibility of the provinces. Under provincial law there are broad differences across provinces. Approaches may be regulative, prohibitive or in some cases abolitionist. Such variances have led to increased mobility of sex workers.

Other Reasons for mobility include bad working conditions, coercion to unsafe sex practises. Finally, many sex workers are mobile, working in other parts of Austria, in order to protect their anonymity and avoid discrimination caused by stigmatisation.

The 5 top reasons for the mobility of migrant sex workers.

	MIGRANTS
1	Better working and living conditions Coerced by organiser in the sex industry
2	Legal frame / provincial regulations
3	Social network / personal reasons
4	New work offer
5	Coercion or possibility of escape (victims of trafficking only)

MIGRANT SEX WORKERS

In addition to the reasons for mobility stated above migrant sex workers often re-locate in search of social network support. Migrant sex workers face greater marginalization and isolation. Finding other women who they can have confidence in and/or who may come from the same country or speak the same language as they do is an important source of support.

CONCLUSIONS

Summary and analysis of the changes in the prostitution scene since 2006

In January 2006, a new "immigration package" came into effect, including a new asylum law, immigration police law and settlement and residency law. One of the changes directly impacts on the situation of Non-EU migrant sex workers: Austria's so-called "prostitution visa" and its equivalent for dancers were abolished. These short-term stay permits for self-employed individuals, allowing them to work independently in the sex industry were substituted by a formal visa (Visa D+C). This new visa is very short-term (3-6 months within any 12 month period), must be applied for from the country of nationality, requires proof of previous work experience in the sex industry in an EU-country and is hardly issued at all. This leaves migrant women with no long-term perspective for the management of their lives and future.

A special mention should be made of those sex workers who had already been working and living legally in Austria for many years on the old visa and who with the change in legislation suddenly found themselves to be illegal with no remedy for their situation and no perspective for their future life in Austria.

Along with the problems associated with the Visa D+C there is no employment access for non-EU migrants to other parts of the labour market with the exception of "key professionals". For migrant sex workers without a permit of stay (or residency) based on other purposes, for example, marriage, it is impossible to work either as self-employed professionals or as a registered sex worker.

There is a slight trend towards more indoor sex work. In 2006 we estimated that 75% of sex work is happening indoors, in 2008 we estimate that this has risen to 85%. In part this can be attributed to greater police controls of sex work happening in public spaces and greater public resistance to more visible forms of prostitution.

Narrative analysis of the changes in services for both national and migrant sex workers since 2006

There have been some minor changes in Austria since 2006 in the services available to national and migrant sex workers. In the city of Salzburg the organisation "AIDS-Hilfe" started a street work project for national and migrant sex workers in the fall of 2008. In addition, the women's organisation "Frauenservicestelle" in Gra /Styria is planning to start a sex work project in 2009.

There are no other changes in services.

Narrative analysis of the gaps in services for both national and migrant sex workers

The biggest gap in the public health services for national and migrant sex workers is precipitated through the mandatory health control policy.

Precarity, protection of anonymity and migrant status contribute to a reluctance to enrol in the mandatory health control program. Despite sanctions and risk of deportation the majority of sex workers reject mandatory health controls, do not register and therefore have no access to public health services. Currently they rely on basic health services being provided by NGOs.

Mandatory testing is linked to the right to work as a registered sex worker and places an onerous burden on them. Sex workers are required to notify their public health clinician if they are ill or unable to make the obligatory weekly check-ups. Services provided by public health clinics do not focus on general health care for sex workers but rather on HIV or STI testing. Further with compulsory registration sex workers do not have the same right to privacy or option to seek anonymous testing services as other persons in Austria.

Social workers are only working at public health services in Vienna and Graz. Especially in smaller towns the doctors of the public health services have little awareness of the situation of sex workers and in particular migrant sex workers.

Despite the fact that some services are mandatory by law, not every service is being performed at every institution. The services vary and there are no standard guidelines to the offer of services. This is also because the legal regulations differ from province to province.

In Austria there are 4 NGOs, concentrated in two cities, Vienna and Linz, offering targeted services to sex workers. Of these organisations, only two offer specific services for migrant sex workers (including support through cultural mediators). Unfortunately these NGOs do not have the resources necessary to meet the health and social needs of sex workers. Aside from the new initiatives mentioned above, in other parts of Austria there are no specialist organizations at all. However, in the last few months some of the "Aids Hilfe" institutions are showing an interest in the situation of sex workers and may start offering targeted services to sex workers.

The majority of the sex workers in the EU countries are migrants. They are confronted with cultural and language barriers. Because of this reality, organizations and institutions working with migrant sex workers should develop and provide services within the frame of the concept of cultural mediation in order to better enable migrant sex workers to access appropriate health information and treatment as well as legal and social information.

There is an evident need for awareness-raising, translated information dissemination and sensitisation on the situation of migrant sex workers, nationwide.

Narrative analysis of the geographic spread of migrant sex workers in your country – including any specific trends in the border areas

Migrant sex workers are not only concentrated in the urban areas in Austria. Migrant sex workers are also working in rural areas, in licensed brothels, clubs or bars. In Styria and Upper Austria there is a high concentration of licensed brothels where the majority of sex workers are migrants. In contrast, Vorarlberg has no legal brothels as the local prostitution law does not permit brothel-keeping. There mainly migrant women are working in clubs/bars, close to the Swiss border.

Regarding the border areas: most sex work is concentrated at the Austrian-Czech border, and then on the Czech side. In the areas of Znojmo, Mikulov and Breclav sex workers are working in clubs, brothels and on the street. The women working in these regions are coming mainly from the Czech Republic, Slovakia, Ukraine, Bulgaria and Russia. The clients are coming from Austria, Italy and other Western European Countries.

This increased client activity in the border area transforms the rural area along the border which consists mainly of small villages into regions that respond to the mobility-related needs. This includes the construction of hotels and the planning of comprehensive entertainment and wellness establishments to attract the repeat business of a diverse group of clients. This also affects the mobility of sex workers in the region who often choose to travel to near-by Austrian or German cities and thus cross the border and later return back to work closer to home for some time. It also affects the work place of sex workers who often work along highways because they are banned from working on the streets directly in the villages. In these environments, mobile services are necessary that provide outreach and basic services to sex workers.

TAMPEP 8

Mapping of National Prostitution Scene

NATIONAL COORDINATORS REPORT 2008/9

BELGIUM

1. Prostitution Scene

1. Estimation of the number of sex workers 15.000 to 20.000

This estimate is based on the results of questionnaire responses from organisations working with sex workers, including migrant sex workers in Belgium. These organisations represent health services, NGOs and social services providing services to both national and migrants working in sex work. Of the total estimate approximately 51% of sex workers in Belgium are migrants².

1.a. Gender of Sex workers

	2006	2008
Female	70%	80%
Male	10%	5%
Transgender	20%	15%
TOTAL	100%	100 %

1.b. Gender/migration status of sex workers

By Female sex workers

	NATIONAL	MIGRANT	
Female	40	60	100 %

By male sex workers

	NATIONAL	MIGRANT	
Male	60	40	100 %

By transgender sex workers

	NATIONAL	MIGRANT	
Transgender	50	50	100 %

1.c. Sex work sectors in the country

Outdoor	34 %
Indoor	66 %
TOTAL	100 %

² Migrants are those who were born in another country, including EU citizens.

Sex work sector settings in the country

OUTDOOR	Streets: in the city/town	31 %
	Highways: outside of city/town	1 %
	Parks, forests	2 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	26 %
	Apartments, windows (with less than 3 women working together)	36 %
	Visiting services (escort agencies)	4 %
TOTAL		100 %

1.d. Sex work sectors of migrants

Outdoor	39 %
Indoor	61 %
TOTAL	100 %

Sex work sector settings of migrants

OUTDOOR	Streets: in the city/town	34 %
	Highways: outside of city/town	1 %
	Parks, forests	4 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	27 %
	Apartments, windows (with less than 3 women working together)	32 %
	Visiting services (escort agencies)	3 %
TOTAL		100 %

1.e. Origin of migrant sex workers- regional analysis

Central Europe (EU countries) Bulgaria, Czech Republic, Hungary, Poland, Romania, Slovakia, Slovenia.	15 %
Eastern Europe (NON EU countries and Central Asia) Belarus, Moldova, Russia, Ukraine, Kazakhstan, Tajikistan, Azerbaijan, Uzbekistan, Kyrgyzstan, Turkmenistan.	5 %
Baltic countries Estonia, Latvia, Lithuania.	2 %
Balkan countries Albania, Bosnia-Herzegovina, Croatia, Montenegro, Serbia, Kosovo, FYR of Macedonia.	14 %
Rest of Europe	26 %
Latin America and Caribbean	9 %
North America	2 %
Africa	26 %
Asia Pacific	1 %
TOTAL	100 %

1.f Nationalities of sex workers were reported in your country. ____27____

The 10 top countries from which migrant sex workers come:

1. France	6. Romania
2. Albania	7. Italy
3. Morocco	8. Greece
4. Nigeria	9. Ecuador
5. Bulgaria	10. Brazil

2. Sex Workers Situation

2.a The 5 main vulnerability factors for national sex workers.

1	Economic Situation
2	Social isolation and family isolation and exclusion
3	Violence from organisers and exploitation of sex industry, client and other people
4	Low self esteem
5	Lack of recognition of labour rights of sex workers

A precarious financial situation was listed as the top vulnerability factor for national sex workers in Belgium. In the current political environment it is not easy to protect or argue for the rights of sex workers. Although selling or purchasing sexual services is not illegal, sex work is not recognised as a legitimate occupation and sex workers do not benefit from any labour protections. Indeed, several laws are in place which criminalise among others, solicitation and advertising and which make the working situation for sex worker less secure. In the absence of political support for sex workers' rights, support organisations continue to provide basic services where possible, including empowerment projects and to collaborate with other relevant agencies in this area to develop a better overview of the current situation for sex work in Belgium.

The 5 main vulnerability factors for migrant sex workers.

1	Legal status in the country
2	Economic situation
3	Social isolation and exclusion
4	Alcohol and drug dependency
5	Violence from organisers of sex industry

The primary vulnerability for migrant sex workers are the conditions related to their residency status in Belgium and the difficulties this can result in. The majority of migrant sex workers in Belgium are economic migrants. It is not possible to obtain staying permits for the purpose of working in sex work, further, those who are in the country on tourist or student visas, awaiting regularisation of their stay or trafficking victims who continue to work in sex work, will face complications in their application for stay or risk deportation. Some services are made available to migrants regardless of their residency status such as Urgent Medical Aid (UMA). Foreign nationals also have the right to file an official complaint with the police if they are victims of

violence, however, because the police are obligated to report the matter to the Foreign Office, which may lead to deportation, migrant sex workers who experience violence do not report it.

2.b Estimate the percentage of national sex workers who have control of their working conditions and safe sex practices.

NATIONAL SEX WORKERS	ESTIMATE	52%
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National sex workers are reluctant to share personal information about their working situation and practices. We estimate that at least 52% of sex workers have control over working conditions and safe sex practices. In general independent prostitutes have the most control and are able to refuse to have sex without a condom or make decisions about working schedules.

Other factors affect the autonomy of national sex workers depending on the work setting and personal relationships. In clubs and bars sex workers are limited by the rules placed on them by owners, national sex workers working under the pressure of pimps may have limited autonomy around safe sex with clients and those with drug dependencies may be more vulnerable to pressure from clients and other third parties.

The ability to control working conditions or other decisions would be improved for sex workers who are also dealing with drug dependency if they had better access to alternatives to working in sex work in order to pay for their drugs.

The ability for sex workers to resist clients who offer more money for unsafe sex services would be improved with better access to decent social and economic support.

Estimate the percentage of migrant sex workers who have control of their working conditions and safe sex practices.

MIGRANT SEX WORKERS	ESTIMATE	48 %
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Migrant sex workers are reported to have less control over working conditions and safe sex practices than nationals. In general independent migrant sex workers have the most control and are able to refuse to have sex without a condom or make decisions about working schedules.

Like nationals the question of autonomy for migrant sex workers depends on their personal situation. However, finding secure and safe working conditions can be difficult and the ability to control working situations may be complicated by language, exploitation by third parties who take advantage of migrant sex workers weaker social position or illegal status and a perceived or real lack of options.

2.c Estimate the percentage of national sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

NATIONAL SEX WORKERS	ESTIMATE	52 %
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Respondents indicate that among national sex workers at least 52% are paying a portion of their earnings to others. It is not unusual for sex workers to pay exaggerated rents for work places. Some are working under pimps who take all or a percentage of their earnings. In addition, national sex workers pay taxes and in many cases just for the privilege of working in club or bars.

Estimate the percentage of migrant sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

MIGRANT SEX WORKERS	ESTIMATE	48 %
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Forms of exploitation vary depending on where migrant sex workers are coming from. Many migrant sex workers from Africa are working under the control of a female pimp "Mama" who may use their beliefs in black magic or voodoo to threaten and control them

2.d Estimate the percentage of earnings that national sex workers keep for themselves.

NATIONAL SEX WORKERS	ESTIMATE	57 %
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The amount of earnings that a national sex worker may keep for her/himself is highly dependent on their working and personal situation. Those sex workers with the greatest autonomy in their work situation and few or no dependants do better than sex workers with less autonomy in their work situations, who are paying out to third parties or who may be dealing with drug dependency. Some independent sex workers list themselves for tax purposes under a different, recognised general profession. Doing so allows them greater control over their income.

In many cases national sex workers are paying a portion of their earnings to club/brothel/agency owners but they may also have additional cost for a 2nd rental, work supplies or advertising. Street-based sex workers have few expenses and may keep the majority of what they earn for themselves. We estimate on average national sex workers are able to retain approximately 57% of their income for themselves.

Estimate the percentage of earnings that migrant sex workers keep for themselves.

MIGRANT SEX WORKERS	ESTIMATE	43 %
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The amount of earnings that a migrant sex worker may keep for her/himself is highly dependent on their working and personal situation. Those sex workers with the greatest autonomy in their work situation and few or no dependants do better than sex workers with less autonomy in their work situations, who are paying out to third parties or who may be dealing with drug dependency. Some migrant sex workers are able to manage their work independently, free from pimps and outside of clubs or brothels.

In many cases migrant sex workers are paying a portion of their earnings to club/brothel/agency owners, high rents for housing or to pimps. We estimate on average migrant sex workers are able to retain 43% of their income for themselves.

2.e Estimate the levels of condom use and other safer sex practices amongst national sex workers in your country

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Our studies looking at the different practices of using condoms among national sex workers in Belgium have shown that the level of condom use is high. 70% of respondents agree with this estimate, however, reports show that sex workers are taking more risks when providing oral sex services.

Estimate the levels of condom use and other safer sex practices amongst migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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75% of respondents indicate that the level of condom use is high among migrant sex workers as well. However, reports show that sex workers are taking more risks when providing oral sex services (25% of respondents indicate that the level of condom use is lower among migrant sex workers in comparison with general population).

2.f Estimate the levels of violence or other crimes against national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	SAME AS THE GENERAL POPULATION
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The reported level of violence for national sex workers is about the same as it is for the general population (45% of the respondents) but this is highly dependent on where the work is taking place. 40% of respondents

estimated levels of violence to be higher than the general population. On average national sex workers who are working outdoors face greater violence than sex workers working indoors.

The risk is higher on the street because there are more people how want make racket, how want make problems, how want make aggression about sex worker.

Estimate the levels of violence or other crimes against migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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The reported level of violence for migrant sex workers is much higher than for the general population but this is also highly dependent on where the work is taking place. On average migrant sex workers who are working outdoors face greater violence than sex workers working indoors. 80% of respondents agree with this. The higher rates of violence for migrant sex workers can be attributed to several factors: migrant sex workers are often working under poorer working conditions which makes them vulnerable to violence; migrant sex workers who do not speak French find it more difficult to defend themselves; they often do not know where to go for help and are more fearful of asking for help.

2.g Estimate the levels of drug and alcohol dependency among national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Drug and alcohol dependency also depend on work and living conditions of national sex workers. 60% of respondents indicate that the general levels of drug consumption in sex work is higher than the general population, in part because drugs are readily accessible. In Brussels or Liege, for example, there are many national sex workers with a drug dependency and who work in prostitution in order to support their drug use. In most cases these sex workers work on the streets and in close proximity to drug dealers.

Estimate the levels of drug and alcohol dependency among migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	SAME AS GENERAL POPULATION
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Drug and alcohol dependency also depend on work and living conditions of migrant sex workers. In general levels of drug consumption in sex work is higher than the general population in part because drugs are readily accessible. However, migrant sex workers are less likely than national sex workers to have a drug or alcohol dependency. 40% of respondents indicate that drug and alcohol dependency is the same as the general population, or even lower (30% of the respondents). We do not have a clear explanation why this is lower but one possible explanation is their motivation for migrating and working in sex work. Migrants come to Belgium to work and to earn as much money as possible rather than losing their money to drugs. Also many migrants did not have a drug or alcohol dependency before migrating and do not develop dependencies after they arrive in Belgium.

2.h Estimate of the changes in the vulnerability of NATIONAL sex workers across your country.

	NATIONALS			
	Decrease	Same	Increase	
Condom use	0 %	90 %	10 %	100%
Drug/alcohol use	0 %	60 %	40 %	100%
Violence against them	0 %	70 %	30 %	100%
Legal status	0 %	100 %	0 %	100%
Working conditions	0 %	90 %	10 %	100%
Literacy & educational level	0 %	100 %	0 %	100%
Living conditions	0 %	80 %	20 %	100%
Social isolation and exclusion	0 %	70 %	30 %	100%

NATIONAL SEX WORKERS

In most cases we are seeing an increase of the vulnerability of national sex workers in Belgium in most areas. While condom use is reported as high among sex workers they are under greater pressure from clients to have sex without protection.

A second trend is the trivialisation of cocaine consumption; it is widespread and a common drug of choice for both national sex workers and the general public.

Finally, politically motivated policy decisions and greater policing of clubs, bars and brothels around the issue of irregular workers (workers not declared for tax purposes, workers working with fraudulent documents, or victims of trafficking) has led to an increasing number of indoor sex work places being closed.

Estimate of changes in the vulnerability of MIGRANT sex workers across your country.

	MIGRANTS			
	Decrease	Same	Increase	
Condom use	10 %	70 %	20 %	100%
Drug/alcohol use	0 %	60 %	40 %	100%
Violence against them	0 %	60 %	40 %	100%
Legal status	0 %	90 %	10 %	100%
Working conditions	10 %	70 %	20 %	100%
Literacy & educational level	0 %	90 %	10 %	100%
Living conditions	10 %	70 %	20 %	100%
Social isolation and exclusion	0 %	70 %	30 %	100%

MIGRANT SEX WORKERS

In most cases we are seeing an increase in the vulnerability of migrant sex workers in Belgium across all areas. While condom use is reported as high among migrant sex workers they are under greater pressure from clients to have sex without protection. For migrant sex workers in particular condom use negotiation is more difficult as they are more likely to be in a weaker position in relation to clients and more often under pressure from third parties or pimps to earn money.

Respondents to this research report an increase in violence experienced by migrant sex workers and in comparison with national sex workers.

Finally, politically motivated policy decisions and greater policing of clubs, bars and brothels around the issue of irregular workers (workers not declared for tax purposes, workers working with fraudulent documents, or victims of trafficking) has led to an increasing number of indoor sex work places being closed.

2.i. Estimate of the changes in policy or legislation impacting on national sex workers working and social conditions across your country.

	NATIONALS			
	Positive	No change	Negative	
On municipal level	0 %	67 %	33 %	100%
On regional level	0 %	78 %	22 %	100%
On national level	0 %	80 %	20 %	100%

NATIONAL SEX WORKERS

Over the last 12 months there have been no changes to legislation governing prostitution in Belgium. The situation for national sex workers is continuing in a negative direction. Policy implementation over the last four years has been increasingly repressive, in particular in Brussels and street-based prostitution. Currently there is a project plan in Liege to build an Eros-Centre as a replacement of the window brothels.

Of particular concern is the impact of greater controls of street-based prostitution. It has become more difficult for our organisation to locate street-based sex workers or to provide services to them. Police controls are keeping them mobile and afraid.

Estimate of the changes in policy or legislation impacting on migrant sex workers working and social conditions across your country.

	MIGRANTS			
	Positive	No change	Negative	
On municipal level	0 %	67 %	33 %	100%
On regional level	0 %	78 %	22 %	100%
On national level	0 %	80 %	20 %	100%

MIGRANT SEX WORKERS

Over the last 12 months there have been no changes to legislation governing prostitution in Belgium. The situation for migrant sex workers is continuing in a negative direction. For many years now migrant workers without proper work/stay permits are deported if found working in sex work.

3. Mobility

- 3.a Estimate the percentage of national sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

NATIONAL SEX WORKERS		ESTIMATE	13 %
1. France	6. Spain		
2. Luxembourg	7. United Kingdom		
3. Germany	8.		
4. The Netherlands	9.		
5. USA	10.		

Estimate the percentage of migrant sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

MIGRANT SEX WORKERS		ESTIMATE	87 %
1. Italy	6. Luxembourg		
2. France	7. Brazil		
3. Germany	8. Nigeria		
4. Spain	9. Romania		
5. The Netherlands	10. Bulgaria		

- 3.b. Estimate the percentage of national sex workers who have worked in another city of your country before.

NATIONAL SEX WORKERS		ESTIMATE	43 %
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Estimate the percentage of migrant sex workers who have worked in another city of your country before.

MIGRANT SEX WORKERS		ESTIMATE	57 %
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- 3.c List the 5 top reasons for the mobility of national sex workers.

	NATIONALS
1	Economical necessity
2	Protection of anonymity
3	Poor working condition
4	Better working conditions
5	Mobility of clients

NATIONAL SEX WORKERS

Responses show that the most stated reason for mobility for national sex workers was economic necessity. This is often coupled with a desire to find better working conditions or to leave poor working conditions.

For national sex workers anonymity is of great concern. Policy changes and increasing controls of sex work spaces threaten the privacy of sex workers. Many national sex workers move to locations away from 'home' in order to protect their anonymity.

List the 5 top reasons for the mobility of migrant sex workers.

	MIGRANTS
1	Coerced by organiser in the sex industry
2	Economic necessity
3	Criminalisation of prostitution
4	Poor working condition
5	Illegal status

MIGRANT SEX WORKERS

Unlike national sex workers migrants said that getting away from someone who had coerced them into the sex industry and who were controlling them was the main reason for moving on. Many migrants come into prostitution through a third party and experience some form of control. Often they seek ways to free themselves from such relationships as soon as possible in order to work in sex work independently.

As with national sex workers economic necessity was cited a strong motivation for mobility. The ability for migrant sex workers to establish themselves in one location is also often frustrated or impossible because of laws, policing and their vulnerable status as (illegal) migrants.

CONCLUSIONS

Summary and analysis of the changes in the prostitution scene since 2006

In general we are seeing the continuation of a repressive trend in sex work in Belgium in the last year that is negatively impacting on the living and working conditions of national and migrant sex workers. In particular, there have been more closures since 2006 of bars and window brothels, as for example, in Charleroi and in Liège and migrant sex workers without proper residence/stay permits continue to be deported.

As a result of increasing closures and more intensive policing prostitution is shifting more and more into private indoor spaces. Where sex work does take place outdoors sex workers are highly mobile in order to avoid police.

2006 also saw changes to Belgium's immigration law restricting migrants' ability to engage in prostitution while on other types of staying permits such as a student visa. Migrants awaiting regularisation risk being refused staying permits or face deportation if they are found to be working in prostitution and in particular street-based sex work.

In Antwerp the more progressive local authority has proceeded in the development of a new prostitution zone with a private promoter, with the aim of replacing an older prostitution zone that should have been demolished long ago. Working conditions have improved, but only for those persons whose situation is legal. Also in Schaerbeek local authorities have provided funding to projects which seek to improve community relations in areas where prostitution takes place.

Narrative analysis of the changes in services for both national and migrant sex workers since 2006

In 2008 Adzon one of the few NGOs working with male sex workers closed its doors in 2008 when funding support was stopped. In general service provision to men working in sex work is very poor across Europe.

The impact on male sex workers, many of whom are migrants, was immediate. Often isolated and overlooked by health service providers, men working in sex work in Brussels are not accessing general health services and not benefiting from outreach services that Adzon had provided. With no services to male sex workers in Brussels Belgium a group of organisations is discussing the possibility of seeking new funding to create a new NGO.

Narrative analysis of the gaps in services for both national and migrant sex workers

Lack of funding is our greatest obstacle to provide broad service coverage to (migrant) sex workers. EspaceP is one of 4 NGOs in Brussels that are open for services after 5pm and many NGOs do little or no outreach into the different sex work settings.

Male sex workers, nationals and migrants, lack targeted services after the closure of Adzon in 2008. Providing services in first languages to migrant sex workers who speak no French is very difficult. Translators are only available in some districts and not all the time. For example, currently there is no translator to help provide information and support to migrant sex workers from Nigeria, Ghana, Sierra Leon or Central East Europe countries such as Bulgaria.

Narrative analysis of the geographic spread of migrant sex workers in your country – including any specific trends in the border areas

In Belgium migrant sex workers are working both indoors in bars, clubs and brothels etc., and outdoors on streets and other areas. The majority of migrant sex workers are working in Brussels.

With the recent closures of bars and windows in Liège and Charleroi, migrant sex workers, and also victims of trafficking are moving or being moved by pimps to work in other cities in Belgium.

In border areas, for example close to Mons and the French border we report high numbers of migrant sex workers working in bars and in private.

In 2006 it was reported that 75% of all sex workers were migrants while in 2008 we estimate this to be around 60%

Finally it appears that there are large numbers of clients, travelling to Brussels from France, who are frequenting bars where prostitution takes place on Aerschot Street..

TAMPEP 8

Mapping of National Prostitution Scene

NATIONAL COORDINATORS REPORT 2008/9

BULGARIA

1. Prostitution Scene

1. Estimation of the number of sex workers 6000 - 10000

According to the data collected from 8 NGOs across Bulgaria in 2007 approximately 3659 sex workers had direct contact with NGO organizations. These same organizations indicated that approximately 6234 sex workers were reached directly and indirectly by the outreach teams. According to other sources of information (media, police, etc.) the number is higher, including the Ministry of Interior which suggests that there are currently more than 10,000 sex workers in Bulgaria. Approximately 2% of all sex workers are migrants³.

1.a. Gender of Sex workers

	2006	2008
Female	90%	85%
Male	7%	11%
Transgender	3%	4%
TOTAL	100%	100 %

1.b. Gender/migration status of sex workers

By Female sex workers

	NATIONAL	MIGRANT	
Female	98	2	100 %

By male sex workers

	NATIONAL	MIGRANT	
Male	99	1	100 %

By transgender sex workers

	NATIONAL	MIGRANT	
Transgender	100	0	100 %

Although most sex workers in Bulgaria are nationals almost half are Roma.

³ * Migrants are those who were born in another country, including EU citizens.

1.c. Sex work sectors in the country

Outdoor	33 %
Indoor	67 %
TOTAL	100 %

Sex work sector settings in the country

OUTDOOR	Streets: in the city/town	15 %
	Highways: outside of city/town	14 %
	Parks, forests	4 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	51 %
	Apartments, windows (with less than 3 women working together)	10 %
	Visiting services (escort agencies)	6 %
TOTAL		100 %

1.d. Sex work sectors of migrants

Outdoor	10 %
Indoor	90 %
TOTAL	100 %

Sex work sector settings of migrants

OUTDOOR	Streets: in the city/town	7 %
	Highways: outside of city/town	1 %
	Parks, forests	2 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	72 %
	Apartments, windows (with less than 3 women working together)	10 %
	Visiting services (escort agencies)	8 %
TOTAL		100 %

1.e. Origin of migrant sex workers- regional analysis

Central Europe (EU countries) Bulgaria, Czech Republic, Hungary, Poland, Romania, Slovakia, Slovenia.	1 %
Eastern Europe (NON EU countries and Central Asia) Belarus, Moldova, Russia, Ukraine, Kazakhstan, Tajikistan, Azerbaijan, Uzbekistan, Kyrgyzstan, Turkmenistan.	99 %
Baltic countries Estonia, Latvia, Lithuania.	0 %
Balkan countries Albania, Bosnia-Herzegovina, Croatia, Montenegro, Serbia, Kosovo, FYR of Macedonia.	0 %
Rest of Europe	0 %
Latin America and Caribbean	0 %
North America	0 %
Africa	0 %
Asia Pacific	0 %
TOTAL	100 %

1.f Nationalities of sex workers were reported in your country. _____6_____

The 10 top countries from which migrant sex workers come:

1. Russia	6. Poland
2. Ukraine	7.
3. Turkey	8.
4. Romania	9.
5. Macedonia	10.

2. Sex Workers Situation

2.a The 5 main vulnerability factors for national sex workers.

1	Discrimination
2	Social isolation and exclusion
3	Legal status in the country
4	Stigma
5	Violence from organizers of the sex industry

Sex work and sex workers face very heavy stigmatization in Bulgaria. A very negative public image that is strongly affected by traditional moral norms means that sex workers face rejection, social exclusion, and neglect. Their marginalized status and the problems they face as a result are very rarely put under serious and thorough discussion.

The state policy and legislation reflect this attitude. Sex work in Bulgaria is neither criminalized nor legalized however the main focus of the state is a mostly unsuccessful attempt to erase the phenomenon of prostitution.

The majority of sex workers in Bulgaria are younger women often with little life or social experience, a low level education and limited possibilities for social realization. Approximately one third of sex workers are coming from the Roma community and as a result they face intersecting forms of discrimination and stigmatization. The percentage of female sex workers of Roma ethnicity is decreasing in comparison with the data from 2006 when almost 50% of all female sex workers were Roma, working both indoors and outdoors. Now 36% of all sex workers are Roma and they are involved mainly in street-based prostitution.

Over the last 2 years indoor sex work has increased. The majority of indoor sex workers are Bulgarians. 10 % of all sex workers are from the Turkish minority in Bulgaria and less than 2 % of all sex workers are foreigners. Working and living conditions of sex workers vary, depending on their ethnic background, social situation, rural/urban living area, and sector of the sex industry.

Over the last five years a variety of services have been developed targeting sex workers in Bulgaria; mainly with regards to health care services.

There is much that could be done to improve the vulnerability factors of sex workers. Research indicates that a combination of outreach work and low-threshold drop-in centres is a good intervention model for providing services and support to marginalized communities. Future work with sex workers in Bulgaria should include establishing such centres to reach members of at risk groups. By providing appropriate services and information, for example, about risk behaviour, in a place that sex workers can easily and safely access, they will have the opportunity to improve self-esteem and find support to fight discrimination and stigmatization. Further there is call for a needs assessment with sex workers, including those forced into prostitution through violence, to gain greater insight and awareness of what they need to improve their situation.

The self-organisation of sex workers should be supported as an important step to reduce the vulnerability of this group and to enable them to better fight for their human rights. Currently there is no such organization in Bulgaria. A sex worker led organisation within the NGO sector could help unify rights activists providing the needed strength to overcome negative attitudes in society and the social isolation of sex workers.

The 5 main vulnerability factors for migrant sex workers.

1	Social isolation and exclusion
2	Legal status in the country
3	Mobility
4	Violence from the organisers of the sex industry
5	Lack of access to health and social care services

Social isolation and exclusion is listed as the greatest vulnerability factor for sex workers in Bulgaria. In general Bulgarians treat foreigners positively however the level of stigmatisation of sex work and sex workers places migrant sex workers at greater risk of isolation. In addition those migrant sex workers who do not have legal status in Bulgaria are at a far higher risk of being victimised through police corruption and exploitation and blackmail by organisers of sex businesses, less likely to have access to health and social care services and more likely to be highly mobile within Bulgaria. High mobility makes it difficult to settle down, make a home, establish friendships, and create a supportive social environment.

2.b Estimate the percentage of national sex workers who have control of their working conditions and safe sex practices.

NATIONAL SEX WORKERS	ESTIMATE	40%
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Currently in Bulgaria only a minority of sex workers can be described as having control over their working conditions and choices around safe sex practices. More than half work in settings controlled by exploitive third parties (pimps and club owners) where they are unable to exercise autonomous 'choice' about safe sex and where they are face higher health risks and violence. More than half of the national sex workers in Bulgaria are forced to work by others and often under humiliating conditions.

The ability to exercise control also depends on the sex work setting. National sex workers working outdoors are in the most disadvantaged situation and have no possibility to negotiate with the clients about using condoms. Further they work in situations where the highest level of criminality occurs and face an increased level of threat of violence in comparison with indoor sex work. Low level of education, lack of health knowledge and low social status are barriers to this group's ability to access support services. In contrast sex workers working in indoor settings tend to have more freedom in their choices, better living, and working conditions, better economic situations and better health knowledge placing them in a stronger position to control working conditions and to negotiate safe sex practices.

Estimate the percentage of migrant sex workers who have control of their working conditions and safe sex practices.

MIGRANT SEX WORKERS	ESTIMATE	48%
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There are very few migrant sex workers in Bulgaria. Of those most work indoors and consequently have higher control of their working conditions and safe sex practice than their national counterparts.

2.c Estimate the percentage of national sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

NATIONAL SEX WORKERS	ESTIMATE	90%
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The sex industry in Bulgaria is largely controlled by organized criminal groups who make all the decisions about the structure and hierarchy of the sex industry. Female sex workers are as a result required to share 91% of their earnings with third parties, including business owners who pay managers/bodyguards/pimps to control sex workers, drivers, and others. In contrast male and transgender sex workers in Bulgaria work mostly without pimps and are therefore able to keep most of their earnings for themselves.

Estimate the percentage of migrant sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

MIGRANT SEX WORKERS	ESTIMATE	99%
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We estimate that almost all migrant sex workers in Bulgaria are working under pimps/traffickers/managers and as a result must share their income with third persons who are not family.

2.d Estimate the percentage of earnings that national sex workers keep for themselves.

NATIONAL SEX WORKERS	ESTIMATE	50%
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There are several factors which impact on how much of the earnings sex workers are able to keep for themselves. In most cases SW are forced to pay for the right to work and the daily rates are set by pimps/owners/managers. This form of 'racketeering' takes place in all sex work settings (a street corner, a

highway bend, an apartment, a club, etc.) and sex workers are paying between 10 – 15 BG Levs (5 – 8 Euro) per day just to work.

Apart from the reality that most SW work under a pimp in over 90% of cases they are also working in a criminal structure and pay out to others within the hierarchy. Finally, SWs are vulnerable to police corruption and unofficial information suggests that they are being forced to pay police.

Estimate the percentage of earnings that migrant sex workers keep for themselves.

MIGRANT SEX WORKERS	ESTIMATE	40 %
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Migrant SWs face the same pressures as national SW. Their weaker social and legal status means they are keeping less of their earnings for themselves than their national counterparts.

2.e Estimate the levels of condom use and other safer sex practices amongst national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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The results of surveys conducted in nine regions of Bulgaria by outreach workers indicate that over 90% of sex workers have used a condom during the most recent contact with a client. Even if a percentage of the responses are merely reflecting socially desired behaviour, the percentage is still quite high. An estimated 75% of respondents indicate that national sex workers have a higher level of condom use than the general population. On the other hand the level of condom usage with intimate partners (boyfriend, husband...) is very low. Currently we do not have enough objective data on condom use and safer sex among the general population therefore the estimation here is based on a general understanding of these issues in Bulgaria.

Estimate the levels of condom use and other safer sex practices amongst migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Migrant SWs are also estimated to have a higher level of condom use and safe sex practices as indicated by 50% of respondents, but the rate is a little bit lower due to their migrant status and vulnerability.

2.f Estimate the levels of violence or other crimes against national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	SAME AS GENERAL POPULATION
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The sex industry in Bulgaria is a criminally controlled business; it is characterized by violence and coercion. Sex workers experience violence not only from organisers of the business (pimps, club owners, traffickers etc.), but also from clients and very often from the police. 75% of respondents to the survey indicated that the level of violence experienced by sex workers is the same as that of the general population. This is because the level of violent crime, criminal assassinations, and state and institution corruption is high with negative consequences for many ordinary Bulgarians.

Estimate the levels of violence or other crimes against migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	SAME AS GENERAL POPULATION
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Although 50% of respondents indicated that migrant sex workers face the same level of violence as the general population under current conditions in Bulgaria they believe the situation for migrant SW is worse than that of national SW. All migrant sex workers enter the country under the pressure of criminal groups which very often

control them using different forms of violence and making all the decisions about where, when and how they will work. This puts migrant sex workers in a very dependant and vulnerable situation.

2.g Estimate the levels of drug and alcohol dependency among national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	SAME AS GENERAL POPULATION
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Currently the information about drug and alcohol dependency in Bulgaria is very incomplete and in particular for marginalised groups such as national and migrant sex workers and Roma.

75% of respondents indicated that drug and alcohol dependency is the same level for national sex workers as the general population. Approximately 2% of the national and migrant sex workers in Bulgaria are drug dependent; primarily using injection and inhalant drugs. The majority of sex workers who are using inhalants are working in indoor sex work settings where it is not unusual that club managers/owners pressure sex workers to use drugs as a way of maintaining control and behaviour compliance.

Official statistics about drug dependency among the general population from 2005 – 2006 indicate that approximately 5% of the general population in Bulgaria are drug dependent. A 2006 study shows that this may be as much as 5-6 times higher among youth and student populations. There are no recent statistics available.

In the frame of the Global Fund to fight AIDS, Tuberculosis and Malaria programme, prevention efforts with drug users are prioritised and 10 organisations offer harm reduction services. NGOs working with drug users conduct outreach work, use mobile medical units and run drop-in centres. They experience serious difficulties, however, in reaching their clients, mainly because of the unfavourable change in Bulgarian law, enforced in 2005, which criminalises drug possession. Their hidden situation prevents many from accessing sterile injecting equipment and often it is not perceived as a priority. More than 60% of them have Hepatitis C. Opportunities for treatments are also limited. Free treatment is delivered by psychiatric clinics and by the National Centre for Addictions, and they have significantly high threshold.

Estimate the levels of drug and alcohol dependency among migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	SAME AS GENERAL POPULATION
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Currently the information about drug and alcohol dependency in Bulgaria is very incomplete and in particular for marginalised groups such as national and migrant sex workers and Roma.

75% of respondents indicated that drug and alcohol dependency is the same level for migrant sex workers as the general population. Approximately 2% of the national and migrant sex workers in Bulgaria are drug dependent; primarily using injection and inhalant drugs. The majority of sex workers who are using inhalants are working in indoor sex work settings where it is not unusual that club managers/owners pressure sex workers to use drugs as a way of maintaining control and behaviour compliance.

2.h Estimate of the changes in the vulnerability of NATIONAL sex workers across your country.

	NATIONALS			
	Decrease	Same	Increase	
Condom use	100 %	0 %	0 %	100%
Drug/alcohol use	25 %	63 %	12 %	100%
Violence against them	12 %	75 %	13 %	100%
Legal status	0 %	75 %	25 %	100%
Working conditions	12 %	88 %	0 %	100%
Literacy & educational level	13 %	62 %	25 %	100%
Living conditions	0 %	75 %	25 %	100%
Social isolation and exclusion	25 %	50 %	25 %	100%

NATIONAL SEX WORKERS

Extensive outreach in the nine larger regions of Bulgaria has had a marked impact the health of national and migrant sex workers. A high level of condom use and safe sex practices is observed among sex workers and clients, which has led to a decrease in the level of vulnerability in this area, especially regarding HIV.

The other social factors for vulnerability are without significant change for national sex workers in the last two years. National sex workers in Bulgaria still face serious discrimination, social exclusion, and neglect. They work in a criminal structure with a lot of fear and they have no awareness on how to improve their living and working conditions.

Estimate of changes in the vulnerability of MIGRANT sex workers across your country.

	MIGRANTS			
	Decrease	Same	Increase	
Condom use	62 %	38 %	0 %	100%
Drug/alcohol use	0 %	66 %	34 %	100%
Violence against them	0 %	60 %	40 %	100%
Legal status	0 %	47 %	53 %	100%
Working conditions	23 %	57 %	20 %	100%
Literacy & educational level	12 %	68 %	20 %	100%
Living conditions	12 %	58 %	30 %	100%
Social isolation and exclusion	20 %	58 %	22 %	100%

MIGRANT SEX WORKERS

Extensive outreach in the nine larger regions of Bulgaria has had a marked impact the health of migrant sex workers. A high level of condom use and safe sex practices is observed among sex workers and clients, which has led to a decrease in the level of vulnerability in this area, especially regarding HIV.

The other social factors for vulnerability are without significant change for national sex workers in the last two years. Migrant sex workers in Bulgaria still face serious discrimination, social exclusion, and neglect. They work

in a criminal structure with a lot of fear and they have no awareness on how to improve their living and working conditions.

2.i. Estimate of the changes in policy or legislation impacting on national sex workers working and social conditions across your country.

	NATIONALS			
	Positive	No change	Negative	
On municipal level	0 %	50 %	50 %	100%
On regional level	0 %	63 %	37 %	100%
On national level	0 %	63 %	37 %	100%

NATIONAL SEX WORKERS

Despite ongoing and intensive public discussions over the last 3 to 4 years around the possibility of new legislation regulating sex work in Bulgaria there has been no change. Currently there is no legislation prohibiting the practice of sex work.

In 2008 there was a change made to the tax law for legal activities which is impacting directly or indirectly on sex work in massage and escort settings. In accordance with the Law for local taxes and fees, from the start of 2008, these activities are now subject to an -imposed annual presumptive (patent) tax at the municipal level. Prior to 2008 this annual presumptive tax was regulated through the Law for taxation of the income of physical persons. Escorts (companions) and masseurs are now included in the list of "Types of patent activities and annual amounts of taxes." The majority of clubs and apartments where sex work takes place are registered as either massage parlours or escort agencies.

Under this "public secret" system one could argue that at least part of the sex industry in Bulgaria could be considered as "legal." An individual could register as a sole entrepreneur, however, with licensing fees at almost €3000 this is not feasible for most national or migrant SW and we have no data of anyone who has taken advantage of this possibility.

Estimate of the changes in policy or legislation impacting on migrant sex workers working and social conditions across your country.

	MIGRANTS			
	Positive	No change	Negative	
On municipal level	0 %	50 %	50 %	100%
On regional level	0 %	63 %	37 %	100%
On national level	0 %	63 %	37 %	100%

MIGRANT SEX WORKERS

Despite ongoing and intensive public discussions over the last 3 to 4 years around the possibility of new legislation regulating sex work in Bulgaria there has been no change. Currently there is no legislation prohibiting the practice of sex work.

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Under this "public secret" system one could argue that at least part of the sex industry in Bulgaria could be considered as "legal." An individual could register as a sole entrepreneur, however, with licensing fees at almost €3000 this is not feasible for most national or migrant SW and we have no data of anyone who has taken advantage of this possibility.

3. Mobility

- 3.a Estimate the percentage of national sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

NATIONAL SEX WORKERS		ESTIMATE	49 %
1. France	6. Netherlands		
2. Germany	7. Austria		
3. Italy	8. Greece		
4. Belgium	9. Norway		
5. Spain	10. Denmark		

Estimate the percentage of migrant sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

MIGRANT SEX WORKERS		ESTIMATE	12 %
1. Germany	6. Western Europe		
2. Netherlands	7.		
3. Greece	8.		
4. Ukraine	9.		
5. Russia	10.		

- 3.b. Estimate the percentage of national sex workers who have worked in another city of your country before.

NATIONAL SEX WORKERS		ESTIMATE	47 %
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Estimate the percentage of migrant sex workers who have worked in another city of your country before.

MIGRANT SEX WORKERS		ESTIMATE	22 %
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3.c List the 5 top reasons for the mobility of national sex workers.

	NATIONALS
1	Economic necessity
2	Protection of anonymity
3	Required by the management
4	Low social status
5	Better working conditions

NATIONAL SEX WORKERS

Bulgaria is primarily known as a country of origin where almost all of the sex workers are nationals. Half of all national SW have worked in a foreign country, predominantly in Western Europe. It is not unusual for pimps/managers/organisers to move sex workers back and forth across borders as this can be very lucrative for them because of the popular assumption for higher costs of the sex services in Western Europe. More recently increasing numbers of sex workers are returning to Bulgaria after working abroad and decide to practice sex work here. Against expectations the high numbers of ordinary Bulgarians, and in particular sex workers, migrating from Bulgaria to other European Union countries after accession in 2007 did not occur. Further, some who have returned are feeling more positive about the situation in Bulgaria and have no plans to migrate again.

Nearly 50% of national sex workers have worked in another city within Bulgaria. The main motivations for relocating are economic and seeking better working conditions. Although still rare we notice that more sex workers are making independent decisions about relocating rather than being forced to move by third parties. It is an indication that a shift in awareness and sense of empowerment is occurring among national sex workers.

List the 5 top reasons for the mobility of migrant sex workers.

	MIGRANTS
1	Economic necessity
2	Protection of anonymity
3	Coerced by 'organizer' in the sex industry (trafficking)
4	Poor working conditions
5	

MIGRANT SEX WORKERS

The information available about the mobility of migrant SWs is scarce. This is a small group, who because they are often so closely controlled, are very hard to reach by outreach services, and/or who make little contact with public, healthcare or social service agencies. It appears that the majority of migrant SWs, if not all, have been trafficked into Bulgaria through organized criminal networks.

CONCLUSIONS

Summary and analysis of the changes in the prostitution scene since 2006

As in 2006 the majority of sex workers are nationals with the numbers of migrant sex workers decreasing to less than 2% of the estimated total number from 10% in 2006. Both nationals and migrants still face serious violence, stigma, and social isolation as a result of their marginalised status. However, there are observable changes in the prostitution scene in Bulgaria since our last mapping in 2006.

Sex workers and sex work settings are far more dynamic and mobile than in the past. In part this is occurring because of changes in the sex industry but also because more frequent police actions against pimps, club

owners, managers and sex workers result in high mobility. Recently police have started to use an old law against “immoral gains” to police sex workers. In some cases repeated charges may lead to arrest and a prison term however there are reports that police are using this law and other public order laws as leverage to blackmail and harass sex workers.

The number of sex workers who work in indoor settings has increased since 2006 from 55% to 76%. The for changing sex work settings may be that of sex workers or pimps/organisers and it is not unusual to see an increase in indoor work in winter months.

As mentioned in 3.c., increasing numbers of sex workers are returning to Bulgaria after working abroad and fewer than expected are taking advantage of new labour rights under EU law.

Finally, we are seeing a gradual but important increase in the level of health awareness and self-esteem among sex workers in Bulgaria coinciding with a marked decrease in HIV prevalence. Improving self-esteem is a promising first step to sex worker empowerment and future improvement of living and working conditions

Narrative analysis of the changes in services for both national and migrant sex workers since 2006

There are no considerable changes in the services for sex workers in the last two years. Sex workers in Bulgaria are mainly nationals, who travel throughout the country and most often are not insured. Despite this a variety of services are offered to sex workers under the national Program for Prevention and Control of HIV/AIDS, funded by the Global Fund to Fight AIDS, TB and Malaria and implemented by the Ministry of Health. Targeted services to sex workers for HIV prevention, promotes access to healthcare services in nine of the larger regions in the country. These services include:

Outreach providing regular consultations and the distribution of safer-sex and safer-injection materials;

Four mobile medical units, offering free and anonymous medical consultations, checkups and testing and treatment for HIV/Hepatitis B, C, Syphilis and other STIs;

The development and dissemination of specially developed educational and informational materials in accordance with the specific needs of sex workers;

referral and accompaniment of clients to different health, social and public services at the request of clients;

conducting and realizing 4th and 5th phase of Second generation sentinel surveillance survey⁴

Recruiting and training sex worker peer-educators.

Sensitivity training for healthcare professionals.

General health care is however available only to people who are insured.

Culturally sensitive health and outreach services are also available to members of the Roma community under the national Program for prevention and control of HIV/AIDS by the Ministry of Health. This is an important source of additional services for sex workers from the Roma minority and these services include regular outreach, HIV/STIs testing and treatment and as of 2008 targeted prevention activities for tuberculosis.

Narrative analysis of the gaps in services for both national and migrant sex workers

Although there is some form of health and social services available to most sex workers this should be enlarged to reach sex work settings that are more hidden. In Bulgaria those engaged in other forms of sex work such as, escorts, students, internet based or phone sex services are simply not being reached.

Public social care services such as shelters and psychological and legal consultations are in practicality only available to women who are under-age and/or have reported being victims of violence, in particular trafficking. The social services available to other sex workers are limited to social or financial support in raising their children.

When sex workers are not registered at the municipality level, they have no access to social services. This is also determined by their mobility throughout the country.

⁴ <http://www.who.int/hiv/topics/surveillance/2ndgen/en/>

The Ministry of Health and NGOs providing clinic and outreach services do not currently cover the whole territory of Bulgaria. We do hear information about people engaging in "survival prostitution" in some small communities who are very hard to reach. Further the types of services available should be expanded and tailored to the needs of sex workers in specific sex work settings. Focussing mainly on health services is not enough there is a pressing need to work with sex workers in the areas of human rights, education, social issues, and practical daily needs to empower sex workers and open opportunities for improved life options. Male and transgender prostitution is very hidden in Bulgaria. Male sex workers are generally found working in indoor settings such as bars or private apartments closed to outsiders. Some do work in public parks. Men involved in sex work are difficult for outreach workers to contact it is important to work with key informants/contacts mediators. In some cases sometimes men providing sex services do not identify as sex workers and reject the approaches of outreach workers.

Currently there is no low-threshold (drop-in) centre in Bulgaria. Establishing such a centre would be a useful model for providing consistent and stable intervention and prevention services to sex workers and drug users. Low-threshold centres have proven successful in promoting behavioural change in particular because it is the clients who independently seek out services. Promoting healthy living awareness and low-risk options to high risk groups, such as sex workers, would be an important step to self-empowerment and provide a supportive environment for combating stigmatisation and discrimination.

Sex workers in Bulgaria would benefit from implementing a case management method of intervention and support. In order to develop such a mechanism there needs to be a thorough needs assessment and analysis of the current situation for sex workers in Bulgaria, in particular migrant or ethnic minority female, male and transgender sex workers, around important factors for vulnerability.

As yet there is no self-organisation (independent organisation or NGO) of sex workers to unite them and support their struggle for the recognition of their human rights

Narrative analysis of the geographic spread of migrant sex workers in your country – including any specific trends in the border areas

As mentioned previously migrant sex workers are very few in number in Bulgaria (less than 2%). The overall presence of migrant sex workers has decreased after Bulgaria became a member of the EU. For many of the migrants who were coming to Bulgaria prior to 2007 entry visas are now required and the country is losing its appeal as a transit destination. Now migrants are travelling directly to West Europe countries instead. Approximately 74% of migrant sex workers are from former Soviet Union countries many of whom are working in Bourgas, a sea resort town easily accessed from Russia, Ukraine, and Georgia.

Another interesting tendency that is observed in the last years is concerning Sandanski – a small town near the border with Greece. No migrant sex workers are met there; probably because they are travelling and practicing along nearby highways and/or towns of Greece as it is a more attractive and better paid destination.

In the other regions of the country the presence of migrant sex workers range from 5 to 17% of the total estimated sex work population. Migrant sex workers are also from Turkey, Romania, Poland, Macedonia, and even China.

Sex work settings can shift in relation to seasons and tourist populations. For example many national sex workers work in the biggest cities such as Sofia, Plovdiv, Varna and Bourgas. Varna and Bourgas are border towns and Black sea resorts which make them very attractive for sex work. In the summer the number of sex workers may double. During the winter ski season this phenomenon can be observed in and around Sofia. This noticeable increase of sex workers in resort areas has not gone unnoticed. There is more discussion about how this gives Bulgaria a negative reputation as a tourist destination and as result police activities have increased in these cities. More than 2/3 of the sex workers in Bulgaria work in these cities or nearby towns and there is increasing mobility between these four cities.

There is very little reliable information about the internal mobility of Roma sex workers because the data is gathered for the group of sex workers as a whole and Roma or Turkish minority groups are never separated.

TAMPEP 8

Mapping of National Prostitution Scene

NATIONAL COORDINATORS REPORT 2008/9

CZECH REPUBLIC

1. Prostitution Scene

1. Estimation of the number of sex workers 10,000 to 13,000

Respondents to the mapping questionnaire indicated recorded contacts with more than 6000 sex workers in the Czech Republic. However, outreach work is done by only one centre's team on the street and in more than 290 sex clubs, with approximately 3020 sex worker contacts in 2008 alone. This leads us to believe this estimate is conservative and that the total number of sex workers is likely between 10 and 13,000. Approximately 41% of all sex workers in the Czech Republic are migrants⁵.

1.a. Gender of Sex workers

	2006	2008
Female	97 %	95 %
Male	3 %	4 %
Transgender	unknown	1 %
TOTAL	100%	100 %

1.b. Gender/migration status of sex workers

By Female sex workers

	NATIONAL	MIGRANT	
Female	58	42	100 %

By male sex workers

	NATIONAL	MIGRANT	
Male	90	10	100 %

By transgender sex workers

	NATIONAL	MIGRANT	
Transgender	50	50	100 %

Except for men the estimated population of sex workers are almost equally divided between nationals and migrants in the Czech Republic. New to the Czech Republic is the increasing number of sex workers from countries such as Nigeria, Ghana, and Brazil. Still, the majority of sex workers migrate from Central, Eastern and South East European countries.

⁵ Migrants are those who were born in another country, including EU citizens.

1.c. Sex work sectors in the country

Outdoor	19 %
Indoor	81 %
TOTAL	100 %

In 2006 indoor sex work represented 70% of the industry in the Czech Republic. The shift is mainly attributed to the increase in policing of outdoor settings and changes to policies at the municipal level.

Sex work sector settings in the country

OUTDOOR	Streets: in the city/town	14 %
	Highways: outside of city/town	4 %
	Parks, forests	1 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	55 %
	Apartments, windows (with less than 3 women working together)	20 %
	Visiting services (escort agencies)	6 %
TOTAL		100 %

Approximately 50% of street based sex workers are Roma. There has been an overall decrease observed in the numbers of sex workers working in outdoor settings. In Prague, for example, most are working in the vicinity of the main railway station.

1.d. Sex work sectors of migrants

Outdoor	8 %
Indoor	92 %
TOTAL	100 %

Sex work sector settings of migrants

OUTDOOR	Streets: in the city/town	6 %
	Highways: outside of city/town	2 %
	Parks, forests	0 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	72 %
	Apartments, windows (with less than 3 women working together)	18 %
	Visiting services (escort agencies)	2 %
TOTAL		100 %

New legislation effective March 2007 gave municipalities the right to designate areas for sex work or to ban sex work altogether. The effect of this for both nationals and migrants has been to shift sex workers out of streets settings and into private apartments, clubs and windows. For example in 2006 a reported 18% of migrant sex workers were reported working in outdoor settings.

An unusual phenomenon in the Czech Republic is that in some bars only one or two sex workers may be working while we have observed larger groups of sex workers (1-8) working in apartments. There has also been an increase in the number of large brothels, where there may be as many as 150 sex workers present during a shift period.

1.e. Origin of migrant sex workers- regional analysis

Central Europe (EU countries) Bulgaria, Czech Republic, Hungary, Poland, Romania, Slovakia, Slovenia.	50 %
Eastern Europe (NON EU countries and Central Asia) Belarus, Moldova, Russia, Ukraine, Kazakhstan, Tajikistan, Azerbaijan, Uzbekistan, Kyrgyzstan, Turkmenistan.	33 %
Baltic countries Estonia, Latvia, Lithuania.	2 %
Balkan countries Albania, Bosnia-Herzegovina, Croatia, Montenegro, Serbia, Kosovo, FYR of Macedonia.	1 %
Rest of Europe	0 %
Latin America and Caribbean	7 %
North America	0 %
Africa	5 %
Asia Pacific	2 %
TOTAL	100 %

1.f Nationalities of sex workers were reported in your country. ____20____

The 10 top countries from which migrant sex workers come.

1. Slovakia	6. Brazil
2. Ukraine	7. Nigeria
3. Russia	8. Belarus
4. Latvia	9. Mongolia & Vietnam
5. Romania	10. Lithuania & Moldova

The majority of migrant sex workers are from East, Central East and South East Europe countries. During outreach work we notice an increasing number of women from Brazil in particular around the railway station in Prague and in the District of Cheb in Western Bohemia. High mobility and an apparent increasing client interest in 'exotic' women is perhaps reflected in the growing number of sex workers from Brazil, Africa and Asia.

One difference between migrants and nationals is that migrant workers may not be officially hired for work in the sex business. Migrants must have resident and/or labour/business permits in order to remain legally in the country. Such permits are not issued for sex work but instead for entertainment such as exotic dancing or for bartending. A business licence for self-employment may be another option for migrants. Some migrants arrive in the Czech Republic on tourist visas which permit a three month stay. During this time they may also work in sex work in a brothel or club, leave the country to renew their visa and then return, however in many cases migrant sex workers simply remain.

Finally, the movement and labour of migrant sex workers is often organised by criminal organisations, sometimes operating behind 'legitimate' businesses which satisfy permit requirements. In many cases these precarious ways of working means migrants are generally more vulnerable than nationals to blackmail and other forms of violence and exploitation.

2. Sex Workers Situation

2.a The 5 main vulnerability factors for national sex workers.

1	Violence of Clients
2	Poor Economic situation
3	Poor Economic conditions
4	Lack of protection by law and law enforcement agencies
5	Stigma

The 5 main vulnerability factors for migrant sex workers.

1	Violence of Organisers of the sex industry
2	Legal status
3	Violence of Clients
4	Social isolation and exclusion
5	Language problems

Respondents to this mapping listed client violence as the number one vulnerability factor faced by national sex workers. Both national and migrant sex workers are reporting more incidents of client violence and have been asking outreach workers more frequently about safety products such as security cameras and alarms.

For many national sex workers financial difficulties and a lack of financial support are reasons why sex work is seen as a viable option. Many sex workers do not have the skills or qualifications or, as in the case of Roma women, may meet with racial prejudice when looking for better paid work. Sex work can pay well and in some cases offers single mothers' greater scheduling flexibility allowing them to structure work around family obligations.

Migrant sex workers are most vulnerable to exploitation from pimps, traffickers, clients and other third parties. A weak or illegal status and a poor or non-existent network of support from family or others means they are very isolated and more easily targeted. Migrant sex workers face language barriers and are often poorly informed about their rights or where to access services that could help them. Much of this could be improved through awareness raising campaigns. One organisation, Risk without Bliss (R-R) distributes information flyers and other promotional materials including emergency contact information during outreach work.

2.b Estimate the percentage of national sex workers who have control of their working conditions and safe sex practices.

NATIONAL SEX WORKERS	ESTIMATE	70 %
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Estimate the percentage of migrant sex workers who have control of their working conditions and safe sex practices.

MIGRANT SEX WORKERS	ESTIMATE	55%
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Despite the reality that migrant sex workers tend to be more vulnerable to exploitation, a recent research project conducted by a staff member of R-R, (Jana Polakova in 2008,) indicates that in some cases migrant sex workers have managed to achieve better working situations. In this research approximately 45 sex workers in Prague working mainly under better working conditions, (50% nationals, 50% migrants,) were interviewed. Perhaps

surprisingly there are many well-established migrant sex workers in the capital who work in better conditions than their Czech counterparts, earn more money and have managed to keep the market closed to newcomers.

In addition, from this research project R-R learned that national sex workers are more likely to live in the apartments where sex work is provided than migrant sex workers. This can lead to poorer living and working conditions, including much longer working hours than those who commute for work.

Finally, only a small number of these respondents reported having problems with managers/pimps. The situation outside of Prague is less positive for sex workers and there are more problems with managers and pimps.

The ability to control safe sex practices is linked to migrant status and working conditions. National sex workers and legal residents have good access to services that provide information and support around safe sex practices. For undocumented migrants both access to information and contact with outreach services is more difficult.

In order to help increase the ability of national and migrant sex workers' control over safe sex practices there needs to be more education and awareness about safe sex; not only targeting sex workers but also the general population. Further there needs to be better drug support programs available to migrant and national sex workers and better support options for those in financial difficulty; it is difficult to negotiate safe sex or have good control over negotiations with clients when sex workers are under the influence of drugs or fighting against the stresses of poverty.

Talking with sex club owners to talk about the safety of sex workers may help reduce their vulnerability. For example some clubs have front door security who prevent clients who are on drugs or drunk from entering

Initiatives which focus on client awareness of safe sex and condom use would help to create pressure on the clients to practice safe sex and support the ability of sex workers to better negotiate safe sex in their work and private lives.

Reducing the strong social stigma associated with sex work can be achieved through awareness raising media campaigns and through direct action such as that of the successful theatre group from R-R. Sex workers, and in particular younger sex workers, who are empowered and have better support of community, are able to have greater control over working conditions and safe sex practices.

A better support system is needed for trafficked women so that they are able to understand and better utilize new legal protections available to them, including health insurance, safe housing, relocation support and other support services. This is not yet the practice. Currently victims of trafficking are getting good support and information from specialist organization "La Strada Czech Republic" and "Charity".

2.c Estimate the percentage of national sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

NATIONAL SEX WORKERS	ESTIMATE	80 %
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Estimate the percentage of migrant sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

MIGRANT SEX WORKERS	ESTIMATE	90 %
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The majority of both national and migrant sex workers are required to share the greater portion of their earnings with third parties in the sex industry such as pimps and sex business owners. In practice, about 40-50% of earnings on average go to the owners with (migrant) sex workers the remaining income.

While organizing and profiting from prostitution by a third party is prohibited in the Czech Republic providing sex services in spaces aimed for private use such as flats is not illegal. As a result club and brothel owners or escort services are renting flats and rooms in which national and migrant sex workers are live and/or work.

2.d Estimate the percentage of earnings that national sex workers keep for themselves.

NATIONAL SEX WORKERS	ESTIMATE	60 %
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Estimate the percentage of earnings that migrant sex workers keep for themselves.

MIGRANT SEX WORKERS	ESTIMATE	40 - 50 %
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The amount of earnings that national and migrant sex workers are able to keep for themselves is highly dependent on how their work and living situations are arranged and their level of dependency on third parties. For example sex workers from the Roma community may live in family groups that include their pimp.

2.e Estimate the levels of condom use and other safer sex practices amongst national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Estimate the levels of condom use and other safer sex practices amongst migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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In general there is good awareness about condom use and other safe sex practices among migrant and national sex workers. Consistent outreach work to these communities has been crucial to informing sex workers about risk factors in their work and the services that are available for information, testing and safe sex supplies. 70% of respondents indicated that national sex workers had a higher level of condom use and safe sex practices than the general population.

Migrant sex workers are sometimes under greater financial stress than their national counterparts and often have less access to personal support networks or institutional support when they are in need. Under such conditions they may take greater risks around safe sex in their work when clients pressure them with offers of more money or use this as a means to generate more money. 60% of respondents indicated that migrant sex workers had a higher level of condom use and safe sex practices than the general population.

2.f Estimate the levels of violence or other crimes against national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Estimate the levels of violence or other crimes against migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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70% and 75% of respondents respectively indicate that national and migrant sex workers experience higher levels of violence and abuse than that of the general population. We have received reports from sex workers of violent physical attacks, sexual assault and assaults with weapons.

The situation for migrant sex workers is worse than that of nationals. With less control over working conditions and less access to support they are more vulnerable to violence. Further, as a result of recent changes to municipal laws affecting prostitution we are seeing more sex workers being pushed outside of city limits by police actions, leading to greater exposure to crime and violence against them.

In general the frequency migrant or national sex workers may experience violence depends on concrete situation at the prostitution settings. Those working in indoor settings are generally safer, however, not all migrants working indoors are treated well and not all indoor settings have security measures in place. For example, migrant sex workers who are inexperienced or who come from disadvantaged backgrounds have a harder time resisting violence by owners, managers or clients and while the larger clubs have front door security but many smaller private flats or settings do not.

2.g Estimate the levels of drug and alcohol dependency among national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	SAME AS GENERAL POPULATION
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Estimate the levels of drug and alcohol dependency among migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	SAME AS GENERAL POPULATION
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For most national and migrant sex workers drug and alcohol dependency is comparable to the general population according to 50% of respondents. Migrant sex workers are less likely to have drug or alcohol dependencies than national sex workers.

It is however not unusual to come across sex workers using stimulants in order to manage late and long working hours. Further, in many indoor settings such as sex clubs sex workers are expected to drink with clients to generate alcohol sales.

Across the Czech Republic is a developed network of services for those with a drug dependency consisting of outreach teams and Drop-in centres. Any person dealing with a drug dependency, including national and migrant sex workers has sufficient access to services.

2.h Estimate of the changes in the vulnerability of NATIONAL sex workers across your country.

	NATIONALS			
	Decrease	Same	Increase	
Condom use	0 %	85 %	15 %	100%
Drug/alcohol use	0 %	100 %	0 %	100%
Violence against them	0 %	100 %	0 %	100%
Legal status	0 %	100 %	0 %	100%
Working conditions	0 %	100 %	0 %	100%
Literacy & educational level	0 %	100 %	0 %	100%
Living conditions	0 %	100 %	0 %	100%
Social isolation and exclusion	0 %	100 %	0 %	100%

NATIONAL SEX WORKERS

In most cases respondents stated that there has been few changes in the vulnerability of national sex workers across all of the indicators. It has been observed that with the financial crisis being experienced in the Czech

Republic national sex workers are sometimes taking greater risks around safe sex practices when it can generate higher earnings.

Estimate of changes in the vulnerability of MIGRANT sex workers across your country.

	MIGRANTS			
	Decrease	Same	Increase	
Condom use	0 %	85 %	15 %	100%
Drug/alcohol use	0 %	100 %	0 %	100%
Violence against them	0 %	100 %	0 %	100%
Legal status	0 %	0 %	100 %	100%
Working conditions	0 %	100 %	0 %	100%
Literacy & educational level	0 %	100 %	0 %	100%
Living conditions	0 %	100 %	0 %	100%
Social isolation and exclusion	0 %	100 %	0 %	100%

MIGRANT SEX WORKERS

In most cases respondents stated that the situation was similar to that of national sex workers and that there has been few changes in the vulnerability of migrant sex workers across all of the indicators. It has been observed that with the financial crisis being experienced in the Czech Republic migrant sex workers are sometimes taking greater risks around safe sex practices when it can generate higher earnings.

2.i. Estimate of the changes in policy or legislation impacting on national sex workers working and social conditions across your country.

	NATIONALS			
	Positive	No change	Negative	
On municipal level	0 %	0 %	100 %	100%
On regional level	0 %	50 %	50 %	100%
On national level	0 %	100 %	0 %	100%

NATIONAL SEX WORKERS

Recent police action in some municipalities is increasingly impacting on national sex workers working and social conditions. For example in Teplice local authorities developed new policy affecting sex workers and their clients. Police guards stand in front of the night club and check all visitors identification and in some municipalities the police publish pictures of vehicles and licence plates on their websites. Although faces are blurred those who know the vehicle and or licence plate will recognise them. Such measure work to scare clients away from known sex work settings and force sex workers to move to less safe locations to avoid police interference.

Estimate of the changes in policy or legislation impacting on migrant sex workers working and social conditions across your country.

	MIGRANTS			
	Positive	No change	Negative	
On municipal level	0 %	0 %	100 %	100%
On regional level	0 %	100 %	0 %	100%
On national level	0 %	100 %	0 %	100%

MIGRANT SEX WORKERS

Recent police action in some municipalities is increasingly impacting on migrant sex workers working and social conditions. For example in Teplice local authorities developed new policy affecting sex workers and their clients. Police guards stand in front of the night club and check all visitors identification and in some municipalities the police publish pictures of vehicles and licence plates on their websites. Although faces are blurred those who know the vehicle and or licence plate will recognise them. Such measure work to scare clients away from known sex work settings and force sex workers to move to less safe locations to avoid police interference.

3. Mobility

3.a Estimate the percentage of national sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

NATIONAL SEX WORKERS		ESTIMATE	55 %
1. Germany	6. Greece		
2. U.K	7. Spain		
3. Austria	8. Turkey		
4. Italy	9. Ireland		
5. The Netherlands	10. Slovakia		

Estimate the percentage of migrant sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

MIGRANT SEX WORKERS		ESTIMATE	45 %
1. Germany	6. Spain		
2. Turkey	7. Austria		
3. Italy	8. Switzerland		
4. UK	9. Poland		
5. Greece	10. Slovakia		

The Czech Republic is now considered to be a country of origin, transit and destination for migrants. Rather than greater increases in the level of migrants entering the country as a result of EU enlargement there is an increased trend of mobility of sex workers within the Czech Republic.

Respondents are also noticing that national sex workers are returning from working abroad as conditions improve in the Czech Republic. According to respondents the number of nationals who are customers is increasing which means that sex workers who can communicate in Czech are able to communicate better with them and the ability to earn an income without migrating is improving. Also many national sex workers are choosing to remain in the Czech Republic to stay close to family and children, understandable as approximately 40% of national sex workers are single mothers.

In addition increased mobility within EU countries has led to more sex workers migrating directly to western European countries. For example, prior to accession the Czech Republic was a country of transit for sex workers migrating from Bulgaria to west European countries.

3.b. Estimate the percentage of national sex workers who have worked in another city of your country before.

NATIONAL SEX WORKERS	ESTIMATE	60 %
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Estimate the percentage of migrant sex workers who have worked in another city of your country before.

MIGRANT SEX WORKERS	ESTIMATE	40 %
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3.c The 5 top reasons for the mobility of national sex workers.

	NATIONALS
1	Economic necessity /Job opportunities Mobility of clients
2	Better earnings
3	Protection of anonymity
4	Network of friends and relatives available to provide support
5	Improved working conditions

The 5 top reasons for the mobility of migrant sex workers.

	MIGRANTS
1	Economic necessity /Job opportunities
2	Better earnings
3	Coerced by 'organisers' in the sex industry (trafficking)
4	Better social conditions (colleagues)
5	Improved working conditions

There is relatively little difference in the motivations behind national and migrant sex worker mobility. As expected from the observations above, migrant sex workers are more likely to be coerced or forced to relocate by third parties such as organisers or traffickers or because of a personal situation. Not unusual is the motivation of economic necessity to seek opportunities for greater earnings, whether this is within a particular setting or in a new location. The current situation in the labour market in the Czech Republic is not positive especially for those with low job skills or low levels of education.

"Market forces" also shape the sex industry. Many sex workers move around the country or are moved by business owners to capitalise on a demand for new faces. Client interest in different ethnicities is also relatively new in the Czech Republic and as a result more migrant sex workers of African, Asian and Latin American origin are coming or being brought into the country than in the past.

National sex workers are more likely to come into contact with people they know if they work in their neighbourhood. To avoid stigma and to protect anonymity many elect to work away from home.

Other reasons cited for mobility include seeking better and more supportive living situations and improved working conditions; it is not unusual for migrant sex workers to follow their friends recommendations about improved work situations or opportunities for better earnings.

CONCLUSIONS

Summary and analysis of the changes in the prostitution scene since 2006

The sex industry in the Czech Republic is currently not regulated. Most of the debate on prostitution reflects an abolitionist position designed to control and/or eliminate prostitution and the focus of policy and policing tends to be on street-based sex workers. In 2007 a municipal regulation came into force permitting towns to independently decide whether to prohibit street prostitution or to designate areas of tolerance. This general ordinance on the protection of public order has been valid since March 1, 2007, prohibiting the advertising (offering) of sex services and providing sex services in public spaces. Ordinance 20/2007, § 2 extends this prohibition to all public spaces within the city borders. As a result many towns have been banning street prostitution altogether and police actions have forced street-based sex workers outside of city limits and into greater danger and vulnerability.

The situation in Teplice is one example of how policy and enforcement act to change the prostitution scene. Since beginning of 2009 sex workers are moving back to street-based sex work as police actions close many of the nightclubs where they had worked. A new way of working has developed there with sex workers working both outdoors; running into the street as potential clients drive by, and indoors; working officially behind the window where they bring clients back to.

The Czech Republic has been in a process of preparing a law on prostitution since 1994. The main elements of the proposed law refer to the tax obligation of sex workers, monthly compulsory health examinations and a system of mandatory registration of sex workers. As yet this has not been finalised and implemented. The Czech Republic has signed the 1949 UN-convention and this is interpreted by some as an obstacle to legalizing sex work.

The City of Prague has recently passed a local draft law on the regulation of prostitution. Sex worker advocates (R-R) were able to get an agreement that sex workers would not be required to register their business at their place of residence and that there would be a longer time span between mandatory HIV tests. Advocates continue to intervene in the political process on behalf of sex workers and are currently submitting comments on labour relations within the sex industry and labour rights for sex workers. In fall 2008 this law was presented to the Parliament.

Since 2006, as per the European Council Directive 2004/81/EC of 29 April 2004, residence permits are offered to third-country nationals who are victims of trafficking in human beings or who have been the subject of an action to facilitate illegal immigration. Those who cooperate with the relevant authorities have two months to decide whether they want to continue to cooperate in a criminal case against their traffickers/exploiters. Victims have the option to obtain a long term residence permit for protection or they may decide to leave to their home country.

The internationalisation of sex work in the Czech Republic is significant: 20 nationalities from different continents are currently active in the Czech sex industry. The sex industry is expanding, particularly because the capital has become an international tourist destination. As mentioned above we are seeing more sex workers from, for example, Brazil and Nigeria, as the adult entertainment industry responds to a growing demand from Czech clients for variety and as a result of increases in sex tourism.

Narrative analysis of the changes in services for both national and migrant sex workers since 2006

Social and health service remain free of charge for national sex worker and insured migrant sex workers. NGOs also provide free sexual health services to sex workers. At the moment there are teams providing outreach services in 10 regions. Outreach teams provide information to migrant and national sex workers and each team includes a nurse who is able to provide health services and testing as needed. Members of teams are trained and most team members have a good command of English and some Russian and most basic printed

information about safe sex in translations. Our partner organization Jana has been running a new mobile unit providing health outreach services as well.

In 2008 funding was provided for a new project to provide testing and vaccinations for Hepatitis B and C to street-based sex workers. R-R has also entered into a new agreement with a health agency to provide free annual testing to women for Hepatitis markers.

More recently R-R has seen improvements in our public relations campaigns; since 2007, 17 December (Day to End Violence Against Sex Workers) is being observed in the Czech Republic. We are also more visible at the conferences concerning sex work and health. R-R has a theatre group which develops and performs plays and music around sex work issues regularly.

Narrative analysis of the gaps in services for both national and migrant sex workers

Health insurance is mandatory for all foreign nationals residing or visiting the Czech Republic. Uninsured foreigners are required to pay for services. However, health providers in the Czech Republic are required to provide acute and emergency care to anyone regardless of their insurance, especially foreign nationals from countries that have signed a bi-lateral agreement on emergency health services, however, there have been reported cases of hospitals refusing treatment to foreign nationals who may not be aware of this right.

For migrant sex workers some services are voluntary, anonymous and in some cases free of charge, for example, testing for HIV, syphilis and gonorrhoea. With health insurance other tests may be available under the insurance plan but without the guarantee of anonymity. Without health insurance migrants must pay for general medical services.

There are drug-user outreach centres in the Czech Republic that are open to everyone including sex workers and foreign nationals. These centres offer needle exchange programs, as well as food and clothing. Treatment, however, is only available for Czech nationals or permanent residents with valid health insurance.

There are many gaps in services to national and migrant sex workers in the Czech Republic including:

A lack of use of translators and cultural mediators when working with migrant sex workers. In lieu of our own resources R-R sometimes liaises with organisations such as La Strada Czech Rep., Charity and Light House who do have culture mediators and translators.

A Lack of appropriate and targeted support and services for Roma ethnic minorities. Translation is difficult and Roma sex workers are accessing social services but do not necessarily receive culturally appropriate services.

A need for awareness training to combat the stigmatization experienced by sex workers which often prevents them from accessing public, social and medical care services that may be available. Currently much of this work is being done by NGOs who provide health services, outreach work, social and legal counselling, shelter, and skills training to (migrant) sex workers.

We are still looking forward to improved communications and networking among service organizations working with sex workers and in particular migrant and trafficking victims.

More funding and support should be given to NGOs doing direct outreach with (migrant) sex workers including funding for the production and distribution of translated information materials, emergency contact information, and personal safety products.

Although the cooperation has improved there remains a lack of awareness training for law enforcement personnel who must learn to work in better cooperation with (migrant) sex workers, respond to and take the reports of violence from sex workers seriously, provide protection as appropriate when needed, inform (migrant) sex workers about the services available to victims of trafficking and avoid re-victimising (migrant) sex workers.

Narrative analysis of the geographic spread of migrant sex workers in your country – including any specific trends in the border areas

From previous mappings we know that there has been an increase in the number of migrant sex workers across the Czech Republic coming from African and Latin American countries. This trend has also been confirmed through this current mapping survey. Further there appears to be an increased level of mobility in the border areas resulting from shifts in the way the sex industry is structured, for example the move to more indoor work settings and changing demands within the industry and from clients.

In 2009 organisations LEFÖ (Austria) and Bliss Without Risk (Czech Republic) will carry out a joint cross border outreach project.

This partnership is the result of a needs assessment specifically targeting sex work settings in border areas. From that assessment we know that there must be a more accurate overview of the prostitution scene in the

border regions and an assessment of the available health and social services. In addition there is a need for information material in more languages than what is currently available and for the training of cultural mediators to help facilitate communications and service provision to the migrant sex workers living and working in these areas.

TAMPEP 8

Mapping of National Prostitution Scene

NATIONAL COORDINATORS REPORT 2008/9

DENMARK

1. Prostitution Scene

1. Estimation of the number of sex workers minimum 5560

This estimate was arrived at by consulting multiple sources. The National Board of Social Services calculates its estimate through available information on those advertising sex services and based on this come up with a minimum number of women in prostitution in Denmark. In addition we have information from the numbers of street-based sex workers referred to drop-in centres such as the Y.W.C.A., The Nests in Copenhagen, Odense and Århus (a drop-in- and counselling centre targeting women in street prostitution), The Nest International which is doing outreach social work in the streets of Copenhagen and providing practical support for migrant women in prostitution in Denmark, and from "Tjek-Punkt", an youth out-reach organization in Copenhagen operating under the Municipality of Copenhagen. Of the total estimate of sex workers in Denmark we estimate that 65% of the female sex workers are migrants⁶.

⁷According to calculations made by SIO, the sex workers organization in Denmark, the 5.560 sex workers might be at least twice as many sex workers as are actually in the profession at a random time. SIO estimate that migrants constitute less than 50-45% of the workforce.

1.a. Gender of Sex workers

	2006	2008
Female	97%	98%
Male	2%	1%
Transgender	1%	1%
TOTAL	100%	100 %

1.b. Gender/migration status of sex workers

By Female sex workers

	NATIONAL	MIGRANT	
Female	35	65	100 %
SIO estimation	More than 50-55%	Less than 45-50%	

By male sex workers

	NATIONAL	MIGRANT	
Male	unknown	unknown	100 %

⁶ Migrants are those who were born in another country, including EU citizens.

⁷ After the publication of the national mapping report, the Sex workers organisation in Denmark (SIO) disagree with some aspect of the mapping results and analysis. We add here their comment as we consider important that sex workers direct can express their estimation and experience on the sex workers situation.

By transgender sex workers

	NATIONAL	MIGRANT	
Transgender	unknown	unknown	100 %

There is little or no information on the numbers of male or transgender sex workers working in Denmark.

1.c. Sex work sectors in the country

Outdoor	25%
SIO estimate that less of 10% of the SW work in outdoor sector	
Indoor	75%
SIO estimate that the indoor form is in the majority, more than 90%	
TOTAL	100 %

Sex work sector settings in the country

OUTDOOR	Streets: in the city/town	25 %
	Highways: outside of city/town	0 %
	Parks, forests	0 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	62 %
	Apartments, windows (with less than 3 women working together)	3 %
	Visiting services (escort agencies)	10 %
TOTAL		100 %

Comment of SIO: That 21% of the workforce (25% domestic and 18% migrants) should be working outdoors in Denmark is wildly exaggerated. YMCA in Denmark – they are the only source to the number of sex workers outdoors in the official statistics – has for several years reported way too many sex workers outdoors.. If one extracts the non existing sex workers from the official statistics, there will only be approx. 10% sex workers working outdoors left. But according to calculations made by SIO this is too many as well.

1.d. Sex work sectors of migrants

Outdoor	18 %
Indoor	82 %
TOTAL	100 %

Sex work sector settings of migrants

OUTDOOR	Streets: in the city/town	18 %
	Highways: outside of city/town	0 %
	Parks, forests	0 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	70 %
	Apartments, windows (with less than 3 women working together)	4 %
	Visiting services (escort agencies)	8 %
TOTAL		100 %

Comment of SIO: There are no public available data or studies in Denmark about migrants' distribution to work sectors. The figures 18% outdoor / 70% brothel / 4% private / 8% escort are speculation.

1.e. Origin of migrant sex workers- regional analysis

Central Europe (EU countries) Bulgaria, Czech Republic, Hungary, Poland, Romania, Slovakia, Slovenia.	40 %
Eastern Europe (NON EU countries and Central Asia) Belarus, Moldova, Russia, Ukraine, Kazakhstan, Tajikistan, Azerbaijan, Uzbekistan, Kyrgyzstan, Turkmenistan.	0 %
Baltic countries Estonia, Latvia, Lithuania.	3 %
Balkan countries Albania, Bosnia-Herzegovina, Croatia, Montenegro, Serbia, Kosovo, FYR of Macedonia.	0 %
Rest of Europe	4 %
Latin America and Caribbean	6 %
North America	0 %
Africa	24 %
Asia Pacific	23 %
TOTAL	100 %

1.f Nationalities of sex workers were reported in your country. ____17____

The 10 top countries from which migrant sex workers come:

1. Nigeria	6. Brazil
2. Romania	7. Slovakia
3. Czech Rep.	8. Hungary
4. Thailand	9. Bulgaria
5. Latvia	10. Ghana

2. Sex Workers Situation

2.a The 5 main vulnerability factors for national sex workers.

1	Alcohol and drug dependency
2	Poverty & financially problems and lack of education
3	Physical & psychological Violence
4	Psychological problems
5	Risk of STD

The vulnerability problems sex workers might have are treated mostly as individual problems in Denmark, according to the governmental plan of action. But others, such as SIO: a sex worker's organization, have another approach with focus on structure and law. NGOs such as the Nests support new law reform, which criminalises clients. In Denmark sex work is regarded as a social problem connected to poverty, financial problems, lack of

care in childhood and lack of education. National sex workers in Denmark face many difficulties in their work and personal lives. The experience of vulnerability varies, among others, on age, level of education and other skills, dependency on drugs or alcohol and physical safety.

Respondents to this survey list several reasons why these vulnerabilities exist, including the reduced ability of national sex workers, and in particular, older sex-workers, to cope because of their dependency on drugs and/or alcohol and the fact that many sex workers in Denmark have on average lower levels of education and little or no other job experience. Further many sex workers experience a higher level of violence in their work and sometimes in their personal lives which may undermine their ability to have control over their lives which together with a troubled childhood history may lead to psychological problems.

If sex workers are dependent on alcohol and drugs, they may compromise with clients around unfavourable services. The same thing happens to elderly sex workers, because they have to compete to younger women about clients

The outreach social workers are most in touch with sex workers with social problems. Even, if they want to get another occupation. It is difficult because they are dependent on their relative high income. We have a national programme in Denmark (KC) doing outreach work at the massage –parlours. This programme offers guidance in health problems and consultancy about social and psychological problems.

If a sex worker wants to live “another life”, or stay as a sex worker, an outreach social worker can refer them to different support programmes. The outreach social worker can even follow the sex worker to different support programs (see below).

So support programs do exist in Denmark which provide, in many cases, free services to national sex workers for psychological counselling and treatment, support for alcohol and drug rehabilitation and free and anonymous testing and treatment for STI

The problem can be, that local social programs are not tailor-made to sex workers. And, as sex work is not a legal occupation in Denmark, many sex workers feel stigmatized and often not respected. But in Copenhagen we have an anonymous VIP service; at a large hospital sex workers can access examinations and treatment for STIs and other gynaecological problems. Many sex workers use this service and the staff receives sensitivity training around issues sex workers face. Furthermore outreach workers from (KC) have developed awareness training courses for social workers in the municipality of Copenhagen.

Comment of SIO: There exists detailed evidence that the largest and overwhelming vulnerability factors for domestic sex workers in Denmark are stigma and social isolation and exclusion. It is therefore incomprehensible that these factors are not listed as No. 1 and 2. There are no evidences that alcohol should be a big problem among domestic sex workers in Denmark. There are no significant problems with drugs among sex workers working indoors. Women with drug problems who sell sex outdoors have almost disappeared from the streets of Copenhagen. There are no evidences that sex work in Denmark should be considered a poverty problem. Nor are there evidences that the domestic sex workers in Denmark are significantly less well educated than other women. The scope of physical & psychological violence against sex workers in Denmark are subject to public debate and the supporting evidence has been under criticism. SIO are convinced that the scope of the problem is exaggerated. According to Servicestyrelsen STD among Danish sex workers is not a serious problem. On the contrary, STI are less common among sex workers than in the rest of the population.

The 5 main vulnerability factors for migrant sex workers.

1	Poverty and necessity of earning money
2	Violence, victims of coercion, exploitation and trafficking (controlled by pimps)
3	Lack of legal status – no alternatives to working in prostitution
4	Lack of knowledge about rights and opportunities, need more information, lack of alternatives
5	Risk of STD and pregnancy

Like most west European countries migrants are coming to Denmark mainly to earn better incomes than what they might earn in their own countries. Poor economic situations and restricted job options related to low education and skills levels are one incentive to consider migrating for better future options elsewhere. Low literacy and education though highly impacts on the ability of migrant sex workers to seek other options for earning an income in Denmark.

Migrant sex workers moreover lack knowledge about their rights and opportunities. Social organizations are very much aware of this and try to provide the information by doing outreach in the streets in Copenhagen (the main street-based sex work setting in Denmark) and nationwide including doing outreach at massage parlours distributing leaflets about the rights of EU and Non-EU citizens. Moreover it is intended to give legal counselling at the drop-in counselling Centre at Vesterbro in Copenhagen by recruiting a lawyer.

The lack of legal status is of primary concern for migrant sex workers coming from outside of the European Union (EU) and with little or no support sex work is one of the few options available for earning money. For most there is a lack of alternatives. Social organizations are therefore working to help women (from EU countries) who are interested in alternatives to working in prostitution. This effort could be improved even more to include the needs of non-EU migrant sex workers. However, this remains a political question in Denmark.

Currently a pilot project targeting migrant sex workers is operating in a southern regional part of Denmark, providing mobile health care and STI prevention. Expanding this program to all of Denmark would be an important step providing a better quality of health and prevention services to all sex workers but importantly to migrant sex workers.

Comment of SIO: Concerning vulnerability factors among migrants this is pure speculation, since no knowledge exists about these in Denmark. We would probably mention migration legislation and xenophobia in Denmark as migrants' biggest problems; then, stigma and ignorance of rights.

2.b Estimate the percentage of national sex workers who have control of their working conditions and safe sex practices.

NATIONAL SEX WORKERS	ESTIMATE	90 %
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It is estimated that 90% of national sex-workers work independently of exploitive third parties and have control of their working conditions and safe sex practices. They are able decide independently how often they want to work. In addition, the conditions in the parlours are very much controlled, there is usually a receptionist present and sex workers have, for example, a fixed timetable and have to be sober/clean when working.

Estimate the percentage of migrant sex workers who have control of their working conditions and safe sex practices.

MIGRANT SEX WORKERS	ESTIMATE	30 %
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The ability to have greater control over working conditions and safe sex practices varies considerably when sex work settings are taken into consideration for migrant sex workers.

The organizations working with migrant sex workers working in indoor settings estimate that about 50% have control of their working conditions and safe sex practices. In contrast organizations providing services to those working in outdoor settings estimate that as little as 10% of migrant sex workers have control of their working conditions and safe sex practices. These organizations observe higher levels of control by third parties (pimps, organizers and traffickers,) who actively undermine the ability of street-based migrant sex workers to work autonomously. Moreover clients seem to be more violent and nasty in the streets, and migrant sex workers in this setting face much more violence from clients, organizers, pimps, traffickers and also from other sex workers (fighting for clients for instance). Contrary to this indoor settings are much safer as there are often more women working together in the massage parlours ready to call for help if needed – at least this is the picture in Copenhagen which contains the vast majority of massage parlours.

The reason why only 10% of street-based migrant sex workers are estimated to have control of their working conditions is also due to the fact that it is illegal for migrants to work in outdoor settings. Consequently they will either be fined or deported if caught by the police depending on whether they are EU citizens or illegal migrants. Victims of trafficking though are offered a reflection period for up to 3 months in Denmark. The illegal immigrants are particularly vulnerable if exposed to violence or raped as they will hesitate contacting the authorities due to fear of deportation.

Both indoor and outdoor sex workers have been more stressed by the police (often in cooperation with the tax authorities) doing more controls and raids since the National Police's strategy was launched in 2007 to combat heads of organised crime organisations in prostitution.

Comment of SIO: We do not like the characterization of our customers that are outlined in the text – that they should be "violent and nasty" and so on. There is no justification for such an assertion of Danish customers and it is not our impression of our customers. It seems like a denigration coming from politically motivated, foreign literature that we are not used to in Denmark

2.c Estimate the percentage of national sex workers who have to share their income with third persons in the sex industry.

NATIONAL SEX WORKERS	ESTIMATE	40 %
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In most sex work settings national sex workers are sharing income with third parties. The kinds of costs they may incur are rent to sex business owners for the privilege to work in a parlour/brothel (approx. 100 euro for a 6 hour shift,) fees to booking receptionists (approx. 43 euro per shift) and advertising costs (approx. 36 euro). On average national sex workers in indoor settings are earning approx. 71 euro per client. So in a 6 hour shift, you have to pay at least 179 euro to third persons. Consequently you have to serve about three clients before you earn money for yourself.

Comment of SIO: Since the sharing income with third parties is defined as rent, receptionist and ads, it's only sex workers who work outdoors, that have no such expenses. The figure should therefore be much higher than the stated 40%. Almost all Danish sex workers must advertise, otherwise they have no customers.

Estimate the percentage of migrant sex workers who have to share their income with third persons in the sex industry.

MIGRANT SEX WORKERS	ESTIMATE	90%
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As with national sex workers migrant sex workers working in massage parlours generally have to share their income with the owner of the house/apartment, the "coffee-lady" (receptionist) and advertisement costs for those working legally in the country. The reason why as much as 90 % of migrant sex workers have to share their income with third persons in the sex industry compared to 40 % of the national sex workers is mainly linked to the high fees they pay and their high dependency on mediators or facilitators/third parties who facilitate housing, information about Denmark, the travel to Denmark etc.

The situation for street-based migrant sex workers is more difficult as they are often under the control of pimps or traffickers who take some or all of their earnings.

2.d Estimate the percentage of earnings that national sex workers keep for themselves.

NATIONAL SEX WORKERS	ESTIMATE	80 %
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After the costs that national sex workers pay to owners, receptionists, etc., national sex workers are also required to pay taxes on their earnings. There are however, no good statistics on how many do so.

Estimate the percentage of earnings that migrant sex workers keep for themselves.

MIGRANT SEX WORKERS	ESTIMATE	40 %
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As mentioned above how much migrant sex workers get to keep for themselves depends very much on where they are working. For example, one non governmental organization (The Nest International) doing outreach work on the streets of Copenhagen (where almost all street-based sex work takes place in Denmark) estimates that migrant sex workers only keep about 10% of their earnings for themselves. Most are working under conditions of control and pay all or most of their earnings to pimps and/or traffickers. It is often the most vulnerable and poor women working in the streets (we do not see any male sex workers in the streets).

In contrast those providing outreach services in indoor sex work settings to migrant sex workers are estimating that they are able to keep approximately 60% of their earnings for themselves. The difference between the indoor and outdoor settings is primarily due to the typically more regulated conditions in the indoor settings. In contrast organizers and traffickers have greater leeway in the streets where the sex workers have to pay a certain amount every week or month to be allowed to work from the streets. For instance Romanian women might be paying from 530 – 810 Euros (4000-6000 kr.) monthly to organisers

2.e Estimate the levels of condom use and other safer sex practices amongst national sex workers in your country.

NATIONAL SEX WORKERS
ESTIMATE HIGHER THAN GENERAL POPULATION

95% of respondents to this survey report a higher rate of condom use and other safe sex practices among national sex workers than for the general population. This high level of condom use is supported by the outreach work from the Danish Prostitution Centre. Further there have been extensive awareness campaigns against AIDS and condom use in Denmark. The municipality of Copenhagen has placed condoms for free in bars and cafés. Many parlours demand that sex workers use condoms.

Estimate the levels of condom use and other safer sex practices amongst migrant sex workers in your country.

MIGRANT SEX WORKERS
ESTIMATE LOWER & HIGHER THAN GENERAL POPULATION

Respondents indicate that there is a very real disparity between condom use and safe sex practices in street-based settings and indoor settings. 50% of organizations providing outreach services to street-based migrant sex workers estimate that the levels of condom use and safer sex practices is lower than general population. Among this group there has been an observed increase in pregnancy terminations. This tendency is due to different factors. One of them could be the opening of a new health clinic in Copenhagen targeting migrant sex workers which means that clinic personnel have more knowledge of pregnancies than before. Also social workers have noticed a higher level of competition among street-based sex workers for clients who are under pressure to earn money and an increase in risk-taking in sex work with more offers of unprotected sex order to get clients.

In contrast 50% of the organizations surveyed who are providing services to migrant sex workers in indoor settings estimate that the level of condom use and safe sex practices for this group is higher than the general population

2.f Estimate the levels of violence or other crimes against national sex workers in your country.

NATIONAL SEX WORKERS
ESTIMATE HIGHER THAN GENERAL POPULATION

60% of respondents estimate that sex workers with a drug dependency in particular face a higher level of violence than the general population. This is connected to the fact that drug dependent sex workers are almost

always are working in the streets. In contrast, non-drug dependent sex workers are estimated to face a similar level of violence as that of the general population.

Estimate the levels of violence or other crimes against migrant sex workers in your country.

MIGRANT SEX WORKERS
ESTIMATE HIGHER THAN GENERAL POPULATION

This survey question brought out a range of responses in general 60% of respondents indicated that the level of violence experienced by migrant sex workers is higher than the general population. One central organization (Competence Center Prostitution) estimates that the level of violence and other crime against migrant women in prostitution is the same as general population. However they add that migrant sex workers tend to put up with more unwanted demands from clients such as clients kissing them, serving drunk clients and selling sexual services they do not want to sell (such as anal sex). This is partly due to pressure from the owners of the massage parlours and partly due to their poor language skills which may cause misunderstandings and make it more difficult for the sex workers to set up and insist on limits. Adding to this, clients have different expectations from a Thai or African sex worker for example than what they may have from a national sex worker. In most cases social workers do not categorize these violations as violence although they are a violation of the migrant sex workers physical limits.

For those working in street-based settings the situation is very difficult. Migrant sex workers here face high levels of physical and sexual violence from clients, pimps and traffickers but also from other sex workers competing for clients.

2.g Estimate the levels of drug and alcohol dependency among national sex workers in your country.

NATIONAL SEX WORKERS
ESTIMATE HIGHER THAN GENERAL POPULATION

This estimate is based on the opinion of the respondent organizations to the questionnaire of which 60% believe the level of drug and alcohol dependency to be higher than the general population. It is difficult to get clear statistics on this question as the fact that someone is working in sex work is often not recorded when they seek treatment or support for a drug or alcohol dependency. Normally sex workers do not reveal their work as a sex worker when they seek treatment for drug and alcohol dependency. This may be because they feel stigmatized, perhaps because they find it irrelevant at all or feel that the therapist does not like to hear about sex work.

Comment of SIO: As already mentioned (2.a) there are no evidences that alcohol and drug should be more prevalent among Danish sex workers than in the rest of the population.

Estimate the levels of drug and alcohol dependency among migrant sex workers in your country.

MIGRANT SEX WORKERS
ESTIMATE SAME AS THE GENERAL POPULATION

In general migrant sex workers are less likely to be drug or alcohol dependent than their national counterparts. 40% of respondents estimate that among indoor migrant sex workers drug and alcohol dependency is higher than the general population but 40% felt that it was the same as the general population for street-based migrant sex workers.

2.h Estimate of the changes in the vulnerability of NATIONAL sex workers across your country.

	NATIONALS			
	Decrease	Same	Increase	

Condom use	0 %	100 %	0 %	100%
Drug/alcohol use	0 %	100 %	0 %	100%
Violence against them	0 %	66 %	34 %	100%
Legal status	0 %	100 %	0 %	100%
Working conditions	0 %	50 %	50 %	100%
Literacy & educational level	0 %	100 %	0 %	100%
Living conditions	0 %	66 %	34 %	100%
Social isolation and exclusion	0 %	66 %	34 %	100%

NATIONAL SEX WORKERS

There is a small increase in the vulnerability in living conditions and in violence, but it is an estimate and is not documented. The outreach workers who responded to this survey have the sense that more sex workers work under difficult conditions and feel pressure to sell sex without a condom.

Comment of SIO: As mentioned, the extent of violence against sex workers is subject to debate in Denmark and research is under criticism. Here goes one step even further and consider that the violence is an increasing problem. Anyway it is not our experience at SIO.

Estimate of changes in the vulnerability of MIGRANT sex workers across your country.

	MIGRANTS			
	Decrease	Same	Increase	
Condom use	0 %	0 %	100 %	100%
Drug/alcohol use	0 %	75 %	25 %	100%
Violence against them	0 %	50 %	50 %	100%
Legal status	0 %	34 %	66 %	100%
Working conditions	0 %	34 %	66 %	100%
Literacy & educational level	0 %	66 %	34 %	100%
Living conditions	0 %	75 %	25 %	100%
Social isolation and exclusion	0 %	50 %	50 %	100%

MIGRANT SEX WORKERS

Even though the level of condom use is estimated to be high among indoor workers social workers have noticed much more competition among the sex workers the last two years which means that more women might be willing to or forced to selling sex without using condoms.

The respondents to this survey question indicate that there has been an overall increase in vulnerability for migrant sex workers in all areas over the last two years/since 2007. In only one area was there a decrease in vulnerability recorded and this is in regards to the legal status of migrant sex workers from newly associated EU countries. Their new status means they have more legal rights and better access to support services. In other areas the vulnerability increase is the result of greater police control of indoor and outdoor sex work settings which stresses the environment and has caused a shift to indoor forms of sex work such as escorting. In some cases the isolated nature of escort work may increase vulnerability.

Finally migrant sex workers face particular challenges if they arrive with low literacy skills and educational levels. This has been our observation in particular for many migrant sex workers coming from Nigeria and Roma

migrants. Low literacy and education impacts on the ability of migrant sex workers to seek other options for earning an income, their ability to learn about their rights and to where to go for support and it keeps them more vulnerable to exploitation and abuse by others.

2.i. Estimate of the changes in policy or legislation impacting on national sex workers working and social conditions across your country.

	NATIONALS			
	Positive	No change	Negative	
On municipal level	0 %	50 %	50 %	100%
On regional level	0 %	50 %	50 %	100%
On national level	33 %	34 %	33 %	100%

NATIONAL SEX WORKERS

There have been no changes in policy or legislation concerning national sex workers; only discussions about criminalising of clients, but not really on a legislative level. One organisation in our investigation report mentioned that the discussion about the criminalisation of clients stresses the sex workers who they have contact with.

Estimate of the changes in policy or legislation impacting on migrant sex workers working and social conditions across your country.

	MIGRANTS			
	Positive	No change	Negative	
On municipal level	67 %	33 %	0 %	100%
On regional level	49 %	26 %	25 %	100%
On national level	100 %	0 %	0 %	100%

MIGRANT SEX WORKERS

In 2007 the Danish government introduced a new four-year action plan to combat trafficking in persons which now allows victims of trafficking to stay in Denmark up to 100 days if they cooperate in their eventual return to their country of nationality or the country where they do have residence. 50% of respondents view this as a positive change at the national level because even though the plan is targeting victims of trafficking it also involves new initiatives which are advantageous for migrant women in prostitution in general. For example a new counselling centre and drop-in centre for migrant women has been established as well as a health clinic; the centre is placed in central Copenhagen right next to the outdoor settings.

Police activities to combat pimps and traffickers are having a negative impact this is due to the National Police strategy to combat the kingpins of prostitution. Raids and control actions are adding stress to both indoor and outdoor sex work settings and as a consequence migrant sex workers are more suspicious of social workers and more reluctant to ask for and accept support from outreach support organizations, as one organization (doing outreach in the Southern part of Denmark) mentions.

3. Mobility

3.a Estimate the percentage of national sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

NATIONAL SEX WORKERS	ESTIMATE	5 %
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1. Germany	6.
2. Norway	7.
3. USA	8.
4.	9.
5.	10.

Estimate the percentage of migrant sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

MIGRANT SEX WORKERS		ESTIMATE	80 %
1. Spain	6. Slovakia		
2. Italy	7. Japan		
3. The Netherlands	8. Czech. Rep.		
4. Germany	9. Sweden		
5. Norway	10. Poland		

- 3.b. Estimate the percentage of national sex workers who have worked in another city of your country before.

NATIONAL SEX WORKERS	ESTIMATE	50 %
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Estimate the percentage of migrant sex workers who have worked in another city of your country before.

MIGRANT SEX WORKERS	ESTIMATE	50 %
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- 3.c The 5 top reasons for the mobility of national sex workers.

	NATIONALS
1	Personal problems, conflicts
2	Economic necessity
3	Protection of anonymity
4	Better access to drugs
5	Desire for a better life

NATIONAL SEX WORKERS

Working in one's local area can lead to personal problems, difficulties for children of sex workers and other conflicts if sex workers are recognized as sex work is stigmatized. Anonymity is very important and many sex workers opt to keep their work secret from their families forcing them to lead a double life.

Financial reasons can also make it necessary to find a better basis for customers, for example if you live in a small town. Customers also prefer to meet sex workers outside their local area to protect their anonymity as well.

The 5 top reasons for the mobility of migrant sex workers.

	MIGRANTS
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1	Coerced by "organizer" in sex industry (trafficking)
2	Economic necessity and hope to earn more
3	Protection of anonymity
4	EU membership – visiting family and relatives
5	High rivalry on the streets

MIGRANT SEX WORKERS

Although there is very little information known about the reasons behind the mobility of migrant sex workers we do know from organizations working with this community that the motivations may be environmental and/or personal.

In some cases migrant sex workers are moved or coerced to move by organizers within the sex industry or by traffickers. In other cases some migrant sex workers from within the EU travel between EU countries working in different locations as they see necessary.

As for national sex workers the protection of anonymity is an important factor in mobility. In particular for migrant sex workers who risk deportation if they are found by the police or other authorities.

CONCLUSIONS

Summary and analysis of the changes in the prostitution scene since 2006

In Denmark there are no laws prohibiting the sale of sexual services by adults over the age of 18, although other laws may be violated in the process of doing business. For example, there are nuisance laws that give the police the power to prevent individuals from stopping or pacing in particular areas. Prostitution is not considered a legal trade or occupation which leaves sex workers without access to basic labour benefits. Sex workers are expected to pay taxes on their earnings in many cases people register under another trade such as masseuse, artist, (exotic) dancer, in order to comply with rules and regulations.

There have been a number of changes in the prostitution scene in Denmark since our last reporting in 2006, including increases in the number of sex workers and in particular in the number of migrants working in sex work, shifts in work settings and increased mobility of sex workers, and changes in the economic situation of those working in the industry.

Comment of SIO about increases in number of sex workers: The respondents of the mapping assert that there has been an increase in the number of sex workers in Denmark since 2006. It is true, according to the official statistics (Servicestyrelsen), but the credibility of the official statistics has been properly challenged in the public debate in Denmark. To such a degree that a scientific institute (SFI) has been asked to evaluate the official statistics from scratch. As far as SIO is concerned we are convinced there has been no increase. On the contrary there has probably been a decrease due to declining demand during the financial crisis.

Increases and mobility of sex workers:

Information gathered from government sources and outreach agencies indicate an increase in the estimated number of persons currently working in prostitution. In 2006 this was reported at approximately 4700 while in 2008 this has been raised to an estimate of 5700. According to the organization working in this field it is primarily due to an increasing number of migrant women working in street-based sex work in Copenhagen. The majority of these are women and are arriving from Nigeria and Eastern Europe, in particular from Romania.

More recent observations in 2009 indicate that some Nigerian migrant sex workers (previously working in Spain and Italy), have said that the economic situation and a lack of alternative employment opportunities in those countries played a role in the decision to relocate. Once in Denmark some seek to move out of sex work into other legal jobs, however, for those with a non-EU status this is not possible.

Further the criminalization of the purchase of sex services in Norway in 2009 has had an impact on the mobility of EU migrant sex workers who may have planned to work in that country but because of the legal reforms have elected to travel to or stay in Denmark instead. Some restrictions are still placed on the rights of the newly associated EU countries and labour in Denmark, including requirements for residency, self-employment or employment.

Shifts in sex work settings:

Even prior to 2006 there has been a gradual shift from street-based sex work to indoor work (escort and massage parlours) for both national and migrant sex workers. Police controls of street-based sex work have placed added pressure on sex workers to find less visible working situations. Observations indicate that Romanian sex workers are highly mobile, coming to work in Denmark, mainly in street-based sex work for short periods of up to 3 months and then being 'replaced' by a new group Romanian migrants.

Economic issues:

Social workers doing outreach work among street-based sex workers indicate that the competition on the streets has become stronger and the working environment more difficult. The trend in street-based shows a decrease in demand in relation to the number of sex workers currently working and this has increased the level of competition among sex workers for clients, impacted on the fees sex workers are able to ask (in 2006 about 50-70 Euros, in 2008 30-40 Euros) and put added pressure on sex workers to take greater risks in their work in order to earn enough money.

Finally social workers working with (migrant) sex workers also report that even though there have been improvements in services for migrant women in prostitution the women generally express that they feel under increased pressure and face more stress as a result of public debates on the criminalization of the purchase of sex services. They worry that if such a law were put into place they would lose their only source of income. As a result of this public debate migrant sex workers are becoming less trusting of social workers and other support agencies and more reluctant to seek or accept help from those who they believe agree with the criminalization of their clients.

Narrative analysis of the changes in services for both national and migrant sex workers since 2006

Since 2006 there have been several new developments in the services available to sex workers. The Danish Prostitution Centre an outreach centre for (migrant) sex workers now has a permanent status and government financial support.

In addition a telephone hotline to provide counselling and information to victims of trafficking has been established along with organized trainings for the staff working in municipal offices in an attempt to build a bridge between (migrant) sex workers and public service agencies/departments in Denmark.

Finally, in order to provide better services to (migrant) sex workers in Jutland, where people are working dispersed across the countryside, a pilot project has been establish providing STI testing and prevention information using a mobile health van.

One of the more important changes in services provided to migrant women working in prostitution is the creation of a new Counselling and Drop-in Centre for Foreign Women (Mødestedet) in Copenhagen very close to the area where the women are working. Migrant sex workers can access free confidential medical services without the requirement for identity documents. "Mødestedet" is supported by Doctors without Borders who provide volunteer staff to the clinic. They are also able to access social assistance support, language courses, computer facilities and training and anonymous confidential counselling regarding rights and access to appropriate social and health care services.

All migrant women in prostitution, regardless of their residency status, are able to access most health services for free excluding long-term medical treatment (e.g. STIs, HIV/AIDS, cancer, hepatitis, and malaria and drug rehabilitation treatment). However, many undocumented migrant sex workers are very reluctant to contact authorities (including the health care system) because of the fear of registration and the risk of deportation.

Finally under the previously mentioned government Action Plan to Combat Trafficking in Human Beings (2007-2010) an important change was made extending the reflection period for presumed victims of trafficking from 30 up to 100 days.

Narrative analysis of the gaps in services for both national and migrant sex workers

There is quite a lot of difference in the level and availability of health services available to (migrant) sex workers across Denmark. While there are services available to migrants nationwide the greatest accessibility and range of services available is in the City of Copenhagen. The pilot project with a mobile health unit in Southern Jutland is trying to compensate a bit for that. Moreover it is intended to extend the VIP (Venerea Important Person) system - where (migrant) sex workers have a preference - to other parts of Denmark. There is already cooperation between Marselisborg Hospital in Århus/Jutland and with Odense University Hospital at Fuen. However all sex workers need better support in Denmark.

National sex workers have better access to what is available as they speak the language and generally understand the "system" better. But the support could be better and more focused to take into account, that many sex workers must start from scratch when they want to enter the ordinary labour market; their rights to re-training or re-education are the same as for other Danish citizens

Migrants face a more difficult time accessing the services they need and this is compounded for those migrant sex workers with no legal status. Although it is good news that a new counselling centre has opened for migrant women their operating hours are limited to three afternoons and evenings each week from 16:00 to 22:00. Even though health and social service support to migrants working in prostitution generally tend to target presumed victims of trafficking all migrant sex workers do actually benefit from the new services.

The ability to find alternative work is important for some migrants who would prefer not to be working in sex work. At this point there are no provisions for obtaining legal staying permits for sex work to non-EU migrants such as those from Nigeria. Finding and obtaining work permits is in general difficult for migrants with low education and labour skills; skills and vocation training is needed.

Health insurance is difficult to obtain for migrants with health issues requiring complex long-term treatment and not possible for undocumented migrants. In the case of HIV outbreaks and where acute treatment is absolutely needed some help will be provided for free. Otherwise it is possible to pay for the treatment and a screening. HIV testing can be obtained for free and anonymous.

Migrant sex workers able to stay in Denmark would greatly benefit from some kind of mentor structure help to better integrate into Danish society and to better understand how the system works.

Recently the non governmental organization "The Nest International" (which is doing outreach work in the streets of Copenhagen, running a national crisis centre for victims of trafficking and a meeting place for migrant women in prostitution in cooperation with the Danish Prostitution Centre have initiated a pilot project called the "Exit-programme" with space for 5 women ready to leave the prostitution scene and who need help to be better integrated into Danish society. Via mentors the women will be supported with job applications, language courses and other issues related to integration.

Narrative analysis of the geographic spread of migrant sex workers in your country – including any specific trends in the border areas

Although we do see greater diversity in the origins of migrant sex workers we are unable to provide any specific information about the trends that may be occurring in border areas, such as between Denmark and Germany. Migrant sex workers are dispersed throughout Denmark.

TAMPEP 8

Mapping of National Prostitution Scene

NATIONAL COORDINATORS REPORT 2008/9

ESTONIA

1. Prostitution Scene

1. Estimation of the number of sex workers 1000 - 1200

The estimation of the number of sex workers in Estonia varies considerably depending on the agency speaking and since there is no dependable scientific research on numbers of sex workers done by any NGO or governmental institution there are only rough estimations. For example, an unofficial estimation by police is that there are approximately 500 sex workers in country. In contrast experts from two organisations in Tallinn, Estonia, who do direct outreach support with sex workers, AIDSi Tugikeskus (AIDSi T) and Medical Centre "Tervisekeskus Elulootus" (Medical Centre "TE") believe that the sex worker population is probably closer to 1000-1500; a reasonable estimate likely falls somewhere between 1000 and 1200 sex workers in whole country. Approximately 5% are migrants⁸.

1.a. Gender of Sex workers

	2006	2008
Female	99%	95%
Male	1%	5%
Transgender	0%	0%
TOTAL	100%	100 %

The majority of sex workers in Estonia are female. Male sex workers are mainly working in Tallinn where outreach workers from AIDSi T and Medical Centre "TE" report the presence of two smaller brothels where about 5-10 male sex workers are working in each location. . Other male sex workers work outside of Estonia or work using the internet. There is no information about transgender sex workers in Estonia.

1.b. Gender/migration status of sex workers

By Female sex workers

	NATIONAL	MIGRANT	
Female	95	5	100 %

By male sex workers

	NATIONAL	MIGRANT	
Male	100	0	100 %

⁸ * Migrants are those who were born in another country, including EU citizens.

By transgender sex workers

	NATIONAL	MIGRANT	
Transgender	100	0	100 %

Despite European Union enlargement, and the concern that more migrants would enter into Estonia, there are comparatively few migrant sex workers. It is now more difficult to enter Estonia legally via the Russian/Estonian border to stay for sex work. Very restrictive immigration laws have impacted on the level of illegal migration into the country and there appears to be little economic motivation for migrant sex workers to choose to work in Estonia. Occasionally outreach workers from AIDSi T and Medical Centre "TE" observe sex workers from Latvia coming to Tallinn for short temporary stays of 2-3 months. The majority of national sex workers, an estimated 80%, are ethnic Russian.

1.c. Sex work sectors in the country

Outdoor	2 %
Indoor	98 %
TOTAL	100 %

Sex work sector settings in the country

OUTDOOR	Streets: in the city/town	1 %
	Highways: outside of city/town	1 %
	Parks, forests	0 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	25 %
	Apartments, windows (with less than 3 women working together)	55 %
	Visiting services (escort agencies)	18 %
TOTAL		100 %

1.d. Sex work sectors of migrants

Outdoor	0 %
Indoor	100 %
TOTAL	100 %

Sex work sector settings of migrants

OUTDOOR	Streets: in the city/town	0 %
	Highways: outside of city/town	0 %
	Parks, forests	0 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	55 %
	Apartments, windows (with less than 3 women working together)	25 %
	Visiting services (escort agencies)	20 %
TOTAL		100 %

Perhaps unusual to Estonia but service providers in Tallinn and Narva (border city with Russia) indicate that there is no evidence of migrants sex workers working outdoors.

1.e. Origin of migrant sex workers- regional analysis

Central Europe (EU countries) Bulgaria, Czech Republic, Hungary, Poland, Romania, Slovakia, Slovenia.	0 %
Eastern Europe (NON EU countries and Central Asia) Belarus, Moldova, Russia, Ukraine, Kazakhstan, Tajikistan, Azerbaijan, Uzbekistan, Kyrgyzstan, Turkmenistan.	51.5 %
Baltic countries Estonia, Latvia, Lithuania.	41.5 %
Balkan countries Albania, Bosnia-Herzegovina, Croatia, Montenegro, Serbia, Kosovo, FYR of Macedonia.	0 %
Rest of Europe	7 %
Latin America and Caribbean	0 %
North America	0 %
Africa	0 %
Asia Pacific	0 %
TOTAL	100 %

1.f Nationalities of sex workers were reported in your country. _____8_____

The 10 top countries from which migrant sex workers come:

1. Russia	6. Belarus
2. Estonia	7. Romania
3. Latvia	8. Moldova
4. Lithuania	9.
5. Ukraine	10.

2. Sex Workers Situation

2.a The 5 main vulnerability factors for national sex workers.

1	Lack of access to health & social care services
2	Criminalisation of sex industry
3	Police violence & harassment
4	Social isolation and exclusion
5	Stigma

Respondents to this survey state that a lack of access to health and social care services is one of the major areas of vulnerability for national sex workers. The majority of existing medical and social services is restricted to those who are insured. Many national sex workers do not have any or adequate health insurance and the provision of such services should be made available to sex workers. Vulnerability could also be reduced by

awareness raising initiatives that help sex workers to understand they may be able to obtain private insurance. Further, low-threshold services for sex workers are limited. Funding for extended availability of drop-in services and for pilot healthcare projects in Narva and East Virumaa would help reduce the vulnerability of sex workers.

Sex work is not criminalized in Estonia yet despite this sex workers operate in a difficult grey area and have few rights. This increases the vulnerability of sex workers to violence and exploitation. Currently there is discussion about implementing the "Nordic" model in Estonia which calls for the criminalization of the purchase of sex services. In order to reduce vulnerability created by such a law we advocate against the criminalization of clients using evidence based approaches, and by educating the public on this issue using internet, mass media, and the press.

Police violence and harassment impacts directly on the vulnerability of sex workers; without the recognition of their rights sex workers are unable to combat this form of discrimination effectively. Advocates can help by acting as the 'watch dog' on behalf of sex workers and publicly responding through letters of protests, articles, and interviews when police conduct, during raids for example, violates their human rights. There have been several cases where images have been released to the media by police of women caught up in police raids in sex work settings.

Sex workers would benefit greatly by better quality services provided with respect by trained educators. In order to prevent the vulnerability resulting from social isolation and exclusion sex workers need free voluntary access to skills and language courses. Our experience shows that this is best provided in informal drop-in settings encouraging self-organization among sex workers and providing self-empowerment opportunities through common needs groups such as AA counselling for sex workers with drug or alcohol dependency, or by creating and participating in affirming events such as International Sex Workers Day or national and international AIDS events.

The vulnerability faced by sex workers as a result of the stigmatization of sex work and sex workers sustains vulnerability and is a major barrier to social inclusion. To reduce stigma we need to change public attitudes. This could be done by promoting the Declaration on the Rights of Sex Workers in Europe and the Sex Workers in Europe Manifesto, creating positive representation of sex workers instead of victim representations and by taking advantage of mass media and internet to promote human rights within sex work and of sex workers.

There were several other significant vulnerability factors not listed in the survey that were mentioned as affecting national sex workers including: the closing of brothels, clubs, and massage parlours by police, economic difficulties, low level of socialization, psychological health, and a high prevalence of HIV among the general population and particularly of IDU's, who face even greater stigma and prejudice.

The 5 main vulnerability factors for migrant sex workers.

1	Legal status in the country
2	Mobility
3	Police violence & harassment
4	Social isolation and exclusion
5	Violence from organisers of the sex industry

Respondents to the survey indicate that one of the main vulnerability factors for migrant sex workers is their legal status in the country. If migrant sex workers do not receive at least a minimum guaranteed of access to services without dependence on their legal status then it will remain difficult for them to resist exploitation and live and work under healthy conditions. With the help of cultural mediators and in collaboration with a network of service providers in neighbouring countries such as Latvia, Finland, and Russia, we would be better able to guarantee a consistent level of access for health, psychosocial, and legal services that is both culturally and linguistically appropriate for migrants sex workers.

Like national sex workers migrant sex workers are vulnerable to police violence and harassment not only as a result of their status as sex workers but also due to the precarity of being migrants in Estonia. Police violence and harassment impacts directly on the vulnerability of migrant sex workers. Without the recognition of their rights sex workers are unable to combat this form of discrimination effectively. Advocates can help by acting as the 'watch dog' on behalf of sex workers and publicly responding through letters of protests, articles, and interviews when police conduct, during raids for example, violates their human rights. There have been several cases where images have been released to the media by police of women caught up in police raids in sex work settings.

In addition migrant sex workers are more vulnerable to violence at the hand of organisers in the sex industry as a result of their legal status and social vulnerability. To improve this situation migrant sex workers need access to the (anonymous) hotlines for reporting and to crisis centres where they can find protective shelter without fear over their legal status in the country. There needs to be special attention paid to the needs of migrant sex workers who have been victims of violence; providing legal, social, psychological and medical support and by providing practical support during court trials and around other concerns.

Migrant sex workers would benefit greatly by better quality services provided with respect by trained educators, particularly around language skills and support in orientation to Estonian culture and state structures. In order to prevent the vulnerability resulting from social isolation and exclusion sex workers need free voluntary access to skills and language courses. Our experience shows that this is best provided in informal drop-in settings encouraging self-organization among sex workers and providing self-empowerment opportunities through common needs groups such as AA counselling for sex workers with drug or alcohol dependency, or by creating and participating in affirming events such as International Sex Workers Day or national and international AIDS events.

There were several other significant vulnerability factors not listed in the survey that were mentioned as affecting migrant sex workers including: the inability to acquire health insurance, lack of knowledge of Estonian language, trafficking, economic difficulties, the closing of brothels, clubs, and massage parlours by police, economic difficulties, psychological health, and a high prevalence of HIV among the general population and particularly of IDUs in counties of origin.

2.b Estimate the percentage of national sex workers who have control of their working conditions and safe sex practices.

NATIONAL SEX WORKERS	ESTIMATE	70%
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The majority of national sex workers currently work either independently or together with 1-2 colleagues in apartments. As a result the level of control over working conditions and safe sex practices has had a marked increase over the last several years. For national sex workers respondents estimate the percentage to be 70%.

Estimate the percentage of migrant sex workers who have control of their working conditions and safe sex practices.

MIGRANT SEX WORKERS	ESTIMATE	40%
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The situation is less positive for migrant sex workers. With the majority of migrant sex workers working under the management of criminals only an estimated 40% have control over working conditions and safe sex practices.

2.c Estimate the percentage of national sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

NATIONAL SEX WORKERS	ESTIMATE	40%
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In recent years the activities of police and authorities, including the closure of the biggest brothels, clubs and saunas, has had an impact on how the sex industry is structured in Estonia. Prostitution is no longer one of the

MAIN areas of criminal business. Organisers have less control over national sex workers and increasing numbers are working more or less independently. We think that generally only those national sex workers who are still working in one of the few remaining brothels or clubs as well as those working in the escort service sector (approximately 40%) are sharing a significant part of their income with third parties.

Estimate the percentage of migrant sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

MIGRANT SEX WORKERS	ESTIMATE	75%
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In contrast to national sex workers, most migrant sex workers are working in the organized sex industry and under the control or management of third parties. An estimated 75% of migrant sex workers are required to share income with others, including, owners, managers, pimps and traffickers.

2.d Estimate the percentage of earnings that national sex workers keep for themselves.

NATIONAL SEX WORKERS	ESTIMATE	50%
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As indicated above it is those national sex workers who are still working in brothels and escort agencies that are able to keep the least amount of their earnings for themselves.

Estimate the percentage of earnings that migrant sex workers keep for themselves.

MIGRANT SEX WORKERS	ESTIMATE	25 %
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Predictably for migrants the amounts they are able to keep for themselves is less than that of their national counterparts. The estimation for migrant sex workers is as low as 30%.

2.e Estimate the levels of condom use and other safer sex practices amongst national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Respondents believe that the level of condom use among national sex workers is higher than the general population. Successful outreach programs providing free condoms, lubricants and safe sex information to sex workers is to a greater extent responsible for the positive progression of safe sex knowledge among national sex workers.

Estimate the levels of condom use and other safer sex practices amongst migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	SAME AS GENERAL POPULATION OR LOWER
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For migrant sex workers respondents estimate that condom use and safe sex practices are the same as the general population or lower than the general population. Positive test results for various STIs are more common among migrant sex workers indicating that they are working under conditions that make practicing safe sex more difficult.

2.f Estimate the levels of violence or other crimes against national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	SAME AS GENERAL POPULATION
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Coinciding with the fact that more national sex workers are able to work independently outside of the organised sex industry they also experience a significantly lower level of violence and other crimes than in the past. Respondents indicate that the level of violence against national sex workers is the same as the general population.

Estimate the levels of violence or other crimes against migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Both national and migrant sex workers working within the organised sex industry face a higher level of violence than the general population. Violence at the hands of clients remains quite high for this group. Migrant sex workers face other vulnerability factors that impact on the level of violence they experience including tighter control by managers, pimps, and/or traffickers. Survey respondents indicated a higher level of violence experienced for migrant sex workers.

2.g Estimate the levels of drug and alcohol dependency among national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	SAME AS GENERAL POPULATION
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Working conditions impact on the level of drug and alcohol dependency among national sex workers. Respondents indicate that under these conditions national sex workers have the same level of drug and alcohol dependency as the general population.

Estimate the levels of drug and alcohol dependency among migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Working conditions impact on the level of drug and alcohol dependency among national sex workers. Respondents indicate that under these conditions migrant sex workers have a higher level of drug and alcohol dependency than the general population.

2.h Estimate of the changes in the vulnerability of NATIONAL sex workers across your country.

	NATIONALS			
	Decrease	Same	Increase	
Condom use	30 %	70 %	0 %	100%
Drug/alcohol use	30 %	70 %	0 %	100%
Violence against them	70 %	30 %	0 %	100%
Legal status	0 %	100 %	0 %	100%
Working conditions	0 %	30 %	70 %	100%
Literacy & educational level	0 %	100 %	0 %	100%
Living conditions	0 %	70 %	30 %	100%
Social isolation and exclusion	0 %	100 %	0 %	100%

NATIONAL SEX WORKERS

As mentioned in 2.b., more national sex workers have better control over their working conditions than in the past. Greater independence has led to greater autonomy in decision making and greater control over work relationships. For those national sex workers working outside of the organised sex industry of brothels, clubs and escort agencies we see a decrease in vulnerability around condom use and safe sex, and a decrease in the level of drug and alcohol use and experience of violence. In contrast the situation around social issues such as legal status, literacy & educational level and social isolation and exclusion has not seen any improvement.

Estimate of changes in the vulnerability of MIGRANT sex workers across your country.

	MIGRANTS			
	Decrease	Same	Increase	
Condom use	0 %	100 %	0 %	100%
Drug/alcohol use	0 %	100 %	0 %	100%
Violence against them	30 %	70 %	0 %	100%
Legal status	0 %	100 %	0 %	100%
Working conditions	0 %	30 %	70 %	100%
Literacy & educational level	0 %	30 %	70 %	100%
Living conditions	0 %	30 %	70 %	100%
Social isolation and exclusion	0 %	100 %	0 %	100%

MIGRANT SEX WORKERS

With the majority of migrant sex workers still working in the organised sex industry under exploitive conditions there has been little or no improvement in most vulnerability areas. As migrants they face additional difficulty in accessing social support services that could decrease social isolation and exclusion; there has been no change in this area of vulnerability for migrants since our last mapping.

- 2.i. Estimate of the changes in policy or legislation impacting on national sex workers working and social conditions across your country.

	NATIONALS			
	Positive	No change	Negative	
On municipal level	0 %	100 %	0 %	100%
On regional level	0 %	100 %	0 %	100%
On national level	0 %	100 %	0 %	100%

NATIONAL SEX WORKERS

Over the last 12 months there have been no remarkable changes in policy or legislation in Estonia. All respondents on this question for both national and migrant sex workers indicate that there has been no significant change or measurable impact on working and social conditions.

Estimate of the changes in policy or legislation impacting on migrant sex workers working and social conditions across your country.

	MIGRANTS			
	Positive	No change	Negative	
On municipal level	0 %	100 %	0 %	100%
On regional level	0 %	100 %	0 %	100%
On national level	0 %	100 %	0 %	100%

MIGRANT SEX WORKERS

Over the last 12 months there have been no remarkable changes in policy or legislation in Estonia. All respondents on this question for both national and migrant sex workers indicate that there has been no significant change or measurable impact on working and social conditions.

3. Mobility

- 3.a Estimate the percentage of national sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

NATIONAL SEX WORKERS		ESTIMATE	50 %
1. Sweden		6. The Netherlands	
2. Finland		7. Denmark	
3. Germany		8. Greece	
4. Spain		9. Latvia	
5. Norway		10. Belgium	

Estimate the percentage of migrant sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

MIGRANT SEX WORKERS		ESTIMATE	80 %
1. Finland	6. Germany		
2. Sweden	7. Russia		
3. Norway	8.		
4. The Netherlands	9.		
5. Denmark	10.		

- 3.b. Estimate the percentage of national sex workers who have worked in another city of your country before.

NATIONAL SEX WORKERS		ESTIMATE	40 %
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Estimate the percentage of migrant sex workers who have worked in another city of your country before.

MIGRANT SEX WORKERS		ESTIMATE	10 %
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- 3.c The 5 top reasons for the mobility of national sex workers.

	NATIONALS
1	Law enforcement actions and clampdowns
2	Economic necessity
3	Need to earn money to support dependents
4	Better working conditions
5	Better professional mobility

NATIONAL SEX WORKERS

We estimate that more than half of all national sex workers have worked in another country at some time and that the majority of migrant sex workers in Estonia worked in another country before migrating to Estonia. In addition, the majority of all sex workers, national and migrant, are working in the capital city Tallinn. There is not so much mobility across other cities and regions of Estonia. Migrant sex workers in particular are concentrated in Tallinn and only approximately 10% have worked in another city in Estonia.

For national sex workers law enforcement actions and clampdowns was one of the main reasons for mobility. National sex workers are opting to work in other countries such as Latvia where there is currently less repression and potential higher earnings. Many national sex workers are coming from the Eastern part of Estonia which is experiencing a higher level of unemployment and a comparatively lower standard of living. Economic necessity is a main factor of mobility and directly linked to the other factors listed for national sex workers.

Respondents also listed other significant mobility factors for national sex workers, including, open borders for EU nationals, access to Schengen area, potential higher earnings, and the national policy regarding sex work and trafficking in countries such as Sweden, Norway and Finland.

List the 5 top reasons for the mobility of migrant sex workers.

	MIGRANTS
1	Economic necessity
2	Need to earn money to support dependents
3	Law enforcement actions and clampdowns
4	Required by management
5	Trafficking

MIGRANT SEX WORKERS

Economic necessity was the main factor listed by respondents for the mobility of migrant sex workers, in particular because many migrant sex workers are supporting dependents in their home countries.

Migrant sex workers may also feel under pressure to relocate if the laws around sex work and/or immigration change in the country where they may have previously worked. However given that such a large percentage of migrant sex workers are working in managed situations with little autonomy they are often 'moved' by sex business organisers, pimps or traffickers.

There were other significant mobility factors for migrant sex workers not listed above including earning a higher income and the national policies regarding sex work in their country of nationality.

CONCLUSIONS

Summary and analysis of the changes in the prostitution scene since 2006

In Estonia sex work is not criminalized but there is no recognition that it is a form of work and the sex industry is not regulated in any way. Laws exist criminalizing the involvement of third parties in prostitution such as pimping legislation and brothel keeping and to combat cases of trafficking or minors in prostitution. Currently there is less debate in the public media by politicians and feminist organisations about changing legislation to criminalize the purchase of sex services and it appears that the Ministry of Internal Affairs has no intention of implementing legal reform such as that of Finland. As such there have been no changes in legislation or policy since our last reporting in 2006; however, there has been significant change in the prostitution scene nonetheless.

Although it is difficult to determine the exact number of brothels and sex businesses or the number of sex workers there have been a significant number of closures since 2006. In Tallinn there are only two larger brothels operating with approximately 50-70 workers in each setting in sharp contrast to 2006 when there were approximately 50 to 70 smaller and larger brothels in Tallinn and a few operating in the other major cities such as Narva, the summer resort Pärnu, and Tartu. Most of these clubs, saunas, and brothels were closed through police actions. According to different sources the estimated total number sex workers has decreased from 1500-2000 in 2006 to 1000-1200 in 2008.

Other changes since 2006 show improvements in the ability of sex workers to work more autonomously and under better working conditions; working conditions have improved, there is less evidence of violence and "closed" systems of working, sex workers appear to have a more flexible work schedule and better access to safe sex supplies.

Further respondents indicate that the number of sex workers who are trying to work independently or with minimal interference by third parties has increased and more sex workers are using the Internet and print advertising to attract clients and working out of apartments rather than in closed 'managed' brothels or clubs. There is also very limited street-based sex work in Tallinn or other major cities in Estonia. Only 2% of all sex work in the country takes place in outdoor settings and of the small but slightly increasing number of migrant sex workers none seem to be working outdoors.

National sex workers are also becoming increasingly mobile within the EU region a change from 2006. More sex workers are travelling abroad for short-term work to Germany, Denmark, Spain, and Greece and more recently Riga, Latvia whereas in the past they would have travelled to Scandinavian countries. In some cases they work abroad but travel to and from Estonia because of dependants. A lot of them visit the Medical Centre "TE" for free medical check-ups when they return to Estonia.

Finally there seem to be fewer sex workers observed coming from Latvia to work in Tallinn than observed in 2006. Mainly are returning to Latvia as with national sex workers from Estonia as there appears to be higher income opportunities, a better economic situation, and less repressive implementation of policy by officials and police.

Narrative analysis of the changes in services for both national and migrant sex workers since 2006

As in 2006 there are only two organisations providing services to (migrant) sex workers, AIDS Information & Support Centre AIDSi Tugikeskus and Medical and Drop-in Centre "Tervisekeskus Elulootus." Prior to 2008 there was one other organisation, ATOLL, operating in Tallinn and funded under EQUAL project framework. This project refused services to those sex workers who were not willing or able to leave working in the sex industry. ATOLL has decreased operation activities after EQUAL funding was over and we are still waiting to see a final report measuring the success of this project.

For the first time in 2007 both Tervisekeskus Elulootus centre and AIDSi Tugikeskus received funding from the government of Estonia. Previously they relied on financial support from the Global Fund Against AIDS, Malaria and Tuberculosis programme.

To speak of a network of service providers for sex workers in Estonia is problematic. There still exists widely contrasting and sometimes antagonist opinions on how to provide services to people working in the sex industry and about prostitution in general

Narrative analysis of the gaps in services for both national and migrant sex workers

(Migrant) sex workers can get some general health services only at the 2 main outreach centres, Medical Centre "TE" and AIDSi, in Tallinn; there are no other targetted services available outside of the capital. Outreach services at these centres focus on harm reduction, testing, and advice. (Migrant) sex workers can obtain HIV/STI prevention, (sexual) health and drug use information, counselling, and advice free of charge. Other free services include access to condoms and other safe sex supplies, needle exchange, methadone treatment (free to nationals and legal residents only), and STI testing, however free and anonymous testing is only available at these 2 centres. ARV treatment is only available for national HIV-positive sex workers and is free of charge and available regardless of whether someone has insurance.

There are special financial resources for ARV treatment and medical follow-up for uninsured persons. ATOLL does provide some psychological support services to (migrant) sex workers on the condition that they exit from doing sex work. The main barriers for national sex workers are lack of insurance and a lack of trust in institutions. The main barriers for migrant sex workers are a lack of trust in institutions, lack of insurance, and their legal status.

All other medical and health services available in Estonia require medical health insurance and testing services are not anonymous. Even for uninsured national sex workers getting good access to public healthcare is difficult and costly.

Migrant sex workers have some access to legal services with a few local NGOs in the case that they identify or are identified as victims of trafficking. Other special social support services are not available to migrant sex workers.

Narrative analysis of the geographic spread of migrant sex workers in your country – including any specific trends in the border areas

There was some speculation that when Finland introduced new legislation criminalizing the purchase of sexual services from trafficked persons, Finnish clients would travel to Estonia and create an increase in client demand for prostitution there, and that there would be an increase in the movement of sex workers from Finland to Estonia. Respondents to this survey and information from sources, particularly in border areas, suggest that although Finnish and Russian clients do visit sex workers in Estonia this has not increased beyond past levels.

Reaching clients for information and education campaigns is difficult. There have been client education campaigns in the past and there are plans in Estonia to continue such campaigns with funding support from the Bordernet Project which is funded by the German Social Ministry. This particular project will focus on training NGO service providers on the Russian side of the border to develop and implement education campaigns for Russian clients. This project will also take advantage of internet opportunities and mobile phone technologies

In Estonia the border restrictions for non-EU nationals are very strong, particularly at the Russia/Estonian border, and as a result there is very little migration for sex work to Estonia. As there is no specific legislation regulating migration for sex work migrants are subject to general immigration law regarding legal residency. Currently there is no possibility to obtain staying permits on the basis of sex work; this not likely to change in the near future. Most migrant sex workers are currently coming from other EU countries.

In 2006 there was a sizeable flow of migrant sex workers observed between Latvia and Estonia in both directions, Due to changes in the economic situation and policy changes in Estonia the flow seems to have shifted to one direction from Estonia to Latvia.

TAMPEP 8

Mapping of National Prostitution Scene

NATIONAL COORDINATORS REPORT 2008/9

FINLAND

1. Prostitution Scene

1. Estimation of the number of sex workers 5000 to 6000

It is difficult to obtain a clear estimate on the number of sex workers working in Finland. Responses to this survey reflect the situation in mainly three cities, Helsinki, Tampere and Turku and vary widely. Organisations indicate that they have had contact with as little as 8 sex workers and as many as 2000.

Sex Worker support centre Pro-tukipiste (Helsinki) estimates that there are approximately 5000 to 6000 sex workers in Finland and that approximately 69% are migrant⁹ sex workers (75% of the female sex workers are migrants). Based mainly on figures from Helsinki, Tampere and Turku our estimation also takes into account other sources of information such as the police¹⁰ and a recent study by sociologist Anna Kontula.¹¹

Pro-tukipiste meets about 2000 individuals in a one year period in Helsinki; this represents approximately 60-70 % of the prostitution scene in this area. Of those sex workers who we do not have contact with the majority are nationals. Finally a rough estimation suggests that there are about 1000-2500 sex workers working outside of the capital area in other cities and resorts areas in Finland.

1.a. Gender of Sex workers

	2006	2008
Female	97%	90%
Male	2%	8%
Transgender	1%	2%
TOTAL	100%	100 %

1.b. Gender/migration status of sex workers

By Female sex workers

	NATIONAL	MIGRANT	
Female	25	75	100 %

By male sex workers

	NATIONAL	MIGRANT	
Male	85	15	100 %

⁹ Migrants are those who were born in another country, including EU citizens.

¹⁰ Figures from police reports focus mainly on criminal activities in sex work settings and do not give an accurate picture of numbers of sex workers.

¹¹ Anna Kontula authored a report in 2005 [Prostituutio Suomessa] and estimates there are approximately 8000 sex workers working in Finland. She estimates that about 3500 are staying permanently in Finland Her study also suggests that about 50% are nationals and that the majority of national sex workers are working part-time. See also Anna Kontula: Punainen exodus. Tutkimus seksityöstä Suomessa, 2008 Helsinki, Like.

By transgender sex workers

	NATIONAL	MIGRANT	
Transgender	95	5	100 %

The number of male sex workers (MSW) and transgender sex workers are generally underestimated. Pro-tukipiste has regularly done once a week outreach work for 2.5 years targeting in particular these two groups who are advertising via the internet. In these years we have learned that MSW and transgender sex workers are very hard to reach and it really takes time (years) to establish good contact that makes it possible to get even a rough overview of who is doing the work and what the situation is like for MSWs and transgender sex workers in Finland.

1.c. Sex work sectors in the country

Outdoor	10 %
Indoor	90 %
TOTAL	100 %

Sex work sector settings in the country

OUTDOOR	Streets: in the city/town	9 %
	Highways: outside of city/town	%
	Parks, forests	1 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	33 %
	Apartments, windows (with less than 3 women working together)	55 %
	Visiting services (escort agencies)	2 %
TOTAL		100 %

1.d. Sex work sectors of migrants

Outdoor	10 %
Indoor	90 %
TOTAL	100 %

Sex work sector settings of migrants

OUTDOOR	Streets: in the city/town	10 %
	Highways: outside of city/town	%
	Parks, forests	%
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	42 %
	Apartments, windows (with less than 3 women working together)	46 %
	Visiting services (escort agencies)	2 %
TOTAL		100 %

Almost all of sex work is provided in indoor settings. Outdoor sex work only takes place in Helsinki. The vast majority of national sex workers are working in apartments (less than 3 together).

1.e. Origin of migrant sex workers- regional analysis

Central Europe (EU countries) Bulgaria, Czech Republic, Hungary, Poland, Romania, Slovakia, Slovenia.	2 %
Eastern Europe (NON EU countries and Central Asia) Belarus, Moldova, Russia, Ukraine, Kazakhstan, Tajikistan, Azerbaijan, Uzbekistan, Kyrgyzstan, Turkmenistan.	55 %
Baltic countries Estonia, Latvia, Lithuania.	33 %
Balkan countries Albania, Bosnia-Herzegovina, Croatia, Montenegro, Serbia, Kosovo, FYR of Macedonia.	%
Rest of Europe	1 %
Latin America and Caribbean	1 %
North America	%
Africa	2 %
Asia Pacific	6 %
TOTAL	100 %

1.f Nationalities of sex workers were reported in your country. _____14_____

The 10 top countries from which migrant sex workers come:

1. Russia	6. Nigeria
2. Estonia	7. Ukraine
3. Thailand	8. Belarus
4. Latvia	9. Romania
5. Lithuania	10. Hungary

2. Sex Workers Situation

2.a The 5 main vulnerability factors for national sex workers

1	Stigma
2	Alcohol and drug dependency
3	Social isolation and exclusion
4	Legal status in the country
5	Lack of access to health & social care services

One of the greatest vulnerability factors faced by national sex workers in Finland is stigma. The stigmatization of sex work and sex workers impacts on the lives of all national sex workers creating barriers to social inclusion and non-discriminatory access to health and social services. The everyday experiences of national sex workers is made more complicated by an ambiguous legal status, stereotypes and personal stresses such as drug and alcohol dependency.

National sex workers often find it difficult to obtain non-judgemental health and social services or because they feel the need to protect themselves from discrimination choose not to reveal their involvement in sex work and lead double lives.

The legislative situation in Finland does not help reduce the vulnerability of sex workers. Officially prostitution is considered a social problem but it is also treated as a juridical and law enforcement issue. The Public Order Act prohibits selling and buying sexual services in public places. The Penal code prohibits pimping, buying sexual services from the person, who is victim of trafficking or pimped, buying sexual services from a person under 18 years old, and advertising of sexual services. The Alien Act can be used against sex workers coming from third-countries, (refusal of entry because of grounded suspicion that they might earn money by selling sexual services). Sex workers cannot work in prostitution as a private entrepreneur because prostitution is considered to be against public decency and firms which are offering prostitution services cannot be registered in Trade Register. They also cannot work for someone else, because the employer will be accused for pimping. In such an ambiguous environment it is very difficult to discuss even very basic issues such as taxation or where the boundaries lie for what is considered legal in sex work. Sex workers lack any guidance about rights and obligations and what is or is not permitted. With sex work unregulated, national sex workers do not have any access to labour protections or self-employment or employment benefits. Prohibition of marketing sexual services has decreased the marketing possibilities in regulated and legal marketing channels. Sex workers are obliged to use contact sites, which are operated from abroad and because of the lack of competition these sites are often quite expensive. If one wants to use local (and legal) advertisers they cannot express clearly what services they are offering and that may lead confusing and risky situations.

Those service providers, who work with national Intravenous Drug Users (IDUs,) emphasize substance dependency as a particular vulnerability factor which further marginalises national sex workers. As sex work is not criminalised in Finland it is one way to finance drug use, however, without stronger legal and social support national IDU sex workers there are at an even greater risk of poor health, violence, debt bondage and social exclusion than non-IDU national sex workers.

These vulnerabilities can be reduced but the greatest challenge is to address and eradicate stigma that is attached to sex work and sex workers.

By raising public awareness about the diversity within sex work settings and experiences some of the more common simplifications and stereotypical views about sex work can be tackled. Providing education opportunities and developing networking and collaboration with other health and social service providers, we will be able to build up the professional capacity to offer good quality and non-judgemental services. Reducing the ambiguities in legislation and highlighting the contradictions and problems around legal interpretation and implementation at the policy level will help to improve the social position of national sex workers.

The 5 main vulnerability factors for migrant sex workers

1	Legal status in the country	
2	Mobility	
3	Violence	
4	Social isolation and exclusion	
5	Discrimination	

In general migrant sex workers face many of the same vulnerabilities as national sex workers, in particular those vulnerabilities exacerbated by stigma. However migrant sex workers face even greater marginalisation as a result of their racial, ethnic and/or migrant status in Finland. Stereotypes about migrant sex workers are heavily influenced by the media linking their presence in Finland to organised crime and biased reporting about repressive state actions to prevent organized crime.

Finnish immigration policy has been traditionally restrictive. While sex work is not criminalised it is also not considered as work for the purpose of legal migration. Further, even with a visa the grounded suspicion that a non-EU national entering into Finland may work in sex work, can be enough to refuse entry under the Aliens Act sections relating to pandering, trafficking and refusal of entry. Having been refused entry once may have consequences for any future visa applications. Although no residence/work permits have been issued for prostitution to non-EU nationals a very few have been issued for striptease dancers in Southern Finland and less than ten permits have been issued for massage to Thai nationals in the last five years.

An illegal or semi-illegal status often prevents migrant sex workers from seeking help and protection in cases of violence or illness because of a fear of deportation. The combination of a lack of options for protection, little or poor knowledge of rights and poor language skills means migrant sex workers are very vulnerable, are at greater risk of violence and are increasingly mobile, both across borders and within Finland, in response to local situations and market forces.

There are some immediate things that could be done to help minimise the vulnerability of migrant sex workers in Finland. As with national sex workers fighting stigma will lead to improvement. For migrant sex workers fighting against racism and promoting their human rights is important and requires a combination of advocacy campaigns, public education and work at the policy level. Russian and Thai women are especially vulnerable to racist stereotypes and 'whore' stigma in Finland. In media these two groups of migrant women are very often linked to prostitution or they are accused that they have come to Finland only for money. Thai and Russian women who are working in sex industry are also easily expelled from their own communities because they are seen as a threat to "the reputation" of all women coming from these countries.

Migrant sex workers have little knowledge of their rights. By increasing the number of cultural mediators who can inform them about their rights in their own language migrant sex workers would be better equipped to resist exploitation and have a better understanding of where they could safely go to obtain support. This could also be done successfully through peer activities designed to raise awareness and develop coping skills. In addition, NGOs working with migrant sex workers need to raise the issue of discriminatory treatment by health and social, police, immigration officials and the court system, including, prosecutors, judges and lawyers). NGOs should train the officials and take these issues up in media.

Finally, with such high internal and cross border mobility among migrant sex workers there needs to be more outreach work to migrant sex workers and improved access to low threshold health and social services across Finland. Currently good service and outreach support is only available in two cities (Helsinki and Tampere). Cross border mobility and the impact of deportation could be better supported through improved cooperation with the services and NGOs in their home country.

2.b Estimate the percentage of national sex workers who have control of their working conditions and safe sex practices.

NATIONAL SEX WORKERS	ESTIMATE	97%
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The majority of national sex workers have control over their working conditions and safe sex practices, in large part because most work independently and alone in private flats and they are able to make autonomous decisions about fees, the number of clients they see and the services they do or do not provide. Our work with national sex workers indicates that many of them work either for short periods or on a part-time basis only.

Some national sex workers are in more vulnerable situations, they are either controlled by pimps and do not always have control over their working conditions or are more dependent on third parties such as dealers or pimps because of a drug dependency.

Estimate the percentage of migrant sex workers who have control of their working conditions and safe sex practices.

MIGRANT SEX WORKERS	ESTIMATE	70%
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Like national sex workers the majority of migrant sex workers in Finland also have control over working conditions and safe sex practices. Unlike national sex workers however, they often need to rely more on third parties to find living accommodation, work places and to learn how to reach clients. As a direct result of their status as migrants and because of language they are potential targets for exploitation.

Even so, within the current conditions of sex work settings in Finland such third parties - defined as pimps according to the law - do not appear to have as much influence over migrant sex workers possibility to control working conditions and safe sex practises as one might assume. One reason might be the fact that many women are coming from neighbouring countries (Russia, Estonia) and working only short periods in Finland. They are not working in sex work while they are staying at home. Some of them can have so called "fixed deal" with some third parties so that they pay certain sum of money for arrangements and the rest they can decide themselves and have control on their working conditions and safe sex practices. There is a wide variance in the degree of control by third parties and only a few migrant sex workers managed by pimps and those who are in sex work under forced or trafficked conditions have little or no control.

- 2.c Estimate the percentage of national sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

NATIONAL SEX WORKERS	ESTIMATE	3%
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The vast majority of the national sex workers do not have to share their income with third parties although a very small minority pay out to pimps. National sex workers who are drug dependent could be paying out to a drug dealer who may also be their pimp. The vast majority of national sex workers are working independently without any third party interference and in private flats which they have rented or which they own.

Estimate the percentage of migrant sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

MIGRANT SEX WORKERS	ESTIMATE	45%
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Not all third parties force migrant sex workers to share their income however, many are able to exploit the vulnerable situation of migrants by overcharging for "services" that make it possible for them to work. Such facilitators may arrange travel documents at high cost, rent overpriced flats for living and working, help to put adds online and provide other services. Those migrant sex workers who are working under pimps or who are in a trafficked situation fair worse and are usually able to keep only a small part, (20-30 %,) of their income for themselves.

- 2.d Estimate the percentage of earnings that national sex workers keep for themselves.

NATIONAL SEX WORKERS	ESTIMATE	99%
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Of the money that national sex workers earn they are able keep almost all of it for themselves. Debts are common among national sex workers who are drug dependent and a small minority of national sex workers have a pimp with whom they share their income; the amount they may share can vary a lot.

Estimate the percentage of earnings that migrant sex workers keep for themselves.

MIGRANT SEX WORKERS	ESTIMATE	60 %
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The situation varies considerably for migrant sex workers. While many are able to keep more than half of their earnings for themselves most are paying a portion to third parties. The amounts depend on the kind of the deal migrant sex workers have with third party facilitator(s) and may range from 10 to 40%. Others are able to keep only a small amount of their earnings, in particular those migrant sex workers who are controlled by pimps or who are in a trafficking situation. For them this may range from 10 to 50%.

2.e Estimate the levels of condom use and other safer sex practices amongst national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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The culture around condom use and safe sex practices among sex workers is very well established in Finland. National sex workers consider safe sex to be part of a professional sex worker's identity. In general the very low STI figures among national sex workers indicate that safe sex practices are being used and that they work. 50% of respondents indicate the level of condom use and safe sex practices is higher than that of the general population.

Estimate the levels of condom use and other safer sex practices amongst migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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As with national sex workers the level of condom use and safe sex practices is also higher than the general population for migrant sex workers. 50% of respondents indicate the level of condom use and safe sex practices is higher than that of the general population. Migrant sex workers have good knowledge about safe sex practices and many consider it a part of professional sex worker's identity and most have a high level of control over their working conditions so they are able to demand safe sex with clients. Continuous and tailored safe sex promotion (sex work specific, in different languages, and using culture mediators) as a part of outreach and clinical work has been beneficial in Helsinki and in Tampere. In the other parts of the country the situation is probably not as good because there are no special services for sex workers available.

2.f Estimate the levels of violence or other crimes against national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Despite the fact that national sex workers work mainly independently and have a high control over their working conditions this does not always protect them from violence and other crimes against them in their work. 75% of respondents indicate the level of violence experienced by national sex workers is higher than that of the general population. The ambiguous legal circumstances within which national sex workers are working and a high level of stigmatisation prevents many from reporting violent physical or sexual assault for fear of discrimination, public disclosure, and possible unfair treatment by police and the courts. Some national sex workers tell that they have never experienced violence in their work; others however, have had several violent experiences. There is a lot of hidden criminality, including, threats, blackmailing, and harassment, within prostitution that is targeted towards prostitutes.

Estimate the levels of violence or other crimes against migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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For migrant sex workers the situation is worse than for national sex workers and they are in a more vulnerable position as a result of their legal status as migrants in Finland. Migrant sex workers also experience a higher level of racially motivated crime. For example, residential community activists in some areas are more aggressive in their attacks against migrant sex workers in their neighbourhood. 100% of respondents indicate the level of violence experienced by migrant sex workers is higher than that of the general population.

Unlike national sex workers, reporting violent crimes against them comes with the added risk of possible deportation; this is a serious barrier and a disincentive to reporting any crimes to the police. In such cases migrant sex workers are more likely to be made targets of violence, theft and blackmail by people who are aware of their vulnerability.

2.g Estimate the levels of drug and alcohol dependency among national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	SAME AS GENERAL POPULATION
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While there are some national IDUs who see sex work as one way to finance their drug use, in general drug and alcohol dependency among national sex workers is at the same level as the general population. Sex workers who work in bars are at increased risk either because promoting the sale of alcohol is part of their job or because clients often offer sex workers drinks and they may feel under pressure to drink socially with clients. 50% of respondents indicate the level of drug and alcohol dependency among national sex workers is the same as that of the general population.

Estimate the levels of drug and alcohol dependency among migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	LOWER THAN GENERAL POPULATION
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Migrant sex workers are less likely to have drug or alcohol dependencies than their national counterparts and are at a lower level than the general population. 50% of respondents indicate the level of drug and alcohol dependency among national sex workers is the lower than that of the general population. Migrant sex workers come to Finland to work and earn money; drug use is not common. However, for those migrant sex workers working in bars there may be an increased risk of alcohol dependency. Often in such settings sex workers are drinking while socialising with clients and it may be considered part of the job by owners and managers

2.h Estimate of the changes in the vulnerability of NATIONAL sex workers across your country.

	NATIONALS			
	Decrease	Same	Increase	
Condom use	0 %	100 %	0 %	100%
Drug/alcohol use	0 %	70 %	30 %	100%
Violence against them	0 %	90 %	10 %	100%
Legal status	30 %	40 %	30 %	100%
Working conditions	25 %	50 %	25 %	100%
Literacy & educational level	0 %	100 %	0 %	100%
Living conditions	0 %	100 %	0 %	100%
Social isolation and exclusion	0 %	70 %	30 %	100%

NATIONAL SEX WORKERS

Recent legislative changes during last 5 – 6 years restricting areas of prostitution that are not criminalised in Finland has had the biggest impact on the living and working situation of national sex workers but with ambiguous results. Some national sex workers see this in a positive light and think that the repressive policies and increases in police controls of sex work settings have deflected public interest away from national sex workers, leaving them to work without much interference, onto migrant sex workers. On the other hand the new legislative situation has done nothing to combat stigma and many respondents indicate that the social isolation and exclusion has increased for national sex workers as a result.

Generally the new laws are unclear and they have increased the vulnerability of all sex workers. Greater controls and enforcement by state authorities has resulted in the reorganization of at least the most visible forms of sex work such as in bars or street-based settings. The prostitution scene is more mobile now than in the past and many businesses have shifted to the internet as a means to contact clients. The reality is that as more businesses shift to the internet or out of public spaces such as bars, the more difficult it is to provide services and support in general to national sex workers and specifically to those who are in vulnerable situations.

Estimate of changes in the vulnerability of MIGRANT sex workers across your country.

	MIGRANTS			
	Decrease	Same	Increase	
Condom use	0 %	100 %	0 %	100%
Drug/alcohol use	0 %	70 %	30 %	100%
Violence against them	0 %	70 %	30 %	100%
Legal status	0 %	30 %	70 %	100%
Working conditions	25 %	50 %	25 %	100%
Literacy & educational level	0 %	100 %	0 %	100%
Living conditions	0 %	80 %	20 %	100%
Social isolation and exclusion	0 %	50 %	50 %	100%

MIGRANT SEX WORKERS

It should come as no surprise that 70% of respondents indicated that the vulnerability of migrant sex workers has increased as a result of changes in legislation. In the sections above we have illustrated the link between legal status and other vulnerability factors for migrant sex workers. Compounded by the threat of deportation migrant sex workers face increased social isolation and exclusion, increased levels of violence, have less control over working conditions but are also much less likely to seek support or protection from state institutions and NGOs.

2.i. Estimate of the changes in policy or legislation impacting on national sex workers working and social conditions across your country.

	NATIONALS			
	Positive	No change	Negative	
On municipal level	50 %	25 %	25 %	100%
On regional level	50 %	25 %	25 %	100%
On national level	50 %	25 %	25 %	100%

NATIONAL SEX WORKERS

At all levels of government it appears that the attitude toward sex workers have changed slightly. There is currently a more open and tolerant view, particularly regarding the provision of health and social services to sex workers. There is also more public discussion about the situation of sex workers in Finland. Unfortunately the impact of current legislation is experienced by national sex workers as negative. For example, in cases of violent physical or sexual assault courts are not taking the issue of violence against sex workers seriously enough and often still interpret such incidents as part of exploitive pimping relationships and not as a separate crime against the person, as it should be.

Estimate of the changes in policy or legislation impacting on migrant sex workers working and social conditions across your country.

	MIGRANTS			
	Positive	No change	Negative	
On municipal level	50 %	25 %	25 %	100%
On regional level	50 %	25 %	25 %	100%
On national level	50 %	25 %	25 %	100%

MIGRANT SEX WORKERS

The positive response to this question reflects a general change in attitude towards sex workers which has also to some degree been positive for migrant sex workers, at least in the areas of service provision and access to support and information. Unfortunately, Finland's recent legislation criminalising the buying of all sexual services from sex workers if it is linked to human trafficking has had a negative impact on public perceptions of all migrant sex work and consequently all migrant sex workers are perceived as victims or potential victims. The effect has been an increase in policing of sex work settings and the further marginalisation of migrant sex workers.

3. Mobility

- 3.a Estimate the percentage of national sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

NATIONAL SEX WORKERS	ESTIMATE	5 %
1. Germany		
2. Norway		
3. The Netherlands		
4. Spain		
5. USA		

Estimate the percentage of migrant sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

MIGRANT SEX WORKERS	ESTIMATE	65 %
1. Sweden	6. Italy	
2. UK	7. Russia	
3. Germany	8. The Netherlands	
4. Spain	9. Estonia	
5. Norway	10. Latvia	

- 3.b. Estimate the percentage of national sex workers who have worked in another city of your country before.

NATIONAL SEX WORKERS	ESTIMATE	30 %
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Estimate the percentage of migrant sex workers who have worked in another city of your country before.

MIGRANT SEX WORKERS	ESTIMATE	65 %
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- 3.c The 5 top reasons for the mobility of national sex workers.

	NATIONALS
1	Mobility of clients
2	Protection of anonymity
3	Aspiration for positive social changes
4	Better professional mobility
5	

NATIONAL SEX WORKERS

Respondents to this survey indicate that the motivations for mobility among national sex workers are diverse; in some instances a reflection of how the market shifts and in other cases as a response to structural barriers.

National sex workers may relocate within Finland along with the seasonal mobility of tourists to different resort areas or in connection with big public events. Moving to another location may also bring variety to the work but it is also one way to remain anonymous and to keep involvement in sex work hidden.

There is no necessary link between mobility and increased vulnerability for national sex workers providing coercion by a third party is not the reason behind moving. In those few cases where the decision to relocate is not an autonomous one national sex workers may face increased vulnerability because they are not working in a familiar location, may not know where to find support, may find it difficult to plan and organise safe working conditions and work environment and they may be without a support network of family, friends or colleagues

The 5 top reasons for the mobility of migrant sex workers.

	MIGRANTS
1	Economic necessity
2	Mobility of clients
3	Law enforcement actions and clampdowns
4	Better professional mobility
5	Protection of anonymity

MIGRANT SEX WORKERS

As with national sex workers migrants have diverse reasons for mobility, whether that means moving across national borders or within Finland. The main reason for mobility of migrant sex workers is economic necessity. Some migrant sex workers have worked in the sex industry in their home country or in previous countries before entering Finland, as we see in 3.a, and 3.b. Like their national counterparts migrant sex workers may see relocation as a strategy to protect anonymity by working in cities or countries where the risk of discovery is minimal. Further their internal mobility is often strategic and related to generating more or higher earnings, for example by following the flow of tourists or responding when there are too many sex workers working in one area and earnings decrease. Finally migrant sex workers are particularly vulnerable to the impact of police actions which restrict the possibilities to work for them and which may lead to discovery and deportation. To avoid discovery and prolong the possibility to earn money migrant sex workers will change their work location if needed.

CONCLUSIONS

Summary and analysis of the changes in the prostitution scene since 2006

Although there have been few changes in the number of sex workers working in Finland or the main nationalities represented in comparison with the last TAMPEP mapping in 2006, there have been other changes effecting how sex work is structured in the country

Legal reform in 2006 resulted in a new offence coming into effect early 2007 criminalizing buying sexual services from the targets of procuring (pimping) and victims of trafficking (also known as the Finnish Model). Leading up to and as a result of this change trafficking has been the central issue dominating discussions around prostitution in Finland and the media has been active in this debate often conflating sex work and trafficking when it comes to migrants in the sex industry.

Since this law was enacted and police controls of sex work settings have increased and the prostitution scene has been reorganising itself. National and migrant sex workers who previously worked in street-based settings or in bars have shifted to advertising on the internet and they are being forced to change their work locations more often. In addition, the police focus of attention and control has targeted Thai people working in the massage parlours. This increased attention has had both negative and positive consequences. The negative consequences are increased control (raids) and some Thai massage parlours have lost their working premises because the landlord has terminated the rental agreement to avoid to be accused of pimping. Positive

consequence is that it has raised discussion about the vulnerable situation of Thai and some other groups of migrant women.

In 2006 Pro-tukipiste began a specific outreach and support project targeting male and transgender sex workers working in Finland and as a result we are learning more about these communities and their needs. We have managed to get tentative contact to this scene, but it will take still some time to gain trust and to get more information about the needs of these two target groups.

Finally, as mentioned in 2.i., above, the situation of national sex workers is mentioned more often and more openly in public discussions about prostitution in Finland.

Narrative analysis of the changes in services for both national and migrant sex workers since 2006

From the survey results it is clear that there is general lack of knowledge among service providers in Finland about sex work situations and the needs of both national and migrant sex workers. A large number of surveys were returned incomplete with apologies for poor knowledge and recognition that they should know more. As a result it is difficult to talk about changes in services since 2006 across Finland. However, as the topic of sex work becomes less ignored and more common in public discourse we see some small positive change in attitudes and service providers in social and health care are becoming more interested in receiving information about sex work. It is clear that many service providers would benefit from comprehensive awareness and sensitivity training if there is an expectation that they develop the capacity to provide appropriate and culturally sensitive services to national and migrant sex workers.

Further, in 2007 Pro-tukipiste established a second local service unit (drop-in, clinical services, and outreach work) in Tampere (Pro-tukipiste, Tampere) and our services are now offered in the cities of Helsinki and Tampere.

Narrative analysis of the gaps in services for both national and migrant sex workers

The impact of stigma about sex work and sex workers is one of the biggest obstacles to services access and provision to national and migrant sex workers. Although national sex workers can access both general and specialized services many sex-workers neglect the use public health care services because they feel that they are not treated with respect and dignity.

In Finland health insurance system is based on residence. Permanent residents are issued a health insurance card, which enables them to use public health care free of charge. Sex workers who are having only tourist visa or who are illegally in country cannot use public services. Also migrant sex workers who have student permit to stay are not entitled to public services. Except treatment of a first aid nature, uninsured migrant sex worker has to rely on private sector services or to services provided NGO's. There are some service providers in private sectors who overcharge undocumented migrants for their services but this is not very common.

Narrative analysis of the geographic spread of migrant sex workers in your country – including any specific trends in the border areas

We do not have much knowledge about the sex work scene and what happens outside of the Helsinki and Tampere areas beyond what we have already mentioned in relation to the high mobility of migrant sex workers within Finland. There are reports in the media and from the police about migrants in sex work in Finland. According to police the Finnish prostitution scene has remained quite the same for years which means that the most common groups are coming from Russia and Estonia. There has been a slight increase in numbers of different nationalities but the numbers are not so big. Most of them have been working in other European countries previously, for example the UK, The Netherlands, Italy and Spain the most common. Internal mobility is common, migrant sex workers work in different cities and they advertise their services on the internet.

There has been some investigation into the number of massage parlours by the Ministry of Internal Affairs. According to their mapping there are Thai massage parlours in every county making up approximately 200 parlours with around 2 to 3 workers each. The most common areas are bigger cities in southern and western

Finland. A researcher from Lapland University¹² has concluded that the numbers of sex workers working in the border areas of Lapland has been reducing significantly since 2004 due to increased controls and co-operation between police, border guards and customs officials.

¹² Pia Skaffari and Kyösti Urponen: "Ei rakkaudesta vaan myös... Esiselvitys Lapin seksimarkkinoista ja prostituutiosta.

TAMPEP 8

Mapping of National Prostitution Scene

NATIONAL COORDINATORS REPORT 2008/9

FRANCE

1. Prostitution Scene

1. Estimation of the number of sex workers 30,000

There is tremendous variation between official estimates based only on police information gathered during controls of sex workers and those of NGOs providing outreach and advocacy services to (migrant) sex workers in France.

Police estimates published in 2004 indicate that there were approximately 15,000 to 18,000 sex workers (the OCRTEH¹³ published this figure in 2004). In comparison our work in the field suggests that this figure is far from reality. Police and immigration controls of both national and migrant sex workers focus almost solely on outdoor prostitution and leave out those working in indoor settings or those who work occasionally or as escorts. There is very little known about the extent of indoor prostitution in France. We assume that there are probably closer to 30,000 sex workers in France (including professional, occasional, outdoor and indoor prostitution) of which approximately 61% are migrant¹⁴ sex workers.

The 12 associations contacted for the TAMPEP national mapping stated they had direct contact with 6477 sex workers. This low number is due to the fact that the associations are in contact almost only with persons exercising outdoor prostitution.

1.a. Gender of Sex workers

	2006	2008
Female	70%	71%
Male	5%	10%
Transgender	25%	19%
TOTAL	100%	100 %

1.b. Gender/migration status of sex workers

By Female sex workers

	NATIONAL	MIGRANT	
Female	40	60	100 %

By male sex workers

	NATIONAL	MIGRANT	
Male	47	53	100 %

¹³ l'Office central pour la répression du trafic des êtres humains/ Central Office against Human Trafficking

¹⁴ Migrants are those who were born in another country, including EU citizens.

By transgender sex workers

	NATIONAL	MIGRANT	
Transgender	31	69	100 %

The number of male sex workers has increased because they are now more “visible” for organisations. More projects targeting male sex workers started the two last years to provide a better access to services. Migrant male sex workers are as well more numerous than before, possibly because they are more mobile throughout Europe: they come mostly from Eastern Europe, or from Southern Europe although originally from North Africa.

The number of transgender sex workers seems to be on the decrease but this may also be because more have started working indoors to escape discrimination, stigmatisation or for economic reasons.

1.c. Sex work sectors in the country

Outdoor	61 %
Indoor	39 %
TOTAL	100 %

Sex work sector settings in the country

OUTDOOR	Streets: in the city/town	44 %
	Highways: outside of city/town	6 %
	Parks, forests	11 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	4 %
	Apartments, windows (with less than 3 women working together)	25 %
	Visiting services (escort agencies)	10 %
TOTAL		100 %

1.d. Sex work sectors of migrants

Outdoor	77 %
Indoor	23 %
TOTAL	100 %

Sex work sector settings of migrants

OUTDOOR	Streets: in the city/town	64 %
	Highways: outside of city/town	3%
	Parks, forests	10%
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	3 %
	Apartments, windows (with less than 3 women working together)	11 %
	Visiting services (escort agencies)	9 %
TOTAL		100 %

According to our knowledge, only 39% of sex workers (and 23% of migrant sex workers) are working indoors. Outdoor prostitution has a solid base in France. It is the most traditional way to work and sex workers are staying with this way of working with its working codes.

French organisations still have little information about indoor sex work, even though we suspect that in reality the majority of sex workers are working indoors. Indoor sex work, like in other countries in Europe, is increasing but there is still a lack of services targeting these persons. New projects are being implemented to provide a better

access to organisations and to services for those sex workers, but at this moment we do not have information to report.

Gaining information about migrant sex workers working indoors is very difficult. Many are highly mobile and travel from city to city. This creates a barrier for providing outreach

1.e. Origin of migrant sex workers- regional analysis

Central Europe (EU countries) Bulgaria, Czech Republic, Hungary, Poland, Romania, Slovakia, Slovenia.	23 %
Eastern Europe (NON EU countries and Central Asia) Belarus, Moldova, Russia, Ukraine, Kazakhstan, Tajikistan, Azerbaijan, Uzbekistan, Kyrgyzstan, Turkmenistan.	3 %
Baltic countries Estonia, Latvia, Lithuania.	1 %
Balkan countries Albania, Bosnia-Herzegovina, Croatia, Montenegro, Serbia, Kosovo, FYR of Macedonia.	2 %
Rest of Europe	4 %
Latin America and Caribbean	24 %
North America	1 %
Africa	40 %
Asia Pacific	2 %
TOTAL	100 %

1.f Nationalities of sex workers were reported in your country. _____44_____

The 10 top countries from which migrant sex workers come:

1. Romania	6. Morocco
2. Bulgaria	7. Brazil
3. Nigeria	8. Peru
4. Algeria	9. Sierra Leone
5. Cameroon	10. Ecuador

2. Sex Workers Situation

2.a What are the 5 main vulnerability factors for national sex workers?

1	Social isolation and exclusion
2	Lack of access to health & social care services
3	Stigma towards male, female and transgender sex workers
4	Alcohol and drug dependency
5	Client violence

The situation for national sex workers in France is deteriorating with increasing vulnerability resulting directly from the Law on Inner Security (Law Sarkozy 2003) which created a new offence prohibiting passive solicitation for the purpose of selling sexual services, (article L225-10-1 of the Penal Code).

The wide interpretation and impact of this law has been to increase the precariousness of national sex workers in society and to undermine their ability to have control over working conditions. Further, the promotion and implementation of this law has led to greater stigmatization of sex workers as victims, is experienced as demoralizing, and it has made national sex workers far more vulnerable to social isolation and exclusion, drug or alcohol dependency, increased client violence and to biased or sub-standard treatment by health and social service institutions. More national sex workers, and in particular transgender sex workers, despite good access to quality healthcare, are being refused health services, having services postponed or falling victim to inappropriate coordination between the health institutions around their care.

With the implementation of the Law Sarkozy police intensified the repression of sex work through harassment, raids, fines, and arrests of sex workers, particularly in outdoor settings. The image being promoted by the state and through the media is that sex work should be criminalized and that sex workers are victims. Ironically the law has made sex workers less safe as they and their clients move into more unsafe work settings and conditions to avoid detection and arrest. The law, stigmatisation within media reporting and state policy implementation have made clients more afraid of buying sexual services. As clients become less secure they may lash out at sex workers, demanding more for less and pressuring sex workers. The level of violence towards outdoor sex workers has increased as sex workers are forced to move further away from support networks and safe space.

Although advocacy work is being done by organisations to promote the rights of sex workers in France, there is little support and public institutions and the media show a lack of understanding about the importance of these initiatives.

There are many things that could be done to improve the situation for national sex workers in France. Most important is eliminating all laws criminalising prostitution involving adults and ending unnecessary police harassment and controls of sex workers. In addition there needs to be awareness raising campaigns for those working in public institutions and the media around issues of sex work and the importance of advocacy campaigns for sex workers. Finally there must be support to improve networking and collaboration between associations by and/or for sex workers and representatives within the French health and social care system in order to increase awareness about issues faced by sex workers and about how to provide quality, respectful, appropriate services.

The 5 main vulnerability factors for migrant sex workers.

1	Legal status in the country
2	Social isolation and exclusion
3	Lack of access to health & social care services
4	Discrimination
5	Client violence

Many of the vulnerabilities affecting national sex workers are also impacting on migrant sex workers; however, their situation is even more precarious as a result of new legislation and heavy enforcement of immigration laws. For migrant sex workers a lack of, or unstable legal status is the main vulnerability and this is directly linked to general vulnerabilities of migration and specific vulnerabilities within sex work.

As the legislation restricting immigration in other European countries has been strengthened (e.g. Italy, Spain), undocumented migrant sex workers are more mobile and more vulnerable. The continuous changes of laws affect the stability of legal status of migrants all over Europe.

In 2007 new immigration and asylum legislation, Law Hortefeux, was introduced with stricter conditions for entry and residence of foreigners. The ability to obtain a (temporary) residence permit and the right to work is

increasingly difficult. Migrants in France, who are no longer in possession of live/work permits or those without documents, live clandestinely in order to avoid detection and deportation,. Without access to support migrants and especially migrant sex workers are extremely vulnerable to targeted exploitation by third parties, discrimination and social isolation and exclusion. Like national sex workers the security and safety of migrant sex workers is weakened by the repression and the stigma around sex work (as stated above) but also by the increase of racism towards migrant women sex workers and especially migrant transgender and travesties.

Police also use the Law on Inner Security (Law Sarkozy 2003) along with the Law Hortefeux to target migrant sex workers. An arrest under the Law on Inner Security can lead to expulsion under the conditions of the Law Hortefeux, for example, if a migrant sex worker is convicted of procuring or passive solicitation it will likely impact on their ability to remain in France or to obtain a stay permit. There is little physical or psychological security for migrant sex workers without valid papers who are living and working in France and as a result they must often make high risk decisions around their health and safety in sex work

Migrant sex workers from the new EU countries also encounter difficulties; they have a better legal standing under EU labour and residency law but they are often unable to exercise their rights because of their migrant status and weaker social position. For example, the ability to access free health care for new EU citizens has become much more difficult and is seriously undermining the rights of these EU nationals to healthcare.

The current situation is incoherent. Police and immigration focus most of their energy on the repression of migrant sex workers while at the same time providing little or no support to those who are victims of trafficking.

Finally the issue of discrimination is compounded by other vulnerability factors including not having a good grasp of the French language, cultural differences and the instability of being uprooted.

Migrant sex workers would benefit from the same needed changes as outline in the above section for national sex workers. Further they would benefit directly from immigration and asylum legislation that in its design and implementation respected human and equality rights.

Migrant sex workers need to have a better understanding about their rights, how to assert their rights and where they can find safe support when their rights are being disregarded or abused. Finally, migrant sex workers benefit from language courses and the use of a cultural mediation approach to service delivery within sex work projects and public health and social services.

2.b Estimate the percentage of national sex workers who have control of their working conditions and safe sex practices.

NATIONAL SEX WORKERS	ESTIMATE	72%
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The respondents to this mapping estimate that approximately 72% of national sex workers have control over their working conditions and safe practices; however, under the current repressive conditions in France it is alarming to note the autonomy of sex workers is decreasing

The ability of national sex workers to control their work situations and decisions is undermined by the activities of the police, in particular in outdoor sex work settings. National sex workers are finding that they have to put up with more difficult and unsafe working conditions in order to continue earning money. Legal and social precariousness is placing them at an increased risk to accept unsafe sex practices in exchange for more money from clients and they are now in a weaker negotiating position than in the past vis-à-vis clients regarding the services they are willing to provide and the conditions under which they are willing to provide those services.

National sex workers working in cities where there is less repression (e.g. Marseille), work situations that inspire more self-confidence and who experience less stigma are doing much better than their counterparts in cities where these conditions do not exist. The empowerment of sex workers is really important to their autonomy, health and wellbeing. Sex worker projects that operate with the aim of empowerment of sex workers have greater success achieving the objective of decreasing unsafe sex practices in sex work.

Estimate the percentage of migrant sex workers who have control of their working conditions and safe sex practices.

MIGRANT SEX WORKERS	ESTIMATE	52%
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While the ability of migrant sex workers to control working conditions and safe practices was already lower than that of national sex workers it is also decreasing as a result of the increasingly repressive conditions migrant sex workers are currently being required to work under in France.

As we outlined in 2.a., migrant sex workers are being forced to strategise around prostitution and immigration laws and the increasing use of these laws by police to control migration into France. Often migrant sex workers are hiding or working in places where they are encountering higher levels of violence and putting up with client demands of unsafe, unusual or non-consensual sex practices in order to earn money. Because they are in a weaker negotiating position as migrants, clients are easily able to take advantage of this. In addition, more and more migrant sex workers are in a situation of economic pressure: they need to send money to their family, to pay their hotel rent, and sometimes a third party as well. In this situation of pressure, they are forced to run more risks, and to put up clients demands.

Respondents suggest that only slightly more than half of migrant sex workers are able to control their working conditions and that those migrant sex workers who are in a trafficking situation experience little or no control of working conditions or safe sex practices in their work. .

Again if the changes mentioned in 2.a., were implemented migrant sex workers would have a great deal more autonomy within their work and personal life settings. Like national sex workers migrants need less repression and more opportunities for empowerment to help them to be able to better access to their rights.

2.c Estimate the percentage of national sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

NATIONAL SEX WORKERS	ESTIMATE	27%
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The situation for national sex workers in relation to sharing their income is stable to previous years. Sharing a portion of earnings in sex work is not unusual and most sex workers who are not working independently outside of managed settings such as brothels or clubs pay out to third parties. For those advertising in newspaper, they have to pay very high fees. For example, a 2 line ad in a daily newspaper in Marseille for 3 days in the local edition costs 74€. Other costs may include paying receptionists and/or drivers.

Some national sex workers find it difficult to get an apartment to work or live without a proper working contract. As sex work is not recognised or declared as official work they may pay a rent to club or hotel managers in order to have a place to work or sleep.

Other national sex workers may pay a third party to assure their protection and to feel safer while they are working as they are pushed by police actions to work in increasingly unsafe spaces. Those national sex workers who are working in a situation of coercion are likely forced to share the bulk of their income with their controllers.

Estimate the percentage of migrant sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

MIGRANT SEX WORKERS	ESTIMATE	55%
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The question of relationships in the experiences of migrant sex workers is often very complex and it is not always clear what the level of autonomy is or is not in deciding who is benefiting from their earnings. Respondents estimate that at least 55% of migrant sex workers are sharing their income under various constructions but it

seems that this number is decreasing as fewer migrant sex workers are sharing their income because fewer of them are working under exploitive circumstances.

Like national sex workers migrants may also be paying out to hotel or club managers, receptionists and drivers or for protection if they are working in outdoor settings.

New migrant sex workers working outdoor may also face police corruption more frequently than national sex workers.

In those situations where migrant sex workers have to share their income with third parties these are mainly cases that could be described as trafficking. More frequently we are finding migrants in such situations of coercion where the third party is a member of the family or distant family.

2.d Estimate the percentage of earnings that national sex workers keep for themselves.

NATIONAL SEX WORKERS	ESTIMATE	83%
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A number of factors influence the percentage of earnings national sex workers are able to keep for themselves including how empowered they feel at work and in their private lives and how independently are they able to work.

Estimate the percentage of earnings that migrant sex workers keep for themselves.

MIGRANT SEX WORKERS	ESTIMATE	37 %
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This question was difficult for respondents to assess. The lives and financial demands on migrant sex workers are multiple both within France and in their countries of origin. The estimation by the participating organisations is that migrant sex workers are able to keep approximately 37% of their earning for themselves but we assume this to be higher. Like national sex workers the more empowered migrant sex workers are in their work and private life and the more independent they are able to work the more money they are able to keep for themselves.

2.e Estimate the levels of condom use and other safer sex practices amongst national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Long-standing outreach programs for sex workers and the availability of information on safe sex programs means that in national sex workers have good knowledge of safe sex practices and 79% of respondents indicate that usage is higher than or at least at the same level as the general population.

Safe sex is a basic principle of working for national sex workers in France and they show a high level of concern about the importance to have safe sex in their work. Changing trends in the general public indicating a decrease in the concern and use of condoms is alarming and may put added pressure on national sex workers to provide unsafe sex services.

Estimate the levels of condom use and other safer sex practices amongst migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Generally, 82% of migrant sex workers have a level of condom use and safe sex practices, at least at the same range or higher than the general population. 64% of respondents indicate migrant sex workers like their national counterparts have a high level of concern about their sexual practices in sex work.

Migrant sex workers would benefit by better access to harm reduction programmes and support, including better geographical coverage across France, but the main obstacle for outreach organisations to provide services to migrant sex workers is a result of police and immigration repression. Migrant sex workers move more underground and are increasingly difficult to locate in any consistent way that is important for the provision of quality health and social services. Having good access to health and social services would provide an important opportunity to empower migrant sex workers. With more self confidence and a good grasp of French language, they would be less vulnerable in to pressure or third party control.

2.f Estimate the levels of violence or other crimes against national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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The level of violence experienced by national sex workers is alarmingly high in relation to the general public. 90% of respondents indicate that national sex workers face a higher level of violence and other crimes than the general population.

With the increased level of repression towards sex workers and sex work the negative media portrayal the stigmatisation of sex workers has increased dramatically. Combined with unsafe work conditions and in fear of the police, stigma supports a climate of violence towards sex workers and prevents them from going to the authorities when they are victims.

Estimate the levels of violence or other crimes against migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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The level of violence experienced by migrant sex workers is also alarmingly high in relation to the general public. 90% of respondents indicate that migrant sex workers face a higher level of violence and other crimes than the general population.

With the increased level of repression towards sex workers and sex work and negative media portrayal the stigmatisation of sex workers has increased dramatically. Combined with unsafe work conditions and in fear of the police, stigma supports a climate of violence towards sex workers and prevents them from going to the authorities when they are victims. Migrant sex workers are particularly vulnerable to violence and crime against them. Most are in such a precarious legal situation that they have no recourse when they are mistreated or assaulted making them easy targets for criminals or violent third parties and/or clients.

2.g Estimate the levels of drug and alcohol dependency among national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Drug or alcohol dependency is a common stereotype of sex workers and while dependency may be an issue for some sex workers it is not necessarily an issue for all nor is the dependency on drugs the same as for alcohol. Respondents indicate that drug and alcohol dependency is an important issue among national sex workers in France and 55% of respondents feel those national sex workers they have contact with have a higher level of dependency than general population. This high number is due to the fact that most respondents work with outdoor sex workers, more affected by alcohol and drugs. As for the general population, cocaine use is not an unusual issue.

Sex workers may work to get their drugs (crack, cocaine) but in some cases dependency may develop after someone begins working in sex work. In addition, because of wider demands and economic situations, sex workers may supply or consume alcohol or drugs as part of the work they do with clients. For indoor sex workers working in bars or clubs drinking alcohol is part of the job and is used as a mean to contact and socialise with clients.

45% of respondents stated that this issue is the same as or lower than the general population.

Harm reduction programmes are of a great importance for these sex workers, and in France there are specific programmes with needles exchange, methadone delivery or drug treatment available to national sex workers.

Sex workers are as well able to protect themselves when they know the risks linked to alcohol or drug consumption, when take care not to drink too much in bars and clubs, or when they do not share the drugs they may offer to clients.

Estimate the levels of drug and alcohol dependency among migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	SAME AS GENERAL POPULATION
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Migrant sex workers are less likely than national sex workers to have drug and alcohol dependencies. 58% of respondents to this question suggested that migrant sex workers have the same level or a lower level of drug and alcohol dependency than the general public; however 42% of respondents indicated that some migrant sex workers working under some conditions may have a higher level of dependency than general population. These figures show that drug and alcohol dependency is also an important issue for migrant sex workers.

Next to the reasons already stated above for national sex workers, there are specific conditions for the alcohol dependency of migrant sex workers. Drinking may be part of the social networking that happens when sex workers are working together in one location or indoor setting but it may also be used to reduce inhibition or fight boredom. In some cases there is a link between a poor diet and higher alcohol consumption.

To help support migrant sex workers who are dealing with drug or alcohol dependencies it is vital that free or low-threshold harm reduction programmes are/remain available to them. Such programmes are currently available in France including specific programmes with needles exchange, methadone delivery or drug treatment.

2.h Estimate of the changes in the vulnerability of NATIONAL sex workers across your country.

	NATIONALS			
	Decrease	Same	Increase	
Condom use	0 %	77 %	23 %	100%
Drug/alcohol use	0 %	80 %	20 %	100%
Violence against them	0 %	19%	81 %	100%
Legal status	0 %	40 %	60 %	100%
Working conditions	0 %	80 %	20 %	100%
Literacy & educational level	0 %	47%	53 %	100%
Living conditions	0 %	80%	20 %	100%
Social isolation and exclusion	0 %	10 %	90 %	100%

NATIONAL SEX WORKERS

Although respondents report an increase in vulnerability of national sex worker across all indicators some are slighter, such as condom use, drug and alcohol use, working conditions and living conditions. Even these smaller increases can be linked to the heightened stigmatization of sex workers as a result of the policing of sex work settings and the implementation of repressive policies as discussed in earlier sections.

Other indicators show a marked increase in the vulnerability of national sex workers. The enforcement of the Law Sarkozy and constant controls of sex workers has undermined their legal status and increased the vulnerability of social isolation and exclusion. The focus on policing rather than providing social support to sex workers has resulted in increased vulnerability to violence and intensified the already precarious social position of national sex workers who may have low literacy or education levels

Despite having to work and live under such poor conditions national sex workers continue to develop their own strategies to fight against these problems. Sex workers create new ways of working, new codes to feel more secure and ways to resist stigma. Sex workers projects help to support them in their resistance and build important advocacy campaigns to help sex workers to fight for their rights and better living and working conditions.

Estimate of changes in the vulnerability of MIGRANT sex workers across your country.

	MIGRANTS			
	Decrease	Same	Increase	
Condom use	0	70 %	30 %	100%
Drug/alcohol use	0	81 %	19 %	100%
Violence against them	0	10 %	90 %	100%
Legal status	10 %	0%	90 %	100%
Working conditions	10 %	0%	90 %	100%
Literacy & educational level	8 %	46%	46 %	100%
Living conditions	10%	0%	90 %	100%
Social isolation and exclusion	10 %	0%	90 %	100%

MIGRANT SEX WORKERS

In the case of migrant sex workers the issues faced by their national counterparts are compounded by their migrant status in France and the general stigmatisation towards sex workers and migrant sex workers. Responses show an overwhelming increase in vulnerability for migrant sex workers on the indicators of violence, legal status, working conditions, living conditions and social isolation. Migrant sex workers, especially those with no papers or those who are in trafficking situations, are particularly vulnerable as a result of police actions which target them. The resulting precariousness means they are more likely to be reliant on potentially exploitive third parties and at greater risk of violence from people who know they will not go to the police if detection and deportation are the likely outcomes.

Still there has been some slight improvement for migrant sex workers who have been able to access language courses being provided by sex worker projects. For this small minority there is a decrease in vulnerability linked to literacy and educational level.

2.i. Estimate of the changes in policy or legislation impacting on national sex workers working and social conditions across your country.

	NATIONALS			
	Positive	No change	Negative	
On municipal level	0	40 %	60 %	100%
On regional level	0	67 %	33 %	100%
On national level	0	44 %	56 %	100%

NATIONAL SEX WORKERS

Generally, the impact of changes in policy and legislation are negative. Most laws affecting sex workers are made at the municipal or national level. On both the municipal and national level the majority of respondents indicate that legislation has had a negative impact on national sex workers working and social conditions.

The Law Sarkozy (law on inner security) entered into force in 2003 and although no further reforms have been made since this time there has been a hardening in the implementation of this law at the national level. In particular around the issue of procuring which for example prohibits more than one person working together in an apartment but also targets clients, under passive solicitation law, who are being targeted for arrest more frequently.

The negative impact is more visible on a municipal level as it is at this level that the law is applied in most cases depending on the prefectures, as the public order agent of the state on the regional level, and the mayor as the responsible office for the order, safety, security and the public welfare, have the right to approve decrees that can strengthen certain laws. For example in 2007 laws developed at the municipal level were strengthened in several cities. In Lyon and Bordeaux local government have instituted municipal decrees prohibiting sex workers from working in traditional areas of outdoor sex work. Police controls of sex workers have also escalated in cities such as Toulouse, Paris, Nantes and recently in Marseille.

Estimate of the changes in policy or legislation impacting on migrant sex workers working and social conditions across your country.

	MIGRANTS			
	Positive	No change	Negative	
On municipal level	0	10 %	90 %	100%
On regional level	0	50 %	50 %	100%
On national level	0	30 %	80 %	100%

MIGRANT SEX WORKERS

The current situation for migrant sex workers is only worse than that of their national counterparts. Migrant sex workers are not only targeted under anti-prostitution law and policies but also under immigration policy as highlighted in 2.a.

With the national law on immigration reforms in 2007 and 2008 migrant sex workers face stricter conditions for entry and residence in France. More migrant sex workers are working without valid papers. Their vulnerability increases at all levels, in their work and social conditions as a result.

Migrant sex workers bear the brunt of police actions against the sex industry; their high visibility in outdoor based sex work and weak legal status means they are especially vulnerable to detection, arrest and deportation; in several cases without due process. This has been especially obvious in Lyon and Bordeaux where police controls often target migrant sex workers to a greater degree than others.

Access to health care is problematic for migrant sex workers and depends very much on the local health institutions. Even EU nationals working in sex worker do not enjoy equal access to health care.

3. Mobility

3.a Estimate the percentage of national sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

NATIONAL SEX WORKERS		ESTIMATE	23%
1. Spain	6. Germany		
2. Switzerland	7. Greece		
3. Belgium	8. United Kingdom		
4. Italy	9. Luxembourg		
5. Netherlands	10. Austria		

Estimate the percentage of migrant sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

MIGRANT SEX WORKERS		ESTIMATE	62%
1. Spain	6. Netherlands		
2. Switzerland	7. Germany		
3. Belgium	8. Greece		
4. Turkey	9. Bulgaria		
5. Italy	10. United Kingdom		

- 3.b. Estimate the percentage of national sex workers who have worked in another city of your country before.

NATIONAL SEX WORKERS		ESTIMATE	39 %
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Estimate the percentage of migrant sex workers who have worked in another city of your country before.

MIGRANT SEX WORKERS		ESTIMATE	55 %
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- 3.c The 5 top reasons for the mobility of national sex workers.

	NATIONALS
1	Network of friends and relatives available to provide support
2	Economical necessity
3	Protection of anonymity
4	Law enforcement action/clampdowns
5	Procuring

NATIONAL SEX WORKERS

National sex workers generally move within the country in relation to their network of friends and relatives who provide them support. This should be seen as a positive indication that national sex workers are creating or accessing their own resources to fight against precariousness, and to achieve better working and living conditions. The relationships of national sex workers are also not secure from state intervention. Under the law Sarkozy the notion of procuring has a very wide interpretation; even relatives and friends can be identified under law as pimps if they do not have another source of legal income and are sharing living space with a sex worker.

Internal mobility may also be precipitated by other issues. For example, economic necessity is a motivating factor of mobility and it is not unusual for national sex workers to shift work location along with the tourist seasons in France in order to increase earnings. National sex workers may also be more inclined to protect their anonymity while working in the sex industry. Given the level of stigma towards sex workers this should come as no surprise. Working away from 'home' is one strategy sex workers use to preserve anonymity. Finally, respondents suggest that some national sex workers are moving to avoid police clampdowns on the sex industry or to work in parts of France where they are at less risk of being charged with procuring if they live or work with others.

National sex workers are also mobile within Europe; as EU nationals they have right to relocate for work to other EU countries. Some national sex workers are moving between countries in search of live/work situations less repression, fewer control and more possibilities to enjoy their rights.

When national sex workers are not in control of the motivations for mobility they are more vulnerable in their work and personal lives. Moving away from networks of friends, family or colleagues cuts vital support links and may lead to increased isolation. In particular, when sex workers move across borders they need to have access to information about the country they are going to, the laws and work conditions they may face and where they can seek health, social and legal assistance when it is needed. This is the main objective of the website, www.services4sexworkers.eu.

The 5 top reasons for the mobility of migrant sex workers.

	MIGRANTS
1	Coerced by organiser in the sex industry
2	Law enforcement action/clampdowns
3	Economic necessity
4	Better social protection
5	Criminalisation of prostitution

MIGRANT SEX WORKERS

Migrant sex workers are highly mobile both within France and in Europe. Most of the migrant sex workers we have met in France have already lived and worked in others cities in the country and/or in other countries. Migrant sex workers are also more likely to be forced to move by third parties such as traffickers or other organisers in the sex industry.

Mobility is a survival strategy for migrant sex workers; as it is for national sex workers. Migrant sex workers move in response to increases in repression of the sex industry in France but also in response to heightened general repression of migrants in France and elsewhere. But migrant sex workers are also making decisions to relocate because of economic necessity or economic forces, such as seasonal fluctuations in clients in relation to tourism and the general economy in Europe, or to find or create work/live situations with better social protections.

High mobility in an already precarious situation undermines the control of migrant sex workers over their working and living conditions. Not having the possibility to settle and establish roots in France has direct consequences on the legal status of migrant sex workers and the security of they and their families' future in France. It is vital that migrant sex workers have clear information about the countries and cities they are migrating to and what support is available to them if they are going to be able to live and work safely away from home. The services4sexworkers.eu website will offer one possibility for migrants to inform themselves around the decision to relocate.

CONCLUSIONS

Summary and analysis of the changes in the prostitution scene since 2006

Section one of this report outlines the general structure of prostitution in France. In summary the majority of sex workers are female and migrant. It is likely that the representation of migrant sex workers in this report is an underestimation as they are difficult to reach. Further because some organisations did not participate in this study certain groups, for example, the information available about migrants coming from China is not well represented.

In France the majority of sex work still takes place in outdoor settings but this is changing. As a result of the heavy policing of the sex industry sex workers are shifting from street-based sex work to work in riskier outdoor locations such as outside of city limits or in parks. For example, there are far fewer sex workers working on the streets of Paris (*Paris intramurals*). Currently (migrant) transgender sex workers work around Place Pigalle and there is some very discreet activity around Place Belleville involving migrant sex workers from China. There has also been a shift from outdoor to indoor settings as (migrant) sex workers and organisers of sex workers attempt to avoid police repression. It is likely that the level of indoor sex work is under-represented in this study as outreach to this sector is difficult. What we do know is that most indoor sex work remains small scale with fewer than three people working from one apartment. Other forms of sex work such as internet based services, phone sex and work in clubs is also on the increase.

And finally as the economic situation continues to place stress on individuals, particularly those with no or low income, we are seeing an increase in the number of people engaging in occasional prostitution.

The information in the above sections highlights just how alarming the situation has become for both national and migrant sex workers in France. As a result of the more frequent and stricter application of the Law for Inner Security, they encounter more violence, more police controls, and more stigmatisation.

Migrant sex workers are finding it increasingly difficult to negotiate labour and immigration law as borders harden and the police focus more often and with greater repression on them. There is no possibility of obtaining a stay/work permit in France on the basis of working in sex work. Migrant sex workers are living in hiding, without physical and psychological security.

The result...(migrant) sex workers are becoming increasingly difficult to reach by outreach services providing health and social support to marginalised communities, they are at an increased risk of violence, find it more difficult to resist client demand for unsafe sex services and are more socially isolated and vulnerable to exploitation than ever.

It is also extremely difficult to detect and support victims of trafficking under such conditions and with the threat of deportation few migrants in forced or trafficked situations come forward. Since the fall of 2007 new provisions were introduced to offer victims of trafficking temporary residency when they lodge a charge of trafficking with the police.

(Migrant) sex workers must be supported to gain better knowledge of their rights and they need better access to legal support and social rights and health care. It is paramount that sex work(er) projects focus on the empowerment of sex workers and this needs to be done within all sex work sectors including the new forms of sex work.

Narrative analysis of the changes in services for both national and migrant sex workers since 2006

Health care and social services are available to national sex workers and at a more limited level to migrant sex workers. There are two medical coverage systems available to those who are unemployed or have a low income: the Universal Medical Care (CMU) for legal residents in the French territory French nationals or migrants and the National Medical Aid Programme (AME) for undocumented migrants. In November of 2007 EU nationals who do not exercise a legally recognised activity became ineligible for CMU coverage. In 2008 the availability to obtain a

1 year renewable residence permit on medical humanitarian grounds has been restricted. Accessing this option is difficult as the list of recognized illnesses changes and it depends on the applicants' country of origin. Today there is no real protection from deportation of persons with HIV if they have been accused of soliciting. Social care service provision is also dependent on legal status and this means that undocumented migrants generally do not have access and rely on social service provision that is available through NGOs.

With heightened anxieties around prostitution and migrants in France discrimination in health and social service provision is on the rise. Anecdotal information from sex workers indicates that they are being refused services, forced to wait longer for services and that often the coordination between health service providers is inappropriate. Transgender, migrant, or 'poor looking' sex workers are experiencing much higher discrimination in the access and quality of health and social services than in the past. Finally, even for those with health insurance comprehensive care may be limited as the government reduces the scope of coverage for services and medicines under the public health insurance scheme.

On a more positive note national sex workers and migrant sex workers, with or without legal residency, enjoy voluntary, anonymous and free access to HIV- and STI-testing and treatment. There are no mandatory provisions for sex workers around STI testing and free services are available through special centres, called CIDAG, Centre d'Information et de Dépistage Anonyme et Gratuit (Free and Anonymous Information Centre of Research). Further, as HIV/AIDS infection is considered a long-term illness in France those who are infected become eligible for free and full-coverage care.

Undocumented migrants that have been tested positive on HIV/AIDS have the right to get a resident permit of one year on the French territory, renewable each year. This gives them the right of a free full-coverage care for HIV treatment and related complications it can also provide the gratuity of local public transports, depending on the region. They no longer have the right to apply for a 10 years resident permit, and if they are arrested for solicitation they can be deported, this since the application of the Law on Inner Security or Law Sarkozy. In any case, the AME provides a free full-coverage care.

NGOs in France continue to provide important services to national and migrant sex workers. Those who are ineligible for the National Medical Aid Programme can access free gynaecological and contraception services and some mental health services. Harm reduction programmes are managed mainly by NGOs and the access to their programmes is dependent on the geographical coverage they are able to provide and funding limits. There are drug harm-reduction programmes which are accessible without any insurance and which are available to undocumented persons. Services include the delivery of methadone, needle exchange and the provision of drug counselling and treatment.

More recently a network of NGO associations and health institutions (COREVIH)¹⁵ has been created in order to provide more efficient and coordinated support targeting the specific needs of persons tested HIV positive.

Narrative analysis of the gaps in services for both national and migrant sex workers

Given the situation described above and throughout this report it is clear that there are many barriers for national and migrant sex workers to accessing quality health and social services in France. Many of these barriers are structural while others result from a lack of knowledge and stigmatisation.

Many sex workers are simply not aware of what services are available or what their rights are in accessing and receiving quality health and social services. Stigmatisation means they are more frequently victims of discrimination by health professionals and less likely to seek services for fear of being treated poorly. (Migrant) transgender sex workers in particular, but also other migrant sex workers, face a high level of discrimination when they try to access health or social services.

Residency restrictions place migrant sex workers in a vulnerable situation with regard to acquiring health insurance or accessing social service support such as housing, child support or skills development opportunities. For most undocumented migrants going to public service centres is too risky and their only recourse is to look to NGOs for support. But even national sex workers are not eligible for skills training programs offered by government employment centres when they do not satisfy the eligibility requirements.

¹⁵ COREVIH: Coordination Régionale de lutte contre l'infection à VIH, Regional coordination for the fight against HIV

Finally language is a major barrier for migrant sex workers. Few public health and social services providers receive cultural sensitivity training and the availability of cultural mediators to help support migrants is limited. Information is available sometimes in translation but only in a few languages and for only some issues. For example, we find that migrant sex workers from Asia, and in particular from China, rarely or never go to public health or social service agencies. Translation is not generally available, print materials are generally not in their languages and there is a high level of mistrust of institutions. Most only visit NGO health care centres and usually only when a link of trust has been established with the people providing services there.

Generally public health and social service providers in France need to challenge their own stereotypes and develop a better understanding of the situation of (migrant, transgender) sex workers. They must increase their contact with associations of and for sex workers if they want to truly provide unbiased and comprehensive care to everyone. Networking among organisations is key if sex workers are to improve their access to services. Public service agencies and NGOs agree that this is vital and on a local level stronger networking has achieved great results. For example cases of agreements signed between associations and hospitals for a better care for transgender sex workers in Marseille between Autres Regards and Sainte Marguerite hospital, or in Paris between PASTT and Saint Louis, Saint Ambroise, Lariboisiere and Bichat hospitals. As well as agreement with the social security institution in France in order to get this service at the association's head-quarters with the help of cultural and medical mediators, in the cases of PASTT and Arc-en-Ciel associations.

And finally, several sex worker projects have developed successful vocational training and skills building programmes, including language courses for (undocumented) migrant sex workers.

Narrative analysis of the geographic spread of migrant sex workers in your country – including any specific trends in the border areas

There are approximately 44 nationalities represented among migrant sex workers in France as highlighted in sections 1.e and 1.f. The repartition of migrant sex workers depends very much on the cities. The results of the mapping show that the two nationalities which were the most mentioned were Romanian and Nigerian. Their presence in France is very dispersed in comparison with other migrant sex worker groups. For example, migrant sex workers coming from North African countries are living and working mainly in the South of France especially in Marseille, while migrant sex workers coming from China are working and living almost only in Paris. In Nice the majority of migrant sex workers are from Central East Europe countries, whereas in Nimes and Nantes there are mostly from Africa. Finally migrant sex workers from Latin America are living and working mainly in Paris and in the South of France.

According to our knowledge, there has been an increase in sex workers from Asia and Nigeria in both border cities and to larger cities such as Paris or Nice. This trend is not only specific to borders, but as well to big cities.

In addition, recent events in Italy, where there has been an increase in repression of migrant street-based sex workers, have had an impact in border cities in that area. An increasing number of migrant sex workers from Nigeria, Algeria and Central East Europe are crossing into France from Italy and working in Nice which is a large city in close proximity to the border. Finally, mobility among sex workers is increasing generally across Europe as sex workers resist repression and seek better opportunities and earnings. More EU national sex workers come to France for a short time to work, and more French sex workers are going to Belgium, Netherlands or Luxembourg to work. For example sex workers from Metz and Lille are known to go to Mons and Courtrai in Belgium but there is also considerable mobility along the France and Spain border.

Organisations are trying to cooperate and provide better support to (migrant) sex workers in border areas, A good example cross border cooperation is at the French-Spanish border in the Basque area between two Spanish and French organisations. These organisations carry out HIV prevention on both sides of the border in the setting of street prostitution

TAMPEP 8

Mapping of National Prostitution Scene

NATIONAL COORDINATORS REPORT 2008/9

GERMANY¹⁶

1. Prostitution Scene

1. Estimation of the number of sex workers

According to the estimates of various prostitutes' organizations, there are approximately 400.000 women, men, and transgender people working as sex workers on a full or a part-time basis in Germany in a one-year period. The estimation is calculated through outreach and counselling experience. It is estimated that about 1 million men look daily for sex workers' services in the country. Approximately 65% of all sex workers currently working in Germany are migrants.

1.a Gender of Sex workers

	2006 ¹⁷	2008
Female	93%	90%
Male	4%	7%
Transgender	3%	3%
TOTAL	100 %	100%

Females make up the majority of sex workers in Germany; however, this is slightly lower than in previous reports. In contrast we see an increase of male sex workers in 2008 a change that could be explained by increased migration of men from the new EU countries entering sex work either as part of the migration process or after becoming established in Germany.

1.b Gender/migration status of sex workers

By Female sex workers

	NATIONAL	MIGRANT ¹⁸	
Female	37%	63%	100%

The percentage of female sex workers who are migrants has increased consistently since 1999. Mappings conducted by TAMPEP in 1999, 2001, 2003, and 2005, illustrate this gradual but significant shift. (See table below).

	1999	2001	2003	2005	2008
% Nationals	48	45	43	40	37
% Migrants	52	55	57	60	63

¹⁶ The **Germany Prostitution Mapping 2008** is based on the answers of 54 organisations: 30 Public Health Care Services, 22 NGOs, one Law Enforcement and one Youth Welfare Office. The organisations are located in 39 different towns of the 16 German states.

¹⁷ TAMPEP 7, Final Report Germany, December 2006. The 2005 Mapping was based on the answers of 49 organisations: 25 Public Health Care Services and 24 NGOs, from 34 different cities.

¹⁸ Migrants are those who were born in another country, including EU citizens.

The phenomenon of *Female Labour Migration*¹⁹ into Germany has witnessed a steady increase since the early 1990s. Women from outside of the European Union (EU) are seeking labour opportunities within EU countries. Many women enter prostitution as a means to earn money in the absence of other alternatives, either as part of the migration process or after becoming established in Germany.

Interestingly, the increase in female labour migration into Germany precedes the first EU enlargement of 2004. There has been a slow but steady and regular increase of migrants within the German sex industry. While in 1999 migrants represented about 50%, almost 10 years later, in 2008, they represent about 2/3 of the entire female sex worker population. The fact to remark is that while the EU enlargements of 2004 and 2007 had no significant impact on the increasing curve regarding the number of migrants, it had a remarkable impact on the nationalities of migrants working in prostitution in Germany.

By male sex workers

	NATIONAL	MIGRANT	
2005	30%	70%	100 %
2008	20%	80%	100 %

As illustrated above there is an increase in the numbers of migrant men currently working in sex work in Germany. After January 2007 the numbers of Bulgarian and Romanian male sex workers increased as citizens from these countries gained greater ease of access to EU labour markets.

By transgender sex workers

	NATIONAL	MIGRANT	
2005	15	85	100 %
2008	15	85	100 %

There was no change regarding the proportion of national and migrant transgender sex workers in comparison with 2005. Transgender sex workers working in Germany come from Asia, mainly Thailand and Malaysia, and from Latin America, namely Brazil, Peru and Ecuador.

1.c Sex work sectors in the country

	2005 ²⁰	2008
Outdoor	10 %	13 %
Indoor	90 %	87 %

Small shifts are indicated for both outdoor and indoor since the 2005 mapping. Possible explanations for the increase in outdoor prostitution include greater numbers of street-based national and migrant sex workers with drug dependencies and a general increase in numbers of migrant sex workers working in street-based prostitution. (See question 1.d.)

¹⁹ *Female labour migration* describes the massive presence of women on the search for work outside of their home countries. Migrant women, who wish to integrate in the labour market, who offer a service and who expect payment in return. Women who either work in private houses, in factories, in restaurants or in the sex industry, women who wish or need to improve their own life standard, of their children or family. Labour migration however, and sex work in particular, is characterised by the lack of rights, by frequent abuse, by bad working and living conditions.

²⁰ TAMPEP 7, Final Report Germany, December 2006

Sex work sector settings in the country | 2008

OUTDOOR	Streets: in the city/town	11%
	Highways: outside of city/town	1%
	Parks, forests	1%
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	45%
	Apartments, windows (with less than 3 women working together)	36%
	Visiting services (escort agencies)	6%
TOTAL		100 %

This structure of the German sex industry has been constant for many years. The only indoor work places that have seen a slight increase are massage parlours where mainly Thai sex workers are working.

1.d Sex work sectors of migrants

	2006 ²¹	2008
Outdoor	5%	10%
Indoor	95%	90%
TOTAL	100 %	100%

Several factors may explain the shift of migrant sex workers to outdoor prostitution, including:

More police controls of indoor sex work settings pushing migrants to work outdoors.

Greater competition among sex workers in indoor settings and those organising the indoor context, limiting opportunities for those migrant sex workers who are newcomers.

Greater numbers of Bulgarian and Romanian sex workers who often work outdoors when they first arrive until they have either oriented themselves or before they have been organised by third parties into indoor settings.

Sex work sector settings of migrants| 2008

OUTDOOR	Streets: in the city/town	8%
	Highways: outside of city/town	1%
	Parks, forests	1%
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	46%
	Apartments, windows (with less than 3 women working together)	39%
	Visiting services (escort agencies)	5%
TOTAL		100 %

The results of this mapping show that migrant sex workers are working mainly in apartments and brothels with fewer working in escort services. In table in 1.c. above we show that 81% of all sex workers work in apartments and brothels; when considering only migrants this increase to 85%. This represents the continuation of a trend already observed in 2005. At that time 63% of all sex workers worked in apartments and brothels and 70% of all migrant sex workers.

²¹ TAMPEP 7, Final Report Germany, December 2006

1.e Origin of migrant sex workers- regional analysis 2008

Central Europe (EU countries) Bulgaria, Czech Republic, Hungary, Poland, Romania, Slovakia, Slovenia.	42%
Eastern Europe (NON EU countries and Central Asia) Belarus, Moldova, Russia, Ukraine, Kazakhstan, Tajikistan, Azerbaijan, Uzbekistan, Kyrgyzstan, Turkmenistan.	16%
Baltic countries Estonia, Latvia, Lithuania.	8%
Balkan countries Albania, Bosnia-Herzegovina, Croatia, Montenegro, Serbia, Kosovo, FYR of Macedonia.	3%
Rest of Europe	2%
Latin America and Caribbean	8%
North America	0%
Africa	6%
Asia Pacific	15%
TOTAL	100 %

Since our last reporting in 2006²² there has been a significant increase in the percentage of sex workers from Central and East Europe. If we take Central and Eastern Europe and the Baltic and Balkan countries as one region there is a clear shift in the distribution of origin countries of migrant sex workers representing a 20% increase of those coming from Central and Eastern Europe. This shift is a clear consequence of the enlargement of the European Union in 2004 and in 2007 which resulted in an increased migration and mobility of persons from those new member states, as shown below:

	2003	2005	2008
% Central and Eastern Europe	50	55	70
% Asia	20	20	15
% Latin America	20	15	10
% Africa	10	10	5

The figures in the above table show the shift in the sex worker population over three mapping periods, 2003, 2005, and 2008. It demonstrates also the high migration flow between the 'new' EU countries and Germany since the EU enlargements of 2004 and 2007. While in 2003 those from CEE countries represented about 50%, only 5 years later, in 2008, they represent more than 2/3 of the entire migrant sex workers' population.

Germany currently has a significant geographical role as a transit country within the European Union, as often sex workers just stay for a period in the country before moving to another one.

²² TAMPEP 7, Final Report, December 2006

1.f Nationalities of sex workers were reported in your country. 42

The 10 top countries from which migrant sex workers come.

	TOP 10	CEE	Asia	Africa	Latin America	Times mentioned in the responses
1	Thailand	Poland	Thailand	Ghana	Dominican Republic	Poland 43/50
2	Poland	Bulgaria	Vietnam	Nigeria	Brazil	Thailand 37/50
3	Bulgaria	Russia	Sri Lanka	Kenya	Colombia	Bulgaria 36/50
4	Romania	Romania	Philippines	Togo	Cuba	Romania 34/50
5	Russia	Czech Rep.		Cameroon	Ecuador	Russia 30/50
6	Czech Rep.	Ukraine		Namibia	Venezuela	
7	Ukraine	Latvia				
8	Dominic. Rep.	Hungary				
9	Latvia	Lithuania				
10	Hungary	Slovakia				

The above table brings forward some interesting results about the nationalities of migrant sex workers and their concentrations within Germany. On the basis of country of origin sex workers from Thailand represent the largest group of migrant sex workers; however they are more concentrated in specific areas of the country. 37 of 50 respondents listed Thailand as country of origin. In contrast, there are fewer Polish sex workers but they are more dispersed across Germany. 43 of 50 respondents listed Poland as country of origin.

Although the above chart lists only the top 10 nationalities for CEE countries, respondents to the mapping survey listed a total of 20 different nationalities²³. This broad representation is directly linked to the EU enlargement in 2004 and 2007 and is significantly higher than for migrants coming from the regions of Asia (4), Africa (6), Latin America (6) and West Europe (6)²⁴. The influx of migrants from 'new' EU countries (6 out of the top 10) has a big impact on the way prostitution is structured in Germany. The composition of the sex worker population is shifting but also in the area of labour relations. As EU nationals these migrant sex workers are allowed to work legally as self-employed workers in Germany, including in sex work.

In the 2005 TAMPEP mapping, 38 nationalities were recorded with the top 10 countries of origin listed as: Poland, Russia, Lithuania, Thailand, Ukraine, Czech Republic, Bulgaria, Dominican Republic, Brazil, and Ghana. It is important to notice that in 2005 migrants of the 'new' EU countries made up only 4 out of the top 10 countries, demonstrating once more the changes that happened after the EU enlargement.

2. Sex Workers Situation

2.a The 5 main vulnerability factors for NATIONAL sex workers

1	Financial problems (pressure, debts, poverty, unemployment, homelessness)
2	Violence and abuse
3	No professional identity, no professionalism, lack of self-confidence, of self-esteem
4	Stigma and discrimination
5	Exploitative personal dependencies, psychological pressures, instability

²³ In descending order: Poland, Bulgaria, Romania, Russia, Czech Republic, Ukraine, Latvia, Hungary, Lithuania, Slovakia, Turkey, Belarus, Slovenia, Serbia, Estonia, Moldova, Albania, Bosnia Herzegovina, Kazakhstan, Croatia.

²⁴ In descending order: Spain, France, Italy, UK, Greece and Switzerland.

There are other significant vulnerability factors not listed above that are affecting national sex workers including: alcohol and drug dependency, lack of or low educational level, social isolation and exclusion, demand for unsafe sex, bad working conditions, lack of information about labour rights, the laws affecting sex work, no clarity on the role of employers and taxes, few possibilities to leave sex work, lack of viable work alternatives, lack of access to health and social care, bad living conditions, competition, and exclusion zone ordinances²⁵.

Narrative analysis:

Financial related pressures remain the main vulnerability factor for national sex workers. The most shocking result from the above table is however that violence and abuse has been listed as the second main vulnerability factor for national sex workers.

Legalisation of prostitution in 2002 recognised sex work as a labour activity and extended labour rights to sex workers giving them access to the social security systems such as unemployment, pension, and health insurance. In addition with legal reform in 2002 sex workers gained the right to prosecute clients who refused to pay for service rendered. Despite this the majority of sex workers do not exercise their rights and in many cases are uninformed about their rights and obligations. The unfortunate reality is that national sex workers remain vulnerable to violence and abuse, not only from clients but also from police, business owners, pimps and even the public. In combination with stigmatisation and discrimination sex workers do not yet feel confident around a professional sex worker identity, lead double lives and continue to struggle with low self-esteem issues. A lack of support and low self-esteem makes sex workers vulnerable to exploitation and more likely to be in situations of dependency.

The following must be done to reduce national sex workers vulnerability:

To combat stigmatisation that leads to discrimination and vulnerability the government should develop effective public education campaigns about sex work and sex workers rights.

Create an official body charged with improving the Prostitution Law at the national level and eliminating the confusing disparities in interpretation and regulation across Germany's 16 states.

Clarify the role of legitimate sex business owners as employers and/or managers who are subject to labour regulations and who should therefore not be identified as pimps. To empower sex workers and increase their professionalism they must not only know and understand their rights but also how to exercise those rights. There should be more specialised counselling and more consistent outreach work.

The 5 main vulnerability factors for migrant sex workers

1	Legal status in the country, repressive migration policies
2	Financial problems + pressure, debts, in origin and in staying country, poverty
3	Little knowledge of the German language
4	Violence + abuse (from clients, police, organisers, in general, previous and actual experiences)
5	Social isolation and exclusion

There are other significant vulnerability factors not listed above that are affecting migrant sex workers including: stigma and discrimination as migrants and sex workers, leading a double life, racism and cultural differences, lack of or low educational level, dependency on third parties (pimps), psychological pressures, instability, bad working and health conditions, different social structures, separation of own family, no health insurance, poor access to health and social care, lack of awareness about health and legal issues, no professional identity, no professionalism, lack of information, of knowledge about labour and aliens law, demand for unsafe sex, lack of

²⁵ Areas of a town where it is forbidden to carry out sex work. Mostly it refers to outdoor prostitution. The exclusion zone ordinance is a local regulation, each town can decide autonomously if and which areas are going to be forbidden for sex work. Example: Berlin has no such rule while in Munich the entire centre it is forbidden and in Hamburg just two small areas, each with a couple of streets.

perspectives, alcohol and drug dependency, criminalisation of migrant sex workers for migration reasons²⁶, and transphobia (discrimination against transgender persons).

Narrative analysis:

A precarious legal status and the repressive implementation of migration laws and policies are the main vulnerability factor listed for migrant sex workers making them much more likely to be dependent on exploitive third parties.

All of the points above are closely interconnected. While financial pressures are known to be one of the main motivating reasons for entering prostitution, migrant sex workers face multiple stresses of supporting families back home and paying a range of costs in Germany. Combined with lack of German language skills, little structural support, social isolation and weak legal and social status, migrant sex workers are often simply unable to resist exploitation.

The following should be done to reduce migrant sex workers vulnerability:

Prostitution Law must harmonise with the Aliens law. Changing this would give the opportunity to non-EU migrants to migrate legally and independently effectively ending their need to rely on exploitive third parties. Further it would mean they could access labour protections, health, and social care services and be less afraid of reporting abuse by managers, pimps, or clients to the police.

To combat stigmatisation that leads to discrimination and vulnerability the government should develop effective public education campaigns about migrant sex workers' living and working condition and about sex workers rights.

To empower migrant sex workers they must not only know and understand their rights but also how to exercise those rights.

Offer low threshold counselling services, language courses and provide more consistent outreach to this highly mobile group. Use cultural mediators and peer educators to build trust with migrant SW for effective health and social care support services.

2.b Estimate the percentage of NATIONAL and MIGRANT sex workers who have control of their working conditions and safe sex practices.

NATIONAL	MIGRANT
65%	45%

National sex workers are in a better position to control their working conditions and have more possibilities to negotiate safe sex practices because they enjoy a more legal security, understand the legal and social system better, and speak German. Despite this, close to a third of national sex workers are reported to have little or no control of working conditions and safe sex practices. Possible explanations may be that they are under the control of pimps or exploitive club managers or others, have a lack of awareness of their rights, do not operate with a professional sex work identity or are dependent on drugs or alcohol.

To highlight the issue of vulnerability of national sex workers and working conditions, KOOFRA²⁷, a NGO in Hamburg advocating for victims of trafficking in women had 5 German sex workers as their clients in the first quarter of 2008; this from a total of 32 cases and 14 different nationalities²⁸.

Many of the vulnerabilities listed in 2.a help to explain why migrant sex workers have less control over working conditions in comparison to national sex workers. However, almost half of migrant sex workers in Germany are reported to have control over their working conditions and safe sex practices. In part this may be due to the

²⁶ For example: in Hamburg, since 2008, there has been an increased control over Rumanian and Bulgarian sex workers, mainly against outdoor-based sex workers. Because their increase has been very visible, the argumentation on the side of law enforcement is that they are 'all' victims of trafficking and therefore need to be controlled...

²⁷ www.koofra.de

²⁸ Countries of origin and number of cases: Germany 5, Rumania 5, Bulgaria 4, Brazil 3, Nigeria 2, Ukraine 2, Belarus 2, Iran 1, Colombia 1, Latvia 1, Russia 1, Serbia 1, Turkey 1, unknown 1 | KOOFRA Interim Report January-June 2008, Hamburg.

greater numbers of migrant sex workers from EU member states who do have the possibility of security by working as registered self-employed sex workers.

2.c Estimate the percentage of NATIONAL and MIGRANT sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY)

NATIONAL	MIGRANT
65%	80%

As in the above example the difference between nationals and migrants is smaller than one might expect to see.

The fact that many migrant sex workers remain without documents means they are more likely to be working under exploitive conditions. A lack of legal opportunities forces them into dependent work situations where they are expected to pay out more of their income to third parties.

National sex workers are doing only marginally better with almost 2/3 working in situations where they are paying more than half of their earnings to club and brothel owners, pimps or other third parties.

It is estimated that the bulk of both national and migrant sex workers earnings is going to club and brothel owners/managers and pimps - who unlike many traffickers or smugglers - continue to take money from sex workers as long as they are working for them or under their control.

2.d Estimate the percentage of earnings that NATIONAL and MIGRANT sex workers keep for themselves.

NATIONAL	MIGRANT
45%	30%

Consistent with 2.c., above national sex workers are keeping less than half of their earnings despite a more secure social and legal status. Still their greater autonomy means they are fairing better than migrant sex workers.

In comparison migrant sex workers keep only about 30% of their income for themselves; a less surprising result given that they are sharing larger sums with other third parties and generally face higher living and housing costs.

The difference however is not as big as expected, demonstrating that despite the different legal conditions between nationals and migrants and the legalisation of prostitution in 2002, both groups still work under quite dependent conditions.

2.e Estimate the levels of condom use and other safer sex practices amongst NATIONAL and MIGRANT sex workers in your country.

NATIONAL	MIGRANT
70%	60%

Of the respondents to the questionnaire, 70% estimate that national sex workers have a higher level of condom use and other safe sex practices than the general population, while 60% estimated the same for migrant sex workers.

This high percentage of condom use among sex workers demonstrates that the majority of sex workers, regardless of their nationality, are very conscious about condom use and have a good attitude above safe sex towards themselves and their clients.

The ability to negotiate safe sex is not easy as sex workers are under constant pressure to engage in unsafe sex practices. This demand comes mainly from clients but also very often from club and brothel managers looking to increase profits by promoting unprotected (oral) sex in advertisements and in some cases force sex workers to provide such services.

The ability to refuse the demand for unsafe sex depends very often on the financial and economic pressure most sex workers face. Multiple conditions impact on sex workers, including, workplace pressure from owners/managers, an increasing level of competition among sex workers in the industry and a lack of knowledge or clear translated information about the risks of providing unsafe (oral) sex. Consistent outreach services to sex workers regarding HIV/STIs and labour rights is crucial in preventing HIV/AIDS, STIs, violence, and exploitation.

Since 1987²⁹ in Bavaria only, there has been a regulation making condom use in sex work obligatory; not doing so risks a fine of approximately 1000€. The opinions about this regulation/law from sex worker and sex worker organisations is divided although most agree that it could be a useful instrument against clients' demands for unsafe sex and managers' violence and exploitation.

2.f Estimate the levels of violence or other crimes against NATIONAL and MIGRANT sex workers in your country.

NATIONAL	MIGRANT
80%	85%

Of the respondents to the questionnaire, 80% estimated that national sex workers face higher levels of violence and other crimes against them than the general population, while 85% estimated the same for migrant sex workers.

There is almost no difference in levels of violence experienced by national and migrant sex workers. Sex work has been a legal activity in Germany since 2002 but this finding indicates that legal reform has not lessened the stigma and discrimination experienced by those working in prostitution. Sex workers face more violence primarily because they are sex workers and negative attitudes towards (migrant) sex workers and a lack of recognition of their human rights increases their vulnerability to violence.

2.g Estimate the levels of drug and alcohol dependency among NATIONAL and MIGRANT sex workers in your country.

NATIONAL	MIGRANT
70%	50%

Of the respondents to the questionnaire, 70% estimated that national sex workers have higher levels of drug and alcohol dependency than the general population, while 50% estimated that migrant sex workers have the same levels of drug and alcohol dependency as the general population.

The majority of those involved in sex work because of drug dependency are nationals. In fact migrant sex workers are rarely found among this group.

In the above 2.a. section drug and alcohol dependency ranked 6th for national sex workers and 18th for migrant sex workers.

Currently the most common drugs being used by national sex workers are: crack cocaine, heroin, cocaine, tablets (barbiturates, amphetamines, pharmaceuticals), or often a combination of different drugs.

Alcohol is consumed mainly by those working in bars and clubs. In many cases sex workers drink with clients because they can also profit from the sale of alcoholic beverages.

Harm reduction programmes are available to all persons, regardless of nationality, legal status and whether or not she/he has health insurance. Harm reduction programmes have not been uniform across the country. In general, services are mostly available in the north and in the central regions of Germany. These include national and local drug strategies like the prescription of methadone, distribution of needles and syringes, and supervised injection sites.

²⁹ § 6, Kondomzwang bei Prostitution, Verordnung zur Verhütung übertragbare Krankheiten (Hygiene-Verordnung), Bayerisches Stittsministerium des Innern, 01. September 1987.

2.h Estimate of the changes in the vulnerability of NATIONAL and MIGRANT sex workers across your country.

	NATIONALS				MIGRANTS			
	Decrease	Same	Increase		Decrease	Same	Increase	
Condom use	56%	31	13		49 %	29	22	
Drug/alcohol use	2 %	66	32		0	57	43	
Violence against them	5%	67	28		6%	57	37	
Legal status	6 %	94	0		36 %	22	42	
Working conditions	9 %	42	49		16%	32	52	
Literacy & educational level	15 %	60	25		10 %	61 %	29	
Living conditions	19 %	29	52		14 %	28	58	
Social isolation and exclusion	8 %	69	23		4 %	56	40	

The above table shows how respondents³⁰ rated changes to the vulnerability levels of sex workers in the last year.

Perhaps what is most interesting is that for both national and migrant sex workers there are only marginal differences between the decrease and increase in the vulnerability factors listed, indicating both groups are impacted similarly by the current situation in Germany.

A few exceptions should be highlighted:

The overall vulnerability of national and migrant sex workers with regard to condom use and safe sex has *decreased* considerably. As noted above in 2.e., sex workers in general have a higher level of awareness and adherence to safe sex practices than the general population.

42% of respondents stated that the vulnerability around *Legal Status* has increased for migrant sex workers, showing that a precarious legal status impacts on all other areas of migrant sex workers safety, health, and security.

By all indications the legal situation for non-EU sex workers has improved little since the Prostitution Law was enacted in 2002. On the contrary, risks are increased because non-EU citizens do not have access to a legal means to work in the sex industry and as a result all migrant SW, EU and non-EU, are being negatively impacted by greater police controls.

It is clear that the implementation of the Prostitution Law of 2002 has not resulted in the expected improvements for national and migrant sex workers nor has it decreased many of the vulnerability factors they face. Further, the lack of consistency across Germany in the development and implementation of the new regulations must be corrected in order to effectively improve the social and labour situation of all sex workers in the country.

2.i. Estimate of the changes in policy or legislation impacting on NATIONAL and MIGRANT sex workers working and social conditions across your country.

	NATIONALS				MIGRANTS			
	Positive	No change	Negative		Positive	No change	Negative	
On municipal level	11 %	75	14		23 %	63	14	
On regional level	3 %	90	7		13 %	82	5	

Of the respondents³¹ to 2.i, a majority reported no substantial changes for migrant sex workers at all government levels. However, at the municipal level about 20% of respondents indicated that there has been some improvement for migrant sex workers. This improvement reflects the changes in the situation of sex workers coming from the new EU countries who now have the right to work legally in sex work. They are allowed to work

³⁰ The non-response rate on this question was approximately 33%.

³¹ The non-response rate on this question was also approximately 33%.

both as employees and as self-employed. To become a self-employed is however quicker and easier, while to be an employee means a long and complicated bureaucracy, as it was before they became EU citizens. This will change in 2011, when they will be levelled to the 'old' EU countries.

While EU migrant sex workers can benefit from the rights resulting from legal reform not all are aware of this or in a position to make rights demands. For example, sex workers from Poland, currently the largest group of migrant sex workers in Germany, are making use of rights protections under regulation and appear to feel more positive about their situation. In contrast, migrant female and male sex workers from Bulgaria and Romania are less positive about their situation most likely because they are less aware of their rights and are more frequently found in situations of dependency and exploitation.

3. Mobility

3.a Estimate the percentage of NATIONAL and MIGRANT sex workers who have worked in another country.

NATIONAL	MIGRANT
20%	80%

Approximately 20% of national sex workers are reported to have worked in another country. This is the same as reported in the TAMPEP Mapping for 2005.

In stark contrast migrant sex workers are highly mobile and increasingly so. In 2005 about 60% of migrant sex workers were reported to have worked in another country, in 2008 this has increased to 80%.

There are several possible explanations for this high index of mobility, including, some migrant sex workers had already worked as sex workers in their home countries, worked in other countries during their migration process before establishing themselves in Germany or that undocumented migrant sex workers are moving more frequently between EU countries to avoid police detection.

The top 10 countries sex workers have worked in, before and/or during their staying in Germany

	TOP 10	CEE	Asia	Africa	Latin America
1	Thailand	Bulgaria	Thailand	Ghana	Colombia
2	Netherlands	Romania	United Arab Emir.	Kenya	Dominican Republic
3	Spain	Poland			Brazil
4	Bulgaria	Czech Republic			
5	Italy	Russia			
6	Switzerland	Hungary			
7	France	Ukraine			
8	Romania				
9	Austria				
10	Greece				

National and migrant sex workers listed a total of 29 countries where they had worked in sex work.

As mentioned above in 3.a³², many migrant sex workers had worked in sex work in their countries of origin. The table above helps to explain this in more detail. For example, sex workers coming from Bulgaria, Romania and Thailand, known as 'sending' countries and not as 'transit' countries, lead us to the assumption that their country of origin was one of the countries they had worked in outside of Germany. The "Top 10" column lists countries in order of how frequently national and migrant sex workers reported working there.

³² Please also refer to sections 1.e and 1.f for tables on countries of origin.

For those sex workers coming from Central and Eastern Europe (CEE) many travel through known countries of transit such as Poland, the Czech Republic and Hungary. For example, migrants from Baltic countries, Russia, Belarus, and Ukraine, often work in a CEE country before entering West Europe. Russia and Ukraine, similar to Bulgaria and Romania, are most likely origin countries. Some migrant sex workers from Russia and Ukraine had previous experience in sex work in their home countries.

Similar observations can be made for Asian, African and Latin American migrant sex workers. The United Arab Emirates is an exception; it is a known transit and destination country for those working in sex work coming from Asia and Eastern Europe.

Finally Germany's geographical proximity to other West Europe countries such as the Netherlands, Italy, Switzerland, France and Austria, lends itself to cross-border labour migration for sex work. Spain is favoured by Spanish speaking Latin Americans, Portugal by Brazilians, Italy by Nigerians, and Greece is a known entry point for migrants from South Eastern Europe.

3.b. Estimate the percentage of NATIONAL and MIGRANT sex workers who have worked in another city of your country before.

NATIONAL	MIGRANT
50%	50%

The phenomenon of a very high internal mobility is also not new within the German sex industry, both among national as among migrant sex workers. Possible motivations for moving within Germany are explained in more detail below in 3.c.

3.c The 5 top reasons for the mobility of NATIONAL and MIGRANT sex workers.

	NATIONALS	MIGRANTS
1	Better working condition, be a "new face"	Better working condition, be a "new face"
2	Economical necessity	Economical necessity
3	Protection of anonymity	Coerced by organisers
4	Required by the management	Protection of anonymity
5	Personal reasons	Law enforcement, legal status

It is interesting that for both national and migrant sex workers seeking better working conditions/earnings and economic necessity, are the two greatest factors for mobility. One strategy for earning more money is to capitalise on "the new face" demand of clients by travelling between cities and regions.

Despite the fact that national sex workers in general have a more secure social status they, like migrant sex workers, are often seeking better work opportunities, improved working conditions, and higher earnings. Both groups make use of personal or nationality based networks in order to change work places frequently and easily.

Other reasons for mobility clearly illustrate where the more secure position of national sex workers allows them more autonomy in deciding where to work and why to relocate. National sex workers have a greater concern to protect their anonymity; for migrant sex workers the interest in protecting anonymity may not be their own but that of third parties controlling them. Migrant sex workers are also more likely to be coerced to relocate while national sex workers may agree to do so at the request of owners who operate businesses in different locations.

Finally national sex workers cite personal reasons as the fifth most common reason for relocating, while complications arising out of an undocumented status force many migrant sex workers to move frequently in order to avoid detection by state authorities.

4. Conclusions

Summary and analysis of the changes in the prostitution scene since 2006.

There were no relevant changes in the prostitution scene in the last two years, with the exception of an increase among female and male sex workers coming from newly associated EU countries, in particular, from Bulgaria and Romania.

Unfortunately a number of issues stemming from the Prostitution Law of 2002 remain unclear with quite negative consequences for sex workers, including:

Other laws relating to prostitution and the sex industry (pimping, taxes, trades, zoning regulations, and migration) have yet to be changed to reflect or compliment the new Prostitution Law. Laws conflict and this creates confusion for everyone but in particular (migrant) sex workers.

There are no uniform national guidelines or standards on how state and local governments should implement the Prostitution Law. Currently the law is being interpreted and applied differently in the 16 federal states. The result has been confusion, lack of clear information, uncertainty, and a negative assessment of the law by both sex workers and sex business owners. For example, street prostitution is permitted in some cities/towns and not in others.

At the time of legal reform sex work was only recognised as a lawful activity and not as a trade or a profession limiting the labour rights of those working in the sex industry. Who has the right to work as an employee or only as self-employed is also not so clear, as it depends of where (which state) and who (which official institution) interprets the law.³³ Further to this sex workers still face considerable stigma and discrimination despite sex work being recognised by the state. Many sex workers continue to live a double life fearing society's reaction.

Basic labour issues have yet to be resolved. Standard employment contracts are not attractive for either sex business owners or sex workers. The traditional concept of employment is still difficult for many people to imagine. Brothel keepers argue that without legal security from pimping law they cannot risk an "employer" role through setting work schedules, fees for services or demanding that sex workers not work elsewhere. As a result the majority of prostitutes continue to work as self-employed.

In a few federal states when sex workers first register for tax purposes they are being subjected to retroactive tax audits. In some cases the audits investigate their situation prior to 2002 and they are being charged with tax evasion. Not surprisingly some sex workers have not yet registered for tax purposes.

The new law has made no improvements for undocumented migrants. Improvements of the living and working conditions of migrant sex workers still depends upon their residential status, and as long as obtaining an entry visa for the purpose of sex work remains an impossibility this group will remain vulnerable.

In order to be able to do more advocacy work for sex workers' rights, there will be created in 2009 an umbrella Foundation – BUFAS³⁴ - composed of NGOs dealing in Germany with prostitution. The aim is to give organisations an official level which will facilitate their advocacy work on national level. The Foundation will have an advisory board composed only of former and active sex workers.

³³ Citizens from Austria, Belgium, Denmark, Finland, France, Germany, Greece, Ireland, Italy, Luxembourg, The Netherlands, Portugal, Sweden, Spain, and The United Kingdom ('old' EU countries) may work as employees and as self-employed without any special process, while those from Bulgaria, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Poland, Romania, Slovakia, and Slovenia ('new' EU countries) may only work self-employed without any special process. However, in case these want to work as employees, they need a resident and a work permit as it was before they entered the EU, or as needed for those from outside the EU.

³⁴ BUFAS | Bundesverband von Fachberatungsstellen für SexarbeiterInnen e.V. | *German Association of Organisations for Sex Workers*

Narrative analysis of the changes in services for both national and migrant sex workers since 2006.

There were no relevant changes in services for both national and migrant sex workers in the last two years.

Since January 2001 the "Law for the protection of Infectious Diseases" abolished the required HIV and STI testing for sex workers. STI testing and treatment, as well as HIV testing in Germany is voluntary, anonymous, and free of charge in Public Health Care Services for both, national and migrant sex workers, regardless of whether the person has a health insurance or not.

There are about 40 Public Health Care Services in Germany specialised to attend sex workers, including migrant sex workers. ART treatment has to be paid for if the person is not health insured.

Outreach to clients around safe sex is still very limited. Hamburg is one of the few cities where clients are targeted in information campaigns. This work is done about once a month in St. Pauli, the Hamburg red light district.

Narrative analysis of the gaps in services for both national and migrant sex workers.

The biggest gap for both national and migrant sex workers accessing services is stigmatisation. Many fear being identified as sex workers and therefore avoid looking for support both from NGOs providing services to sex workers and from Public Health Services. Many migrant sex workers avoid public services, mainly hospitals, because they potentially risk detection or deportation if they are without proper papers.

Most services, particularly public service departments, are not staffed with cultural mediators and/or translators resulting in often inadequate services to migrants.

Undocumented migrants can obtain only urgent medical care through the Social Welfare Centre. Under German law they have the right to restricted care for acute health conditions. Unfortunately not having health insurance means that migrants have more difficulty accessing in-patient treatment, psychotherapy, drug and alcohol rehabilitation as well as cancer, accident, dental and broader general medical care.

Finally, anyone who does not have a valid health insurance must pay for all costs related to HIV/AIDS treatment. In some towns there are informal networks of organizations and medical doctors who offer support in such cases. Information is available at local Health Care Services and/or organisations offering social counselling for (migrant) sex workers. German authorities vary on whether HIV-positive immigrants with temporary residence permits are allowed to stay in the country despite the lack of life-saving treatment in certain countries. Each German state decides independently regarding the laws on this matter. In many cases, the decision to grant asylum depends on the stage of the illness.

Apparently, however, there are some plans under development that could bring very positive results for undocumented and non-insured persons living in Germany...

"The federal state of Berlin will present a legal initiative to the Bundesrat (Federal Council of Germany) seeking to secure and decriminalise medical treatment for undocumented migrants in Germany. The proposal includes introducing an anonymous sickness certificate to facilitate access to health care which is a human right and should not be subject to charity as is currently the situation in Germany. Furthermore, the proposal seeks to remove the legal grey area surrounding doctors who provide health care to undocumented migrants. A precondition for this measure is a change in the laws regulating the right to stay; these laws currently demand social officers to report information regarding undocumented patients to the Foreigners Office. The Berlin plan foresees that a public office will be established which will enable undocumented migrants to remain anonymous when being processed by the social offices who pay for their medical treatment."

Deutsche Welle, 27.02.2009

<http://www.dw-world.de/dw/article/0,,4060922,00.html?maca=de-rss-de-all-1119-rdf>

Narrative analysis of the geographic spread of migrant sex workers in your country – including any specific trends in the border areas.

Of the 42 nationalities reported for migrant sex workers ³⁵ it is Polish sex workers who are most dispersed across Germany.

Where migrant sex workers' work tends to coincide with the geographical borders of Germany, for example, sex workers from Poland and the Baltic countries, they establish themselves mainly in the north. Sex workers from the Czech Republic and Hungary work mostly in the east and south.

There are several different projects providing support to sex workers in border areas, like *Belladonna* (Frankfurt/Oder, German-Polish border), *Karo* (Plauen, German-Czech border), and *JANA* (Furth im Wald, German-Czech border). For example, JANA is a German project working with sex workers on the German-Czech Republic border for the last 10 years. According to its Annual Report from 2008, JANA had contact with about 2000 sex workers in that year, all were female with approximately 50% from the Czech Republic and 50% migrants coming from Ukraine, Slovakia, Belarus, Moldova, Lithuania, Russia, Bulgaria, and Bosnia. The majority, 90%, were working indoors in brothels. Almost 100% of their clients were German. Since the Czech Republic fully joined the Schengen area in December 2007 the mobility of Czech sex workers increased significantly.

³⁵ See 1.f for the table of national origins of SW in Germany.

TAMPEP 8

Mapping of National Prostitution Scene

NATIONAL COORDINATORS REPORT 2008/9

GREECE

1. Prostitution Scene

1. Estimation of the number of sex workers ± 10,000

For the 2008 mapping information was gathered from all service providers working at the local and national level with sex workers, including migrant sex workers (NGOs, Police.) Providing a reliable estimate of how many sex workers are currently working in Greece is difficult. The TAMPEP organisation leading this survey had contact with 87 sex workers in the last year and we estimate that approximately 73% of sex workers are migrants³⁶. There is a remarkable increase in migration flows into Greece. For example in 2006 in Athens there was an estimated 3,000 sex worker, currently many NGOs and the police estimate that the number exceeds 10.000. Our opinion is that while there has been an increase this may also reflect an increase in mobility as sex workers changes locations and settings more frequently than in the past.

1.a. Gender of Sex workers

	2006	2008
Female	80%	70%
Male	15%	10%
Transgender	5%	20%
TOTAL	100%	100 %

1.b. Gender/migration status of sex workers

By Female sex workers

	NATIONAL	MIGRANT	
Female	12	88	100 %

By male sex workers

	NATIONAL	MIGRANT	
Male	14	86	100 %

By transgender sex workers

	NATIONAL	MIGRANT	
Transgender	85	15	100 %

³⁶ Migrants are those who were born in another country, including EU citizens.

1.c. Sex work sectors in the country

Outdoor	60 %
Indoor	40 %
TOTAL	100 %

Sex work sector settings in the country

OUTDOOR	Streets: in the city/town	20 %
	Highways: outside of city/town	30 %
	Parks, forests	10 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	25 %
	Apartments, windows (with less than 3 women working together)	5 %
	Visiting services (escort agencies)	10 %
TOTAL		100 %

With increased migration flows into Greece we are seeing greater numbers of individuals working in street sex work settings and in particular in port cities such as Patras, known to be a transit city for those looking to move on to other EU countries.

1.d. Sex work sectors of migrants

Outdoor	60 %
Indoor	40 %
TOTAL	100 %

Sex work sector settings of migrants

OUTDOOR	Streets: in the city/town	45 %
	Highways: outside of city/town	10 %
	Parks, forests	5 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	25 %
	Apartments, windows (with less than 3 women working together)	5 %
	Visiting services (escort agencies)	10 %
TOTAL		100 %

Migrants arriving in Greece, mainly through sea routes and many who are dependent on exploitive people smugglers, face strict migration laws and growing social discrimination. Many do not want to stay in and working in sex work is a way to earn money to pay for further travel. There are also women from neighbour countries coming to Greece to work in sex work which has led to an increase in the number of migrant sex workers working in brothels in Greece.

1.e. Origin of migrant sex workers- regional analysis

Central Europe (EU countries) Bulgaria, Czech Republic, Hungary, Poland, Romania, Slovakia, Slovenia.	22 %
Eastern Europe (NON EU countries and Central Asia) Belarus, Moldova, Russia, Ukraine, Kazakhstan, Tajikistan, Azerbaijan, Uzbekistan, Kyrgyzstan, Turkmenistan.	48 %
Baltic countries Estonia, Latvia, Lithuania.	3 %
Balkan countries Albania, Bosnia-Herzegovina, Croatia, Montenegro, Serbia, Kosovo, FYR of Macedonia.	11 %
Rest of Europe	0 %
Latin America and Caribbean	0 %
North America	0 %
Africa	15 %
Asia Pacific	1 %
TOTAL	100 %

1.f Nationalities of sex workers reported in your country. _____20_____

The 10 top countries from which migrant sex workers come:

1. Russia	6. Albania
2. Ukraine	7. Moldova
3. Bulgaria	8. Belarus
4. Romania	9. Hungary
5. Nigeria	10. Serbia

2. Sex Workers Situation

2.a The 5 main vulnerability factors for national sex workers.

1	Social isolation and exclusion
2	Stigma
3	Discrimination
4	Lack of recognition of labour rights of sex workers
5	Alcohol and drug dependency

Sex work is stigmatized work in Greece. Sex workers are isolated and face a high level of discrimination and social condemnation. National sex workers do not have a strong voice in society and resisting discrimination is difficult. Those working in the illegal sectors are at a higher risk of involvement with drug use. The focus of the state is on sex workers as a threat to public health and public order. In relation to this health and social welfare services to national sex workers are few. There is a special department within the police responsible for

controlling the sex industry and policing sex workers and national sex workers are required to go to special medical offices for STI testing, drug dependency support or mental health services. The vulnerability of national sex workers would be reduced by recognizing their labour rights and organizing public health and social services that are appropriate to the needs of sex workers.

Finally, the discussion about sex work and sex workers in the media continues to reinforce stereotypical and discriminatory ideas. Conflating trafficking with prostitution is common as is linking sex work to infections such as HIV, without clear and well-founded data. Education of the media to sensitise them around these issues would help to combat the discrimination of sex worker.

The 5 main vulnerability factors for migrant sex workers.

1	Legal status in the country
2	Lack of access to health and social care services
3	Police violence and harassment
4	Violence from organisers of the sex industry
5	Language/cultural barrier

The majority of migrant sex workers work illegally and usually have entered the country illegally. This puts them in a difficult situation. Under the current immigration laws Migrant sex workers have no access to social or health services. In reaction to a growing discontent over migrants the state and the police are reacting with increased repression and violence towards migrant sex workers, and in particular towards migrant sex workers working in street-based settings. In addition, migrant sex workers are more vulnerable to exploitation from pimps, traffickers, smugglers and drug dealers. For migrant sex workers the inability to communicate in the Greek language represents an important obstacle to access of services and/or support. Finding out about the support that is available is highly dependent on whether or not they are coming into contact with NGOs working in the field.

The vulnerability of migrant sex workers would be reduced through better collaboration between state service departments and NGOs who are providing information to migrant sex workers through outreach services. Migrant sex workers need improved translated information and support to get in contact with services available to them. Finally, the current immigration laws should be amended to allow health officials and social services to provide migrant sex workers with the full spectrum of services they need. The ability for all sex workers to access health and social services is a major public health concern.

2.b Estimate the percentage of national sex workers who have control of their working conditions and safe sex practices.

NATIONAL SEX WORKERS	ESTIMATE	47%
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Sex work is legal in Greece for nationals and migrants with a residence permit. Sex workers must have a certificate to work and may only work in licensed brothels. Such permits to work in prostitution are not available to men who have male clients as homosexual prostitution is not legally recognised in Greece. Those national sex workers working legally have relatively good control of their working conditions and safe sex practices. Sex work is not recognised as a profession however so sex workers working legally do not enjoy any protection under labour law.

The situation is different for national sex workers who are working outside of the licensing system and who are therefore criminalised. National sex workers in this situation are more vulnerable to exploitive third parties including pimps, have less frequent contact with support organisation providing information on safe sex practices and have less access appropriate health services or are more reluctant to use those services. Finally, a high number of national sex workers who are working illegally are also dealing with drug dependency issues.

The situation could improve by making suitable information readily available and by providing better low-threshold open services and harm reduction projects.

Estimate the percentage of migrant sex workers who have control of their working conditions and safe sex practices.

MIGRANT SEX WORKERS	ESTIMATE	53%
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For those migrant sex workers who are working legally in Greece the greatest barrier to control of working conditions is language and cultural difference. Although migrant sex workers can do very well in sex work in Greece they still have a difficult time communicating with clients about safe sex. Migrant sex workers who are not legally in the country have few rights, little autonomy, and risk criminal charges for both being in the country illegally and/or working illegally in sex work. The majority of migrant sex workers working without papers are controlled by third parties such as pimps and do not always have the ability to negotiate safe sex with clients. In some cases these negotiations are completely out of their hands.

2.c Estimate the percentage of national sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

NATIONAL SEX WORKERS	ESTIMATE	34%
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Respondents to this survey estimate that around 34% of national sex workers are sharing their income with third persons. In particular, national sex workers working outside of the legal system are vulnerable to the exploitation of pimps or drug dealers.

Estimate the percentage of migrant sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

MIGRANT SEX WORKERS	ESTIMATE	66%
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The situation for migrant sex workers is much more difficult than for their national counterparts. Respondents estimate that approximately 66% of migrant sex worker must share their income with third persons. The reasons for this are multiple; many migrants enter into Greece either through trafficking or smuggling routes. Often their situation is highly exploitive as they are either completely under the control of traffickers or in debt to smugglers. The inability to speak the language and a lack of understanding of cultural differences places migrant sex workers in the vulnerable position of having to rely on those who do speak the language to make any arrangements for them, including, housing, work place etc.

2.d Estimate the percentage of earnings that national sex workers keep for themselves.

NATIONAL SEX WORKERS	ESTIMATE	66%
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National sex workers are keeping an estimated 66% of their income for themselves according to survey respondents however; this varies based on whether one is working in or outside of the legal system, the situation of their dependents or their relationship to drug dependency.

Estimate the percentage of earnings that migrant sex workers keep for themselves.

MIGRANT SEX WORKERS	ESTIMATE	34 %
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With the majority of migrant sex workers entering illegally into Greece greater numbers of them are in debt to smugglers or family who may have advanced them the money to make migrating possible. Migrant sex workers in a trafficking situation generally have far less control over their living and working conditions and may be unable to keep any of their earnings. Respondents suggest that between these two scenarios migrant sex workers are keeping no more than 34% of their earnings.

2.e Estimate the levels of condom use and other safer sex practices amongst national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	SAME THAN GENERAL POPULATION
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50% of respondents estimate that the level of knowledge, condom use and safe sex practices among national sex workers, especially those working in the legal sector, is the same as that of the general population. Access to good health services and information is more difficult for those working outside of the legal system. In addition, the complication of drug dependency does increase risk taking among this group as they may negotiate for more money to not to use a condom. Under the law national sex workers who are working legally must undergo STI screenings every 15 days.

Estimate the levels of condom use and other safer sex practices amongst migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	LOWER THAN GENERAL POPULATION
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Like national sex workers migrant sex workers working in the legal sector are well informed and 60% of respondents indicate that their level of condom use and other safe sex practices is lower than the general population. The picture is more complicated for migrant sex workers without papers who are working illegally. Some migrant sex workers have contact with outreach workers and learn about safer practices; those working under conditions of trafficking are very difficult to reach. Finally, migrant sex workers who are dealing with drug dependencies are in a more vulnerable position negotiating safe sex and condom use.

2.f Estimate the levels of violence or other crimes against national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Respondents indicate that there is general increase in the level of violence and criminality in Greece and that the police do not have control of the situation. 90% indicate that national sex workers face higher levels of violence, in particular, when they work in street-based sex work in the same settings where there are elevated levels of other criminal activity. The legal situation of national sex workers working outside of the licensed system results in increased vulnerability to violence and other crimes.

Estimate the levels of violence or other crimes against migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Migrant sex workers face an even higher level of violence and other crimes, according to 100% of respondents. Combined with growing public discontent over increased migration into Greece, the lack of a fairly functioning immigration policy and high levels of criminality, migrants are very vulnerable to violence. Migrant sex workers, who are in a much weaker social position, are even more likely to be targeted. This is happening in the streets of cities and towns but also in rural areas, by ordinary citizens but also from organized criminals, drug dealers, smugglers, and traffickers.

2.g Estimate the levels of drug and alcohol dependency among national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	SAME AS GENERAL POPULATION
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Social drinking is a part of Greek culture and main component of entertainment. National sex workers often drink socially with clients. 40% of respondents indicate that the level of alcohol dependency is the same as it is for the general population. In contrast the number of people who have a drug dependency is increasing in Greece and many are turning to sex work as a means to support their dependency

Estimate the levels of drug and alcohol dependency among migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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70% of respondents indicated that the level of drug and alcohol dependency is higher than the general population for migrant sex workers. The pressure to drink socially while working affects migrant sex workers as it does national sex workers. As part of the sex industry alcohol and drugs really impact on sex workers. Drugs use is on the rise especially among sex workers working illegally including migrant sex workers. This is a phenomenon that appears to be on the rise in cities but there are no good studies available on this issue.

2.h Estimate of the changes in the vulnerability of NATIONAL sex workers across your country.

	NATIONALS			
	Decrease	Same	Increase	
Condom use	0 %	50 %	50%	100%
Drug/alcohol use	0 %	100 %	0 %	100%
Violence against them	0 %	50 %	50 %	100%
Legal status	0 %	100 %	0 %	100%
Working conditions	0 %	50 %	50 %	100%
Literacy & educational level	0 %	100 %	0 %	100%
Living conditions	0 %	100 %	0 %	100%
Social isolation and exclusion	0 %	100 %	0 %	100%

NATIONAL SEX WORKERS

Overall none of the respondents indicated that there has been an improvement in the level of vulnerability experienced by national sex workers and while most factors remain the same as the in the last mapping the situation on several indicators has worsened.

Increased migration has impacted on how sex work is organised in Greece. There is an increase in demand for sexual services with growing numbers of male migrants and an increase in the number of national sex workers working in public settings such as streets and highways. Respondents indicate through their work with sex workers that the demand for unprotected sex is on the rise. This is also the case for male sex workers in Greece. National sex workers are affected by the heightened focus on migrants in Greece as they get caught up in police actions and raids when they are working in the same settings as migrant sex workers. This has resulted in increased mobility among national sex workers and more vulnerability in their working conditions.

Estimate of changes in the vulnerability of MIGRANT sex workers across your country.

	Migrants			
	Decrease	Same	Increase	
Condom use	0 %	100 %	0%	100%
Drug/alcohol use	0 %	50 %	50 %	100%
Violence against them	0 %	25 %	75 %	100%
Legal status	0 %	75 %	25 %	100%
Working conditions	0 %	75 %	25 %	100%
Literacy & educational level	0 %	100 %	0 %	100%
Living conditions	0 %	75 %	25 %	100%
Social isolation and exclusion	0 %	75 %	25 %	100%

MIGRANT SEX WORKERS

As for national sex workers the situation of migrants working in sex work in Greece has not improved since the last TAMPEP mapping in 2006. Indeed on all but two indicators the situation has become worse. Migrant sex workers working illegally in Greece are particularly vulnerable to exploitation and client pressure. They are facing an increase in the demand for unsafe sexual services and they are in a weak position and often lack the autonomy to resist such demands. There has been an increased level of policing of migrant sex workers often in a very violent manner. This has resulted in poorer working conditions as migrant sex workers and the organisers of migrant sex workers working illegally shift frequently to avoid police detection. Finally, the heightened anxiety about migrants affects opinion and perception such that even public services are becoming more reluctant to help migrant sex workers.

2.i. Estimate of the changes in policy or legislation impacting on national sex workers working and social conditions across your country.

	NATIONALS			
	Positive	No change	Negative	
On municipal level	0 %	100 %	0 %	100%
On regional level	0 %	100 %	0 %	100%
On national level	0 %	100 %	0 %	100%

NATIONAL SEX WORKERS

There has been little change in legislation regarding prostitution in Greece. National sex workers, as mentioned above in 2.h., are impacted by the way in which the police attempt to control migrants through attacks on street-based sex workers. They are caught up in the repression of migrants as they often live and work in the same places or settings. In such cases, national sex workers may be restricted from areas of the city where they have been caught working illegally on the streets.

Estimate of the changes in policy or legislation impacting on migrant sex workers working and social conditions across your country.

	MIGRANTS			
	Positive	No change	Negative	
On municipal level	0 %	100 %	0 %	100%
On regional level	0 %	100 %	0 %	100%
On national level	0 %	75 %	25 %	100%

MIGRANT SEX WORKERS

While there have been no formal legislative changes regarding prostitution in Greece the government is implementing more repressive migration policies at the national level that negatively impact on migrant sex workers. Further, the attitude of general society is increasingly negative towards migrants and there is currently a really negative atmosphere for the migrants including migrant sex workers.

3. Mobility

- 3.a Estimate the percentage of national sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

NATIONAL SEX WORKERS		ESTIMATE	8 %
1. no information available	6.		
2.	7.		
3.	8.		
4.	9.		
5.	10.		

Estimate the percentage of migrant sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

MIGRANT SEX WORKERS		ESTIMATE	92 %
1. Germany	6. Romania		
2. Italy	7. Albania		
3. Ukraine	8. Nigeria		
4. Russia	9. United Arab Emirates		
5. Bulgaria	10.		

- 3.b. Estimate the percentage of national sex workers who have worked in another city of your country before.

NATIONAL SEX WORKERS	ESTIMATE	35 %
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Estimate the percentage of migrant sex workers who have worked in another city of your country before.

MIGRANT SEX WORKERS	ESTIMATE	65 %
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3.c The 5 top reasons for the mobility of national sex workers.

	NATIONALS
1	Better social protection
2	Law enforcement actions and clampdowns
3	Better professional mobility
4	Mobility of clients
5	Protection of anonymity

NATIONAL SEX WORKERS

National sex workers working within the licensed system in Greece tend to stay in one location. Those who are working outside of this system, technically illegally, and those who are dealing with a drug dependency are far more mobile. National sex workers may move from city to city or to another country as a result of police actions or for personal reasons such as moving closer to a drug supply. Some national sex workers also relocate as they follow tourism flows or major events. For example, national sex workers may travel to resort areas such as Santorini or Mikonos for the summer months.

The 5 top reasons for the mobility of migrant sex workers.

	MIGRANTS
1	Economic necessity
2	Coerced by 'organiser' in the sex industry
3	Law enforcement actions and clampdowns
4	Network of friends and relatives available to provide support
5	Better social protection

MIGRANT SEX WORKERS

Mobility among migrant sex workers is rapidly increasing as the situations they must live and work in becomes worse. In particular, migrant sex workers who are not in Greece legally and who want to avoid detection will move frequently while those sex workers who are in situations of trafficking are moved by their traffickers as frequently as every 2-3 weeks to avoid police interest and possible detection. The police play a substantial role in the mobility of migrant sex workers. Police activities such as sudden and violent attacks in the streets, bar and brothels raids in search of illegal migrants creates a lot of social hostility and has a negative impact on the security of migrant sex workers.

Some migrant sex workers are able to network with other migrants from their country/region who may offer the means to relocate and find better support, shelter or the possibility to migrate on to another country where a better family support system exists.

CONCLUSIONS

Summary and analysis of the changes in the prostitution scene since 2006

Greece has a strict immigration law yet despite this there has been a remarkable increase in the numbers of migrants entering into Greece since the last mapping in 2006. With increased migration we are seeing more and more people in the streets of the towns and an increase in migrants involved in sex work, and trafficking for labour and for prostitution, particularly migrants from Romania and Bulgaria.

Within the Hellenic Center for Disease Control and Prevention (HCDCP), a new office has been created to research the situation of trafficking in Greece and to better combat traffickers. Currently they are trying to organize networks among GOs and NGOs that are working in the fields of prostitution and trafficking.

Narrative analysis of the changes in services for both national and migrant sex workers since 2006

There is an ongoing difficulty to access public health and social services for migrant sex workers, especially as the repression of migrant populations by police increases. Immigration law continues to criminalise public employees who provide services to undocumented migrants.

National sex workers continue to have access to free health services for testing, psychological support and drug treatment services however under law they are required to undergo testing every 15 days.

Narrative analysis of the gaps in services for both national and migrant sex workers

Both national and migrant sex workers face gaps in services. In all capitals of prefectures there is at least one special health unit providing mandatory testing services to national and legally residing migrant sex workers. These centres are also responsible for issuing sex workers with the legally required work license/health booklet and must record their testing history. Sex workers who refuse to undergo or interrupt recommended treatment may not continue to work. Finally, although these services have been established to control the health of sex workers they are not necessarily friendly; sex workers remain highly stigmatised and often experience discrimination when accessing services.

Migrant sex workers who are able to access services in Greece face barriers due to a lack of cultural mediators to help negotiate available services and there is little or no translation support.

Narrative analysis of the geographic spread of migrant sex workers in your country – including any specific trends in the border areas

The major borders of Greece are coastal excepting in the north where Greece borders on Albania, FYR of Macedonia, Turkey and Bulgaria. African sex workers from Nigeria and Ethiopia appear to use Greece as a transit country as they move on to Italy or Spain. There have been several cases noted of Ethiopian women who travel through Middle Eastern countries like Egypt, Lebanon, Syria and Turkey. It is not clear if this is a frequent route. The Albanian border still remains another way to enter Europe. The largest group of migrant sex workers in Greece are woman from CEE countries, particularly Bulgarian and Romanian and there seems to be a continuous turn-over, every 2-3 months.

Most migrants and migrant sex workers relocate quickly to the larger cities; this is often also the case with victims of trafficking. In much of the border areas there exists a mobile population of national and migrant sex workers working in bars and brothels but less so in outdoor settings.

Although not considered border areas there are many transgender and transvestite sex workers who have been forced out of traditional work locations within cities by police and are now working outside of Athens, for example

on the route to Korinthos and on the main routes around the city of Thessaloniki. More recently, repressive police actions in the cities towards migrant sex workers have led to migrant sex workers shifting to work in these areas.

TAMPEP 8

Mapping of National Prostitution Scene

NATIONAL COORDINATORS REPORT 2008/9

HUNGARY

1. Prostitution Scene

1. Estimation of the number of sex workers 10,000 to 15,000

It is difficult to arrive at a reliable estimate of the number of sex workers in Hungary. Respondents to the mapping survey and other sources estimate that there are roughly 10,000-15,000 individuals working in sex work at this time, of this, migrants³⁷ represent about 20 to 25% of the total.

1.a. Gender of Sex workers

	2006	2008
Female	90%	89%
Male	8%	7%
Transgender	2%	4%
TOTAL	100%	100 %

1.b. Gender/migration status of sex workers

By Female sex workers

	NATIONAL	MIGRANT	
Female	70	30	100 %

By male sex workers

	NATIONAL	MIGRANT	
Male	40	60	100 %

By transgender sex workers

	NATIONAL	MIGRANT	
Transgender	75	25	100 %

1.c. Sex work sectors in the country

Outdoor	40 %
Indoor	60 %
TOTAL	100 %

³⁷ Migrants are those who were born in another country, including EU citizens.

Sex work sector settings in the country

OUTDOOR	Streets: in the city/town	15-20 %
	Highways: outside of city/town	15-20 %
	Parks, forests	2-5 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	20-25 %
	Apartments, windows (with less than 3 women working together)	45-50 %
	Visiting services (escort agencies)	10-15 %
TOTAL		100 %

1.d. Sex work sectors of migrants

Outdoor	2 %
Indoor	98 %
TOTAL	100 %

Sex work sector settings of migrants

OUTDOOR	Streets: in the city/town	0-1 %
	Highways: outside of city/town	0-1 %
	Parks, forests	0 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	85-95 %
	Apartments, windows (with less than 3 women working together)	5-10 %
	Visiting services (escort agencies)	0-1 %
TOTAL		100 %

As with many other countries in the Central East Europe region, the majority of sex workers work in indoor settings, mostly in brothels and clubs. In Hungary the majority of sex workers are working in Budapest. The number of sex workers working outdoors has decreased significantly and the majority of both national sex workers are working in apartments while most migrant sex workers are working in brothels, bars and clubs.. This may also be the result of a strong police control over street-based sex work impacting on independent national and migrant sex workers.

Where sex workers may work legally and under what conditions is tightly controlled and very restrictive. National policy on prostitution allows local governments to establish protected zones where prostitution is not permitted and zones where prostitution may be practiced but most local authorities deny the existence of such need, and they often refuse to designate such zones. In reality the 'tolerance zones' are almost non-existent due to the various restrictions possible and many sex workers are forced to work illegally outside of this system.

1.e. Origin of migrant sex workers- regional analysis

Central Europe (EU countries) Bulgaria, Czech Republic, Hungary, Poland, Romania, Slovakia, Slovenia.	35-40 %
Eastern Europe (NON EU countries and Central Asia) Belarus, Moldova, Russia, Ukraine, Kazakhstan, Tajikistan, Azerbaijan, Uzbekistan, Kyrgyzstan, Turkmenistan.	50-60 %
Baltic countries Estonia, Latvia, Lithuania.	1-2 %
Balkan countries Albania, Bosnia-Herzegovina, Croatia, Montenegro, Serbia, Kosovo, FYR of Macedonia.	10 %
Rest of Europe	4 %
Latin America and Caribbean	0-1 %
North America	0-1 %
Africa	0-1 %
Asia Pacific	0-1 %
TOTAL	100 %

1.f Nationalities of sex workers reported in your country. _____10_____

The 10 top countries from which migrant sex workers come:

1. Romania	6. Latvia
2. Ukraine	7. Bulgaria
3. Russia	8. Kosovo
4. Moldova	9. Montenegro
5. Serbia	10. Slovakia

Hungary is seeing significantly higher numbers of migrants coming from Balkan countries and most migrants are arriving in Hungary from the first five countries listed.

2. Sex Workers Situation

2.a The 5 main vulnerability factors for national sex workers?

1	Discrimination
2	Lack of access to health & social care services
3	Lack of protection from the law enforcement agencies
4	Alcohol and drug dependency
5	Social isolation and exclusion

Respondents to this survey question indicate that discrimination is the main vulnerability factor for national sex workers in Hungary. Despite the fact that working as a sex worker is permitted it does not mean that it is

accepted as a profession or by society; national sex workers remain socially isolated and vulnerable to exploitation or discrimination.

Under law national sex workers may work independently as entrepreneurs with a permit to work, paying taxes and fees for health and other insurances. Yet there is limited appropriate health social service provision available to sex workers or services to help deal with drug or alcohol dependency for national sex workers. Programs, such as outreach services, that do try to support national sex workers are currently only organized by NGO's.

The 5 main vulnerability factors for migrant sex workers?

1	Discrimination
2	Lack of access to health & social care services
3	Lack of protection from the law enforcement agencies
4	Legal status in the country
5	Alcohol and drugs dependency

Most migrant sex workers do not have the ability to work legally in sex work in Hungary because they cannot satisfy the identity, residency or other bureaucratic requirements, such as rental contracts, written approval from the local government or medical certificates which would make this possible. In addition there is a lack of trust in institutions and a lack of information available to migrant sex workers about the services that are available to them through NGOs. In general, the situation for migrant sex workers is precarious and more so since the legal changes of 2007 when the government began issuing entrepreneur permits to sex workers.

2.b Estimate the percentage of national sex workers who have control of their working conditions and safe sex practices

NATIONAL SEX WORKERS	ESTIMATE	60 %
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Estimate the percentage of migrant sex workers who have control of their working conditions and safe sex practices.

MIGRANT SEX WORKERS	ESTIMATE	20 %
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2.c Estimate the percentage of national sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

NATIONAL SEX WORKERS	ESTIMATE	80 %
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Estimate the percentage of migrant sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

MIGRANT SEX WORKERS	ESTIMATE	20 %
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2.d Estimate the percentage of earnings that national sex workers keep for themselves.

NATIONAL SEX WORKERS	ESTIMATE	70 %
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Estimate the percentage of earnings that migrant sex workers keep for themselves.

MIGRANT SEX WORKERS	ESTIMATE	20 %
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- 2.e Estimate the levels of condom use and other safer sex practices amongst national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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The level of condom use is very much different in different groups of sex workers and depends of the different work settings and condition.

Estimate the levels of condom use and other safer sex practices amongst migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	LOWER THAN GENERAL POPULATION
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- 2.f Estimate the levels of violence or other crimes against national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAT GENERAL POPULATION
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Estimate the levels of violence or other crimes against migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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- 2.g Estimate the levels of drug and alcohol dependency among national sex workers in your country.

NATIONAL SEX WORKERS	NO ESTIMATE
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National sex workers do have access to harm reduction programs for drug and alcohol dependency however, these programs are rarely offered through local government health services and if individuals do not have adequate health insurance they will be required to pay. Services which are currently available are offered through different NGOs.

Estimate the levels of drug and alcohol dependency among migrant sex workers in your country.

MIGRANT SEX WORKERS	NO ESTIMATE
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NGOs are also providing limited treatment services to migrant and undocumented sex workers who are dealing with a dependency. Their legal status in Hungary prevents the majority of migrant sex workers from being able to afford or access programs that may be offered through government run centres.

2.h Estimate of the changes in the vulnerability of NATIONAL sex workers across your country.

	NATIONALS			
	Decrease	Same	Increase	
Condom use	0 %	50 %	50 %	100%
Drug/alcohol use	0 %	100 %	0 %	100%
Violence against them	0 %	100 %	0 %	100%
Legal status	0 %	100 %	0 %	100%
Working conditions	0 %	50 %	50 %	100%
Literacy & educational level	0 %	50 %	50 %	100%
Living conditions	0 %	50 %	50 %	100%
Social isolation and exclusion	0 %	50 %	50 %	100%

NATIONAL SEX WORKERS

National sex workers face many challenges. The respondents to the survey indicate that in most cases the situation of national migrants has worsened across the majority of indicators. They also suggest that worsening living conditions for national sex workers are in part a consequence of the economic crisis in Hungary.

Estimate of changes in the vulnerability of MIGRANT sex workers across your country.

	MIGRANTS			
	Decrease	Same	Increase	
Condom use	0 %	100 %	0 %	100%
Drug/alcohol use	0 %	50 %	50 %	100%
Violence against them	0 %	100%	0 %	100%
Legal status	0 %	100 %	0 %	100%
Working conditions	0 %	100 %	0 %	100%
Literacy & educational level	0 %	50 %	50 %	100%
Living conditions	0 %	100 %	0 %	100%
Social isolation and exclusion	0 %	50 %	50 %	100%

2.i. Estimate of the changes in policy or legislation impacting on national sex workers working and social conditions across your country.

	NATIONALS			
	Positive	No change	Negative	
On municipal level	0 %	67 %	33 %	100%
On regional level	0 %	67 %	33 %	100%
On national level	0 %	67 %	33 %	100%

NATIONAL SEX WORKERS

Social conditions worsened because of the economic crisis. Negative changes in the policy appeared because of the increasing frustration in the country.

Estimate of the changes in policy or legislation impacting on migrant sex workers working and social conditions across your country.

	MIGRANTS			
	Positive	No change	Negative	
On municipal level	0 %	100 %	0 %	100%
On regional level	0 %	100 %	0 %	100%
On national level	0 %	100 %	0 %	100%

MIGRANT SEX WORKERS

NO INFORMATION AVAILABLE

3. Mobility

- 3.a Estimate the percentage of national sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

NATIONAL SEX WORKERS	ESTIMATE	40 %
1. Italy	6. Switzerland	
2. Austria	7. Japan	
3. Germany	8.	
4. The Netherlands	9.	
5. Spain	10.	

Estimate the percentage of migrant sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

MIGRANT SEX WORKERS	ESTIMATE	80 %
1. No information available	6.	
2.	7.	
3.	8.	
4.	9.	
5.	10.	

- 3.b. Estimate the percentage of national sex workers who have worked in another city of your country before.

NATIONAL SEX WORKERS	ESTIMATE	60 %
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Estimate the percentage of migrant sex workers who have worked in another city of your country before.

MIGRANT SEX WORKERS	ESTIMATE	25 %
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- 3.c The 5 top reasons for the mobility of national sex workers.

	NATIONALS
1	Economic necessity
2	Law enforcement actions and clampdowns
3	Better living condition
4	Coerced by 'organiser' in the sex industry
5	Required by the management

The 5 top reasons for the mobility of migrant sex workers.

	MIGRANTS
1	Economic necessity
2	Law enforcement actions and clampdowns
3	Better living condition
4	Required by the management
5	Protection of anonymity

MIGRANT SEX WORKERS

Approximately 25% of migrants have worked in another country or another city in Hungary. Migrant sex workers may relocate or be relocated by others as a result of multiple factors. Economic necessity is seen as the main motivating factor for mobility among migrant sex workers but with few options to work securely within the legal system for prostitution migrant sex workers are also far more vulnerable to enforcement actions by police.

CONCLUSIONS

Summary and analysis of the changes in the prostitution scene since 2006

It is difficult to give an accurate picture of the changes in the prostitution scene since 2006. Problems remain that are related to the permit system for sex workers and to the establishment of 'protection zones' banning sex work.

Narrative analysis of the changes in services for both national and migrant sex workers since 2006

Although the legislation on prostitution may have become less rigid there are far more obstacles in place now which impede the provision of services to sex workers in Hungary. Sexual health screenings (medical checks) are mandatory but they are not free to those without insurance and only available in a few NGO-run centres. Further only a few sex workers have the required medical certificate. The legal status of sex workers, including migrant sex workers is more uncertain now than it may have been in the past. Police enforcement is impacting on the sex industry and it has become more hidden. Planning harm reduction and other health promotion projects in such an environment is very difficult especially with difficulties in doing outreach work

Finally, the economic crisis is being felt in Hungary and the government has cut back on money for social services and there has been a significant decrease in the number of services available to sex workers. Only one organisation has received funding to provide re-training/skills development courses to sex workers.

Narrative analysis of the gaps in services for both national and migrant sex workers

There are no significant health promotion programs for sex workers.

Both Hungarian and migrant sex-workers are in different groups with different circumstances including health care services. It depends on their socioeconomic status. No problem occurs for sex-workers with valid health insurance card. There are difficulties without insurance however these differences are NOT because of their profession. It is true on every Hungarian and migrants.

Gaps in services to sex workers include very few government operated health and social services for sex workers and a heavy reliance on under-funded NGOs who are currently providing health and harm reduction services to migrant and national sex workers; services are only free with valid health insurance which is not easy to get for migrant sex workers and not possible for undocumented migrant sex workers – costs for even a simple health check and testing for STIs costs around €70 (17.000HUF); information is seriously lacking about needs appropriate services to migrant sex workers as there is no reliable data on this group.

Narrative analysis of the geographic spread of migrant sex workers in your country – including any specific trends in the border areas

Hungary borders on 7 other EU and non-EU countries including, Romania, Serbia, Croatia, Slovenia, Austria, Slovakia and the Ukraine, as mentioned in 1.e., most migrant sex workers are arriving in Hungary from these and other Central East Europe countries.

TAMPEP 8

Mapping of National Prostitution Scene

NATIONAL COORDINATORS REPORT 2008/9

ITALY

1. Prostitution Scene

1. Estimation of the number of sex workers 50,000

The estimation for this mapping was determined by surveying NGO organisations working with sex workers across Italy. The estimations from respondents to the survey are based mainly on visible sex work in their area and actual contact with street-based sex workers. This was then summarised to come up with a rough overall estimate of 50,000 sex workers in Italy.

To carry out this research, NGOs contacted a total of 9306 sex workers, prevalently street-based. The estimated percentages reflected in this research effort are based on this total number of respondents to the survey. However, the overall national estimate of both street-based and indoor-based sex workers, which ranges from 23 to 25 thousand for each category, is based on surveys that were conducted in the past (NGO Parsec) and were calculated on the basis of data available to a host of Italian NGOs, which are generally accepted as being credible.

Finally of the total estimate we believe that the percentage of migrant³⁸ sex workers may be as high as 90%.

1.a. Gender of Sex workers

	2006	2008
Female	76 %	82 %
Male	4 %	3 %
Transgender	20 %	15 %
TOTAL	100%	100 %

1.b. Gender/migration status of sex workers

By Female sex workers

	NATIONAL	MIGRANT	
Female	6	94	100 %

By male sex workers

	NATIONAL	MIGRANT	
Male	39	71	100 %

³⁸ Migrants are those who were born in another country, including EU citizens.

By transgender sex workers

	NATIONAL	MIGRANT	
Transgender	21	79	100 %

Throughout Italy transgender sex workers are highly mobile and often change cities. Many of them are either street-based or work indoors. Those who work indoors rely on internet or newspaper publicity. The statistical decrease does not signify a physical drop in the number of sex workers but rather reflects less street visibility and an increased effort to remain hidden because they are the first target of choice for acts of repression and aggression. Lately acts of aggression are often reported in the media. As a result of the intolerance that occurs in certain regions, like Lombardy, our witnesses tell us that transsexual/transgender people involved in sex work roughly represent 1% of the total in the area south of the outskirts of Milan, 5% in the region of Trent, whereas in the city of Naples, where a greater level of tolerance and openness prevails, the percentage is around 30%..

1.c. Sex work sectors in the country

Outdoor	60 %
Indoor	40 %
TOTAL	100 %

Sex work sector settings in the country

OUTDOOR	Streets: in the city/town	20 %
	Highways: outside of city/town	30 %
	Parks, forests	10 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	10 %
	Apartments, windows (with less than 3 women working together)	28 %
	Visiting services (escort agencies)	2 %
TOTAL		100 %

1.d. Sex work sectors of migrants

Outdoor	60 %
Indoor	40 %
TOTAL	100 %

Sex work sector settings of migrants

OUTDOOR	Streets: in the city/town	28 %
	Highways: outside of city/town	25 %
	Parks, forests	7 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	12 %
	Apartments, windows (with less than 3 women working together)	26 %
	Visiting services (escort agencies)	2 %
TOTAL		100 %

The terms outdoor and indoor are not mutually exclusive. Depending on the circumstances sex workers may work in both settings and move fluidly from one setting to the other. The decision to change from one setting to the other, on one hand, is dictated by the intensity of police roundups, which pushes street-based sex workers to work indoors, although even here, and particularly in nightclubs or other entertainment spots, there is a high likelihood that they will be subject to police roundups and closures.

In contrast, the sudden closure of internet sites and the inability to place classified advertisements in print media pushes indoor sex workers to go out to work on the streets. It is now well documented in the print media on several recent cases of magistrates intervening to shut down websites and classified ads that are sex-oriented. Such interventions have prompted even national sex workers to go outdoors. At this moment throughout the country there are continual changes in the settings. Many of our respondents were unable to establish direct contact with indoor sex workers who are even more inaccessible and hidden from prying eyes. Therefore, the reported data should be accepted with caution because the data is most likely skewed because of its susceptibility to swift and sudden changes based on unpredictable attendant circumstances. The working conditions vary widely from one region to another. For example, in the region of Friuli, in the North-East of the country, the police roundups are so frequent that the majority of sex workers are virtually forced to work indoors. In Friuli, those we find remaining on the streets there mostly female sex workers who are much older along with a relatively low number of drug dependent sex workers; which is unique and not found elsewhere in other regions of Italy.

1.e. Origin of migrant sex workers- regional analysis

Central Europe (EU countries) Bulgaria, Czech Republic, Hungary, Poland, Romania, Slovakia, Slovenia.	24 %
Eastern Europe (NON EU countries and Central Asia) Belarus, Moldova, Russia, Ukraine, Kazakhstan, Tajikistan, Azerbaijan, Uzbekistan, Kyrgyzstan, Turkmenistan.	7 %
Baltic countries Estonia, Latvia, Lithuania.	1 %
Balkan countries Albania, Bosnia-Herzegovina, Croatia, Montenegro, Serbia, Kosovo, FYR of Macedonia.	6 %
Rest of Europe	3 %
Latin America and Caribbean	15 %
North America	0 %
Africa	40 %
Asia Pacific	4 %
TOTAL	100 %

1.f Nationalities of sex workers reported in your country. _____28_____

The 10 top countries from which migrant sex workers come:

1. Romania	6. Italy
2. Nigeria	7. Moldova
3. Albania	8. Russia
4. Bulgaria	9. Columbia
5. Brazil	10. China

2. Sex Workers Situation

2.a The 5 main vulnerability factors for national sex workers.

1	Social isolation and exclusion
2	Alcohol and drug dependency
3	Client violence
4	Lack of protection from law enforcement agencies
5	Lack of access to healthcare & social assistance services

Recently, both the media as well as local and national politicians have launched virulent campaigns which stigmatise sex workers in Italy. Local residents' complaints about the presence of sex workers on the streets of their neighbourhoods often evolve into noisy protests by citizens' committees attracting considerable media attention. Citizen pressure on local administrators keeps the 'problem' of sex work on the agenda. As a result local administrators are developing and implementing new sanctions designed to control sex workers and clients.

The immediate impact has been the increased marginalisation of national sex workers and the flight of sex workers from traditional safe zones to less protected peripheral areas of cities. The shift to unsafe work settings means national sex workers are at an increased risk of client and other violence. More importantly they have an increased distrust of police and other state officials and are now very reluctant to go to authorities when they need help. For example, there have been three cases of violent aggression against transgender sex workers, one of which was killed, within the space of only two months. In addition, Italy has very prohibitionist policies concerning drugs which create many obstacles for national sex workers dealing with drug dependency who are in need of support services.

We believe the primary way to reduce the vulnerability experienced by national sex workers is to recognise sex work as a work thereby giving sex workers the means to demand safe and healthy working conditions, labour protections, and recourse to support in situations of exploitation. Further, the prevalent negative attitude of those who are not sex workers is highly stigmatising and a principal factor that marginalises male/female sex workers in Italy making their social life problematic. Stigmatisation forces this group of citizens, and those who live with them, to live a double life, leading to conditions of isolation. The national statistics concerning drug dependency and alcoholism show that social marginality leads to exaggerated use and dependence on alcohol, which is a situation found in many circumstances among sex workers. At times, alcohol is used to provide 'courage' to face the work or to overcome the isolation and negative effects of the work.

The 5 main vulnerability factors for migrant sex workers?

1	Violence from organisers of the sex industry
2	Legal status in the country
3	Social isolation and exclusion
4	Police violence and harassment
5	Lack of access to health & social care service

For migrants the overwhelming element of vulnerability is not having a secure legal status while they are in Italy. There is a stark difference in the living and working conditions between migrant sex workers who are undocumented and therefore dependent on underground support networks and those migrant sex workers who have gained papers in another EU country or who achieved a regularised status in Italy.

Migrant sex workers who have achieved a regularised status are able to organise themselves and work independently; they are more autonomous and able to earn more and keep more money for themselves but obstacles do remain

The situation for migrant sex workers in Italy is difficult and is showing little improvement. Migrant sex workers suffer greater police repression than their national counterparts and are more socially isolated.

To illustrate, female sex workers of Romanian nationality who despite being EU nationals, a status which should make integration easier, are finding this very difficult because of the fight against sex work. Their condition is only slightly improved because they can remain legally without requiring a staying permit, but in many cities they are being fined and forced to leave because they were selling sex services. While they cannot be deported for this they can be cast out from the cities.

The hostility towards migrants from ordinary people and at the hands of police and other state officials impedes their ability to integrate or find the support they may need to do so. We are receiving an increasing number of reports from migrant sex workers that they are afraid of the police, a fear which is justified when looking at recent newspaper reports of police roundups. Fear keeps migrant sex workers away from health and social services and forces them into greater isolation and loneliness. In recent months this situation has escalated as proposals from extreme right-wing politicians seek law reform that would classify illegal immigration a criminal offence and require doctors and other medical professionals to report illegal immigrants, who come in for treatment, to police. Although not yet approved it does appear that this proposal will succeed despite widespread opposition.

There has been a general mobilisation of many sectors of civil society with petitions and appeals being submitted to the President of the Republic opposing his approbation of the security law or, at least, to amend the part relative to the obligation of doctors to inform on illegal immigrants. The network of projects that deal with sex workers and trafficking have also presented an appeal, with the recommendations to not exclude male/female/transgender sex workers from health care and, above all, to apply helpful social policies rather than repressive ones in order to avoid the worsening of work conditions and to eliminate the necessity of relying on the networks of criminals and exploiters in order to work.

2.b Estimate the percentage of national sex workers who have control of their working conditions and safe sex practices.

NATIONAL SEX WORKERS	ESTIMATE	55 %
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The control of the working conditions and safe-sex practices of national sex workers has undergone little change since our last TAMPEP mapping report; however, respondents were unanimous in their opinion that national sex workers are seeing their autonomy increasingly undermined and threatened as a result of the increase and frequency of police repression of prostitution. Under such conditions national sex workers are finding it more difficult to bargain with both clients and, for those that work for someone else, their employers.

Estimate the percentage of migrant sex workers who have control of their working conditions and safe sex practices.

MIGRANT SEX WORKERS	ESTIMATE	45 %
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Where national sex workers are feeling less secure and in control of their working conditions the situation for migrant sex workers is even worse. Anti-migrant anxiety, the introduction of increasingly repressive immigration policies and the often heightened aggressive policing of migrant communities and in particular of migrant sex workers leaves migrant sex workers with few tools or support to resist the exploitation they may face. Living and working in illegality causes loss of autonomy and control of one's personal conditions, increasing the degree of vulnerability.

2.c Estimate the percentage of national sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

NATIONAL SEX WORKERS	ESTIMATE	9 %
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Among national sex workers who work in street-based settings, a very few work for or pay a part of their earnings to a third party. National sex workers working indoors in clubs, bars or sometimes in apartments do in some cases work for someone else. This may involve sharing a small percentage of their earnings for the payment of rents or other services, such as advertisements. .

Estimate the percentage of migrant sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

MIGRANT SEX WORKERS	ESTIMATE	91 %
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Most migrant sex workers are sharing some or most of their income with third parties but how much they must share depends on nationality makeup and culture of the type of illegal circuit they may be involved with. Migrant sex workers could be sharing anywhere from 50% to 90% of their earnings. Some migrant sex workers arrive in Italy with a 'debt' that they are required to repay to third parties, including smugglers who may have arranged passage and documents for them. The period of time that a person may be in debt varies depending on where the person is coming from and in some cases the period of indebtedness may be relatively short. As an example, work with migrant sex workers indicates that approximately 90% of those coming from Nigeria are paying out to third parties in contrast to 50% of migrant sex workers from the Balkans, Central East Europe, and those from Latin America who pay out even less.

However in some cases even when someone may have finished paying of their debt and are able to earn something for themselves they may be forced to spend for the service of 'mediators' who organises the work. On the street, if someone works in a territory managed by third parties, one must pay for this privilege. Working indoors requires payment to mediators and managers at various levels. For example, someone keeps a list of available flats where one can work for a period from one to two months. The person who finds the place has to be paid. Once arriving at the flat, one is confronted with an exorbitant rent or must pay a percentage of up to 50% of the earnings from each client. Cellular phones already known to the clients can be rented for a certain tariff, plus a percentage for each called received, and so on.

2.d Estimate the percentage of earnings that national sex workers keep for themselves.

NATIONAL SEX WORKERS	ESTIMATE	60 TO 100 %
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Referring to 2.c., above those national sex workers who work in street-based settings or exclusively in independently run apartments generally do not pay out to third parties and are therefore keeping the majority of their earnings for themselves. They of course must pay for general overhead and living expenses. National sex workers working in clubs or in apartments operated by third parties keep less income for themselves; depending on the arrangements this may range from 60% or more.

Estimate the percentage of earnings that migrant sex workers keep for themselves.

MIGRANT SEX WORKERS	ESTIMATE	30 %
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Again with reference to 2.c., above migrant sex workers are keeping roughly 30% of their earnings for themselves. This varies in relation to legal status in Italy, working conditions and other demands/expenses which migrant sex workers may have.

2.e Estimate the levels of condom use and other safer sex practices amongst national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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70% of respondents to this survey agreed that national sex workers have a higher level of condom use and safe sex practices when they are working than the general population. This finding is confirmed through street outreach workers, doctors providing services to national sex workers and health professionals providing STI testing and gynaecological services. National sex workers use condoms with clients nearly 100% of the time.

Estimate the levels of condom use and other safer sex practices amongst migrant sex workers in your country

MIGRANT SEX WORKERS	ESTIMATE	SAME AS OR HIGHER THAN GENERAL POPULATION
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Migrant sex workers are highly aware about the use of condoms and safe sex practices in their work. This finding is supported by medical professionals who provide services to migrant sex workers. For example, a study by a Medical Centre for IST in the Piedmont Region (*Dame Delle Camelia e Loro Clienti: Quali Rischi Oggi?* I. Dal Conte, Grupo Abele), has surveyed the health of 961 women and 50 male migrant sex workers from 1997 to the present, confirming that the rate of condom usage is high among migrant sex workers. However, in this study, over 66% of the women had experienced condom breakage during job performance, with 6% of these women declaring that condom breakage was a frequent occurrence. In addition, over half the sample indicated that the condom was not used with their 'partners'.

National AIDS statistics (ISS) for 2007 indicate that most of the new cases of AIDS were through sexual transmission, with foreigners (most of them were males) representing 20% of the total of new cases. However, there is no statistical evidence or scientifically constructive proof that a notable rise in sexually transmitted infections and HIV can in any way be attributed to migrant (or national) sex workers.

2.f Estimate the levels of violence or other crimes against national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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70% of respondents say that national sex worker face a much higher level of violence or other crimes against them than the general population. In recent times, there is climate of hostility against sex workers in general because of the atmosphere of hate stigmatisation that has been instilled by the media, religious and other public authorities, leaving sex workers increasingly vulnerable to harassment, blackmail, and threats. Transgender sex workers in particular, are increasingly at risk of hate motivated violence either while working or not, and at the hands of police or in general.

Estimate the levels of violence or other crimes against migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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The vulnerability of migrant sex workers makes them a target for violence which they experience at a higher level than the general population and in relation to national sex workers, according to 95% of respondents. Migrant sex workers face robbery, sexual assault as well as random acts of violence perpetrated by strangers, clients, or youth bands/gangs. In 2008 12 transgender sex workers were brutally murdered either while they were working or outside of work. In addition there has been an increase in xenophobic violence affecting the safety and security of all migrants in Italy.

2.g Estimate the levels of drug and alcohol dependency among national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Although 60% of respondents did indicate that the level of drug and alcohol dependency among national sex workers could be slightly higher than that of the general population, in most cases this trend can be related to working conditions. According to a study of the ASL Roma E, L. Spizzichino, *La Prostituzione* 2005 sex workers often encounter clients who bring drugs for two and expect or encourage the sex worker to participate. In addition, bar and club owners often encourage sex workers to consume alcohol with clients in work place.

In general more outreach programs are in contact with street-based sex workers than indoor workers and it is known that there is a higher level of drug and alcohol dependency among street-based sex workers. Both of these factors are reflected here in the opinion that drug and alcohol dependency is slightly higher than that of the general population

With or without insurance, nationals who are drug users have access to harm reduction programmes. There is no distinction for nationals who are sex workers. Nationals that are drug users with residency declared in any given town can be included in a vocational job placement programme, housing.

Estimate the levels of drug and alcohol dependency among migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	SAME AS OR LOWER THAN GENERAL POPULATION
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Drug and alcohol dependency amongst migrant sex workers is substantially lower than that of national sex workers and that of the general population according to 60% of respondents. Our findings are that among young female sex workers contacted on the street drug use is very low. However, amongst young male and transgender sex workers drug usage is significantly higher than that of females.

A 2007 national report concerning drug addiction from the Presidency of the Council of Ministers reveals that alcohol and drug usage among the migrant general population is much lower than that of the national general populations; with usage markedly higher amongst males. In addition, ASL Roma E, an HIV/AIDS research centre and a local public health care activity in Rome, has studied and served the transgender community involved in sex work for many years; their research indicates that substance abuse amongst this group is relatively high.

The same rights to drug use treatment for national sex workers is available to migrant drug using sex workers with insurance. Undocumented migrants, even without a STP card (Temporarily Present Alien card), can access harm-reduction programmes, which are limited to the basics and do not include job placement or housing support.

2.h Estimate of the changes in the vulnerability of NATIONAL sex workers across your country.

	NATIONALS			
	Decrease	Same	Increase	
Condom use	0 %	100 %	0 %	100%
Drug/alcohol use	0 %	80 %	20 %	100%
Violence against them	0 %	60 %	40 %	100%
Legal status	0 %	100 %	0 %	100%
Working conditions	10 %	30 %	60 %	100%
Literacy & educational level	10 %	80 %	10 %	100%
Living conditions	20 %	60 %	20 %	100%
Social isolation and exclusion	10 %	70 %	20 %	100%

NATIONAL SEX WORKERS

The introduction of new sanctions for offences previously ignored, such as soliciting, aiding and abetting prostitution, and the new law on public security allowing the police to ban a person from a given place (city) for a period of 3 years, has heightened the vulnerability of most sex workers. This includes national sex workers who now find they are running a greater risk of police round-ups and fines while performing their work. The result is greater mobility of national sex workers within Italy as they search for improved working conditions.

Estimate of changes in the vulnerability of MIGRANT sex workers across your country.

	MIGRANTS			
	Decrease	Same	Increase	
Condom use	12 %	41 %	47 %	100%
Drug/alcohol use	0 %	67 %	33 %	100%
Violence against them	6 %	38 %	56 %	100%
Legal status	35 %	35 %	30 %	100%
Working conditions	12 %	35 %	53 %	100%
Literacy & educational level	24 %	52 %	24 %	100%
Living conditions	12 %	69 %	19 %	100%
Social isolation and exclusion	12 %	47 %	41 %	100%

MIGRANT SEX WORKERS

Already in a state of high vulnerability and precariousness in recent months, migrant sex workers now have to contend with widespread repression that worsens their working conditions. As a result of their weakened position in society and within the sex industry migrant sex workers are finding it more difficult to bargain for the obligatory use of condoms and other safe sex practices and they are experiencing an increase in acts of violence as they become more and more isolated in the workplace.

2.i. Estimate of the changes in policy or legislation impacting on national sex workers working and social conditions across your country.

	NATIONALS			
	Positive	No change	Negative	
On municipal level	0 %	50 %	50 %	100%
On regional level	0 %	87 %	13 %	100%
On national level	0 %	75 %	25 %	100%

NATIONAL SEX WORKERS

In a large number of cities the mayors have enacted local ordinances that impose sanctions (fines or mulcts) for both sex workers and clients. These local fines are heavy and can be as high as €500. Currently there is a proposed law under discussion in the Parliament that would impose this sanction nationwide. In general, national sex workers and those working with sex workers feel that there have been no positive changes in policy or legislation and that the situation is becoming worse and more precarious.

Estimate of the changes in policy or legislation impacting on migrant sex workers working and social conditions across your country.

	MIGRANTS			
	Positive	No change	Negative	
On municipal level	7 %	21 %	72 %	100%
On regional level	7 %	50 %	43 %	100%
On national level	21 %	29 %	59 %	100%

MIGRANT SEX WORKERS

Respondents show that there has been a marked negative change impacting migrant sex workers in Italy. Migrant sex workers not only face repression under existing policies and legislation as do their national counterparts but next to municipal ordinances they are also subjected to new more restrictive national immigration regulations that impact directly on their safety and security.

3. Mobility

- 3.a Estimate the percentage of national sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

NATIONAL SEX WORKERS		ESTIMATE	5 %
1. Spain	6. Greece		
2. Germany	7. Belgium		
3. France	8. Romania		
4. The Netherlands	9. Bulgaria		
5. United Kingdom	10. Switzerland		

Estimate the percentage of migrant sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

MIGRANT SEX WORKERS		ESTIMATE	99 %
1 Spain	6. Greece		
2. Germany	7. Belgium		
3. France	8. Romania		
4. The Netherlands	9. Bulgaria		
5. United Kingdom	10 Switzerland		

- 3.b. Estimate the percentage of national sex workers who have worked in another city of your country before.

NATIONAL SEX WORKERS	ESTIMATE	25 %
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Estimate the percentage of migrant sex workers who have worked in another city of your country before.

MIGRANT SEX WORKERS	ESTIMATE	75 %
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- 3.c The 5 top reasons for the mobility of national sex workers.

	NATIONALS
1	Economical necessity
2	Better social protection
3	Law enforcement actions and clampdowns
4	Better professional mobility
5	Protection of anonymity

NATIONAL SEX WORKERS

In general national sex workers stay in Italy and the rate of mobility to other countries is rather low. Those who do relocate are often living in border areas such as Switzerland, where sex work is legally possible. Other national sex workers may travel to countries where working conditions are seen to be more advantageous, such as The Netherlands or Germany. Respondents indicate that national sex workers often do not stay long outside of Italy and return to work in Italy as a preference.

There is a modest level of internal mobility of national sex workers within Italy from one city to another. Internal mobility is often motivated by the need for better earnings, or as a strategy to protect anonymity from family or friends, to escape from continuous police controls, or to go to a city where there is less pressure in general.

The 5 top reasons for the mobility of migrant sex workers.

	MIGRANTS
1	Coerced by the 'organiser' in the sex industry
2	Law enforcement actions and clampdowns
3	Mobility of clients
4	Network of friends and relatives
5	Better working conditions

MIGRANT SEX WORKERS

The question of mobility among migrant sex workers is highly dependent on their route into Italy. In general migrant sex workers in Italy are nearly always on the move; many have entered Italy after having worked in sex work in other countries before arriving here.

The experience of migrant sex workers from Sub-Saharan countries who must travel through North African countries en route to Italy often involves sexual exchange as a way to survive in these regions throughout the journey. Migrants from Central or East Europe countries may first work in sex work in countries neighbouring Italy before crossing the border. And finally, with social, economic, and political change happening across Europe, countries in the Balkan region and Eastern and Central Europe, that were previous points of departure, are now considered transit and destination countries. For example, Hungary is a destination country for those coming from countries to the east, but Hungary is a transit country for sex workers coming to Italy. Or further, Slovenia is a destination country for East European and Balkan countries but it also is also a transit country for some intending to move on to Italy.

In general in Italy, it is larger European cities that are the first points of arrival for migrant sex workers. In many cases third party organisers within the networks that support illegal immigrants often decide their point of arrival and their workplace; however, for many; family ties or their ties with friends are what motivate them to go to a particular country or to relocate elsewhere.

Internal mobility is also very high among migrant sex workers but not always because of personal desire. Respondents list coercion as the main reason for high mobility among migrant sex workers. Exploitive organisers of migrant sex workers most often arbitrarily decide where the people they control will work which is based on whether they see relocation as profitable or as a way to avoid police detection.

Police repression is a main motivating factor for mobility; the more police actions target traditional sex work settings the greater the likelihood that migrant and national sex workers will relocate to avoid police sweeps, possible criminal records, and costly fines. Clients are also affected by increased in police repression and will simply seek sex workers in other areas or cities in order to avoid police controls. Migrant and national sex workers will also move to where they believe more clients will be.

Finally, migrant sex workers, like their national counterparts, decide to relocate within Italy for personal reasons; to be close to their friends or community of nationality or in a search for better working conditions.

CONCLUSIONS

Summary and analysis of the changes in the prostitution scene since 2006

If we compare recent statistics with those of 2006 we see that overall there have been only modest measurable changes concerning sex work in Italy. Migrant female, male and transgender sex workers still continue to make up the majority. Recent political and policing actions in Italy are impacting on the prostitution scene and changes are occurring as a result.

Throughout the most recent period of 2007-2008 the situation has become even more volatile for sex workers as several mayors across Italy introduce more restrictive policies and legislation and policing becomes increasingly repressive. More and more sex workers are forced to work in legally marginal conditions, whether at home or on the street. Within some cities, the prostitution scene has seen radical change in the space of only a few days. Interestingly, these results are often fleeting as the industry adjusts or returns to its usual way of operating. This indicates that repressive policies are effective only in appearance. For example, the number of nationals who are working in street-based sex work continues its sharp decline as violence and repression becomes more widespread and working indoors is seen as one way to avoid this. Police in some municipalities have been granted wider powers of enforcement and military personnel, without the power of arrest, now work alongside municipal police forces in several cities. Those nationals who are still resisting on the streets are mostly those

who are older, find it difficult to earn well in indoor settings and who may have less ability to compete with younger sex workers in indoor settings.

At the national level the Minister of Internal Affairs has tabled several urgent legislative decrees regarding security and immigration matters, which is currently under debate and will soon come to vote in Parliament. It will likely become law. The content of this new law not only impacts on sex workers but also on a range of personal and commercial activities that may take place in public space. For example, new legislation would penalise the purchase or sale of sexual services, or ban conversations between 'suspect' persons with regards to possible solicitation; both offences will be subject to fines of €500. These prohibitions are only one example of ordinances issued by mayors, from both left- and rightwing political parties, under the emergency power recently granted to the mayors to govern and control at local levels public security issues; a power directly devolved from the decree mentioned above. Indeed, many local ordinances contravene anti-discrimination legislation as they establish regulations which differentiate between nationals and migrants. Further, mayoral ordinances against prostitution impact on all sex workers, national and migrant, making it practically impossible to work in many cities; migrants from EU countries are being given writs of expulsion and sex workers from non-EU countries are often subject to arrest and repatriation many are carted off to temporary detention/identification centres, in accordance with the laws on immigration, and subsequently deported.

In addition to the decree from the Minister of Internal Affairs, a new prostitution bill was presented by the Council of Ministers that would prohibit prostitution anywhere in a public place with a punishment of up to 15 days imprisonment and a fine of up to €3000. The bill would also increase the terms of imprisonment for the exploitation of minors and the victims of trafficking, the aiding and abetting of sex work, and coercion into sex work. Finally, it would allow the accusation of conspiracy in all cases that involve the exploitation of sex work, and cancel a current prohibition against establishing an official mandatory registration of sex workers in Italy. Even victims of trafficking are less visible because of police repression and more difficult to reach, inform, or support. Third party organisers such as pimps appear to be seldom arrested or fined and unless they are caught up under a specific investigation, they are rarely punished. Local mobile police squads rarely carry out such investigations as their concern is clearing the streets of sex workers through the use of harassment or fines.

As a result of the current negative climate within which national and migrant sex workers must operate there has been a noticeable shift to indoor work in apartments and nightclubs and many more sex workers are turning to print and the internet as a means to attract clients. Both ways of working are not secure against police harassment and arrest. Police are conducting investigations and arrests in apartments and nightclubs and many internet sites have been investigated, including investigating the person who placed the ad, or closed because they carry advertisements for sex workers.

To illustrate, in the space of only a few months in Rome we witnessed a systematic attack of street-based sex workers who were served with very stiff fines; clients were served with fewer fines or none at all. Following this, police also conducted a series of raids in nightclubs in the capital and surrounding areas where police knew former street-based sex workers were working. Harassment such as this and at this level operates to further isolate national and migrant sex workers and make them extremely vulnerable to exploitation and violence; with no where else to turn they come to rely on illegal and criminal networks for what little security they may find.

Narrative analysis of the changes in services for both national and migrant sex workers since 2006

There are no apparent changes in gaining access to the services for everyone; however, since the introduction of new security measures that sharply limit the rights of migrants, overall faith and trust in the services is rapidly falling among migrant sex workers, in particular, irregular migrants are reluctant to trust any public service providers for fear of detection, arrest and repatriation and few are seeking social or health support. Recently the Government proposed a new policy directive to Parliament that requires doctors to alert State Police when treating any undocumented/uninsured migrant. The medical body and several NGOs are vigorously protesting this new provision on humanitarian grounds as the barriers it would create would put migrants who need healthcare at risk as well as violate the deontological code.

Across Italy there is a large network of organisations providing harm reduction care and services to sex workers and assistance to the victims of trafficking. Although these projects are currently operating they are doing so on

increasingly limited funding. The funding of services to national and migrant sex workers is not a priority at this time.

For sex workers who would like to move onto other kinds of work there is currently no support. There are no active or planned programmes or projects that would effectively help someone wanting to leave sex work, in particular, for transgender sex workers who are openly discriminated against or rejected from the traditional labour market.

Narrative analysis of the gaps in services for both national and migrant sex workers

The national health system in Italy ensures that all nationals and migrant residents have access to the public health care service by right of work or by payment of a tax. Access to public health centres is dependent on one's capacity to pay for the services but those identified as underprivileged have the right to free access. As most migrant sex workers are not legal migrants they are general uninsured. They can apply for the special health card for irregular migrants, (STP, or Temporarily Present Alien card,) that guarantees treatment in hospitals and healthcare centres for illegal migrants. Treatment is either free or payable, depending on the nature of the treatment.

For NGOs providing targeted services to migrant sex workers and trafficked persons, the increasing costs they are facing and little funding mean organisations have to pool resources or to cut services. And as general admissions to public health care services become less available and less affordable more stress is felt by under funded NGOs.

Despite the STP card system the active repression and expulsion of migrants from Italy is responsible for high levels of fear among migrants, including migrant sex workers. Undocumented migrants are simply avoiding public services. And with regards to the treatment of HIV/AIDS, most undocumented migrants have difficulty obtaining treatment and support.

We are currently attempting to devise ways and means to resolve and to bring healthcare issues into accord with the application of restrictive new policies and procedures. With regard to STIs and access to abortions, the expected outcome will be a serious gap in care and treatment.

Narrative analysis of the geographic spread of migrant sex workers in your country – including any specific trends in the border areas

With over 28 nationalities represented among migrant sex workers and almost 100% having worked in other countries before entering Italy, it is clear that there is a high level of mobility. This narrative analysis will look more closely at a few current trends.

In general there is a high number of migrant sex workers entering Italy from Romania. This started already before Romania's entrance into the EU but has increased substantially since then. Of the 24% of the migrants coming from Central Europe, the majority at this time are Romanian. Furthermore, migrant sex workers are widely dispersed across Italy, mainly in large cities and principally in Rome. Bulgarian migrants are also present in large numbers, with migrants from other Central t European countries fewer in number.

Across the Regions there are wide differences. For example, an NGO that operates in the zone of Milan in Lombardy and carries out only street work and contacts nearly 1000 women a year (excluding transgenders) has found that those coming from Romania represent 38%, Nigerians 33%, whereas at Foggia in Puglia, the same street work involving the same number of contacts reveals that Romanian and Bulgarian women represent only 12%, whereas the Nigerian women represent 65%.

Some of the cases that we have followed in the temporary centres of permanence (CPTs) indicate that many Nigerian women arrive by sea from the North African coast and seek asylum in Italy. Although this is rarely obtained, they often remain and end up in the circuits of Nigerian madams assisted in their exploitation of these women by men in their employ. Very often, Romanian and Nigerian women work on the streets, alongside a far lesser number from Bulgaria and Moldava. This is the case in the Province of Padua in Venetia, where 63% of the women come from Central Europe and are overwhelmingly Romanian. They are working on the same streets

frequented by Nigerian women, who represent only 21%, but who are part of a well connected well organised network of support and exploitation, and approximately 12% are South American women. A similar trend is noted in the Province in the zone surrounding Venice where only 20% are Nigerians. The access to indoor prostitution is nearly impossible for Nigerian women, which is in total contrast to Chinese women who work exclusively in apartments.

The network for the organisation of sex work of Chinese women has seen rapid growth in all cities and even in the provinces. For example in Venice and Turin migrant sex workers from China are now estimated to make up more than 10% of the migrants working indoors in those cities. It is not unusual for up to three migrants to occupy a flat, with 50% of their earning going to living expenses and possibly even food supplied by their organisers. Many of the Chinese migrants are not in possession of a Permit to Stay and must take on any available work, including sex work, to repay organisers or smugglers costs/fees imposed on them for passage and subsistence. Migrant sex workers from China are spread throughout the country. However, in certain zones our respondents did not report the presence of migrant sex workers from China, largely because they did not access indoor sex work settings. In other cities and regional areas where indoor sex work was mapped, the presence of migrants from China is consistent.

The scene in border areas of Italy varies. There is very little activity along the border with France for example, with only a few that come and go to work on the street, most women from Central Europe. However, the border with Switzerland is noteworthy because there prostitution is legal and organised in such a way that it attracts sex workers and, above all, Italian clients. Cross-border activity between Italy and Switzerland is not unusual. However, national sex workers who work there may do so only from time to time to avoid having to pay taxes on their earnings.

In the Northeast region of Friuli-Venezia-Giulia Italy shares a border with Slovenia and there we have seen a drastic reduction in street prostitution on the Italian side of the border during the last five years. In the past the number of street-based sex workers may have been as many as 100 on any evening; now indoor sex work is becoming more popular. A recent media survey that we conducted revealed around 900 announcements for sex services. On the streets in a large and populous city like Udine no more than 20 workers can be found per night. Also between Italy and Slovenia in the border towns of Gorizia and Trieste we see a high degree of cross-border movement of Italian clients going into Slovenia, where there is no specific law prohibiting prostitution. Consequentially, there are many nightclubs, massage parlours, and flats that are largely advertised in Italy. Therefore Italian clients represent a significant part of the overall clientele market.

Very few national sex workers are to be found on the streets or in flats in Trieste, whereas in Gorizia, street-based sex work is virtually nonexistent. In these cities the Italian sex workers work side by side a handful of migrant sex workers from Africa and the Balkan countries and some transgender sex workers. The young women that work in Trieste and Gorizia are usually those in possession of the Temporary Permit to Stay or who remain in these areas through some other construction facilitating their stay. .

In addition, migrant sex workers that operate in Slovenian almost never work across the Italian border. This development is a change from previous years when migrants from ex-Yugoslavia were anxious to come to Italy to work. Now the situation is reversed; it is more convenient for Slovenian nationals and other migrant sex workers working in Slovenia to remain where they can earn more and enjoy better working conditions without having to put up with a lot of repression. One important issue concerning Slovenia is the lack of health services that specifically address providing services to sex workers; special projects should be established to fill this gap. Finally there seems to be considerable numbers of clients from Italy that travel to Austria. However, national sex workers are usually uninterested in working in Austria because they do not like the way the industry operates or the working conditions there.. In contrast, there is some mobility of sex workers who come from Austria to work in Italy.

TAMPEP 8

Mapping of National Prostitution Scene

NATIONAL COORDINATORS REPORT 2008/9

LATVIA

1. Prostitution Scene

1. Estimation of the number of sex workers

It is difficult to obtain a clear estimate on the number of sex workers working in Latvia. Latvia prostitution policy strongly regulates sex work (with the aim of reducing prostitution) and prescribes regular mandatory health checks for sex workers. In January 2008 the **Provisions Restrictive of Prostitution** was amended to include more restrictions on the conditions under which sex services may be provided, these increased restrictions coupled with compulsory health checks has resulted in more mobile and less stable population of sex workers. The government agency for STI and Skin Infections is responsible for conducting prophylaxis monthly medical check-ups and issuing health cards records on average 70 to 100 unique visits by sex workers yearly in Riga while unofficial police data estimates around 2.000 to 3.000 sex workers are working in Latvia annually.

The information in this survey was gathered from NGO organisations and two government organisations in Latvia. One organisation reported contact with 750 sex workers in 12 months prior to this mapping survey. Through surveying advertisements for sex services a rough estimate of 200 to 400 regular or occasional sex workers could be working in indoor settings. Street-based sex workers are working mainly in cities, the majority of whom work in Riga.

NGO „DIA+LOGS” also provided information gathered through outreach experience that approximates 50 sex workers work along highways close to Riga and that sex work is also taking place in and around harbour cities such as Ventspils and Liepaja. Finally, sex workers are working in clubs and bars, and a few individual sex workers are working in Jelgava's bars and near the bus station, Daugavpils through the internet, advertisement or in bars and in Valmiera some sex workers use taxi drivers as mediators.

Approximately 15% of sex workers in Latvia are migrants.

1.a. Gender of Sex workers

	2006	2008
Female	80%	83%
Male	20%	15%
Transgender	0%	2%
TOTAL	100%	100 %

1.b. Gender/migration status of sex workers

By Female sex workers

	NATIONAL	MIGRANT	
Female	80	20	100 %

By male sex workers

	NATIONAL	MIGRANT	
Male	100	0	100 %

By transgender sex workers

	NATIONAL	MIGRANT	
Transgender	100	0	100 %

The majority of sex workers are female. Our understanding of male and transgender sex workers is limited by a lack of information. No recent quality survey has been done to get a better picture of these two other groups. Ads for services from male sex workers are found in newspapers and in some club locations in the capital.

1.c. Sex work sectors in the country

Outdoor	40 %
Indoor	60 %
TOTAL	100 %

Sex work sector settings in the country

OUTDOOR	Streets: in the city/town	25 %
	Highways: outside of city/town	10 %
	Parks, forests	5 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	35%
	Apartments, windows (with less than 3 women working together)	20%
	Visiting services (escort agencies)	5 %
TOTAL		100 %

1.d. Sex work sectors of migrants

Outdoor	2 %
Indoor	98 %
TOTAL	100 %

Sex work sector settings of migrants

OUTDOOR	Streets: in the city/town	0 %
	Highways: outside of city/town	2 %
	Parks, forests	0 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	78 %
	Apartments, windows (with less than 3 women working together)	20 %
	Visiting services (escort agencies)	0 %
TOTAL		100 %

As in other countries in Europe, Latvia is experiencing rapid growth in the sex industry, including new and different forms and settings of sex work, such as nightclubs strip bars and other forms of erotic performance. The communities of sex workers are precarious with workers shifting within the sex industry to different ways of working or working more occasionally. EU enlargement has had an impact on the sex industry in Latvia. Street-based sex work has diminished by almost 40% since 2006 with increasing numbers of workers moving indoors

to brothels, clubs and bars - around 35% of all sex work - and more recently to working independently or with colleagues in apartments and using advertising to attract clients.

In part the shift from outdoor to indoor settings can also be explained by the impact of the regulation amendments of 2008 that saw greater restrictions placed on where sex work would be tolerated and under what conditions. Although no impact studies have been done to date the decrease in visible sex work is noticeable and many sex workers have shifted to more clandestine locations or have migrated to other countries.

Finally, sex workers also shift work location in response to the seasons and the increases or decreases of foreigners in the various tourist areas of Latvia.

Migrant sex workers are working almost exclusively in clubs and bars. Remaining invisible is a way to avoid police control and the requirement for all sex workers to register and submit to compulsory monthly medical check-ups. Migrant sex workers in Latvia are mainly from Belarus, Ukraine, Russia, Estonia, Lithuania and Moldova.

1.e. Origin of migrant sex workers- regional analysis

Central Europe (EU countries) Bulgaria, Czech Republic, Hungary, Poland, Romania, Slovakia, Slovenia.	0 %
Eastern Europe (NON EU countries and Central Asia) Belarus, Moldova, Russia, Ukraine, Kazakhstan, Tajikistan, Azerbaijan, Uzbekistan, Kyrgyzstan, Turkmenistan.	90 %
Baltic countries Estonia, Latvia, Lithuania.	10 %
Balkan countries Albania, Bosnia-Herzegovina, Croatia, Montenegro, Serbia, Kosovo, FYR of Macedonia.	0%
Rest of Europe	0 %
Latin America and Caribbean	0 %
North America	0 %
Africa	0 %
Asia Pacific	0 %
TOTAL	100 %

1.f Nationalities of sex workers reported in your country. ____6____

The 10 top countries from which migrant sex workers come.

1. Belarus	6. Lithuania
2. Moldova	7.
3. Russia	8.
4. Ukraine	9.
5. Estonia	10.

2. Sex Workers Situation

2.a The 5 main vulnerability factors for national sex workers?

1	Lack of access to health & social care services
2	Social isolation and exclusion
3	Violence from organisers of the sex industry
4	Lack of protection from the law enforcement agencies
5	Criminalisation of sex workers

There are a lack of services for sex workers in Latvia. The majority of existing medical and social services have limited capacity to serve uninsured persons.

Engaging in prostitution is prohibited for persons who do not have a health card or "yellow passport". Sex workers must undergo monthly mandatory health checks with a certified Dermatovenerologist and information about health status is recorded on the health card.

Sex workers must show clients or police their health card on demand. Sex workers have to pay for the health card and all related health checks. This compulsory testing and registration by the health authority creates a barrier to accessing sexual health services as many sex workers prefer to avoid this system but by doing so become more vulnerable because of their "illegal" working status.

Providing sex services is not a criminal offence in Latvia although laws are in place which criminalises some activities related to prostitution. Prostitution is regulated by the **Provisions Restrictive of Prostitution** that was amended in January 2008. Comparing to the previous regulations (2001) there are now more limitations. A primary goal of the amendments was to make it more difficult to obtain and provide sex services. New rules control where indoor prostitution may take place and how services are advertised or offered. Those who operate outside of the Provisions are liable for a fine on the first offence. A repeat offence within the same one-year period could result in criminal charges and possibly prison.

Any form of criminalisation creates an obstacle to access of services and directly affects the safety and well being of sex workers. There is a need to develop an evidence based human rights approach in advocating for the rights of sex workers and their ability to access to services without discrimination.

Police violence and harassment of sex workers is an issue. We propose advocacy and immediate reaction to human rights violations toward sex workers, in particular in relation to police raids. A "watch dog" body should be established to monitor police actions toward sex workers and to measure the impact of the regulations as formulated by the **Provisions Restrictive of Prostitution** on the situation of sex workers and their human rights.

To prevent social isolation and exclusion sex workers need service provision that is non-judgemental and provides real opportunity for personal skills building, community building and self-organising. Targeted services need to be developed for sex workers affected by drugs and alcohol. Particular attention needs to focus on the further social exclusion and discrimination of sex workers from the Russian speaking minority in Latvia, who constitute approximately 35% (2007) of the population and of sex workers from the Roma population (approximately 8000).

Stigma and discrimination must be tackled effectively using a range of methods to promote the human rights of sex workers and to combat negative stereotyping and victimisation.

The 5 main vulnerability factors for migrant sex workers?

1	Lack of access to health & social care services
2	Legal status in the country
3	Social isolation and exclusion
4	Violence from organisers of the sex industry
5	Criminalisation of the sex industry

The precarious status of migrant sex workers is a major contributor to their vulnerability. Most migrant sex workers have no health insurance in Latvia. Migrant sex workers must receive a minimum guarantee of access to services regardless of their residency status. If migrant sex workers do not receive at least minimum guaranteed access to services it will remain difficult for them to resist exploitation and live and work under healthy and safe conditions. In collaboration with a network of service providers in neighbouring countries such as Estonia, Lithuania, and Russia, we would be better able to guarantee a consistent level of access for health, psychosocial, and legal services that is both culturally and linguistically appropriate for migrants sex workers.

Like national sex workers migrant sex workers are vulnerable to police violence and harassment not only as a result of their status as sex workers but also due to the precarity of being migrants in Latvia; police violence and harassment impacts directly on the vulnerability of migrant sex workers. Without the recognition of their rights sex workers are unable to combat this form of discrimination effectively.

In addition migrant sex workers are more vulnerable to violence at the hand of organisers in the sex industry as a result of their legal status and social vulnerability. To improve this situation migrant sex workers need access to (anonymous) hotlines for reporting and to crisis centres where they can find protective shelter, without fear over their legal status in the country. There must be special attention paid to the needs of migrant sex workers who have been victims of violence; by providing legal, social, psychological and medical support and by providing practical support during court trials and around other concerns.

Migrant sex workers would benefit greatly by better quality services provided with respect by trained educators, particularly around language skills and support in social orientation

There were several other significant vulnerability factors including: the inability to acquire health insurance, lack of knowledge of Latvian language, situation of forced labour and exploitation, economic difficulties. the new limitations impacting on sex work activities which provoke greater dependency and push sex work activities underground, economic difficulties, psychological health, and a high prevalence of HIV among the general population and particularly of IDUs in counties of origin.

2.b Estimate the percentage of national sex workers who have control of their working conditions and safe sex practices.

NATIONAL SEX WORKERS	ESTIMATE	58%
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In more recent years, and despite the new regulations, we see more sex workers are working independently or together with 1-2 colleagues in apartments and other indoor sectors and that they have more control of their working situations. But the recent rules of the **Provisions Restrictive of Prostitution** will have had a negative impact in the position and organisation of all indoor setting. Additional assessment is needed in order to have more information on the consequences for sex workers control and autonomy in the organisation and provision of services. The new measures are particularly designed to reduce and limit where sex work may take place. The prohibition against sex workers organising to work together in groups could result in greater isolation and lead to a more dangerous situation for sex workers. For street-based sex workers the ability to control working conditions varies and depends on the location where they work, other factors such as age and drug or alcohol dependency or if they are controlled by third parties or not.

Estimate the percentage of migrant sex workers who have control of their working conditions and safe sex practices.

MIGRANT SEX WORKERS	ESTIMATE	42%
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Most of migrant sex workers are working in clubs and bars. Conditions of work are more unfavourable than for national sex workers as most must negotiate the precarity of non-EU legal status in Latvia and are more frequently in a situation of dependency on controllers.

2.c Estimate the percentage of national sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

NATIONAL SEX WORKERS	ESTIMATE	40%
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In recent years the activities of police and authorities has had an impact on how the sex industry is structured in Latvia. This includes the prohibition of street-based sex work in some areas traditionally known for street prostitution and more regulations controlling premises where prostitution takes place. Organisers have less control over national sex workers and increasing numbers are working more or less independently. However, we generally think that those national sex workers who are still working in the street, in the remaining bars or clubs, as well as the escort sector are sharing a significant part of their income with third parties.

Estimate the percentage of migrant sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

MIGRANT SEX WORKERS	ESTIMATE	60%
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In contrast to national sex workers, most migrant sex workers are working in the organized sex industry and under the control or management of third parties. An estimated 60% of migrant sex workers are required to share income with others, including, owners, managers, pimps and traffickers.

2.d Estimate the percentage of earnings that national sex workers keep for themselves.

NATIONAL SEX WORKERS	ESTIMATE	65%
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As mentioned above some national sex workers are currently working under more restrictive conditions and are subject to many limitations and controls by public authorities; many are tolerating less economically favourable working conditions. National sex workers who work for escort agencies or out of apartments are also not doing well, keeping less than or around 60% of their earnings. It is important to note that the earnings of national sex workers can vary considerably depending on their work situation and the various other costs they may be expected to bear such as percentage payments to industry organisers, facilitators, guardians and/or other mediators such as taxi drivers. In addition, it is not unusual for sex workers to be fined for a range of "infractions", such as lateness, or to pay bribes in order to avoid getting fined by police.

Estimate the percentage of earnings that migrant sex workers keep for themselves.

MIGRANT SEX WORKERS	ESTIMATE	35%
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Migrant sex workers are more frequently in an abusive and exploiting situation. Their ability to resist exploitation is blocked by inadequate language skills, no access to and little awareness of possible support services and the fact that they are more likely to be working under conditions of control or related to trafficking. For example, migrant sex workers in this type of situation may be closely monitored by pimps, not in possession of their passports or other identity documents and/or paying off large bondage debts to exploitive third parties.

2.e Estimate the levels of condom use and other safer sex practices amongst national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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50% of the respondent considers that safer sex practices by national sex workers is higher than that of the general population, 25% estimate that safer sex practices are the same as the general population and finally 25% consider the safer sex practices by national sex workers to be lower than the general population. This 25% may indicate concern about more vulnerable sex workers, for example, those who are also drug or alcohol dependent, who may be in a weaker position and less able to negotiate safe sex practices and condom use with clients or resist abusive clients.

Estimate the levels of condom use and other safer sex practices amongst migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	SAME AS THE GENERAL POPULATION
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Of the respondents to the questionnaire, 50% estimate that migrant sex workers have the same level of condom use and other safe sex practices as the general population, while 20% estimated higher use of condom and 30% lower than the general population. The fact that migrant sex workers could have a higher level of risk in sexual practices than national sex workers is possibly due to the fact that migrant sex workers are working almost exclusively in indoor settings and in a more isolated and vulnerable position than national sex workers .

The ability to negotiate safe sex is not easy. National and migrant sex workers are under constant pressure to engage in unsafe sex practices. This demand comes mainly from clients but also very often from club and brothel managers looking to increase profits by promoting unprotected (oral) sex in advertisements and who in some cases force sex workers to provide such services.

The ability to refuse the demand for unsafe sex depends very often on the financial and economic pressure most sex workers face. Multiple conditions impact on sex workers, including, workplace pressure from owners/managers, an increasing level of competition among sex workers in the industry and a lack of knowledge or clear translated information about the risks of providing unsafe (oral) sex. Consistent outreach services to sex workers regarding HIV/STIs and professional position is crucial in preventing HIV/AIDS, STIs, violence, and exploitation.

2.f Estimate the levels of violence or other crimes against national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAT GENERAL POPULATION
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70% of respondents say that national sex worker face a much higher level of violence or other crimes against them than the general population. Recently a climate of hostility against sex workers has been growing as policy and policing of the sex industry has increased and become more public. As a result sex workers are increasingly vulnerable to harassment, blackmail, and threats.

Estimate the levels of violence or other crimes against migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Migrant sex workers face other vulnerability factors that impact on the level of violence they experience including tighter control by managers, pimps, and/or traffickers. 70% of survey respondents indicated a higher level of violence is experienced by migrant sex workers.

Physical violence is likely to be similar as for national sex workers in comparative situations

2.g Estimate the levels of drug and alcohol dependency among national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN OR SAME AS GENERAL POPULATION
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Working conditions can impact on the level of drug and alcohol dependency among national sex workers. Alcohol and drug dependency is particularly high among street-based sex workers working in particular areas. Respondents indicate that national sex workers working in indoor setting and particularly those working in more independent situations have the same level of drug and alcohol dependency as the general population, however in many night clubs and bars sex workers are more exposed to alcohol and drugs in the workplace and are more vulnerable to developing a dependency.

Estimate the levels of drug and alcohol dependency among migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN OR SAME AS GENERAL POPULATION
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The same situation is found among migrant sex workers. It is not unusual that sex workers working in bars and clubs are pressured by owners and managers to consume alcohol, and sometimes drugs, as part of their work entertaining clients.

2.h Estimate of the changes in the vulnerability of NATIONAL sex workers across your country.

	NATIONALS			
	Decrease	Same	Increase	
Condom use	0 %	0 %	100 %	100%
Drug/alcohol use	0 %	0 %	100 %	100%
Violence against them	0 %	100 %	0 %	100%
Legal status	0 %	100 %	0 %	100%
Working conditions	0 %	0 %	100%	100%
Literacy & educational level	0 %	0 %	100 %	100%
Living conditions	0 %	100 %	0 %	100%
Social isolation and exclusion	0 %	100 %	0 %	100%

NATIONAL SEX WORKERS

The vulnerability of national sex workers has increased with regard to working conditions. The enforcement of the new regulations means sex workers are unable to work together in groups and as a result are less safe, more isolated, in a weaker negotiating position with clients, and more vulnerable to danger and violence. Latvia is also experiencing changes in the prostitution scene coinciding with the current economic crisis as more young women seek options in sex work to escape poverty in rural areas or because lower levels of education and/or little of no other work experience means they have few income earning possibilities.

Estimate of changes in the vulnerability of MIGRANT sex workers across your country.

	MIGRANTS			
	Decrease	Same	Increase	
Condom use	0 %	100 %	0 %	100%
Drug/alcohol use	0 %	0 %	100 %	100%
Violence against them	0 %	0 %	100 %	100%
Legal status	0 %	0 %	100%	100%
Working conditions	0 %	100 %	0 %	100%
Literacy & educational level	0 %	100 %	0 %	100%
Living conditions	0 %	100 %	0 %	100%
Social isolation and exclusion	0 %	0 %	100 %	100%

MIGRANT SEX WORKERS

Most respondents indicate that on several factors migrant sex workers are experiencing an increase in vulnerability. Migrant sex workers are more vulnerable to violence and abuse from clients, lack of police protection and pressure or violence from owners, managers and pimps. The precarity of the legal status of non-EU migrants is the main cause of an increase in social isolation and exclusion. Migrant sex workers working in closed indoor settings are in a greater situation of dependency on third parties.

2.i. Estimate of the changes in policy or legislation impacting on national sex workers working and social conditions across your country.

	NATIONALS			
	Positive	No change	Negative	
On municipal level	0 %	0 %	100 %	100%
On regional level	100 %	0 %	0 %	100%
On national level	0 %	0 %	100 %	100%

NATIONAL SEX WORKERS

Respondents agree that the recently amended rules of the Provisions Restrictive of Prostitution have had a negative impact on the social position and working situation of sex workers in all sex work settings. As previously mentioned the main goal of the provisions are to limit and control the sex industry in general and visible prostitution in particular. For sex workers this has resulted in the erosion of autonomy, greater precarity, increased risk, and poorer health and well-being.

Estimate of the changes in policy or legislation impacting on migrant sex workers working and social conditions across your country.

	MIGRANTS			
	Positive	No change	Negative	
On municipal level	0 %	0 %	100 %	100%
On regional level	0 %	0 %	0 %	100%
On national level	0 %	0 %	100 %	100%

MIGRANT SEX WORKERS

In addition to the issues highlighted above the vulnerability of migrant sex workers is further exacerbated if they do not have legal status in Latvia. For non-EU migrant sex workers the situation in Latvia is very difficult. The consequence of both restrictive prostitution and migration policies has led to the extreme precarity of migrant sex workers resulting in the negative impact on their health and well being.

3. Mobility

- 3.a Estimate the percentage of national sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

NATIONAL SEX WORKERS		ESTIMATE	51 %
1. Germany	6. Portugal		
2. Spain	7. Finland		
3. Italy	8. UK		
4. Norway	9. Denmark		
5. The Netherlands	10. Cyprus		

Estimate the percentage of migrant sex workers who have worked in another country and list the top 10 countries migrant sex workers have worked in.

MIGRANT SEX WORKERS		ESTIMATE	49 %
1. Germany	6. Estonia		
2. Italy	7. Lithuania		
3. Cyprus	8. Israel		
4. Spain	9. Ukraine		
5. Russia	10.		

- 3.b. Estimate the percentage of national sex workers who have worked in another city of your country before.

NATIONAL SEX WORKERS	ESTIMATE	38 %
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Estimate the percentage of migrant sex workers who have worked in another city of your country before.

MIGRANT SEX WORKERS	ESTIMATE	62 %
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3.c The 5 top reasons for the mobility of national sex workers.

	NATIONALS
1	Better working conditions
2	Better living conditions
3	Mobility of clients
4	Criminalisation of prostitution
5	Protection of anonymity

NATIONAL SEX WORKERS

Since EU-Enlargement national sex workers are very mobile; they travel frequently to and from their home countries. We estimate that more than half of all national sex workers work or have worked abroad. Many follow similar mobility patterns of working in different countries during different periods of the year. For example, sex workers may travel to Southern Europe to take advantage of the tourist season in that region and then return to their country of origin or move on elsewhere. In some cases national sex workers have links with escort agencies that operate in both Baltic and Scandinavian countries making it possible to work in several countries with client contacts and travel facilitated by the agencies. Clients also may meet escorts in hotels in Latvia in some situations the sex workers they meet and who are willing and able, travel to the clients home country for more work.

Also within Latvia the mobility of national sex workers is high and generally corresponds to where the clients are at different times of the year. For example, Jurmala is a beach resort and tourist destination from spring to early autumn. Sex workers work mainly in strip-bars and night clubs but their ability to work and their number fluctuates with the increase of national and foreign clients visiting Jurmala.

Policing and restrictive policy implementation is a further cause for sex worker mobility both across borders or within Latvia. It is not unusual for national sex workers to shift to other cities to work in order to avoid law enforcement and controls.

The 5 top reasons for the mobility of migrant sex workers.

	MIGRANTS
1	Poor working conditions
2	Better living conditions
3	Need to earn money to support dependents
4	Coerced by 'organiser' in the sex industry (trafficking)
5	Criminalisation of prostitution

MIGRANT SEX WORKERS

Latvia is not considered a destination country in general for migrant sex workers but rather a origin and transit country. The current economic situation and standard of living do not attract large numbers of migrants. There are, nevertheless, a small group of sex workers from Belarus, Ukraine, Russia and Moldova., Estonia and Lithuania According to our knowledge most migrant sex workers from these countries are coming directly to Latvia. Migrant sex workers with previous experience working in sex work report having worked in other countries as well as Latvia. In some cases the move into Latvia is shift from working for a period in one of the neighbouring countries.

For migrant sex workers the reasons for entering prostitution are no different from national sex workers. For some migrant sex worker prostitution is their only source of income, but for others it may be a way to earn money for a particular goal – studies, house rent, phone bills, or other material wants. Many sex workers get involved in prostitution in times of financial pressure or when driven by financial needs. Many are satisfied with their

decision, recognize that this choice has been deliberative, but also see the negative side of their choice; vulnerability and the risk of being caught by police and deported from the country. However, greater financial stability and the possibility to earn more money than other kinds of work can offer outweighs these disadvantages. There are other advantages for migrant sex workers to work in Latvia such as higher earnings for the same services than in their country of origin, greater anonymity and the ability to avoid stigmatisation and discrimination in their country of origin.

Most migrant sex workers enter prostitution voluntarily but some are under the control of third parties or highly dependent on third parties. For example, organisers sometimes force or coerce migrant sex workers to relocate to other cities where police enforcement is less frequent or less aggressive

CONCLUSIONS

Summary and analysis of the changes in the prostitution scene since 2006

Latvia heavily regulates sex work with the aim of reducing prostitution and aims to control sex workers through registration and mandatory health checks. Adult, individual prostitution (providing of sexual services in exchange for money) is not illegal, but any activity of a third party promoting prostitution is prohibited, thus generalizing the range of prohibited activities around promoting prostitution and including the maintenance, management of brothels or knowing financing or participating in the financing of such an establishment.

The violation of the above Regulations incurs administrative liability as well as criminal liability, if such acts are committed repeatedly within the same of one-year period after the imposition of an administrative penalty offenders, including sex workers (see provisions below), are criminally held liable and may face a prison sentence.

The Article 163 of the Criminal Law provides penalties for establishment, management, maintenance and financing of a brothel;

The Article 164 of the Criminal Law provides punishment for involving persons in prostitution and procuring of persons for prostitution, using their trust in bad faith, or by means of fraud, or by taking advantage of the dependence of the person on the offender or of his or her state of helplessness;

The Article 165 of the Criminal Law provides punishment for a person who commits taking advantage, for purposes of enrichment, of a person who is engaged in prostitution;

The Article 165 of the Criminal Law provides punishment for sending a person with his or her consent for sexual exploitation; however other aspects of prostitution, such as running public houses, pimping, sex with underage persons are qualified as crime and foresee imprisonment. In this way anything that is connected to prostitution, is criminalised, but prostitution itself is not a crime.

Prostitution is regulated by the Provisions Restrictive of Prostitution that was amended in January 2008. Comparing to the previous regulations (2001) there are more limitations, the most important one – it is strictly determined where one is allowed to offer, provide, and receive sexual services in order to achieve a decrease of the accessibility of sexual services.

New Provisions (2008) contain the following set of rules:

Engaging in prostitution is prohibited for underage persons and persons who do not have a health card. A health card is issued to prostitutes by a certified Dermatovenerologist upon an initial examination. Medical institutions and medical doctors receive the cards from the governmental health statistics and medical technology agency.

Persons are allowed to offer and provide paid sexual services in indoor premises (apartment, house) that they own or rent.

Prostitution is prohibited in the following indoor premises: if located less than 100 meters from educational institutions or churches; if located close to underage children/young people; if other individuals who reside in the same premises object to it. If these regulations are violated, the premises will be closed down.

It is prohibited to offer and provide sexual services in groups.

Managers of entertainment and vacation places are responsible for public order. They are obliged to restrict prostitution within their premises.

Prostitutes must undergo monthly mandatory health checks with a certified Dermatovenerologist. Information about the health status is recorded on the health card.

Prostitutes are not allowed to continue work while in medical treatment or medical or serological surveillance for an infectious disease. If HIV-antibodies are detected or person has AIDS it's prohibited to prostitute henceforward.

The advertisement and promotion of sexual services through the Internet, in the press and other mass media (except for erotic editions) as well as through another person's mediation is prohibited.

Any action by a third party to promote prostitution is prohibited.

Prostitutes have to display the health card at the client's demand.

The ongoing law enforcement initiatives by police and local authorities, against both street-based sex workers and on the indoor sex industry, have resulted in both sex workers and clients seeking alternative means of contacting one another.

The actual number of sex workers is debatable and a shift of sex workers into different settings is also growing. Along with migration to other EU countries sex work within Latvia is changing as well. The number of sex workers on the streets has decreased with more sex workers moving into brothels, clubs, and bars. Since 2006 there has been an increase in the number of sex workers using print or web advertising to offer services out of apartments. However the prohibition on the advertisement of sexual services has made it more difficult for both independent escorts and independent sex workers working in apartments to work despite the fact that regulation allows for sex work to take place in private places such as apartments.

According to the State Police *Human Trafficking Report for the first 6 months of 2009* which compares data from the same period in 2008 there appears to be more pimps – both male and female and individuals or groups – operating in Latvia.

Narrative analysis of the changes in services for both national and migrant sex workers since 2006

There have been no significant changes in policy around health and social care provision for migrant or national sex workers, still the system is base on compulsory health control. No funding of sex work projects is provided and the funding available for HIV prevention and sexual health is decreasing for all "vulnerable" groups. The public health system in Latvia has been especially impacted by funding cuts resulting from the current economic crisis.

The "State Program for Prevention of Trafficking in Human Beings 2004-2008" has been implemented. The program defined long-term principles and directions for action but the objectives have only been partially realised due to insufficient financing:

state-funded social rehabilitation for victims of human trafficking is now stipulated in the law;

the Criminal law has been improved in relation to situations of trafficking in human beings;

awareness' rising campaigns about human trafficking have been implemented in order to increase public awareness about this issue. ("Cooperation to prevent Human Trafficking", situation analysis and optimal model for national cooperation, Ministry of Interior, Riga, 2007).

In 2009, a new project of "Program for Prevention of Trafficking in Human Beings 2009-2013" has been elaborated by the involved ministries but has not yet been approved. NGOs are not involved in this program.

Narrative analysis of the gaps in services for both national and migrant sex workers

The biggest gap in the public health services for national and migrant sex workers is the mandatory health control policy. Under the "Provisions Restrictive of Prostitution" all sex workers must pay a health card or "Yellow Passport" as well as for the monthly mandatory health examinations they are required to undergo by a Dermatovenerologist. Unfortunately, there has been no policy change to provide low-threshold, anonymous services for sex workers to be able to take care of their sexual health with dignity. Currently, information about the health status is recorded on the health card which must be presented to police and clients on demand.

There are some services provided free of charge, including, specialists consultations and HIV rapid testing. In addition to the issues highlighted above the vulnerability of migrant sex workers is further exacerbated if they do

not have legal status in Latvia. For non-EU migrant sex workers the situation in Latvia is very difficult. The consequence of both restrictive prostitution and migration policies has led to the extreme precarity of migrant sex workers resulting in the negative impact on their health and well being.

NGO "DIA+LOGS" and "AIDS counselling service" and under the GO "Latvia Infectious Disease Centre"; harm reduction services (available in 16 cities or towns in Latvia); and NGO "Support Centre for women MARTA" and NGO "Centre against Violence DARDEDZE" as well as some Crisis Centres provides support, advocacy, housing or rehabilitation.

Free access to HIV/AIDS treatment is available for nationals and legal residents. In a case of any other STI a person has to cover treatment expenses themselves.

Currently there is no targeted service project for sex workers in Latvia and outreach activities are very limited focussing mainly on a harm reduction programme.

There is an evident nationwide need for awareness-raising, translated information dissemination and sensitisation about the situation and needs of sex workers.

Narrative analysis of the geographic spread of migrant sex workers in your country – including any specific trends in the border areas

Sex work takes place all Latvian cities in both open and clandestine settings. Here is the example the situation of sex work in different Latvian cities:

Riga, the capital of Latvia has the broadest range of sex services available. Sex workers work on the streets, around the central rail station and central market, in brothels, bars and apartments, through escort services, in independent apartments and along parks, highways and roads in border areas. Both national and legal migrant sex workers are working in these settings. One of the most famous "red light" areas historically has been Marijas and A. Čaka streets. Nowadays the street sex work areas has been pushed out of the centre of Riga to other areas such as J. Asara, Laboratorijas, Valmieras and Pernavas streets, and small adjacent alleys. Street-based sex work is controlled by regulations "On Restriction of Prostitution." A special activity place is Old Riga, its pubs, bars, streets, where sex workers or their pimps canvas clients – mostly foreigners. The area of central station and central market is place of work particularly for alcohol and drug dependent women.

Jurmala – is a tourist city, with seasonal influxes of visitors. Sex workers are working mainly in strip-bars and night clubs, their employment and number change depending on seasonal demand.

Sex work in **Jelgava** is affected by its close proximity to Riga and many sex workers go to meet clients in Riga. In the centre of Jelgava there is a small level of street-based sex work. Sex workers work mainly in night clubs and bars, along the Jelgava highway and in the area of central bus station, as well as in private apartments. Prices for sexual services are much lower here than in Riga.

In **Liepaja** there are at least 5 sex service establishments, with available contacts – phone numbers can be asked even from taxi drivers. Sex workers either visit clients at their location or provide services out of special apartments. Sex work in Liepaja is seasonal and clients are mainly foreigners and seamen. Recently, law enforcement bodies have started a serious fight against pimping and sex work has shifted to more clandestine settings. Sex workers also work near the **Ventspils** and **Liepaja** harbours soliciting clients from ships and other means of water traffic.

In **Daugavpils** sex workers provide services in some hotels. A few sex workers work here through internet advertising, newspapers or in bars. A few sex workers in **Valmiera** use taxi drivers as mediators.

Mobility within and outside of the country is very high. Also the mobility of clients is quite high; determined by the tourism season, the numbers of truck drivers and the geographical location of the country. There are many economic ties with Scandinavian countries and in particularly with Sweden. The close proximity of the more "rich" Scandinavian countries and the fact that both Sweden and Norway have criminalised the purchase of sex services has resulted in an increase of clients from these countries to Latvia. Although this is more related to Riga and not border areas it does represent a shift and perhaps a new form of "sex tourism" for Latvia.

TAMPEP 8

Mapping of National Prostitution Scene

NATIONAL COORDINATORS REPORT 2008/9

LITHUANIA

1. Prostitution Scene

1. Estimation of the number of sex workers

1250 - 1550

It is difficult to obtain good information about the extent and nature of prostitution in Lithuania. The estimates provided are based on qualitative and quantitative data gathered by the Lithuanian AIDS Centre (LAC) in Vilnius as well as through information from people working directly with sex workers and in particular from police officials. According to our data we estimate that there are approximately 500-800 sex workers in Vilnius. In the harbour city of Klaipeda and the 2nd largest city of Kaunas we estimate that there are 400 and 350 sex workers respectively. Approximately 10% are migrant³⁹ sex workers.

Reports on this matter vary however, in an unofficial statement of the Ministry of the Interior an estimation of about 3000 sex workers in Lithuania is given and other NGOs and some governmental institutions make mention of about 5000 sex workers.

1.a. Gender of Sex workers

	2006	2008
Female	85%	96%
Male	10%	3%
Transgender	5%	1%
TOTAL	100%	100 %

1.b. Gender/migration status of sex workers

By Female sex workers

	NATIONAL	MIGRANT	
Female	90	10	100 %

By male sex workers

	NATIONAL	MIGRANT	
Male	100	0	100 %

By transgender sex workers

	NATIONAL	MIGRANT	
Transgender	100	0	100 %

The majority of sex workers are female. Our understanding of male and transgender sex workers is limited by a lack of information. No quality survey has been done to get a better picture of these two other groups. Ads for services from male sex workers are found in newspapers.

³⁹ Migrants are those who were born in another country, including EU citizens.

Currently migrants make up about 10-12% of those involved in female sex work in Lithuania. Information from 2006 shows a decrease in the number of migrant sex workers (15% in 2006). In part this may be explained by findings showing that many women from Eastern European countries and in particular from Ukraine, Russia and Belarus are now travelling directly to west Europe countries without staying and working temporarily in Lithuania as they had in the past. Other factors influencing a decrease include stricter (border) controls and a greater risk of deportation. Most recent data from state authorities show that the majority of migrant sex workers are still from Belarus, Russia and Ukraine.

1.c. Sex work sectors in the country

Outdoor	57 %
Indoor	43 %
TOTAL	100 %

Sex work sector settings in the country

OUTDOOR	Streets: in the city/town	51 %
	Highways: outside of city/town	6 %
	Parks, forests	0 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	25 %
	Apartments, windows (with less than 3 women working together)	9 %
	Visiting services (escort agencies)	9 %
TOTAL		100 %

1.d. Sex work sectors of migrants

Outdoor	10 %
Indoor	90 %
TOTAL	100 %

Sex work sector settings of migrants

OUTDOOR	Streets: in the city/town	10 %
	Highways: outside of city/town	0 %
	Parks, forests	0 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	90 %
	Apartments, windows (with less than 3 women working together)	0 %
	Visiting services (escort agencies)	0 %
TOTAL		100 %

Street-based sex workers are overwhelmingly Lithuanian nationals and migrants from Belarus. The actual picture of sex work settings is unclear. The experts from the Association of HIV/AIDS affected women and their intimates suggest that street-based prostitution forms up to 50-60% of the sex business while many others think that this figure is much lower

An increase in the numbers of street-based sex workers since our last reporting (2006) can be related to an increasing general social problem in Lithuania of drug use. Those migrants who are working on the streets are mainly also doing so in order to pay for drugs.

1.e. Origin of migrant sex workers- regional analysis

Central Europe (EU countries) Bulgaria, Czech Republic, Hungary, Poland, Romania, Slovakia, Slovenia.	0 %
Eastern Europe (NON EU countries and Central Asia) Belarus, Moldova, Russia, Ukraine, Kazakhstan, Tajikistan, Azerbaijan, Uzbekistan, Kyrgyzstan, Turkmenistan.	100 %
Baltic countries Estonia, Latvia, Lithuania.	0 %
Balkan countries Albania, Bosnia-Herzegovina, Croatia, Montenegro, Serbia, Kosovo, FYR of Macedonia.	0 %
Rest of Europe	0 %
Latin America and Caribbean	0 %
North America	0 %
Africa	0 %
Asia Pacific	0 %
TOTAL	100 %

1.f Nationalities of sex workers reported in your country? _____6_____

The 10 top countries from which migrant sex workers come:

1. Russia	6.
2. Belarus	7.
3. Ukraine	8.
4.	9.
5.	10.

The few migrant sex workers working here in Lithuania (around 10% to 12%) are mainly from Russia, Belarus and Ukraine. However, there are sex workers with other nationalities who were born in Lithuania and who are living and working in Lithuania. The main nationalities are: Lithuanian 40%, Russian approximately 30%, Polish 13%, Belarusian 9% and Ukrainian 8%

2. Sex Workers Situation

2.a The 5 main vulnerability factors for national sex workers.

1	Lack of access to health, social care services, drug and alcohol dependency
2	Criminalization of sex industry
3	Police violence and harassment
4	Social isolation and exclusion
5	Stigma and discrimination

There is a lack of services for sex workers in Lithuania. The majority of existing medical and social services have limited capacity to serve uninsured persons. Access to services for target groups such as sex workers should not depend on whether or not they are insured. We also recommend measures to raise awareness among sex workers on the possibility of gaining private insurance.

Sex work itself is not criminalised in Lithuania although laws are in place which criminalise some activities related to prostitution. Criminalisation is an obstacle to access of services. There is a need to develop a evidence based human rights approach in advocating for the rights of sex workers and their ability to access to services without discrimination.

Police violence and harassment of sex workers is an issue. We propose advocacy and immediate reaction to human rights violations toward sex workers, in particular in relation to police raids. A “watch dog” body should be established to monitor police actions toward sex workers.

To prevent social isolation and exclusion sex workers need service provision that is non-judgemental and provides real opportunity for personal skills building, alternative job opportunities and self-organising. Targeted services need to be developed for sex workers affected by drugs and alcohol. Stigma and discrimination must be tackled effectively using a range of methods to promote the human rights of sex workers and to combat negative stereotyping and victimisation.

Finally, we would like to mention other significant vulnerability factors not listed above that are affecting national sex workers as well, including, psychological factors, low social status lack of working skills economic stresses and the fact that they may be victims of internal trafficking.

The 5 main vulnerability factors for migrant sex workers.

1	Legal status in the country
2	Mobility
3	Police violence and harassment
4	Social isolation and exclusion
5	Violence from the organizers of the sex industry

The precarious status of migrant sex workers is a major contributor to their vulnerability. Most migrant sex workers have no health insurance in Lithuania. Migrant sex workers must receive a minimum guarantee of access to services regardless of their residency status.

Migrant sex workers are highly mobile. Service provision to this group needs to be better networked both within Lithuania and with neighbouring countries such as Russia, Ukraine in order to guarantee minimal access to health, psychosocial and legal services. Services should be culturally and linguistically appropriate for migrants. Cultural mediators could help to assure this.

Police violence and harassment of sex workers is an issue. We propose advocacy and immediate reaction to human rights violations toward sex workers, in particular in relation to police raids. A “watch dog” body should be established to monitor police actions toward sex workers.

To prevent social isolation and exclusion sex workers need service provision that is non-judgemental and which provides real opportunity for personal skills building, alternative job opportunities and self-organising. Targeted services need to be developed for sex workers affected by drugs and alcohol.

To combat violence and exploitation at the hands of sex industry organisers migrant sex workers need legal, social and medical support, including assistance during court trials referrals to crisis centres and a hot-line to enable reporting of not only situations of possible trafficking but also of other abuses and/or violence.

Finally, we would like to mention other significant vulnerability factors not listed above that are affecting migrant sex workers as well, including, general high prevalence of HIV and IDU's in their countries of origin, recent police actions closing brothels, clubs and massage parlours, psychological factors, economic stresses, lack of language skills and the fact that they may be victims of cross-border trafficking.

2.b Estimate the percentage of national sex workers who have control of their working conditions and safe sex practices.

NATIONAL SEX WORKERS	ESTIMATE	67%
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In more recent years we see more sex workers are working independently or together with 1-2 colleagues in an apartment. As a result of these changes we estimate that nearly 70% of national sex workers have control over their working conditions.

Estimate the percentage of migrant sex workers who have control of their working conditions and safe sex practices.

MIGRANT SEX WORKERS	ESTIMATE	33%
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Migrant sex workers are considerably less likely to have control over their working conditions. Those migrant sex workers working independently or with 1 or 2 colleagues indoors have greater control and those who work on the streets. Migrant sex workers make up a small percentage of street-based prostitution. Street-based migrant sex workers face a range of constraints on working conditions, including, certain areas/regions being controlled by criminal elements who decide who works in those areas/regions or other sex workers who may resist the presence of newcomers working in their area.

2.c Estimate the percentage of national sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

NATIONAL SEX WORKERS	ESTIMATE	40%
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Over the last several years police and authorities have closed some of the biggest brothels, clubs and saunas. As a result there are fewer businesses being operated by organised criminals in the main areas known for prostitution and more women are moving to more independent ways of working. In general, we believe that sex workers who are working in the remaining criminally operated brothels, clubs and escort services are sharing a substantial part of their earnings with third parties. Further, since the majority of sex workers in these settings are migrants we estimate that approximately 60% are paying out to third parties

Estimate the percentage of migrant sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

MIGRANT SEX WORKERS	ESTIMATE	60%
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Over the last several years police and authorities have closed some of the biggest brothels, clubs and saunas. As a result there are fewer businesses being operated by organised criminals in the main areas known for prostitution and more women are moving to more independent ways of working. In general we believe that both national and migrant sex workers who are working in the remaining criminally operated brothels, clubs and escort services are sharing a substantial part of their earnings with third parties. Further, since the majority of sex workers in these settings are migrants we estimate that approximately 60% are paying out to third parties

2.d Estimate the percentage of earnings that national sex workers keep for themselves.

NATIONAL SEX WORKERS	ESTIMATE	50%
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As mentioned above some national sex workers are currently working under more exploitive working conditions than others. Those sex workers who still work in the remaining criminally operated brothels and escort agencies are only slightly better off and may be able to keep not more than 50-60% of their earnings.

Estimate the percentage of earnings that migrant sex workers keep for themselves.

MIGRANT SEX WORKERS	ESTIMATE	25 %
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Migrant sex workers working under the same conditions as their national counterparts in criminally operated brothels and escort agencies earn almost half or less of what their colleagues earn. The highly precarious legal status of most migrant sex workers makes them more vulnerable to this kind of exploitation. Their ability to resist exploitation is blocked by inadequate language skills, no access to and little awareness of possible support services and the fact that they are more likely to be working under conditions related to trafficking, for example, being closely monitored by pimps, not in possession of their passports or other identity documents and/or paying off large bondage debts.

2.e Estimate the levels of condom use and other safer sex practices amongst national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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50% of respondents indicate that the level of condom use and safe sex practices is higher than the general population. From our most recent qualitative assessment conducted in 2008 we estimate that the use of condoms is very high among all sex workers. At the time of that study, of the 95% of sex workers who had sex with a client in the previous month, 90% reported using a condom.

Estimate the levels of condom use and other safer sex practices amongst migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Respondents indicate the level of condom use and safe sex practices is higher than the general population. However, it is difficult to give a clear estimate on this question for migrant sex workers. This is a difficult group to survey. At the time of writing there has not been a reliable study conducted among migrant sex workers in regards to their safe sex practices.

2.f Estimate the levels of violence or other crimes against national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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The majority of respondents estimate that sex workers are disproportionately affected by violence and 37% of respondents estimate that the level faced by national sex worker is the same as that of the general population. Although the majority of national sex workers are working in more independent situations they still face considerable violence in their work. A lack of police protection and the presence of exploitive third parties, pimps and brothel owners, increase their vulnerability to violence from clients. Under these conditions a 'culture of violence' exists which, for lack of safe options, is tolerated by some sex workers. Unlike members of the general population the stigma and discrimination faced by sex workers means that they are less likely to go to the police when they have been victims of crimes against them.

Estimate the levels of violence or other crimes against migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Respondents estimate that the level of violence that migrant sex worker are experiencing is even higher than by national sex workers.

Migrant sex workers are more likely to experience higher levels of psychological violence than national sex workers due to their increased vulnerability as a result of their precarious status, isolation, and lack of support. Physical violence is likely to be similar as for national sex workers in comparative situations

2.g Estimate the levels of drug and alcohol dependency among national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Levels of drug and alcohol dependency vary among sex workers working in different sex work settings. For example, 63% of respondents suggest these problems are higher for national sex workers than the general population, however, this increases to 90% when we look only at street-based sex workers. Prostitution remains one option to earn money, particularly for women, for those dealing with serious drug or alcohol addiction.

Estimate the levels of drug and alcohol dependency among migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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60% of respondents suggest these problems are higher for migrant sex workers than the general population. As with the above sections it is not possible at this time to give clear estimates on the level of drug and alcohol dependency for migrant sex workers. We observe that many migrant sex workers have personal family histories of drug and alcohol addiction which may contribute to their own experience of dependency. Further, working under more stressful and exploitive conditions may lead migrant sex workers to use drugs or alcohol with more frequently than national sex workers in similar work settings

2.h Estimate of the changes in the vulnerability of NATIONAL sex workers across your country.

	NATIONALS			
	Decrease	Same	Increase	
Condom use	75 %	25 %	0 %	100%
Drug/alcohol use	25 %	50 %	25 %	100%
Violence against them	40 %	40 %	20 %	100%
Legal status	0 %	100 %	0 %	100%
Working conditions	0 %	100 %	0 %	100%
Literacy & educational level	25 %	75 %	0 %	100%
Living conditions	25 %	50 %	25 %	100%
Social isolation and exclusion	25 %	75 %	0 %	100%

NATIONAL SEX WORKERS

From the responses to the question of change since our last reporting on vulnerabilities faced by national sex workers, we see some small shifts in most of the listed categories. The most positive change is in the increase in condom use among national sex workers which indicates that they are being better protected against STIs. This increase can be attributed to better service provision and condom distribution to sex workers in Lithuania.

Although 40% of respondents reported a decrease in the levels of vulnerability to violence 20% indicated an increase. The level of drug and alcohol dependency among sex workers in Lithuania remains high. It is our observation that this may help to explain the decrease in the literacy or education levels of sex workers and their interest in improving such skills.

Estimate of changes in the vulnerability of MIGRANT sex workers across your country.

	MIGRANTS			
	Decrease	Same	Increase	
Condom use	0 %	100 %	0 %	100%
Drug/alcohol use	50 %	50 %	0 %	100%
Violence against them	50 %	50 %	0 %	100%
Legal status	0 %	100 %	0 %	100%
Working conditions	0 %	50 %	50 %	100%
Literacy & educational level	0 %	100 %	0 %	100%
Living conditions	26 %	37 %	37 %	100%
Social isolation and exclusion	0 %	100 %	0 %	100%

MIGRANT SEX WORKERS

Unlike for national sex workers we see few shifts to the question of change since our last reporting on vulnerabilities faced by migrant sex workers in Lithuania. Of note however are the positive decreases reported in levels of vulnerability to drug and alcohol use, violence. A worrying decrease is in the working conditions of migrant sex workers; 50% of respondents stated that working conditions have deteriorated.

2.i. Estimate of the changes in policy or legislation impacting on national sex workers working and social conditions across your country.

	NATIONALS			
	Positive	No change	Negative	
On municipal level	0 %	100 %	0 %	100%
On regional level	0 %	100 %	0 %	100%
On national level	33 %	67 %	0 %	100%

NATIONAL SEX WORKERS

In 2005 Lithuania criminalised the purchasers of sexual services and retained the criminalisation of sellers of sexual services. The introduction of this law and the entry of Lithuania has contributed to pushing sex work underground and increased barriers for sex workers to report crimes against them. Since 2005 no new laws relating to prostitution have come into place. All respondents recorded no change to this question for the municipal and regional levels.

The positive change reported above reflects new anti-trafficking legislation of the Republic of Lithuania which now complies with the requirements for the control and prevention of trafficking in human beings as prescribed by international legal acts, in particular, of the United Nations, the European Union, the Council of Europe, Interpol, Europol, and other international institutions.

Estimate of the changes in policy or legislation impacting on migrant sex workers working and social conditions across your country.

	MIGRANTS			
	Positive	No change	Negative	
On municipal level	0 %	100 %	0 %	100%
On regional level	0 %	100 %	0 %	100%
On national level	0 %	100 %	0 %	100%

MIGRANT SEX WORKERS

Respondents indicated that there has been no change in the last 12 months in Lithuania at all levels in relation to laws and policies that may impact on migrant sex workers.

3. Mobility

- 3.a Estimate the percentage of national sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

NATIONAL SEX WORKERS		ESTIMATE	29 %
1. Germany	6. The Netherlands		
2. United Kingdom	7. Denmark		
3. France	8. Italy		
4. Spain	9. Turkey		
5. Norway	10. Emirates		

Estimate the percentage of migrant sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

MIGRANT SEX WORKERS		ESTIMATE	71 %
1. Russia	6. Italy		
2. Belarus	7. Sweden		
3. Ukraine	8. Norway		
4. Israel	9. The Netherlands		
5. Germany	10. Denmark		

- 3.b. Estimate the percentage of national sex workers who have worked in another city of your country before.

NATIONAL SEX WORKERS		ESTIMATE	82 %
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Estimate the percentage of migrant sex workers who have worked in another city of your country before.

MIGRANT SEX WORKERS		ESTIMATE	18 %
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3.c The 5 top reasons for the mobility of national sex workers

	NATIONALS
1	Economic necessity
2	Better working conditions
3	Protection of anonymity
4	Better living conditions
5	Better social protection

NATIONAL SEX WORKERS

Since the EU-enlargement national sex workers have become much more mobile and they travel frequently between Lithuania and other EU countries. With many Lithuanian nationals migrating abroad we are also seeing greater internal movement of sex workers from outlying areas coming to the larger cities.

The main reason for mobility among national sex workers is economic necessity. Lithuania does not yet have a good social welfare system in place. Many sex workers are single parents or sole supporters of other family members. In a LAC survey of street sex workers in Vilnius shows that prostitution is the only or main source of income for 70 % of the interviewed women and that they are supporting not only themselves but also their (extended) families.

A smaller number of national sex workers move around in order to avoid police contact or to be closer to a more accessible drug supply

The 5 top reasons for the mobility of migrant sex workers.

	MIGRANTS
1	Economic necessity
2	Protection of anonymity
3	Criminalisation of prostitution
4	
5	

MIGRANT SEX WORKERS

About 71 % of migrant sex workers have already worked in sex work before coming to Lithuania, mainly in their home countries of Russia, Belarus, and Ukraine. As with national sex workers economic necessity and the need to earn money to support families, children, and parents in their origin countries is listed as the main reason for mobility among migrant sex workers.

Conditions in the country of origin and the exoticisation/eroticisation and demand for "Russian women" in Lithuania also influence migration as does a wish of some migrant sex workers to find a better life and/or marriage abroad

CONCLUSIONS

Summary and analysis of the changes in the prostitution scene since 2006

It is difficult to obtain good information about the extent and nature of prostitution in Lithuania. The information that we have is based on qualitative and quantitative data gathered by the Lithuanian AIDS Centre (LAC) in Vilnius as well as through information from people working directly with sex workers and in particular from police officials.

The number of sex workers has significantly decreased after Lithuania accessed to the EU in 2004. A number of sex workers left for West European countries to profit from potential higher earnings. The number of migrant sex workers has also decreased in Lithuania. Our information tells us this is because women from, in particular Ukraine, Russia and Belarus are no longer working in Lithuania before heading to western European countries. Finally, we have observed local migration of women from counties and districts who come to find work in Vilnius and larger cities in Lithuania.

The Lithuanian government has worked out a legal amendment (2005) to impose fines on both sex workers and their clients. Engaging in prostitution or paying for prostitution services is subject to a fine from three hundred to five hundred Litas (90-150 euro). For repeat offenders the fine is from five hundred to one thousand Litas or administrative detention for a term of up to thirty days.

Increasing repression of sex work settings is also evident. As mentioned above over the last several years police and authorities have closed some of the biggest brothels, clubs and saunas. As a result there are fewer businesses being operated by organised criminals in the main areas known for prostitution and more women are moving to more independent ways of working. In a positive way this has resulted in more women working independently or in small groups. However the working conditions, especially for migrant workers, in the remaining criminally operated brothels, clubs and escort services are worsening.

In general drug use and dependency is a growing problem in Lithuania. As mentioned earlier the increase in numbers of street-based sex workers since our last reporting (2006) can be related to an increasing general social problem in Lithuania of drug use. Those migrants who are working on the streets are mainly also doing so in order to pay for drugs

Narrative analysis of the changes in services for both national and migrant sex workers since 2006

We can report several changes to the availability of services to national and migrant sex workers. The poor economic situation in Lithuania means that the government is not currently providing funding for comprehensive STI testing for sex workers and only HIV testing is provided for free. Sex workers are financially responsible for paying for doctors visits, testing services and any treatment they may need. There is almost no distribution of condoms at the moment (so they must buy by themselves). Women cannot use the services anymore for a few months when they return to Lithuania: they should use the services in the countries they work in.

Lithuania is currently considering legal amendments which would exempt victims of trafficking from administrative responsibility as part of recent steps to comply with international anti-trafficking policies. At present, victims of trafficking in Lithuania are still liable if they are charged with prostitution related offences. There is service provision available to victims of trafficking in Lithuania. The types of services vary considerably from public information about the risks of working abroad to victim and their families support services or reintegration and rehabilitation services. Vilnius is home to the majority of NGO organizations working with victims of trafficking but services are also available in other cities such as Klaipeda and Alytus. Medical, social support and shelter is available at the Vilnius Mother and Child Pension, Klaipeda Social and Psychological Support Centre – in the biggest cities of Lithuania. The Lithuanian AIDS Centre is able to assure professional medical consultations, testing and treatment, as well as psychological and social support.

Narrative analysis of the gaps in services for both national and migrant sex workers

As reported above there is a general lack of services for sex workers in Lithuania and the majority of existing medical and social services have limited capacity to serve uninsured persons. Even where services do exist stigmatisation of sex workers is a strong barrier to access and sex workers are often afraid to ask for help.

The main gap in Lithuania is stigmatization of sex workers. Because of it they are afraid to go to any institution and ask for help. Also STI is important gap because it's mainly spread when sex workers do not use condoms with their male partners and in particular if they change partners very frequently, which is common. STI testing and treatment is quite expensive and accessibility of them is difficult. Also the special projects for helping sex workers have been much reduced and providing psychological and social support is now more difficult.

Outreach services are provided only in Vilnius to both indoor and outdoor sex workers through the Lithuanian AIDS-Centre and Association of HIV Affected Women (Demetra). The inability to provide broader outreach services means that many sex workers are not even aware that such services and support exist. Uninsured (non-documented) migrants can obtain a range of services, including free and anonymous testing services, however, free HIV/AIDS treatment is not provided. Despite a high prevalence of drug use among street-based sex workers, (63%), drug treatment services and harm reduction support is severely limited for non-insured drug users. There is no free service provision to non-documented migrants who need drug treatment.

Public social services are accessible to migrant sex workers and victims of human trafficking providing they abstain from continuing to work in sex work. Further, there continues to be a wide gap in services for sex workers and services to support victims of trafficking. As of 2007 only four organisations provide HIV prevention support and services for sex workers, while there are 18 organisations funded to provide support victims of trafficking.

In Kaunas, the Caritas project is planning a series of lectures for sex workers and LAC is planning to update its website to include e-counselling services to provide sex workers with HIV/AIDS information.

Narrative analysis of the geographic spread of migrant sex workers in your country – including any specific trends in the border areas

Lithuania is considered a sending, receiving and transit country for migration between mainly Eastern, Central, and Western Europe. From our work with migrant sex workers we know that many women migrating to Lithuania are doing so on their own but often for purposes other than prostitution, however, quite a number of them come intending to work as prostitutes. It is their precarious status as migrants that often push them into illegal prostitution where they are more vulnerable to sexual abuse and exploitation.

We know that some women who are in this situation are being trafficked to countries of Western Europe. Migrant sex workers are mainly found working in Lithuania's capital Vilnius and in Klaipeda, a seaport town, however they are also working in Kaunas and Marijampole. It appears that there is greater toleration of migrant sex workers in these cities than elsewhere in Lithuania.

There is cross-border activity between Lithuania and Latvia, Poland, Russia, and Belarus. Lithuanian sex workers are going to Latvia and Poland while sex workers from Kaliningrad, Russian Federation, have been observed travelling to Lithuania to work on weekends. Most of our information is anecdotal as there is outreach work being done in the border areas.

TAMPEP 8

Mapping of National Prostitution Scene

NATIONAL COORDINATORS REPORT 2008/9

LUXEMBOURG

1. Prostitution Scene

1. Estimation of the number of sex workers 5,000

Although several organisations contributed information for this mapping survey, Dropln Croix-Rouge Luxembourg is the only organisation in Luxembourg that provides focused services to sex workers, including migrant sex workers; mainly to those living and working in the city of Luxembourg. As a result it is difficult to describe the current prostitution scene with accuracy. However given that the majority of sex workers are working in the capital city it is possible to give a few details and rough estimates. Dropln Croix-Rouge: "Our estimate on the number of sex workers in Luxembourg is based on actual contacts at our centre "Dropln Croix-Rouge", outreach to street-based and indoor sex workers, information from other service providers and a rough estimate from newspaper advertisements".

Recently, we notice that more and more users of our centre (Dropln Croix-Rouge) are no longer working on the street. The majority of our contacts have traditionally been with street-based sex workers and we believe that the visible side of the prostitution scene is the smallest in Luxembourg with a majority of sex workers working in cafés, discos, hotels, and flats. Last year we began an initiative to make telephone contact with sex workers who are advertising in newspapers. We notice that they work mainly in small groups of 4 to 5 sex workers in a flat. In the most recent year we had direct contact with 579 individual sex workers, on the street and in the centre, while approximately 3000 sex workers were in contact with other service providers. We also phoned more than 100 different phone numbers from sex worker advertisements. The information gathered, although a rough estimate, leads us to believe there are approximately 5000 sex workers working in Luxembourg; mainly in the capital city. Of this total we estimate that almost 92% are migrant⁴⁰ sex workers living and working in a country where almost 40% of all inhabitants are migrants

1.a. Gender of Sex workers

	2006	2008
Female	82%	70%
Male	3%	5%
Transgender	15%	25%
TOTAL	100%	100 %

1.b. Gender/migration status of sex workers

By Female sex workers

	NATIONAL	MIGRANT	
Female	5	95	100 %

⁴⁰ Migrants are those who were born in another country, including EU citizens.

By male sex workers

	NATIONAL	MIGRANT	
Male	50	50	100 %

By transgender sex workers

	NATIONAL	MIGRANT	
Transgender	10	90	100 %

Previously the majority of sex workers from Latin-America were female while most are now transgender women.

1.c. Sex work sectors in the country

Outdoor	33 %
Indoor	67 %
TOTAL	100 %

Sex work sector settings in the country

OUTDOOR	Streets: in the city/town	30 %
	Highways: outside of city/town	3 %
	Parks, forests	0 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	5 %
	Apartments, windows (with less than 3 women working together)	60 %
	Visiting services (escort agencies)	2 %
TOTAL		100 %

1.d. Sex work sectors of migrants

Outdoor	30 %
Indoor	70 %
TOTAL	100 %

Sex work sector settings of migrants

OUTDOOR	Streets: in the city/town	30 %
	Highways: outside of city/town	0 %
	Parks, forests	0 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	5 %
	Apartments, windows (with less than 3 women working together)	60 %
	Visiting services (escort agencies)	5 %
TOTAL		100 %

Luxembourg's legislation regarding prostitution is a federal matter and while there is law pertaining to minors there is no law prohibiting the sale of sexual services by those over 18. Despite this prostitution is not regarded as a profession and sex workers do not enjoy any labour protections like other workers.

In the city of Luxembourg street-based prostitution is regulated. Prostitution is tolerated on two streets and only between the hours of 8pm and 3am. Given these tight restrictions, and the fact that there are many more sex workers, including migrant and drug dependent sex workers, than space in this small area, many are shifting to work in other locations and times often risking fines of up to € 2,500 if they are caught by police. In addition, with

increased policing of outdoor sex work settings many are also moving indoors into cafés, discos, hotels, and flats. Almost 60% of all sex workers are working in small groups in flats.

1.e. Origin of migrant sex workers- regional analysis

Central Europe (EU countries) Bulgaria, Czech Republic, Hungary, Poland, Romania, Slovakia, Slovenia.	20 %
Eastern Europe (NON EU countries and Central Asia) Belarus, Moldova, Russia, Ukraine, Kazakhstan, Tajikistan, Azerbaijan, Uzbekistan, Kyrgyzstan, Turkmenistan.	0 %
Baltic countries Estonia, Latvia, Lithuania.	0 %
Balkan countries Albania, Bosnia-Herzegovina, Croatia, Montenegro, Serbia, Kosovo, FYR of Macedonia.	12 %
Rest of Europe	18 %
Latin America and Caribbean	25 %
North America	0 %
Africa	25 %
Asia Pacific	0 %
TOTAL	100 %

1.f Nationalities of sex workers reported in your country. ____33____

The 10 top countries from which migrant sex workers come:

1. Nigeria	6. Bulgaria
2. Brazil	7. France
3. Luxembourg	8. Belgium
4. Ghana	9. Colombia
5. Romania	10. Congo

2. Sex Workers Situation

2.a The 5 main vulnerability factors for national sex workers.

1	Alcohol and drug dependency
2	Criminality – violence
3	Client violence
4	Stigma
5	Social isolation and exclusion

Respondents to this survey question indicate that national sex workers are facing serious difficulties including problems with drug use, criminal victimisation and violence, financial stresses and debt, and greater social

isolation and exclusion. These difficulties are compounded by the stigma sex workers face and the discrimination they experience in society.

Sex work is not seen as a socially accepted way to earn money. As a result discrimination plays a large role in preventing national sex workers from being able to live and work under safe and healthy conditions. Those sex workers who are also dealing with drug dependency are at even greater risk and most find it difficult to access and receive unbiased care and support from health and social care professionals, are isolated by other sex workers for using drugs and by drug users for selling sex services; they live in a vicious circle.

Violence through criminal involvement or at the hands of others, including clients, is all too common for national sex workers; there is a relationship to where most sex work takes place in Luxembourg. Prostitution is only tolerated in the same areas that are known to be higher drug and crime areas or the ("quartier chaud"). Forcing different milieus to occupy the same areas without providing any social support puts national sex worker in close contact with those who can easily target them, harm them and/or exploit them. Further, many national sex workers have to work at night and cope with more dangerous clientele and a more difficult handling of their family live. National sex workers live from day to day, from one moment to the other, with little positive perspective for the future and difficulty balancing work and private life.

The 5 main vulnerability factors for migrant sex workers.

1	Social isolation and exclusion
2	Client violence
3	Legal status in the country
4	Health
5	Criminality – violence

Many of the problems faced by national sex workers are also experienced by migrant sex workers although respondents felt that the main vulnerability factor for migrant sex workers was social isolation and exclusion as a result of their migrant status. Through our outreach work we have noticed a change in the general characteristics of sex workers in Luxembourg. The majority of sex workers are migrants but more recently we are seeing migrants who have less education and weaker social skills. Many come from countries with poor social, health and educational support or they have drifted away from support networks such as family and became involved in criminal activities, had drug use histories or needed psychological support, prior to arriving in Luxembourg.

In addition, we are seeing small groups of young impressionable women in particular, often with very little life experience, arriving in Luxembourg and getting caught up in dangerous situations. This group of migrant sex workers seems to be more vulnerable to risk taking and less able to establish healthy boundaries in their work and relationships. In particular, young transgender sex workers are vulnerable to loneliness and isolation. To mitigate this they often work in small groups in apartments.

2.b Estimate the percentage of national sex workers who have control of their working conditions and safe sex practices.

NATIONAL SEX WORKERS	ESTIMATE	50%
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Respondents estimate that approximately 50% of national sex workers have control over their working conditions and safe sex practices.

Unfortunately we have more contact with sex workers who are dealing with a drug dependency than with those who do not. In this situation the ability to control working conditions is often undermined by their dependency. For example, they often do not have their own apartment and either rely on friends or shelters to sleep or may even work through the night or sleep on the streets. As a result they are more vulnerable to client pressure for unsafe sex and easily targeted.

Estimate the percentage of migrant sex workers who have control of their working conditions and safe sex practices.

MIGRANT SEX WORKERS	ESTIMATE	80%
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Despite the fact that some migrants come to Luxembourg with the help of smuggling networks who arrange their travel, stay and living costs they appear to have greater control over working conditions and safe sex practices than their national counterparts. In addition, there seems to be a better network of information exchange among migrant sex workers who receive safe sex information and tips from colleagues.

2.c Estimate the percentage of national sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

NATIONAL SEX WORKERS	ESTIMATE	80 %
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Almost 80% of national sex workers, most of whom are drug addicted, are sharing their income with third parties, including partners who may also be a pimp.

Estimate the percentage of migrant sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

MIGRANT SEX WORKERS	ESTIMATE	50 %
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Respondents indicate that fewer migrant sex workers are paying part of their income to third parties, 50% in comparison with 80% of national sex workers. In many cases the fees they are paying are debts owed to smugglers or organisers for travel, documents, housing, living expenses etc., and the amount to be repaid and the conditions of repayment varies from network to network.

2.d Estimate the percentage of earnings that national sex workers keep for themselves.

NATIONAL SEX WORKERS	ESTIMATE	80 %
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Referring to the total number of the national sex workers most of them keep their earnings for their own needs, for example drugs.

Estimate the percentage of earnings that migrant sex workers keep for themselves.

MIGRANT SEX WORKERS	ESTIMATE	50 %
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For many migrant sex workers, once they have managed to pay off the debts they may have relating to their journey to and establishment in Luxembourg; the money they earn is usually sent to support dependents in their home country. Respondents believe that migrant sex workers are able to keep 50% of their earnings for themselves.

2.e Estimate the levels of condom use and other safer sex practices amongst national sex workers in your country

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Most respondents found this to be difficult to assess. There are no reliable statistics on condom use and safe sex practices for the general population for comparison purposes. However, 70% of respondents did indicate that condom distribution to sex workers was effective and that condom use among national sex workers is high.

Estimate the levels of condom use and other safer sex practices amongst migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN POPULATION	GENERAL
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Most respondents found this to be difficult to assess. There are no reliable statistics on condom use and safe sex practices for the general population for comparison purposes. However, 75% of respondents did indicate that condom distribution to sex workers was effective and that condom use among migrant sex workers is high.

Further, we notice that migrants from several countries make more frequent use of condom distribution services than others. Migrants who stay longer in Luxembourg not only receive information about safe sex practices from outreach providers but also from colleagues who also work in sex work. Finally, migrant sex workers from countries with high HIV/AIDS prevalence rates, such as Latin-American and sub-Saharan Africa are often very well informed about condom use and safe sex practices before they arrive in Luxembourg and many have experienced first hand the loss of family and friends to AIDS.

2.f Estimate the levels of violence or other crimes against national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	SAME OR HIGHER THAN GENERAL POPULATION
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In general 70% of respondents indicated that national sex workers are at the same level of risk or higher than the general population when it comes to violence or other crimes. In particular, national sex workers who are dealing with a drug dependency are much more likely to experience violence while working at night. This group is under pressure to earn money quickly and are often targeted by clients or others. With little time to make a good assessment about the level of risk, they are more likely to find themselves in dangerous situations.

Estimate the levels of violence or other crimes against migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN POPULATION	GENERAL
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60% of respondents indicated that migrant sex workers are at a higher level of risk than the general population when it comes to violence or other crimes.

2.g Estimate the levels of drug and alcohol dependency among national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN POPULATION	GENERAL
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Among sex worker populations in Western Europe, Luxembourg reports some of the highest levels of drug dependency (Cocaine), however, this is specific to national sex workers and mainly those working in outdoor settings. Of this group 80% of respondents indicate that the level of drug dependency is higher than that of the general population. Little is known about alcohol dependency of national sex workers.

Drug use is becoming more widespread within Luxembourg and rates of dependency are also on the rise for the general population.

National sex workers with or without insurance can access methadone treatment programmes.

Estimate the levels of drug and alcohol dependency among migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	LOWER THAN GENERAL POPULATION
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Fewer migrant sex workers have a drug or alcohol dependency. In most cases migrant sex workers are focused on earning money and less likely to get involved with drugs. Drug treatment programmes are available to migrant sex workers with or without legal status. For undocumented migrants they must at minimum speak one of the languages in use in Luxembourg; Luxembourgish, French, German, or English.

2.h Estimate of the changes in the vulnerability of NATIONAL sex workers across your country.

	NATIONALS			
	Decrease	Same	Increase	
Condom use			x	100%
Drug/alcohol use			x	100%
Violence against them			x	100%
Legal status		x		100%
Working conditions			x	100%
Literacy & educational level			x	100%
Living conditions			x	100%
Social isolation and exclusion			x	100%

NATIONAL SEX WORKERS

National sex workers in Luxembourg remain vulnerable to many issues that impact on their lives and work. Respondents indicate that national sex workers are now more vulnerable around condom use in their work, face greater stress around drug and alcohol use and experience more violence than they had in the past. Vulnerability has also increased on some levels according to respondent including around working conditions, literacy, and education and living conditions. With no positive changes in legislation and no changes in the level of discrimination faced by national sex workers, their legal status and level of isolation has also increased.

Estimate of changes in the vulnerability of MIGRANT sex workers across your country.

	MIGRANTS			
	Decrease	Same	Increase	
Condom use	x			100%
Drug/alcohol use			x	100%
Violence against them	x			100%
Legal status		x		100%
Working conditions			x	100%
Literacy & educational level	x			100%
Living conditions		x		100%
Social isolation and exclusion			x	100%

MIGRANT SEX WORKERS

Like national sex workers respondents indicate that changes in vulnerability for migrant workers have been both positive and negative. The vulnerability of migrant sex workers has decreased with regard to condom use, violence against them, and literacy & education level but it has also increased with regard to drug use, working conditions and social isolation. Current laws have not changed in Luxembourg and due to regulations in the city of Luxembourg around street-based sex work migrant sex workers are more vulnerable than national sex workers; they are more likely to be the focus of police attention, fines or arrest, and with heavy competition in the tolerance zone many migrant sex workers are pushed outside of the 2 designated streets and work outside of the permitted working times. After meeting a client they have to drive to unsafe forest areas or outside of the city so as not to be in conflict with regulations.

2.i. Estimate of the changes in policy or legislation impacting on national sex workers working and social conditions across your country.

	NATIONALS			
	Positive	No change	Negative	
On municipal level		x		100%
On regional level		x		100%
On national level		x		100%

NATIONAL SEX WORKERS

At the time of this survey there were no reported changes in policy or legislation impacting on national sex workers. The very restrictive regulations impacting on street-based sex workers is the same and forces many sex workers to work under less safe conditions and risk high fines.

Estimate of the changes in policy or legislation impacting on migrant sex workers working and social conditions across your country.

	MIGRANTS			
	Positive	No change	Negative	
On municipal level		x		100%
On regional level		x		100%
On national level		x		100%

MIGRANT SEX WORKERS

At the time of this survey there were no reported changes in policy or legislation impacting on migrant sex workers. The very restrictive regulations impacting on street-based sex workers in the city of Luxembourg is the same and forces many sex workers to work under less safe conditions and risk high fines and arrest for non-payment. Migrant sex workers are even more likely to not be able to work in the allowed streets and to the correct hours and they are more likely to be the focus of police controls.

3. Mobility

- 3.a Estimate the percentage of national sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

NATIONAL SEX WORKERS		ESTIMATE	5 %
1. Belgium	6. Germany		
2. France	7. Italy		
3. The Netherlands	8. Spain		
4. Portugal	9. Greece		
5. Switzerland	10. Denmark		

Estimate the percentage of migrant sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

MIGRANT SEX WORKERS		ESTIMATE	95 %
1. Switzerland	6. Denmark		
2. Germany	7. Greece		
3. Belgium	8. Portugal		
4. Netherlands	9. Italy		
5. France	10. Spain		

- 3.b. Estimate the percentage of national sex workers who have worked in another city of your country before.

NATIONAL SEX WORKERS		ESTIMATE	50 %
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Estimate the percentage of migrant sex workers who have worked in another city of your country before.

MIGRANT SEX WORKERS		ESTIMATE	30 %
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- 3.c The 5 top reasons for the mobility of national sex workers.

	NATIONALS
1	Protection of anonymity
2	Better working conditions
3	Service providers for drug addicted
4	Network of friends and relatives available to provide support
5	Economic necessity

NATIONAL SEX WORKERS

National sex workers are very concerned about protecting anonymity. This is very difficult in Luxembourg which is a small country with few inhabitants.

The 5 top reasons for the mobility of migrant sex workers.

	MIGRANTS
1	Law enforcement actions and clampdowns
2	Economical necessity
3	Better living conditions
4	Aspiration for positive social changes
5	Protection of anonymity

MIGRANT SEX WORKERS

Migrant sex workers are highly mobile; many do not stay the whole year in Luxembourg, but only a few weeks or a few months and then return at some point. In some cases returning migrant sex workers with experience in Luxembourg bring new migrants with them who also work in sex work.

The precarious legal status of most migrant sex workers means they are more vulnerable to police detection and control; as a result many shift location to other cities around or outside of Luxembourg.

CONCLUSIONS

Summary and analysis of the changes in the prostitution scene since 2006

Within the city of Luxembourg the regulations regarding street-based sex work and the lack of legal status for sex workers, including migrant sex workers has had an impact on the prostitution scene. In several western European countries increasing numbers of sex workers are shifting to work indoors as one strategy to avoid police and risks related to migrant status, this is the case as well in Luxembourg.

Luxembourg is a small country with most sex work taking place in the capital city with most street-based sex work occurs around the central train station. This area has consequently attracted marginalised groups including migrant sex workers and sex workers who are dealing with drug dependency. The smallness of the country also means that there is a relatively high level of contact among sex workers where information is exchanged about work and regulations.

In 2008 the government began debates about policies regarding sex work. This has created a lot of confusion and insecurity for sex workers and their clients and the police became increasingly visible and repressive in the areas in the city of Luxembourg known for prostitution. Currently there is a proposed law that aims to criminalise the purchase of sex services.

Changes since 2006 are also seen with regard to migrant sex workers. In 2006, as a result of police actions against street-based sex workers, the demographics of migrant sex workers would shift in response. For example, at one point more migrant sex workers from Nigeria visible on the street; after police actions this groups shifted indoors and new faces, mainly Latin-American migrants began working. While many migrants may work on the street most prefer to work in flats where they can earn more.

We are also seeing fewer sex workers with drug dependencies working in outdoor settings. However, we are in lesser contact with minors with drug dependencies who are also involved in sex work. .

Narrative analysis of the changes in services for both national and migrant sex workers since 2006

During the last years there is a diminishing number of drug users on the street and there are fewer services providing needle exchange. The places once occupied by drug users are being taken over by migrant sex workers. The situation is the opposite with regard to indoor-outdoor prostitution as mentioned above. In 2008 a indoor outreach project was started and an integrated project including well-being, relaxation, and healthy activities for sex workers starts in 2009.

Narrative analysis of the gaps in services for both national and migrant sex workers

Luxembourg has a national health care system available to national sex workers and to migrants living legally in the country. It is possible to pay for private insurance but this is very expensive and for many services, for example, prepayment is demanded by physicians with reimbursement later. This system puts some services out of reach for many national and migrant sex workers. There are clinics where sex workers can obtain free testing services for sexual health concerns; however, what is free is also limited. For example while HIV treatment is offered free, sex workers are expected to pay for doctor consultations and blood screenings. For these reasons the drop-in centre of the Red Cross offers screenings and testing services as well as consultations for free.

In Luxembourg HIV positive persons coming from countries that have no treatment for HIV are allowed to reside legally. Out of fear that migrants may use this as a means to stay in Luxembourg many HIV treatment clinics do not advertise their services widely, in particular, on the internet. This creates a barrier to access for migrants who may not know what services are available or where they are located.

For some time there has been a lack of outreach service provision to indoor sex workers. With more sex workers moving to indoor sex work making sure that they are receiving information is becoming even more important. DropIn Croix-Rouge has begun an initiative contacting sex workers who are working in flats. Part of the outreach is simply providing information about DropIn Croix-Rouge and the services available to sex workers, including migrant sex workers. A future project is being developed using ICTs to contact indoor sex workers.

Narrative analysis of the geographic spread of migrant sex workers in your country – including any specific trends in the border areas

As mentioned previously Luxembourg is a small country. Street-based sex work occurs in a very small part of the capital city, where most indoor sex work is also taking place. The majority of sex workers are migrants and only a few national sex workers travel to border countries for work. However, there is considerably more mobility among male sex workers from Luxembourg, many who travel to live and work in Liege, Belgium where there has been a long-standing male prostitution scene.

Of the migrants working currently in Luxembourg the majority are still from Nigeria and Latin-America but more recently the number of migrant sex workers from Romania is increasing while the number of migrant sex workers from Bulgaria is decreasing. Finally, as a result of legislative change in France there are more migrant sex workers from France working in Luxembourg than in the past.

Luxembourg has three borders; France, Germany and Belgium. There is considerable activity at the Luxembourg-Belgian border. Respondents indicate that there are quite a few migrant sex workers who live in Belgium but work in Luxembourg and that there are many clients, Luxembourg nationals, travelling to Belgium for sex services. The Belgian city of Athus is a good example of where cross-border movement was common until recently when police controls in Luxembourg became more frequent. In general there is good cooperation between Luxembourg and Belgian NGO service providers, although there is currently no NGO providing services to sex workers in the city of Athus, Belgium.

Finally, the fact that there are fewer migrant sex workers from Central East European countries working in Luxembourg may have something to do with the prostitution scene across the border in Germany. For many migrant sex workers, with an EU nationality, Germany provides more opportunity to work independently in bars or clubs. The scene in Germany is also attractive to clients coming from Luxembourg with many more sex workers available in one location, bars that offer drinks and fees for services that are much lower than in Luxembourg.

TAMPEP 8

Mapping of National Prostitution Scene

NATIONAL COORDINATORS REPORT 2008/9

NETHERLANDS

1. Prostitution Scene

1. Estimation of the number of sex workers 10000 - 15000

According to the estimations of the different service provider organizations and data from the municipalities about the number of licensed sex business venues, there are approximately 10.000 to 15.000 women, men, and transgender working as sex workers on a full or a part-time basis in the Netherlands (NL), in a one year period.

The estimation is based on the number of the contacts with sex workers by service providers in the major cities and different regions and also compared to data available on the number of licensed prostitution businesses. Included in this estimation are the possible numbers of sex workers in non-licensed prostitution places. The total number of prostitution places has been in a steady decline since 2005. We estimate that since legal reform in 2000 there has been more than a 50% reduction of the prostitution sector accompanied by the steady reduction of number of sex workers. From 2002-2004 there were and estimated 25.000 sex workers. In 2004-2006 this dropped to around 20.000 and by 2008, due to the impact of legal prostitution venues closing, changing local policies on prostitution and closure of street prostitution tolerance zones, the total number of sex workers has almost halved.

1.a. Gender of Sex workers

	2006	2008
Female	83%	90%
Male	15%	5%
Transgender	2%	5%
TOTAL	100%	100 %

There has been an increase in the percentage of female sex workers since 2006. This can in part be due to increased migration of females from the new EU countries entering sex work during the migration process or after establishing themselves in the Netherlands. Over the same period there has been an increase of transgender and a decrease in the percentage of male sex workers. The percentage of male could be underestimated due to the fact that many male sex workers operate in specific settings and are not always

1.b. Gender/migration status of sex workers

By Female sex workers

	NATIONAL	MIGRANT ⁴¹	
Female	40%	60%	100 %

Since 2000 there has been a consistent decrease of female migrant sex workers. According to mappings done by TAMPEP in 1999, 2001, 2003, and 2005, this gradual but significant shift can be clearly seen in the following table:

	2000	2002	2004	2006	2008
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⁴⁰ Migrants are those who were born in another country, including EU citizens

% Nationals	20%	25%	30%	40%	40%
% Migrants	80%	75%	70%	60%	60%

This downward trend can, in part, be attributed to legislation which allows the possibility to work in sex work only for EU nationals and an overall reduction of prostitution work places. This is about female labour migration. In the Netherlands there has been no increase of the overall number of migrant sex workers as a result of EU enlargement since 2006 but there has been a change in where sex workers are migrating from now that legal migration is possible for newly associated EU countries.

The general decrease we see for female migrant sex workers is also evident for male and transgender migrant sex workers.

By male sex workers

	NATIONAL	MIGRANT	
2006	30%	70%	100 %
2008	60%	40%	100 %

Of the total estimated number of sex workers, male sex workers currently represent only 5% showing a decrease from 15% in 2006. We estimate that 40% of male sex workers are migrants and that this represents a decrease from 2006, when it was estimated that migrants formed 70% of the males in prostitution.

By transgender sex workers

	NATIONAL	MIGRANT	
2006	5%	95%	100 %
2008	20%	80%	100 %

There is a change regarding the proportion of national and migrant transgender sex workers in comparison with 2006. In 2006, 95% of transgender sex workers working in NL were migrants and almost entirely Latin Americans, mainly from Brazil, Peru, and Ecuador with a small percentage from Thailand. In 2008 the overall number of migrant transgender sex workers has declined due to legislation which allows for the possibility to work in sex work only for EU nationals

1.c. Sex work sectors in the country

	2006 ⁴²	2008
Outdoor	25%	8 %
Indoor	75%	92%
TOTAL	100 %	100%

Sex work sector settings in the country

OUTDOOR	Streets: in the city/town	6 %
	Highways: outside of city/town	%
	Parks, forests	2 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	39 %
	Apartments, windows (with less than 3 women working together)	41 %
	Visiting services (escort agencies)	12 %
TOTAL		100 %

⁴² TAMPEP 7, Final Report, December 2006

Since the last TAMPEP mapping we have observed a progressive increase in indoor prostitution. Currently street prostitution is tolerated only in six cities and subject to strict control. Sex workers working in these settings must be in possession of a permit. There is an observable shift to smaller forms of prostitution with less than 3 women in a working place (apartments and windows). In 2006, the larger brothels and clubs/bars formed 40% and the apartments and window 35%. This shift to independent work settings can in part be attributed to the licensing system. Currently new policy is being drafted that will place licensing obligations on small operators and independent sex workers as well. The escort sector remains more or less stable: 15% in 2006 and 12% in 2008.

1.d. Sex work sectors of migrants

	2006	2008
Outdoor	5%	11%
Indoor	95%	89%
TOTAL	100 %	100%

The majority of migrant sex workers are working indoors; however, in 2008 we see a higher percentage of migrant sex workers working in outdoor settings. This shift may be a result of the location of street tolerance zones, three of which are in border areas cities, and recent developments at the EU level which allow Romanian and Bulgarian migrants to obtain permits to work independently in sex work.

Migrant transgender sex workers make up a sizeable percentage of migrant sex workers in outdoor settings. For example, the street tolerance zone in Utrecht issues 150 permits to work on the tolerance zone and of that number, 33% have been issued to transgender sex workers of whom 30% are migrants.

Sex work sector settings of migrants

OUTDOOR	Streets: in the city/town	11 %
	Highways: outside of city/town	%
	Parks, forests	%
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	38 %
	Apartments, windows (with less than 3 women working together)	37 %
	Visiting services (escort agencies)	14 %
TOTAL		100 %

This table confirms the trend that Migrant sex workers are working mainly in brothels and apartments with fewer numbers in escort services. As noted above there has been a small shift to outdoor settings with more migrants working outdoors than nationals.

1.e. Origin of migrant sex workers- regional analysis

	2006	2008
Central Europe (EU countries) Bulgaria, Czech Republic, Hungary, Poland, Romania, Slovakia, Slovenia.	27%	40 %
Eastern Europe (NON EU countries and Central Asia) Belarus, Moldova, Russia, Ukraine, Kazakhstan, Tajikistan, Azerbaijan, Uzbekistan, Kyrgyzstan, Turkmenistan.	5%	8 %
Baltic countries Estonia, Latvia, Lithuania.	5%	3 %
Balkan countries Albania, Bosnia-Herzegovina, Croatia, Montenegro, Serbia, Kosovo, FYR of Macedonia.	3%	4 %
Rest of Europe	5%	12 %
Latin America and Caribbean	35%	20 %
North America	NA	1 %
Africa	15%	8 %
Asia Pacific	5%	4 %
TOTAL		100 %

Since our last reporting in 2006⁴³ there has been a significant increase in the percentage of sex workers from Central and East Europe. If we take Central and Eastern Europe and the Baltic and Balkan countries as one region there is a clear shift in the distribution of origin countries of migrant sex workers representing a 20% increase of those coming from Central and Eastern Europe. This shift is a clear consequence of the enlargement of the European Union in 2004 and in 2007, which resulted in an increased migration and mobility of persons from those new member countries, as shown below:

1.f Nationalities of sex workers reported in your country? 17

The 10 top countries from which migrant sex workers come:

2006		2008	
1. Hungary	6. Bulgaria	1. Romania	6. Dominican Republic
2. Poland	7. Lithuania	2. Hungary	7. Russia
3. Czech Republic	8. Estonia	3. Bulgaria	8. Nigeria
4. Slovakia	9. Colombia	4. Poland	9. Thailand
5. Romania	10. Ghana	5. Colombia	10. Slovakia

The above tables for 2006 and 2008 show a relevant change in countries of origin for migrant sex workers. The 2007 entry of Romania and Bulgaria into the EU has played a significant role in this trend. The presence of Romanian and Bulgarian women working in sex work has increased across the Netherlands.

⁴³ TAMPEP 7, Final Report, December 2006

2. Sex Workers Situation

2.a The 5 main vulnerability factors for national sex workers.

1	Social isolation and exclusion
2	Alcohol + drug dependency
3	Violence from organisers of the sex industry
4	Stigma
5	Client violence

There are other significant vulnerability factors not listed above that are affecting national sex workers. Few national sex workers have a clear understanding about their rights and obligations making them more vulnerable to exploitation by business owners and clients. Financial pressure (debts, low earnings and fewer clients, taxation and poverty) is impacting on the health and well-being of sex workers and placing them at a disadvantage vis a vis third parties including, brothel owners, clients, and pimps. One result of this is that national sex workers are reporting feeling coerced into providing unsafe oral sex more often and citing a general increase in violence towards them. Finally, fear of exposure and no guarantee of anonymity, is of great concern to national sex workers.

It is shocking that the number three vulnerability of national sex workers is violence from organisers of the sex industry. This has resulted in a situation where sex workers are facing greater financial precarity and an increased sense of social isolation and exclusion.

Legalisation of prostitution in 2000 recognised sex work as a labour activity and extended labour rights to national sex workers. Despite this the majority of sex workers do not exercise their rights and in many cases are uninformed about their rights and obligations. The authorities have largely neglected the importance of supporting the position of sex workers as workers that would have given them the tools and knowledge to resist exploitation. As a result national sex workers have experienced little measurable improvement of their social position. Further, legalisation has lead to greater regulation of the sex industry and to increasingly repressive policies and policy implementation. The ongoing closure of legal brothels and windows has precipitated a shift of sex workers to more clandestine sex work settings; where the potential of control by organisers and dependency is greater.

Drug or alcohol dependency can undermine the negotiation position of national sex workers and leads to increased vulnerability. There is some indication that clients are putting more frequent pressure on national sex workers to share drugs with them. This tendency along with the weaker social position of national sex workers may be why client violence is listed in the top 5 vulnerabilities list.

The above mentioned indicators play a role in national sex workers sense of isolation and social exclusion and their experience of stigma; both of great concern. With little concrete support from authorities and in a bargaining position weakened by stigmatisation, financial pressures, exploitive third parties, and demanding clients, sex workers are struggling for better working conditions and social respect.

In order to reduce the vulnerability of national sex workers:

Sex workers need to know and understand their labour rights and be supported by the state in their struggle for better and safer working conditions.

Regulation should focus on combating labour exploitation in the sex industry and fostering safe and healthy work places, not on controlling sex workers and subjecting them to onerous regulations.

Sensitisation campaigns educating the general public about the rights of sex workers and combating stigma should be organised.

The 5 main vulnerability factors for migrant sex workers.

1	Social isolation and exclusion
2	Violence from organisers of the sex industry
3	Lack of access to health & and social care services
4	Discrimination
5	Client violence

There are other significant vulnerability factors not listed above that are affecting migrant sex workers. Many migrant sex workers coming to NL know very little about the country, do not know where to turn to for health services or assistance, and do not speak the local language. As a result migrant sex workers are more likely to be dependent on third parties, and more likely to have been either coerced or trafficked into prostitution. Like national sex workers few migrant sex workers have a clear understanding about their rights and obligations making them more vulnerable to exploitation by business owners and clients. This is further complicated by the fact that the authorities do not provide translated information for migrant sex workers. Financial pressure (debts, low earnings and fewer clients, taxation and poverty) is impacting on the health and well-being of migrant sex workers and placing them at a disadvantage to third parties including, brothel owners, clients, and pimps.

Unlike national sex workers migrant sex workers list social isolation and exclusion as the main vulnerability factor; in NL working in the licensed sex industry is only possible for EU nationals. As the majority of migrant sex workers satisfy this regulation the issue of a precarious legal status is less a factor of vulnerability than it is for migrant sex workers in other countries. Migrant sex workers in NL listed lack of access to health and social care services as a greater concern. However, there are signals that many more migrant sex workers who are EU nationals and non-EU nationals are working in unregulated sex work settings, for example in discos or bars. Without any formal labour protection they are more vulnerable to exploitation and violence, live and work under more precarious and stressful conditions, are more reliant on and vulnerable to third parties and have less access to targeted health and social care services.

In order to reduce the vulnerability of migrant sex workers:

Prostitution regulations must harmonise with general immigration/labour laws. Currently sex work is the only legal labour sector where it is impossible for migrants to obtain staying permits based on work. Changing this would give the opportunity to non-EU migrants to migrate legally and independently; effectively ending their need to rely on exploitive third parties. Further it would mean they could access labour protections, health, and social care services and be less afraid of reporting abuse by managers, pimps, or clients to the police.

Information is vital to empower migrant sex workers and inform them of their rights. Information must be in clear language and translated.

Outreach work to migrant sex workers must be a priority. Outreach should be carried out by cultural mediators with the involvement of peer educators and it should include, among others, counselling services and language courses.

2b Estimate the percentage of NATIONAL and MIGRANT sex workers who have control of their working conditions and safe sex practices.

NATIONAL	MIGRANT
57%	43%

Given the above mentioned stresses and vulnerabilities the experience of lack of control or diminishing control over working conditions and safe sex practices is very real for both national and migrant sex workers. Over-regulation and no industry innovation have lead to a situation of greater dependency on organisers of the sex industry for some sex workers. However, unlike many other countries the gap between national and migrant sex workers on this question is small so even if the control over working conditions may not be total the fact that most migrant sex workers are EU nationals means that they have a more equal position with national sex workers, can take advantage of rights and protections under the regulation system and are able to self-organise around their work and are generally able to exercise autonomy in their work as with national sex workers.

- 2.c Estimate the percentage of NATIONAL and MIGRANT sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

NATIONAL	MIGRANT
48%	52%

Greater dependency on third parties most often translates into less money for sex workers. We estimate that approximately half of all (migrant) sex workers are paying out to others; the gap between national sex workers and migrant sex workers is narrowing as national sex workers lose control over working conditions, including, client negotiations. Club and brothel owners are passing their increasing costs under regulation onto sex workers. Sex workers are more frequently paying inflated rents for work spaces and being overcharged for services and supplies. Some sex workers, nationals and migrants, are handing over a portion or all of their earnings to pimps and traffickers.

- 2.d Estimate the percentage of earnings that NATIONAL and MIGRANT sex workers keep for themselves.

NATIONAL	MIGRANT
58%	42%

As stated above a large portion of the earning of sex workers is paid out to others, including brothel and window owners, pimps, or traffickers. Despite such unequal relationships in sex work, sex workers, like other workers, are also expected to pay taxes on their earnings. In most cases this added financial burden is absorbed by the sex workers and not passed onto the client. Many sex workers are reluctant to demand more money for fear of losing clients and many clients are unwilling to pay higher fees. In general the level has of earnings has dropped since 2006 where national sex workers were estimated to keep 70% of the earnings for themselves. Sex workers are feeling pressured to see more clients in order to make up for the losses generated through tax payments. It is interesting to note that there is little difference between national and migrant sex workers on this question.

- 2.e Estimate the levels of condom use and other safer sex practices amongst NATIONAL and MIGRANT sex workers in your country.

NATIONAL	MIGRANT
52% - higher than general population	38% - higher than general population

52% of the respondents of the questionnaire estimated that national sex workers have a higher level of condom use and safe sex practices than among the general population, while 38% estimated the same regarding migrant sex workers.

While condom use and safe se practices are still good among migrant sex workers they are often under more stress, either financial or structural, and in a weaker bargaining position in negotiations with clients. Although the demand comes mainly from clients, also from club and brothel managers/owners sometimes advertise and put a pressure on sex workers to offer unprotected (oral) sex, aiming at bigger profits.

The difficulty to deny unsafe sexual practices very often depends on the financial and economic pressure many sex workers must cope with, coercive pressure in the work place, growing competition in the sex industry, and the lack of a clear understanding of the consequences of practicing unsafe (oral) sex.

Therefore, continuous outreach work and the spreading of information regarding HIV/STI and labour rights are of crucial importance to prevent AIDS, STI, violence, and exploitation.

2.f Estimate the levels of violence or other crimes against NATIONAL and MIGRANT sex workers in your country.

NATIONAL	MIGRANT
45% - higher than general population	50% - higher than general population

Around half of all respondents stated that violence against sex workers is higher than it is for the general population. Levels of experienced violence are similar for both national and migrant sex workers. A weak social status, stigmatisation, and greater control by third parties play a role in making sex workers more vulnerable to physical and sexual violence from clients, partners, pimps or other organisers. Vulnerability is increased for migrant sex workers, particularly those with a precarious status, who have less ability to access support, may fear expulsion if they are not working in a legal way and who may face pressure and violence at the hands of pimps.

2.g Estimate the levels of drug and alcohol dependency among NATIONAL and MIGRANT sex workers in your country.

NATIONAL	MIGRANT
40% - higher than general population	40% - higher than general population

Drug and alcohol dependency is similar for both national and migrant sex workers and higher than the general population according to 40% of respondents. In section 2a, drug and alcohol dependency was listed among the top 5 vulnerabilities for national sex workers but not for migrant sex workers.

There are several possible explanations for the above results:
 some sex workers enter prostitution as a result of drug addiction
 life style and working conditions favour the use of alcohol and drugs
 new trend in clubs/brothels of using drugs together with the clients
 sex workers are encouraged to consume alcohol with clients in clubs and may participate in the profits coming from alcohol sales

2.h. How has the vulnerability of sex workers changed in the last year?

	NATIONALS			MIGRANTS		
	Decrease	Same	Increase	Decrease	Same	Increase
Condom use	23 %	31 %	46 %	23 %	31 %	46 %
Drug/alcohol use	2 %	84 %	14 %	2 %	80 %	18 %
Violence against them	2 %	43%	55 %	2 %	55%	43 %
Legal status	10 %	80 %	10 %	12 %	44 %	44 %
Working conditions	2 %	78 %	20 %	11 %	39 %	50 %
Literacy & educational level	2 %	96%	2 %	44 %	44%	12 %
Living conditions	12 %	44%	44 %	31 %	23%	46 %
Social isolation and exclusion	19 %	80 %	10 %	8 %	40 %	52 %

The above table shows how respondents consider the changes in the vulnerability levels of sex workers on eight indicators.

It is interesting to note that both national and migrant sex workers are experiencing an increase in vulnerability across all indicators excluding "Literacy and education level" for migrant sex workers, where a sizeable decrease in vulnerability is reported.

That both groups are experiencing an increase in vulnerability over the last year around condom use is also very disturbing. With a general erosion of the autonomy of many sex workers and in light of the increasing pressures they face their ability to confidently negotiate safe sex with clients has become severely compromised. "Legal status," as a cause of vulnerability for migrant sex workers, is still very high and indicates that the legal situation for migrants has not improved. This increase also represents the lack of information for migrant sex workers on rights and obligations and the inability for non-EU migrants to work legally in sex work.

Poor or precarious living conditions, social isolation and exclusion and vulnerability to exploitation are closely linked. Migrant sex workers are generally more vulnerable than national sex workers. In the last year we see an increase in vulnerability of living conditions for migrant sex workers. With fewer options for working in sex work, migrant sex workers have been particularly hard hit by the implementation of increasing repressive policies and regulations and recent closures of brothels and windows.

2.i. Estimate of the changes in policy or legislation impacting on NATIONAL and MIGRANT sex workers working and social conditions across your country.

	NATIONALS			MIGRANTS		
	Positive	No change	Negative	Positive	No change	Negative
On municipal level	20%	40 %	40 %	21%	21 %	58 %
On regional level	25%	50 %	25 %	13%	25 %	62 %
On national level	1%	30 %	69 %	1%	12 %	87 %

Respondents indicate that the situation for national sex workers has worsened as a result of changes in policy or legislation, particularly at the national level. Over the last years there has been an increase in controls of sex work settings by the police and tax authorities. News that the government is drafting new legislation that will impact on industry regulations and a lack of information for sex workers has added to a sense of confusion and lack of control.

The situation is more serious for migrant sex workers. Respondents indicate that migrant sex workers are negatively impacted by policy or legalisation at all levels. There has been little social or legal improvement for migrant sex workers in the Netherlands and they are being unfairly impacted by repressive policies and controls.

3. Mobility

3.a Estimate the percentage of NATIONAL and MIGRANT sex workers who have worked in another country.

	NATIONAL	MIGRANT
2006	20%	80%
2008	10%	90%

It is not unusual to see a wide variance in the mobility of national and migrant sex workers. Since 2006 fewer national sex workers report having worked in another country while greater numbers of migrant sex workers report having worked in countries other than the Netherlands, including their country of origin. In 3.c, we explore some of the main factors influencing sex workers mobility.

The top 10 countries national sex workers have worked in.

1. Germany	6. Emirates
2. Belgium	7. USA
3 France	8. UK
4. Japan	9.
5. Switzerland	10.

National sex workers report having worked in eight countries outside of the Netherlands. In general mobility is low and the majority of cases of cross-border mobility are to Germany or Belgium.

The top 10 countries migrant sex workers have worked in, before and/or during their staying in the Netherlands

1. UK	6. Belgium
2. Poland	7. Austria
3. Germany	8. Finland
4. Italy	9. USA
5. Greece	10. Spain

Migrant sex workers listed a total of 16 countries where they had worked in sex work. Additional to the "Top 10" lists countries in order of frequency migrant sex workers also reported working in six other countries: Hungary, Bulgaria, Romania, Russia, Colombia, and the Dominican Republic.

As mentioned above in 3.a⁴⁴, many migrant sex workers had worked in sex work in their countries of origin.

For example, sex workers coming from Bulgaria, Hungary and Colombia, known as 'sending' countries and not as 'transit' countries, leads us to the assumption that their country of origin was one of the countries they had worked in outside of the Netherlands. Poland, listed as the second most frequently reported country, leads us to the assumption that Poland is both an origin and transit country.

The Netherlands is geographically close to the UK, Germany, Italy, and Belgium which may explain why migrant sex workers have worked in those countries. Greece is known to be an entry country for many non-EU migrants.

3.b. Estimate the percentage of NATIONAL and MIGRANT sex workers who have worked in another city of your country before.

NATIONAL	MIGRANT
45%	91%

The above table shows that internal mobility is very high for migrant sex workers and to a lesser extent for national sex workers. A range of push-pull factors impact on mobility including, a constant demand of "new" faces and the search for better earnings and working conditions. Sex workers are moving either on their own initiative or by the people who are controlling them, for example exploitive organisers within the sex industry.

⁴⁴ Please also refer to sections 1.e and 1.f for tables on countries of origin.

3.c The 5 top reasons for the mobility of NATIONAL and MIGRANT sex workers.

	NATIONALS	MIGRANTS
1	Economic necessity	Coerced by organisers
2	Protection of anonymity	Economic necessity
3	Better living condition	Better working condition
4	Required by the management	Law enforcement, legal status
5	Better working condition	Protection of anonymity

Interestingly several of the listed motivations for mobility are the same for national and migrant sex workers. The table shows that economic necessity, protection of anonymity and better working conditions are shared motivating factors. For migrant sex workers the picture is different. "Coercion by organisers" is listed as the biggest factor for the mobility of migrant sex workers indicating that they have less autonomy to decide where and how they work.

Migrant sex workers and in particular non-EU migrants, are highly vulnerable to the actions of state authorities and laws and regulations pertaining to residency. Migrant sex workers list "law enforcement/legal status" as a reason for relocating within NL. External pressure to move is not only a problem faced by migrant sex workers, national sex workers are sometimes 'expected' to change their work place by clubs owners/managers. Their financial dependency and weaker bargaining position makes it difficult to resist such pressure.

National sex workers place greater importance on the protection of anonymity than migrant sex workers and cite this as a main reason for relocating.

CONCLUSIONS

Summary and analysis of the changes in the prostitution scene since 2006.

Prostitution has been legalised in the Netherlands now for nine years. Originally intended to create a licensing system that harmonised the sex industry with labour law, tax systems, immigration law, health regulations, and public order measures, the focus of policy implementation has shifted since 2006 to prioritise stricter controls of work places and workers, particularly migrant sex workers, over improving the working conditions and social status of sex workers. Most sex workers would not describe the current situation in favourable terms and would argue that they have less autonomy, more obligations and little formal recognition or support of their rights.

The Dutch government has been drafting a new legal framework for prostitution in the Netherlands since May of 2008. The main stated objectives of the new legal framework are to correct the disparities in policy implementation across municipalities and to improve the means to combat trafficking and exploitation. However, there are several proposals within the draft legislation that will further seriously affect the living and working conditions of sex workers, including compulsory registration of all sex workers working in all areas of the sex industry; whether fulltime, part-time or occasional workers, further closures of brothels and restrictions on licensing and street-based prostitution, and possibly criminalising clients who pay for services of unregistered sex workers; whether they are nationals, legal migrants or undocumented migrants. The end result is increased control of sex workers, fewer legal work places, and more pressure on(migrant) sex workers to move to clandestine and less safe sex work settings.

Despite the objectives of the government it is unlikely that the new legal framework will achieve its goals without first prioritising the safety and well-being of (migrant) sex workers. Most newcomers to the sex industry in NL are from the recently associated EU countries – they already have the right to establish themselves as independent sex workers. In a system so complicated by regulations and controls migrant sex workers are at a distinct disadvantage because of language and a lack of knowledge and they will likely continue to depend on intermediaries who can easily take advantage of their vulnerability.

Plans to introduce legislation criminalising clients who pay for services from unregistered sex workers or from those working in unlicensed locations, will not have a positive impact on (migrant) sex workers or serve to reduce vulnerability. This proposed law is criticised by many organisations in NL who advocate for the health and rights of (migrant) sex workers and who believe it will be used as a tool to control the freedom of movement and freedom of choice of all sex workers, in particular, migrant sex workers.

In more recent years in the media and at the political level discourse about prostitution has become more conservative in the Netherlands supporting more aggressive interventions into the lives and work situations of sex workers, largely without consultation with the affected communities. An example of this shift is the idea of empowerment being linked to exit support rather than labour rights. Several municipalities have begun exit programs for sex workers.

Similarly, over the last three years several municipalities, including Amsterdam, have been implementing a new law known as the BIBOB Act⁴⁵ as conservative politicians and abolitionists target legalisation as a failed experiment. As a direct result more than 90 window brothels have disappeared already in Amsterdam as well as several sex clubs on suspicion of criminal financial dealings. At the time of writing the owner of 92 window brothels in Alkmaar is fighting against the closure of his business. More municipalities are implementing the BIBOB Act and it is likely that more licensed sex businesses will lose their permits to operate. The impact of these trends is certain that the legal sex industry in the Netherlands will diminish.

Municipalities and police have also shifted their attention to the escort sector recently conducting entrapment procedures as a way to locate and control undocumented migrant sex workers and unlicensed business operators. Although many municipalities have a licensing process in place for escort agencies, Amsterdam has only recently implemented such a scheme which requires all agency owners to operate with a permit with a fixed business address and telephone line.

Repressive control leading to the closure of brothels and windows will reduce the options for legal and protected work spaces for sex workers. We are already seeing the effect of window closures in Amsterdam where scarcity is working to the advantage of window owners who are raising rental fees. Such changes places increased financial pressure on the mainly migrant sex workers who rent from them. The motivating factors for mobility listing in 3.c., tell us that national and migrant sex workers will seek other places to work as will the exploitive controllers of sex workers, making them increasingly vulnerable to abuse.

Narrative analysis of the changes in services for both national and migrant sex workers since 2006.

There were few relevant changes in services for both national and migrant sex workers in the last two years. The concentration of targeted services in larger cities and geographical spread of sex work settings means that not all sex workers have good access to services. While the Department of Health (GGD) operates low-threshold public health clinics throughout NL where sex workers can go for STI screenings many are not aware of these services or face language barriers to access. The GGD also conducts outreach to sex workers in most of the major prostitution areas but many are still not reached. In 2008 a new centre was opened in Amsterdam (Prostitution Health Centre, PG292) providing comprehensive services including medical, social, and psychological services, vocational training, language classes and other supports.

⁴⁵ 2003 Public Administration (Probity in Decision-making) Act (BIBOB Act). The BIBOB Act offers authorities and public services obliged to apply tendering procedures new instruments to prevent criminals making use of specific government provisions. The Act applies to three sectors, namely to permits (specified in the BIBOB Act), subsidies, and the tendering of government contracts.

Narrative analysis of the gaps in services for both national and migrant sex workers.

The main gaps in services for national and migrant sex workers include:

Lack of access because services are not offered where they are working.

Lack of multilingual support at health centres for migrants.

Stigmatisation is a barrier to access as many sex workers avoid health and social services for fear of being identified as a prostitute and many health practitioners have had no sensitivity training around sex work and sex workers.

While services for HIV/STI screening are available at no cost uninsured and/or undocumented sex workers have no free access to general health care. All legal residents of the NL must pay into health insurance plans. EU citizens may use their own national health insurance for temporary health care. Without legal residency it is not possible for migrants to get insurance and it is expensive; they bear the financial burden for any general medical services they may need. Emergency care is in principle available to anyone regardless of status and most hospitals have a special fund to support this. We are seeing more cases however of undocumented migrants being refused treatment as hospitals become increasingly reluctant to use these funds. There are a few goodwill initiatives trying to counter the gap in health services to uninsured and/or undocumented migrants where health professionals donate their services. Finally, the majority of the sex workers decide to go back to their home country when they are seriously ill or wait until they visit to have any necessary medical consultations or diagnostics. Given financial strain and often complicated live/work circumstance this presents a potential for serious health risk.

Similar complications around residency status, insurances, language, and outreach, play a role in who can access drug treatment services as well as the quality services available to them. Basic harm reduction services such as drop-in centres, street work counselling, needle exchange and condom distribution are generally available for undocumented migrant drug-using sex workers. However, extended medical care is difficult to obtain for those without insurance and in some cases contact with government treatment services have led to investigations and deportation.

Narrative analysis of the geographic spread of migrant sex workers in your country – including any specific trends in the border areas.

Sex businesses can be found throughout the Netherlands. Prostitution is currently concentrated in sex clubs, escort agencies, brothels (Private Houses) and window brothels but also occurs in private homes and in tolerated street zones. Most sex work takes place in four large cities: Amsterdam, Rotterdam, The Hague and Utrecht. Closures of street prostitution zones and brothels may be contributing to an increase in smaller (2-3 sex workers) forms of indoor sex work.

As noted above in 1.f, seventeen nationalities have been recorded by respondents to this study with Romania the leading country of origin.

There is very active prostitution along border areas of Netherlands, Belgium, and Germany, for example:

In South Limburg cities border very close with Belgium and Germany. Sex workers in this region come mainly from Germany, France and Belgium and work predominantly in indoor prostitution.

In the Maastricht area indoor prostitution is more dispersed and there is a higher number of migrants from Germany and Belgium here. Also respondents report that women from Germany and Liege, Belgium who have traditionally worked in street-based sex work and who have a drug dependency are shifting into the Maastricht area.

In the west border provinces of Zeeland and North Brabant there is considerable cross-border mobility of sex workers, mainly in cities such as Rotterdam, Breda, Roosendaal, Bergen aan Zoom in the Netherlands and Antwerp, Gent and Bruges in Belgium.

TAMPEP 8

Mapping of National Prostitution Scene

NATIONAL COORDINATORS REPORT 2008/9

NORWAY

1. Prostitution Scene

1. Estimation of the number of sex workers 3300

The estimate given here is from Pro Sentret⁴⁶. The figure is based on data collection from service organisations in the 3 towns that have visible street prostitution and through counting internet and print advertisements over a one year period. Our estimate is slightly higher than in earlier reports for TAMPEP 8 as over the last 6 months of the mapping period we have seen an increase in street-based sex work in Oslo. There are increasing numbers of Nigerian sex workers, perhaps because of police repression in Italy, where many worked previously, or who come with the intention of working hard until the new law criminalising the purchase of sex services is implemented.

A recent study, published by FAFO⁴⁷ on 9. December 2008, surveying the sex industry in Norway, confirms the above estimate. This study was commissioned by the Ministry of Justice in preparation for introducing the new legislation. The FAFO study estimated that there are probably around 635 sex workers working on any one day in Norway with the majority working indoors, (135 street-based, 500 indoor). Approximately 70% of the female sex workers are migrants.

1.a. Gender of Sex workers

	2006	2008
Female	85%	85%
Male	10%	10%
Transgender	5%	5%
TOTAL	100%	100 %

1.b. Gender/migration status of sex workers

By Female sex workers

	NATIONAL	MIGRANT	
Female	30	70	100 %

By male sex workers

	NATIONAL	MIGRANT	
Male	Not known		100 %

⁴⁶ Pro Sentret (the Pro Centre) prostitution and a health and social service centre for women and men in prostitution, run by the Municipality of Oslo.

⁴⁷ Fafo - research foundation focusing on social welfare and trade policy, labor and living conditions, public health, migration and integration, and transnational security and development issues. www.faf.no

By transgender sex workers

	NATIONAL	MIGRANT	
Transgender	Not known		100 %

There is a lack of research on male and transgender sex workers in Norway; hence we don't even possess basic information about these two groups. Moreover there are no service providers who do outreach work among male and transgender sex workers. They are only catered for if they work in the same facilities as female sex workers. There is a general assumption that the majority of transgender sex workers are migrants.

1.c. Sex work sectors in the country

Outdoor	45 %
Indoor	55 %
TOTAL	100 %

Sex work sector settings in the country

OUTDOOR	Streets: in the city/town	45 %
	Highways: outside of city/town	0 %
	Parks, forests	0 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	9 %
	Apartments, windows (with less than 3 women working together)	28 %
	Visiting services (escort agencies)	18 %
TOTAL		100 %

1.d. Sex work sectors of migrants

Outdoor	55 %
Indoor	45 %
TOTAL	100 %

Sex work sector settings of migrants

OUTDOOR	Streets: in the city/town	55 %
	Highways: outside of city/town	0 %
	Parks, forests	0 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	9 %
	Apartments, windows (with less than 3 women working together)	20 %
	Visiting services (escort agencies)	16 %
TOTAL		100 %

A sizable population of both national and migrant sex worker are working in outdoor settings and the number of migrant sex workers is increasing. Most indoor work is taking place in small scale settings such as in apartments; here too the number of migrant sex workers is increasing. The greatest change over the most recent years is the number of women from Nigeria working in Norway.

1.e. Origin of migrant sex workers- regional analysis

Central Europe (EU countries) Bulgaria, Czech Republic, Hungary, Poland, Romania, Slovakia, Slovenia.	20 %
Eastern Europe (NON EU countries and Central Asia) Belarus, Moldova, Russia, Ukraine, Kazakhstan, Tajikistan, Azerbaijan, Uzbekistan, Kyrgyzstan, Turkmenistan.	2 %
Baltic countries Estonia, Latvia, Lithuania.	9 %
Balkan countries Albania, Bosnia-Herzegovina, Croatia, Montenegro, Serbia, Kosovo, FYR of Macedonia.	4 %
Rest of Europe	5 %
Latin America and Caribbean	5 %
North America	5 %
Africa	43 %
Asia Pacific	12 %
TOTAL	100 %

1.f Nationalities of sex workers reported in your country. _____42_____

The 10 top countries from which migrant sex workers come:

1. Nigeria	6. Lithuania
2. Thailand	7. Albania
3. Bulgaria	8. The Dominican republic
4. Romania	9. Poland
5. Estonia	10. Brazil

2. Sex Workers Situation

2.a The 5 main vulnerability factors for national sex workers.

1	Stigma
2	Drugs and alcohol dependency
3	Lack of access to health & social care services
4	Client violence
5	Social isolation and exclusion

Respondents to the mapping survey indicate that stigma is the greatest vulnerability factor faced by national sex workers. Further, stigma is closely linked to social isolation and exclusion, as sex workers are marginalised within society and in many cases within work settings.

Drug and alcohol dependency is a major vulnerability factor mainly for national street-based sex workers who also find it difficult to access health services or more specifically drug treatment services.

Our strategy is to have a public debate on prostitutes' rights and to fight stereotypes. This is done by campaigning, research, education, and taking part in public debates with a human rights focus.

According to a recent study by Pro Sentret both national and migrant sex workers experience more violence than the general population. Importantly, the violence they face is as often perpetrated by intimate partners and family as it is by clients. We do fear that the law prohibiting the purchase of sex services in Norway will put street-based sex workers with a drug dependency at greater risk of violence and undermine their ability to negotiate personal and sexual safety with clients.

Respondents also mentioned other vulnerability factors not listed including poverty, low educational level, and childhood abuse; factors which may impact on sex workers ability or skills to negotiate safe working conditions and to protect themselves from possible exploitation.

It is possible to reduce the vulnerability faced by national sex workers. Stigma can be countered by holding public debates on sex workers rights and through campaigns to fight stereotypes. Barriers impeding sex worker's access to health care and social support services need to be highlighted and improved. One role of organisations is to point out where the social and health services are failing and to demand change. Supporting sex workers around the issue of violence can be done by helping them to strengthen their negotiating skills, providing training on how to manage situations of potential violence and by assisting sex workers who want to report violence committed against them.

The 5 main vulnerability factors for migrant sex workers.

1	Stigma
2	Migration laws
3	Social isolation and exclusion
4	Economic exploitation
5	No knowledge of rights

Both national and migrant sex workers are impacted by the stigma attached to sex work and prostitution. Migrant sex workers are also vulnerable as a result of their status as migrants. Migrant sex workers from outside of the Schengen area can not easily acquire work permits; as a result their options are limited to working in unregulated sectors. In addition, migrant sex workers from outside the Schengen area have less rights and fear of deportation is a major barrier to seeking assistance from police and some other state support services. Working to change immigration laws to extend legal rights and protections to all migrants will help to lessen the vulnerability factors that are tied to migration. So far we have only had success in extending more rights to victims of trafficking, including victims of trafficking into sex work.

Migrant sex workers are facing increases social isolation and exclusion as the public nuisance debate over visible street-based prostitution escalates. There is little doubt that recent changes in Norwegian policies reflect the xenophobic undertones in general society and are connected to this public nuisance debate.

While most migrant sex workers work to earn an income they are far more vulnerable to economic exploitation by third parties, in particular migrant sex workers without legal status. Many migrant sex workers must repay large debts to third parties but they are also under considerable stress to support family in their home country. Financial stress can compromise the ability of migrant sex workers to safeguard their safety and well-being. In addition, most migrant sex workers lack basic knowledge of their legal rights in Norway; this makes them more vulnerable to exploitation and less likely to assert their rights when they face exploitation. Information is vital for migrant sex workers health and safety; our main strategy is to conduct outreach to migrant sex workers to inform them about their rights with the assistance of cultural mediators.

Respondents also mentioned other vulnerability factors that are not listed including, poverty, lower educational level, and language barriers. Improving language skills will strengthen the social position of migrant sex workers considerably. Pro Sentret offers language courses and reading/writing courses for migrant sex workers who are interested.

2.b Estimate the percentage of national sex workers who have control of their working conditions and safe sex practices.

NATIONAL SEX WORKERS	ESTIMATE	95-100%
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Most national sex workers have control over their working conditions and safe sex practices. In addition national sex workers have a high standard of safe sex practices in their work and around their sexual health; making frequent use of testing services.

There are concerns that the introduction of new legislation will impact negatively on street-based sex workers in particular, but on all sex workers in general. Police controls of street-based sex work settings add stress on sex workers and undermine their ability to make safe negotiations with clients. Increased scrutiny and restrictions on indoor sex workers may make this group more vulnerable to influence and pressure from third parties, reducing control and undermining their autonomy in decision-making.

Estimate the percentage of migrant sex workers who have control of their working conditions and safe sex practices.

MIGRANT SEX WORKERS	ESTIMATE
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There are no studies to support an estimate on this point. However, it is obvious that the legal status of migrants is an important factor in sex worker's control and safe sex practises. There are no specific laws in Norway prohibiting migrants to sell sexual services. Sex work is not considered work and migrants may not apply for staying permits based on work in the sex industry.

For those migrant sex workers who are living and working in Norway under a Schengen permit or other permanent residency permits, the ability to control working conditions and safe sex practices improves as they learn more about Norwegian society and language. A number of migrant sex workers travel to and from Norway using the assistance of organizers (facilitators) the first few times, after which they continue independently. Migrant sex workers without the legal right to stay/work in Norway and who have little or no language skills are more likely to be dependent on third parties and less likely to have control over their working conditions and safe sex practices. Like their national counterparts, migrant sex workers have a high level of awareness about safe sex practices in their work; however, the ability to negotiate safe sex is highly dependent on the working conditions and level of control that migrant sex workers may be working under.

2.c Estimate the percentage of national sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

NATIONAL SEX WORKERS	ESTIMATE
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It is not possible to provide a reliable estimate at this point. National sex workers working in street-based sex work generally do not share their income with third persons at all. However, national sex workers working indoors may pay a portion of their earnings to advertisers and/or landlords. Anyone who profits from someone working in prostitution is considered a pimp under Norwegian law and recently the police have conducted several raids on the indoor market targeting pimping.

The police have recently conducted several raids on the indoor market targeting pimping, which also includes renting out premises for sex work. We fear that an unfortunate side effect may be that prices will rise and conditions for renting out premises for sex work will be harder and left to more criminal parties as "decent"/reasonable landlords leave the market so that they are not be defined a pimp. It is a general assumption that national sex workers are less likely to share their income with a third party than migrants.

Estimate the percentage of migrant sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

MIGRANT SEX WORKERS	ESTIMATE
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It is not possible to provide a reliable estimate at this point. As migrant sex workers gain legal rights in Norway and improve their knowledge of Norwegian culture and language, they are generally able to increase their income by starting to operate by themselves. Illegal migrants seldom operate by themselves as they don't have the knowledge and skills necessary to facilitate sex work. Being without any rights, many illegal migrants feel totally dependent on a third party, with whom they have to share their income.

2.d Estimate the percentage of earnings that national sex workers keep for themselves.

NATIONAL SEX WORKERS	ESTIMATE	95-100%
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Most nationals keep all their earnings, except for expenses for advertising, travel costs and renting of premises. We expect the fees for renting a flat will go up with increased unrest in the market as police increase their activity of prosecuting or threatening landlords.

A few national sex workers may also pay taxes as self-employed entrepreneurs but register under another profession as sex work is not recognised as legitimate work.

Estimate the percentage of earnings that migrant sex workers keep for themselves.

MIGRANT SEX WORKERS	ESTIMATE
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A few migrant sex workers living and working legally may also pay taxes as self-employed entrepreneurs but register under another profession as sex work is not recognised as legitimate work. It is not possible at this time to provide an estimate on earnings for migrant sex workers.

2.e Estimate the levels of condom use and other safer sex practices amongst national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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There is a long tradition of condom use and safe sex practices among national sex workers. Consistent safe sex practices are also evidenced from the low STI and Chlamydia prevalence rates among national sex workers. Respondents indicate that risk taking is usually connected to non-commercial sex with intimate partners. It is however a worry that the police use condoms they find on the premises as evidence of prostitution. Some sex workers are therefore reluctant to have condoms where they work, which again makes it more difficult to use condoms and practice safe sex.

Estimate the levels of condom use and other safer sex practices amongst migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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As with national sex workers there is also a high level of condom use and safe sex practices among migrant sex workers. Consistent safe sex practices are also evidenced from the low STI and Chlamydia prevalence rates among national sex workers. Respondents indicate that risk taking is usually connected to non-commercial sex with intimate partners. STI testing among migrant sex workers is very high and prevention and initial treatment services to migrant sex workers, regardless of their legal status, is available for free under the Communicable Diseases Control Act in Norway. It is however a worry that the police use condoms they find on the premises as

evidence of prostitution. Some sex workers are therefore reluctant to have condoms where they work, which again makes it more difficult to use condoms and practise safe sex.

Without further studies it is difficult to say under what conditions migrant sex workers may have less autonomy in safe sex negotiations with clients or may take greater risks around safe sex in their work.

2.f Estimate the levels of violence or other crimes against national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Studies⁴⁸ show that sex workers experience higher levels of violence in sex work and in their private relations. Further, violence against sex workers, working either in outdoor or indoor settings, is generally more serious. National sex workers working in street-based sex work face more frequent and serious violence than those who work in indoor settings. For all national sex workers the rate of reporting crimes against them, to police or other authorities, is low.

Estimate the levels of violence or other crimes against migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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The situation is generally the same as for national sex workers, however, migrant sex workers face more harassment because they are migrants and/or of a different ethnicity. Reporting violence to police is very low among migrant sex workers. This may be because they are not aware of their rights or because they fear authorities as a result of their precarious legal status in Norway. Finally respondents also suggest that there are cultural differences of what is considered to be violence which influences whether or not migrant sex workers see it as worth reporting.

2.g Estimate the levels of drug and alcohol dependency among national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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This estimate reflects the situation among street-based national sex workers who are often dealing with a drug dependency. Respondents indicate that there is no information to suggest that drug and alcohol dependency among indoor sex workers is much higher than the general population.

There are low threshold harm-reduction units in most cities in Norway, providing health care, counselling and needle-exchange services; these are available to national sex workers.

Estimate the levels of drug and alcohol dependency among migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	LOWER THAN GENERAL POPULATION
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In contrast to national sex workers, and in particular those working in outdoor settings, drug dependency is considered to be lower than the general population. In addition, alcohol dependency is considered to be lower or the same as the general population.

⁴⁸ Pro Sentret (2009) Fair game. A survey of violence experienced by women working as prostitutes, Oslo

Migrant drug-users, including migrant sex workers, can use the low threshold facilities on the same terms as nationals. However, they will usually not have access to drug rehabilitation, long term treatment or prescription of methadone or opiates unless in there is a connection with other vital medical treatment required.

2.h Estimate of the changes in the vulnerability of NATIONAL sex workers across your country.

	NATIONALS			
	Decrease	Same	Increase	
Condom use	0 %	100 %	0 %	100%
Drug/alcohol use	20 %	80 %	0 %	100%
Violence against them	0 %	100 %	0 %	100%
Legal status	0 %	100 %	0 %	100%
Working conditions	0 %	50 %	50 %	100%
Literacy & educational level	0 %	100 %	0 %	100%
Living conditions	0 %	100 %	0 %	100%
Social isolation and exclusion	0 %	50 %	50 %	100%

NATIONAL SEX WORKERS

Generally the situation has changed little in Norway for national sex workers since the last TAMPEP mapping report. The only indicator showing a decrease in vulnerability is around drug and alcohol use. Substitution treatment for heroin use has increased and is more readily accessible than in the past, however, this treatment is still difficult to get and there is a long waiting list in Norway.

The working conditions for some groups such as street-based sex workers have remained the same. Indoor sex workers are facing more control and harassment by police which is having a negative impact on working conditions. Respondents also mentioned issues of increased competition among sex workers, lower fees for services and a general rise in living costs that is affecting working conditions. Finally, with the ongoing legal debate in Norway and impending legal changes national sex workers are increasingly isolated with stigmatisation leading to greater harassment, in particular for street-based sex workers.

Estimate of changes in the vulnerability of MIGRANT sex workers across your country.

	MIGRANTS			
	Decrease	Same	Increase	
Condom use	0 %	100 %	0 %	100%
Drug/alcohol use	0 %	100 %	25 %	100%
Violence against them	0 %	100 %	0 %	100%
Legal status	20 %	80 %	0 %	100%
Working conditions	20 %	40 %	40 %	100%
Literacy & educational level	0 %	100 %	0 %	100%
Living conditions	20 %	60 %	20 %	100%
Social isolation and exclusion	0 %	0 %	100 %	100%

MIGRANT SEX WORKERS

The situation for migrant sex workers in Norway varies considerably in relation to the level of legal status they enjoy. Since the last TAMPEP mapping report victims of trafficking have seen improvements in their legal rights. In addition, working conditions in sex work are linked to legal status and the results from respondents' show that for some vulnerability has decreased while for others vulnerability has increased as a result of policing actions, stigma, and harassment.

The frequency of police harassment and public debates that stereotype street-based sex workers as a "public nuisance" has increased the vulnerability to isolation and exclusion of migrant sex workers. Migrant street-based sex workers from Nigeria and Bulgaria are often targets of public harassment.

2.i. Estimate of the changes in policy or legislation impacting on national sex workers working and social conditions across your country.

	NATIONALS			
	Positive	No change	Negative	
On municipal level	0 %	0%	100 %	100%
On regional level				
On national level	0 %	60 %	40 %	100%

NATIONAL SEX WORKERS

The implementing of the new law on criminalizing purchase has had a negative effect even if it is a political intention that it should not put the sex workers in a worse situation. Harassment has increased, stigma has increased, and the market is going down at the moment. This affects the ones who have no other options most, that is drug users and migrants on the streets. Those with more options and flexibility will not be as negatively influenced. For some the earnings have increased as competition is less and prices seem to rise.

Estimate of the changes in policy or legislation impacting on migrant sex workers working and social conditions across your country.

	MIGRANTS			
	Positive	No change	Negative	
On municipal level	0 %	25 %	75 %	100%
On national level	25 %	25 %	50 %	100%

MIGRANT SEX WORKERS

The results above reflect both the negative political debate taking place in Norway at this time and the fact that there has been an increase of controls of migrants in sex work over the last few years. Respondents regard change in legislation differently. The majority of negative changes on a municipal level are referring to demands from the Oslo City council to create city ordinances against offensive prostitution (when the sex worker acts in a very "aggressive" way to attract customers.) In addition, there have been some efforts to try to include working in sex work within the Aliens Law as grounds for expulsion. At this time the Ministry of Justice has not moved to accept these political demands.

Finally, with changes to anti-trafficking legislation some respondents indicate that the situation has improved for identified victims of trafficking, including those trafficked into sex work, giving more legal rights and protections.

3. Mobility

- 3.a Estimate the percentage of national sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

NATIONAL SEX WORKERS	ESTIMATE	LESS THAN 25%
1. Denmark		
2. Sweden		
3. Germany		
4. The Netherlands		
5.		

Estimate the percentage of migrant sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

MIGRANT SEX WORKERS	ESTIMATE	MORE THAN 50%
1. Thailand	6. Finland	
2. Italy	7. Germany	
3. Spain	8. France	
4. Estonia	9. Sweden	
5. Denmark	10.	

- 3.b. Estimate the percentage of national sex workers who have worked in another city of your country before.

NATIONAL SEX WORKERS	ESTIMATE	NOT AVAILABLE
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Estimate the percentage of migrant sex workers who have worked in another city of your country before.

MIGRANT SEX WORKERS	ESTIMATE	NOT AVAILABLE
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- 3.c The 5 top reasons for the mobility of national sex workers.

	NATIONALS
1	Law enforcement and clampdowns
2	Protection of anonymity
3	Stressed market
4	Price and availability of drugs
5	Market conditions – better prices and less competition

NATIONAL SEX WORKERS

Few national sex workers have worked in other countries before. However, mobility of national sex workers is increasing but this in line with a general increase of mobility within the labour market. Particular influences on mobility within sex work include the impact of police actions on traditional sex work settings and locations,

competition within the sex industry and market stresses, and the need to protect anonymity. There is also an increase in the escort sector and the use of the internet for attracting clients means sex workers and sex businesses are no longer bound to one location; the escort sector is growing but also spreading out to smaller cities. Some respondents indicate that national sex workers relocate because of drug supply availability. For example, national sex workers with a drug dependency may move to large cities such as Oslo because of a greater and more readily available supply of drugs.

The 5 top reasons for the mobility of migrant sex workers.

	MIGRANTS
1	Law enforcement actions and clampdowns
2	Protection of anonymity
3	Market conditions – better prices and less competition
4	Organisation and network
5	Looking for opportunities for legal work

MIGRANT SEX WORKERS

According to information gathered from respondents it appears that many migrant sex workers have worked in their home country or other countries before coming to Norway. Many migrant sex workers from Nigeria have also worked in another Schengen country – for example, Italy, Spain, or France but there is also some mobility between the Nordic countries. As with national sex workers the impact of police controls play a strong role in sex worker mobility. It is not unusual for migrant sex workers to relocate when police actions or implementation of repressive regulations happens in another country or region.

Migrant sex workers are more often dependent on third parties, organisation, or networks in the destination country making them more vulnerable to exploitation.

Finally a number of migrant sex workers initially migrated to Norway in search of other work but without understanding the restrictions of Norway's Aliens law.

CONCLUSIONS

Summary and analysis of the changes in the prostitution scene since 2006

The total marked has seen an increase in this period. What has changed is that national sex workers are fewer and the number of migrant sex workers has increased. The growing groups have been Nigerians and Bulgarians (many of Roma origin) who work almost exclusively in street-based sex work. In addition, national sex workers who are i.v. drug users are fewer, working occasional, and at other times of the day/night.

Mobility within Norway has increased since TAMPEP 7 (although the biggest change in migration took place in 2003-2004), and there is a considerable mobility within Shengen. Many migrants have worked in their home country or in another Shengen country.

Compared with TAMPEP 7 there are more sex workers (from 2500 to 3300), the increase is mostly in the streets but also a minor increase indoor last year – perhaps in anticipation of the new law?

A major change has been the introduction and passing of new legislation prohibiting the purchase of sex services in Norway. This legislation came into effect January 01, 2009. Already prior to implementation we are seeing increased controls by police, more harassment of migrant sex workers and an increase in mobility of national and migrant sex workers within Norway. It is far too early to conclude on the long term effects of the law, but it will obviously depend upon how the police will enforce the legislation over time. The first few months of 2009 we faced a dramatic fall in the visible prostitution (street prostitution and ads). However this is changing, and at present we seem to be close to 2006/2007 levels of women selling sex in Norway.

Narrative analysis of the changes in services for both national and migrant sex workers since 2006

Services to sex workers, including migrant sex workers, have improved since the last TAMPEP mapping report. There are now health service providers for sex workers in 5 of the largest cities in Norway and 2 towns. Two service providers have also implemented the TAMPEP methodology of cultural mediation and two services have improved their documentation.

A further positive development is the improvement to anti-trafficking legalisation, including, extending the "reflection period" for victims of trafficking, strengthening the rights of those who agree to act as witnesses in cases of trafficking and by including the possibility to work while their cases are in process. Finally, funding support remains stable for harm reduction services and new funding is being made available for alternative skills/training programs for sex workers wishing to exit prostitution.

Since TAMPEP 7 there are established health services in two towns, two more services has implemented TAMPEP methodology of cultural mediation and two services have improved their documentation.

Narrative analysis of the gaps in services for both national and migrant sex workers

For national iv. drug users there is still much to be done, methadone is still hard to get, and there are considerable needs for follow up of those who have been in treatment.

Migrants who hold a residence permit in Norway have the same rights and possibilities as nationals. The limitations they face in reality are connected to social exclusion, lack of knowledge and language barriers. EEA citizens have a right to work. The accessibility to assistance for alternatives to sex work is limited. For migrants, their rights to health care (except for prevention of contagious diseases) are limited and dependent upon their legal status. If they don't have rights according to the National Health Insurance Scheme (as most do not have) they usually have to pay full costs for several medical services (like abortion etc.).

It should also be mentioned that there are no outreach services addressing male sex workers yet. (a few minor projects may be coming up)

Also there are no social/healthcare services addressing sex workers in the northern part of Norway (north of Trondheim). However this is not an area with much population.

Narrative analysis of the geographic spread of migrant sex workers in your country – including any specific trends in the border areas

Migrant sex workers are concentrated mainly in the larger cities, especially Oslo. Some migrant sex workers legally established in Norway travel extensively throughout the country to work.

We have not seen any particular concentration of sex work in the border areas. Although there was a debate on prostitution close to our border with Russia 10 years ago this is no longer an issue.

TAMPEP 8

Mapping of National Prostitution Scene

NATIONAL COORDINATORS REPORT 2008/9

POLAND

1. Prostitution Scene

1. Estimation of the number of sex workers 10,000

The organisations that contributed to the mapping survey and information gathered included one law enforcement agency, six NGO organisations and two other organisations that have contact with national and migrant sex workers. Of these agencies and organisations one has national coverage, five have regional coverage and 3 have city coverage. TADA Poland, the national coordinating organisation for this TAMPEP mapping, works directly with national and migrant sex workers in the North-West of Poland including, in Szczecin, Gdansk and Zielona Gora, and in the year prior to this mapping had contact with 1608 sex workers. The overall rough estimate is that there are approximately 10,000 sex workers working in Poland of which around 34% are migrant⁴⁹ sex workers.

1.a. Gender of Sex workers

	2006	2008
Female	90%	70%
Male	10%	25%
Transgender	0%	5%
TOTAL	100%	100 %

1.b. Gender/migration status of sex workers

By Female sex workers

	NATIONAL	MIGRANT	
Female	60	40	100 %

By male sex workers

	NATIONAL	MIGRANT	
Male	80	20	100 %

By transgender sex workers

	NATIONAL	MIGRANT	
Transgender	95	5	100 %

The increase in the number of male sex workers reported is in part due to a difference in respondents from 2006. In 2008 we included as a key NGO informants, more organizations from across Poland that did not take part in the 2006 mapping.

⁴⁹ Migrants are those who were born in another country, including EU citizens.

1.c. Sex work sectors in the country

Outdoor	40 %
Indoor	60 %
TOTAL	100 %

Sex work sector settings in the country

OUTDOOR	Streets: in the city/town	14 %
	Highways: outside of city/town	20 %
	Parks, forests	6 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	36 %
	Apartments, windows (with less than 3 women working together)	17 %
	Visiting services (escort agencies)	7 %
TOTAL		100 %

1.d. Sex work sectors of migrants

Outdoor	20 %
Indoor	80 %
TOTAL	100 %

Sex work sector settings of migrants

OUTDOOR	Streets: in the city/town	5 %
	Highways: outside of city/town	12 %
	Parks, forests	3 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	60 %
	Apartments, windows (with less than 3 women working together)	15 %
	Visiting services (escort agencies)	5 %
TOTAL		100 %

1.e. Origin of migrant sex workers- regional analysis

Central Europe (EU countries) Bulgaria, Czech Republic, Hungary, Poland, Romania, Slovakia, Slovenia.	6 %
Eastern Europe (NON EU countries and Central Asia) Belarus, Moldova, Russia, Ukraine, Kazakhstan, Tajikistan, Azerbaijan, Uzbekistan, Kyrgyzstan, Turkmenistan.	91 %
Baltic countries Estonia, Latvia, Lithuania.	3 %
Balkan countries Albania, Bosnia-Herzegovina, Croatia, Montenegro, Serbia, Kosovo, FYR of Macedonia.	0 %
Rest of Europe	0 %
Latin America and Caribbean	0 %
North America	0 %
Africa	0 %
Asia Pacific	0 %
TOTAL	100 %

1.f Nationalities of sex workers reported in your country. _____30_____

The 10 top countries from which migrant sex workers come:

1. Ukraine	6.
2. Russia	7.
3. Belarus	8.
4. Moldova	9.
5. Lithuania	10.

2. Sex Workers Situation

2.a The 5 main vulnerability factors for national sex workers.

1	Lack of access to health & social care services
2	Violence from organisers of the sex industry
3	Discrimination
4	Alcohol and drug dependency
5	Lack of protection from the law enforcement agencies

National sex workers struggle against a number of barriers. There are no targeted health and social care services for sex workers. Sex workers must use regularly available services and have health insurance which for most national sex workers is not an issue.

Further respondents say that many sex workers face violence if they do not earn as much as possible, that Polish social opinion of sex work is low and most believe that sex workers are a high risk group who engage in risky behaviors. As a result many face discrimination.

The vulnerability of national sex workers could be reduced through a combination of increasing access and information to longer term education awareness initiatives designed to change attitudes and end discrimination. Some of these initiatives are to widen the range of free medical services available to sex workers and extend outreach work to help support new people entering sex work and to effectively monitor the situation of sex workers but also to inform about available health, testing and social services including services related to: HIV & STI testing and care, drug dependency and violence prevention. There is also a need develop and implement education and awareness programs for medical and social service staff such as doctors, nurses and social workers, as well as for police and representatives of local authorities and to provide information and resources to medical staff, social workers, policemen, representatives of local authorities around human rights in general and more specifically around sex workers rights.

Respondents also listed other vulnerability factors not mentioned above, including, too many clients, HIV/AIDS & STI infections as a result of client demand for unsafe sex and the high cost of condoms and violence from pimps.

The 5 main vulnerability factors for migrant sex workers.

1	Violence from organisers of the sex industry
2	Lack of access to health & social care services
3	Discrimination
4	Alcohol and drug dependency
5	Client violence

Almost all migrant sex workers are dependant on pimps or organizers who use violence as a means of intimidation and control.

Migrant sex workers have no access to the health and social care if they are not legally living and working in Poland.

A general xenophobic orientation in Poland influences the level of discrimination faced by migrant sex workers. Judgmental attitudes related to migrants, prostitution and migrant sex workers (and others like those who are drug dependant, are treated as an underclass).

As for national sex workers the vulnerability of migrant sex workers could be reduced through a combination of increasing access and information to longer term education awareness initiatives designed to change attitudes and end discrimination. In addition there are specific actions that could be taken to support migrant sex workers.

Migrant sex workers should have access to a set of free medical services, free access to safe sex supplies such as condoms and lubricants, information and education support around issues of migration, including migrants' rights in Poland and/or other possible destination countries in Europe and information about human rights and sex workers rights. Outreach work is particularly important in order to monitor and evaluate the situation for migrant sex workers in Poland and to develop appropriate, needs-based support. Finally there needs to be consistent education awareness training for prosecution powers, border guards and justice administration representatives about sex work, the sex industry, human rights and sex workers rights.

Respondents also listed other vulnerability factors not listed above, including, too many clients, HIV/AIDS & STI infections as a result of client demand for unsafe sex and the high cost of condoms and violence from pimps, organisers and traffickers.

2.b Estimate the percentage of national sex workers who have control of their working conditions and safe sex practices.

NATIONAL SEX WORKERS	ESTIMATE	50 %
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Respondents to the survey indicate that approximately 50% of national sex workers have control over their working conditions and safe sex practices. There are several actions that could be taken to increase the autonomy of national sex workers. National sex workers should have more awareness of the regulations that impact on them. This could be done by providing them with education and information on the legislation and legal regulations in Poland; about local practices of prosecution powers and their rights as citizens but also about how organized crime groups operate so that they understand the possible risks related to third party exploitation in sex work; and by investing in education around best practices related to sex work, for example, around optimal methods of safe sex and contraception or avoiding/defending against violence, and how to proceed or where to find support in case of HIV, STIs or pregnancy.

Estimate the percentage of migrant sex workers who have control of their working conditions and safe sex practices.

MIGRANT SEX WORKERS	ESTIMATE	50%
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As with national sex workers respondents indicated that at least 50% of migrant sex workers have control of their working conditions and safe sex practices. Migrant sex workers would benefit from many of the same initiatives as those proposed for national sex workers. In addition there are some focussed activities that would help to increase their autonomy in sex work. More extensive outreach to migrant sex workers would provide the opportunity for migrant sex workers to become better informed and aware of safe sex practices, how to obtain free condoms and lubricants on regular basis, to understand what the legislative and legal regulations related to sex work are in Poland, to better understand the risks of remaining illegally in the country or the benefits of regularising their stay, where to find health and social service support, or how to obtain support when necessary and/or in case of emergency.

As Poland is considered a country of transit for many migrant sex workers, including other EU nationals, knowing what their legal status is in Poland regarding medical services (i.e. social insurance and free basic medical care) and social benefits (family benefit, temporary benefits from welfare institutions, accommodation supplements) is important. In addition, for those who are intending to migrate to other European countries having clear easy to understand information about the legal situation and services available, for both EU and non-EU migrant sex workers would help to prevent exploitation, isolation and possible arrest and deportation.

2.c Estimate the percentage of national sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

NATIONAL SEX WORKERS	ESTIMATE	46%
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Around 46% of national sex workers are paying out to third parties in the sex industry. The situations they may be involved in include paying a portion or all income to pimps who may or may not be their partners; pimps are active in both indoor and outdoor sex work settings. Some national sex workers are also sharing income with organized crime groups who demand so called, "obligatory tributes" for "ensuring" security and order in sex work settings. Other situations include paying rent to property owners for work spaces, of to drug dealers/suppliers or even to traffickers or smugglers in cases of in-country trafficking.

Estimate the percentage of migrant sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

MIGRANT SEX WORKERS	ESTIMATE	54 %
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A greater number, around 54%, of migrant sex workers are paying out to third parties in the sex industry. Many of the situations are similar to that of their national counterparts and may include paying a portion or all income to pimps who may or may not be their partners; pimps are active in both indoor and outdoor sex work settings. Some migrant sex workers are also sharing income with organized crime groups who demand so called, "obligatory tributes" for "ensuring" security and order in sex work settings. Other situations include paying rent to property owners for work spaces, for example, to local housing agencies and clubs with rental rooms in city districts (Szczecin) or small cities in border areas such as Chojna, Krajnik, Świnoujście, Gubin or Zgorzelec. Further they may also pay out to drug dealers/suppliers or to traffickers or smugglers and/or persons supplying legal documents such as work and stay visa/permits.

2.d Estimate the percentage of earnings that national sex workers keep for themselves.

NATIONAL SEX WORKERS	ESTIMATE	65 %
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The factors that influence what percentage of earnings national sex workers keep for themselves depends on the nature of their relationships to others. For example, some national sex workers work with colleagues and share the costs of work places while others are working independently and must cover all costs. The level of

dependency with regard to pimps, organized crime groups, traffickers and other go-betweens also affects how much of earnings national sex workers can keep.

Estimate the percentage of earnings that migrant sex workers keep for themselves.

MIGRANT SEX WORKERS	ESTIMATE	35 %
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The factors that influence what percentage of earnings migrant sex workers keep for themselves are in most cases the same as for nationals and depend on the nature of their relationships to others. For example, some migrant sex workers work with colleagues and share the costs of work places while others are working independently and must cover all costs. The level of dependency with regard to pimps, organized crime groups, traffickers and other go-betweens also affects how much of earnings migrant sex workers are able to keep.

2.e Estimate the levels of condom use and other safer sex practices amongst national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	SAME AS OR HIGHER THAN GENERAL POPULATION
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Within the context of Poland condom use of the general population is impacted by the dominance of the Catholic Church on social relationships and a lack of emphasis on sex education. In contrast, national sex workers are accessing the services of outreach organisations such as TADA's drop-in centre and outreach work by TADA staff and volunteers is having positive results around sexual health awareness and behaviour amongst sex workers. Research led by TADA's workers and volunteers and information gathered from sex workers informants, other respondents and sex workers visiting TADA's drop in centre looking for advise and free condoms & lubricants indicate that in general the level of condom use and safe sex practices is higher than that of the general population. 40% - 50% of respondents agree with this.

Estimate the levels of condom use and other safer sex practices amongst migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	SAME AS OR HIGHER THAN GENERAL POPULATION
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As with national sex workers the use of condoms and safe sex practices among migrant sex workers is in most cases higher than that of the general population in Poland. 40% of respondents agree with this while 50% feel that it is at the same level as the general population. Respondents do mention that in some cases when migrant sex workers come from countries with limited access to free condoms & lubricants or where the costs of safe sex supplies are high, they have a lower level of condom use when they first begin working in sex work in Poland.

2.f Estimate the levels of violence or other crimes against national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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70% of respondents indicated that national sex workers face a higher level of violence than the general population. In many cases this is related to the marginalised conditions under which national sex workers must live and work and the fact that many lack the skills and support to avoid violence in their work.

Violence from clients is determined by customer's behaviour and most often is linked to alcohol or drug use, for example, synthetic drugs can intensify violent behaviour in clients.

In some cases national sex worker's become pimps of other sex workers demanding part of their income.

Internal trafficking is still an issue for national sex workers although not to the same degree as cross-border trafficking.

Estimate the levels of violence or other crimes against migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Like national sex workers 80% of respondents felt that migrants in the sex industry in Poland face a higher level of violence than the general population. In many cases this is related to the marginalised conditions under which migrant sex workers must live and work which is compounded by restrictive immigration laws and policies and the fact that many lack the skills and support to avoid violence in their work. In addition, quite a few migrant sex workers arrive on a 3-month tourist visa and then overstay the visa limit; the lack of legal status leaves them vulnerable to exploitation and violence

Violence from clients is determined by customer's behaviour and most often is linked to alcohol or drug use, for example, synthetic drugs can intensify violent behaviour in clients.

Trafficking into prostitution remains an issue in Poland involving mainly individuals from Eastern Europe countries but there has also been one case involving a woman from African.

2.g Estimate the levels of drug and alcohol dependency among national sex workers in your country. Provide a narrative analysis of comparison with general population estimate.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Alcohol or drug use varies in different sex work settings. In general, 70% of respondents felt that the level of drug and alcohol dependency is higher than the general population but not for all sex workers and not in all settings. National sex workers working in outdoor settings don't use alcohol; it is not permitted under local city council regulation. However, the sanctions are light and imposed at the discretion of city guards or/and police. It may be that some national sex workers drink while working.

The situation in clubs and night bars is different. Here overpriced drinks are pushed by sex workers and they can earn a percentage from alcohol sales; selling drinks to clients often involves drinking with clients as well.

Although alcohol use remains more common than drug use some national sex workers are using such drugs as cannabis and/or amphetamines. It is rare that national sex workers use opiates. At the end of 2008 "dopalacze", a sort of mind booster, entered the legal market but is used mainly by young people, including younger sex workers. Most national sex workers are cigarette smokers.

Estimate the levels of drug and alcohol dependency among migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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The information we know about national sex workers is also relevant for migrant sex workers. Migrant sex workers are also drinking with clients to earn extra income from bar sales in clubs and night bars.

Migrant sex workers are more likely than their national counterparts to use drugs such as amphetamines and cannabis and most migrant sex workers are cigarette smokers. 65% of respondents thought that the level of drug and alcohol dependency among migrant sex workers is higher than the general population.

2.h Estimate of the changes in the vulnerability of NATIONAL sex workers across your country.

	NATIONALS			
	Decrease	Same	Increase	
Condom use	11 %	78 %	11 %	100%
Drug/alcohol use	0 %	33 %	67 %	100%
Violence against them	0 %	78 %	22 %	100%
Legal status	0 %	100 %	0 %	100%
Working conditions	11 %	78 %	11 %	100%
Literacy & educational level	0 %	78 %	22 %	100%
Living conditions	0 %	56 %	44 %	100%
Social isolation and exclusion	0 %	89 %	11 %	100%

NATIONAL SEX WORKERS

As Polish legal regulations regarding sex work did not change lately, situation of sex workers remained the same from some years. The increases are partially the result of the wider survey. Accessibility to alcohol is easy and cheap and it is easy to access local drugs such as amphetamines and methamphetamines which may account for the higher figures on this indicator. Finally, the increase in vulnerability around living conditions is the result of general higher cost of living in Poland and low earnings.

Estimate of changes in the vulnerability of MIGRANT sex workers across your country.

	MIGRANTS			
	Decrease	Same	Increase	
Condom use	11 %	78 %	11 %	100%
Drug/alcohol use	0 %	56 %	44 %	100%
Violence against them	0 %	44 %	56 %	100%
Legal status	33 %	67 %	0 %	100%
Working conditions	44 %	56 %	0 %	100%
Literacy & educational level	11 %	78 %	11 %	100%
Living conditions	22 %	56 %	22 %	100%
Social isolation and exclusion	22 %	44 %	33 %	100%

MIGRANT SEX WORKERS

The most significant change impacting on the vulnerability of migrant sex workers is the improvement in legal status related to those sex workers from newly associated EU countries such as Bulgaria, Romania and Latvia. Nationals of EU member states are entitled to support and services which are not available or limited for non-EU migrant sex workers. To date there is not enough information about this to talk in depth about the impact on EU migrant sex workers.

- 2.i. Estimate of the changes in policy or legislation impacting on national sex workers working and social conditions across your country.

	NATIONALS			
	Positive	No change	Negative	
On municipal level	11 %	89 %	0 %	100%
On regional level	11 %	89 %	0 %	100%
On national level	0 %	89 %	11 %	100%

NATIONAL SEX WORKERS

Respondents indicate that the situation for national sex workers has changed very little as there have been no changes in policy or legislation impacting on national sex workers.

Estimate of the changes in policy or legislation impacting on migrant sex workers working and social conditions across your country.

	MIGRANTS			
	Positive	No change	Negative	
On municipal level	11 %	67 %	22 %	100%
On regional level	11 %	67 %	22 %	100%
On national level	0 %	67 %	33 %	100%

MIGRANT SEX WORKERS

Some positive impact on EU migrant sex workers legal status and working conditions is noted in above in 2.h., however for other non EU migrant sex workers there has been an negative impact do to the illegality of the juridical status and the "new" visa obligation for entry to the country.

3. Mobility

- 3.a Estimate the percentage of national sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

NATIONAL SEX WORKERS		ESTIMATE	15 %
1. Germany	6. Greece		
2. Austria	7. Great Britain		
3. Italy	8. Denmark		
4. The Netherlands	9.		
5. Spain	10.		

Estimate the percentage of migrant sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

MIGRANT SEX WORKERS		ESTIMATE	55 %
1. Germany	6. Belgium		
2. Russia	7.		
3. Italy	8.		
4. France	9.		
5. The Netherlands	10.		

- 3.b. Estimate the percentage of national sex workers who have worked in another city of your country before.

NATIONAL SEX WORKERS	ESTIMATE	70 %
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Estimate the percentage of migrant sex workers who have worked in another city of your country before.

MIGRANT SEX WORKERS	ESTIMATE	65 %
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- 3.c The 5 top reasons for the mobility of national sex workers.

	NATIONALS
1	Better living conditions
2	Better working conditions
3	Economical necessity
4	Protection of anonymity
5	Network of friends and relatives

NATIONAL SEX WORKERS

There are several changes in the mobility of national sex workers recently. EU membership is influencing the mobility of national sex workers as there are now greater labour possibilities in other EU countries including work permits for sex work in some EU countries. For example, in countries such as the Netherlands or Germany sex workers from Poland are able to work as entrepreneur and have access to most of regular medical and social services. Over the last 5 years the labour migration of Polish nationals in general has seen a huge increase. Research suggests that the migration of sex workers from Poland might be strategically linked to the migration of other labourers from Poland to EU countries.

Reasons for mobility of national sex workers include improving living and working conditions and earning higher incomes where there are more clients. Many national sex workers work abroad and move around to remain anonymous and protect their prestige as a successful person working abroad. Finally, some national sex workers are merely looking for a change of environment in a new place of work and/or living situation.

The 5 top reasons for the mobility of migrant sex workers.

	MIGRANTS
1	Better living conditions
2	Coerced by "organiser" in the sex industry
3	Aspiration for positive social changes
4	Economical necessity
5	Protection of anonymity

MIGRANT SEX WORKERS

Even after joining the EU Poland remains both a transit and destination country for migrant sex workers. Migrant sex workers are mobile for many of the same reasons as that of national sex workers.

Reasons mentioned above leads to a conclusion that apart from economic factors, migrant sex workers are seeing a strong sense of security, self esteem and do not want to risk return to their country of origins.

Migrant sex workers may also be more mobile because of their illegal status in Poland and lack of a staying permit or visa. Migrant sex workers in this situation move around to avoid detection and possible deportation.

CONCLUSIONS

Summary and analysis of the changes in the prostitution scene since 2006

Since 2006 the number of sex workers in Poland has decreased including fewer migrant sex workers. Most sex workers working in Poland are female with only a minor number of male sex workers and MSMs providing services to male and female clients. No transgender sex workers were noticed.

Most of sex workers moved from outdoor settings to indoor settings and as a result is less visible and it has become more difficult to provide outreach services. With limited accessibility to sex workers, including migrant sex workers, it has become even more vital to work with peer educators and/or cultural mediators in order to effectively provide information and services to sex workers.

Narrative analysis of the changes in services for both national and migrant sex workers since 2006

There have been no major changes from 2006 in the services available to national and migrant sex workers in Poland. As in 2006 most support to sex workers is provided by NGOs although more recently some funding support is being provided from government and municipal departments dedicated to HIV/AIDS/STI prevention for national sex workers.

EU nationals from newly associated states such as Bulgaria and Romania now have better access to health care and other social support services than in the past but there is as yet little data to measure the impact this may be having on vulnerability factors.

Narrative analysis of the gaps in services for both national and migrant sex workers

Health insurance for nationals is obligatory and therefore national sex workers are generally insured and have access to free medical help covering diagnosis, treatment and rehabilitation. For those nationals who are too poor to afford health insurance or who are on social welfare costs are covered by the government. Some national sex workers may still not always receive the care they need because they are not always aware that services or support is available to them.

Migrant sex workers however, whose stay and labour is not regulated, face serious problems with access to medical help. The problem is less serious in relation to HIV diagnosis – HIV screening can be obtained free and anonymous so insurance or an ID card is not required. Unfortunately insurance is required for other STI tests exclude most undocumented migrant sex workers. In general all other treatment and rehabilitation requires insurance.

One serious gap in services directed to sex workers is that they generally focus on HIV/STI prevention and are provided almost exclusively by NGOs. Other work-related health concerns or general concerns may not be diagnosed or treated. In addition, sex work and sex work issues are sometimes not linked to other factors such as poverty, homelessness, addiction, HIV infection or symptomatic AIDS when cases are being evaluated for treatment. This situation is caused by Polish legislation which neither considers sex work as legal nor illegal. In practice it means the full possibility for obtaining benefits is open only to insured (national) sex workers. Limited free benefits for migrant sex workers are provided by NGOs only, except for emergencies, in which case treatment must be provided regardless of status under Polish law. Migrants can not expect other forms of benefits without legal status and insurance.

Finally, although Poland is a member of the EU in some EU countries such as Germany, Polish nationals still do not have full access to the labour market and benefits. As a result national sex workers who migrate outside of Poland may also have difficulties obtaining health care services without insurance.

Narrative analysis of the geographic spread of migrant sex workers in your country – including any specific trends in the border areas.
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In recent years general number of migrant sex workers working in Poland has decreased considerably, including border areas. The number of migrants from Eastern Europe has decreased with fewer migrant sex workers working in all sex work settings. It appears that Poland has become a transit country for most of migrant sex workers and has become less popular and less attractive to sex businesses than in other former Soviet Union countries with working and living conditions are similar. In the opinion of some sex workers a major influence on the current situation is the wide access to sex services provided abroad at a similar fee to sex services offered in Poland.

TAMPEP 8

Mapping of National Prostitution Scene

NATIONAL COORDINATORS REPORT 2008/9

PORTUGAL

1. Prostitution Scene

1. Estimation of the number of sex workers no estimate

There is no reliable estimate of the total number of sex workers in Portugal. We do know that GO and NGO organisations participating in this survey had a combined total of **9695** unique contacts with sex workers at the time of the mapping. Of this number we believe that approximately 56% of the sex workers are migrants⁵⁰, representing a slight decrease from the estimated 60% migrant sex workers from 2006

1.a. Gender of Sex workers

	2006	2008
Female	85%	90%
Male	10%	8%
Transgender	5%	2%
TOTAL	100%	100 %

1.b. Gender/migration status of sex workers

By Female sex workers

	NATIONAL	MIGRANT	
Female	45	55	100 %

By male sex workers

	NATIONAL	MIGRANT	
Male	40	60	100 %

By transgender sex workers

	NATIONAL	MIGRANT	
Transgender	27	73	100 %

The majority of sex workers are female and more than half are migrant. We have a very low percentage of male and transgender sex workers and the majority of transgender sex workers are migrant.

⁵⁰ Migrants are those who were born in another country, including EU citizens.

1.c. Sex work sectors in the country

Outdoor	59 %
Indoor	41 %
TOTAL	100 %

Sex work sector settings in the country

OUTDOOR	Streets: in the city/town	46 %
	Highways: outside of city/town	12 %
	Parks, forests	1 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	27 %
	Apartments, windows (with less than 3 women working together)	14 %
	Visiting services (escort agencies)	0 %
TOTAL		100 %

1.d. Sex work sectors of migrants

Outdoor	45 %
Indoor	55 %
TOTAL	100 %

Sex work sector settings of migrants

OUTDOOR	Streets: in the city/town	42 %
	Highways: outside of city/town	2 %
	Parks, forests	1 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	29 %
	Apartments, windows (with less than 3 women working together)	25 %
	Visiting services (escort agencies)	1 %
TOTAL		100 %

Since our last reporting in 2006 there does seem to be a shift to more migrant sex workers working in outdoor settings such as street-based sex work.

1.e. Origin of migrant sex workers- regional analysis

Central Europe (EU countries) Bulgaria, Czech Republic, Hungary, Poland, Romania, Slovakia, Slovenia.	7 %
Eastern Europe (NON EU countries and Central Asia) Belarus, Moldova, Russia, Ukraine, Kazakhstan, Tajikistan, Azerbaijan, Uzbekistan, Kyrgyzstan, Turkmenistan.	8 %
Baltic countries Estonia, Latvia, Lithuania.	1 %
Balkan countries Albania, Bosnia-Herzegovina, Croatia, Montenegro, Serbia, Kosovo, FYR of Macedonia.	1 %
Rest of Europe	1 %
Latin America and Caribbean	65 %
North America	0 %
Africa	17 %
Asia Pacific	0 %
TOTAL	100 %

Portugal has a high number of migrant sex workers from Latin American countries and in particular from Brazil. Language and established networks influence the migration decisions of Brazilian migrant sex workers. Also as it is relatively easy to obtain a short-term tourist visa of three months Portugal has become a first country of entry for many African women coming into Europe who may then travel on to other west Europe countries.

1.f Nationalities of sex workers reported in your country. _____20_____

The 10 top countries from which migrant sex workers come:

1. Brazil	6. Guinea
2. Colombia	7. Nigeria
3. Romania	8. Cameroon
4. Russia	9. Cape Verde
5. Sierra Leone	10. Angola

2. Sex Workers Situation

2.a The 5 main vulnerability factors for national sex workers.

1	Alcohol and drug dependency
2	Social isolation and exclusion
3	Discrimination
4	Violence from organisers of the sex industry
5	Economic situation

Respondents to this survey listed alcohol and drug dependency as the main vulnerability factor for national sex workers. Drug use is more associated to street prostitution, while alcohol is more popular in the indoor settings.

National sex workers come from diverse socio-economic backgrounds, however, the majority struggle against the barriers of poverty, a lack of good access or support in education and unstable family situations. Combined with a high level of stigmatisation around prostitution and prostitutes in Portugal national sex workers face social isolation and exclusion and both structural and personal discrimination. Finally, although voluntary prostitution is not criminalised in Portugal it is also not recognised as a profession. There is a lack of legal and labour protection for sex workers resulting in their greater vulnerability to violence within sex work from organisers and pimps.

Steps should be taken to reduce the vulnerability of national sex workers in Portugal. National sex workers need improved access to education, health, social and legal support services. Increasing the frequency and scope of outreach work with national sex workers would help to better inform them of their rights and where they can access support. It would also be important to develop initiatives of sensitization of health professionals, police, and greater joint cooperation with the entities that work with migration issues.

The 5 main vulnerability factors for migrant sex workers.

1	Legal status in the country
2	Lack of access to health and social care services
3	Social isolation and exclusion
4	Violence from organisers of the sex industry
5	Economic situation

A precarious migrant status adds to the level and extent of vulnerability faced by migrant sex workers in Portugal. Although it is possible to enter into Portugal on a three month tourist visa this does not allow for the right to work. For non-EU nationals legal residency based on work requires that migrants have a contract with an employer. As sex work is not regulated nor considered a profession, it is not possible to obtain a labour contract for sex work. Without legal protection migrant sex workers are unable to resist the violence they may experience from organisers of the sex industry, pimps or clients. Further those migrant sex workers who continue to stay in Portugal without a residence permit have less access to health and social services, face high levels of social isolation and exclusion and are more reluctant to seek support from agencies who they believe may threaten their stay such as the police or government run institutions.

Migrant sex workers would also benefit from the changes suggested for national sex workers above. In addition the vulnerability of migrant sex workers would be greatly reduced if they were able to access the legal right to residency and work in Portugal. Doing so would trigger access to a range of health and social services but more importantly it would help provide the security they need to go to the authorities when they are in situations of violence and/or exploitation.

2.b Estimate the percentage of national sex workers who have control of their working conditions and safe sex practices.

NATIONAL SEX WORKERS	ESTIMATE	57 %
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While almost half of national sex worker do have a measure of control over their working conditions and safe sex practices according to respondents, many still do not. Facing economic stress and other issues of vulnerability national sex workers are under increasing pressure to earn money and they are more vulnerable to the demands of clients who are willing to pay more for unsafe sex. With a lack of social support undermining the self-esteem and autonomy of national sex workers resisting exploitation in sex work is difficult.

Many national sex workers do not have good access to information about their rights and about their rights as citizens, as human beings; improving access to information and support would enhance the ability of national sex workers to defend themselves and be more empowered in their negotiations with clients. In addition, it would be important to intervene on the general population (where we find the clients).

Estimate the percentage of migrant sex workers who have control of their working conditions and safe sex practices.

MIGRANT SEX WORKERS	ESTIMATE	69 %
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Migrant sex workers are in many cases under even more pressure to earn money, whether because they are supporting dependents or because they are more often 'managed' by exploitive third parties. Like their national counterparts migrant sex workers also face heavy pressure from clients to provide sex services without condoms. Despite this respondents to this survey indicate that almost 70% of migrant sex workers have control over their working conditions and that migrant sex workers have a high information level about safe sex practices, knowledge and good body care.

- 2.c Estimate the percentage of national sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

NATIONAL SEX WORKERS	ESTIMATE	41 %
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Respondents to this survey estimated that approximately 40% of national sex workers are sharing income with third parties. This includes among others managers in indoor sex workers settings such as bars and clubs.

Estimate the percentage of migrant sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

MIGRANT SEX WORKERS	ESTIMATE	79 %
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Respondents to this survey estimated that approximately 80% of migrant sex workers are sharing income with third parties. This includes among others managers in indoor sex workers settings such as bars and clubs.

- 2.d Estimate the percentage of earnings that national sex workers keep for themselves.

NATIONAL SEX WORKERS	ESTIMATE	62 %
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Respondents to this survey estimated that national sex workers are able to keep approximately 62% of their earnings for themselves indicating that they have some autonomy in their work.

Estimate the percentage of earnings that migrant sex workers keep for themselves.

MIGRANT SEX WORKERS	ESTIMATE	63 %
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Respondents to this survey estimated that migrant sex workers are able to keep approximately 63% of their earnings for themselves indicating that they also have some autonomy in their work.

- 2.e Estimate the levels of condom use and other safer sex practices amongst national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	SAME AS THE GENERAL POPULATION
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Many respondents who work with sex workers in Portugal have a positive opinion about the level of condom use and safe sex practices of national sex workers. 63% indicate that in general the level of condom use and other safer sex practices is equal to the population in general and that a significant percentage of national sex workers practice a higher level than the general population. National sex workers have a high level of knowledge about the risks of their work and about using safe sex practices; condoms are a standard tool in sex work.

Estimate the levels of condom use and other safer sex practices amongst migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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75% of respondents to this survey indicate that the level of condom use and other safer sex practices among migrant sex workers is higher than the general population. This could be due a higher level of education and/or knowledge of technologies that permit them to access information easily but there is also more attention paid to body issues (cultural aspects that characterizes migrant population, that are in majority Brazilian).

It is also important to refer that for the majority of migrant sex workers sex work is seen as something transitory, where the main goal is to earn money quickly and returning to their country healthy is a priority for them.

2.f Estimate the levels of violence or other crimes against national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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National sex workers face a higher level of violence than the general population. The fact that there is a very high level of violence against sex workers in comparison to the general population can be related to the setting where they work, for example, working outdoors makes them more exposed to different types of violence, including being frequently robbed. 71% of respondents indicated that national sex workers face a higher level of violence than the general population.

Estimate the levels of violence or other crimes against migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	SAME AS/HIGHER THAN GENERAL POPULATION
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Some migrant sex workers face a similar level of violence as that of the general population. However in most cases the level of violence they face is higher than the general population. Migrant sex workers are at even greater risk of violence as a result of their often precarious legal status. Despite the fact that migrant sex workers are less exposed to some types of violence even working indoors they still experience a considerable level of violence. It is believed that the violence characteristically experienced by migrant sex workers can be directly related with their legal status in the country (e.g. escape/hiding from authorities, change frequently the place where they work, loss of social support from institutions/friends due the mobility.)

2.g Estimate the levels of drug and alcohol dependency among national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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National sex workers are more used to work in the street. Drug use is clearly more associated to the street prostitution.

Estimate the levels of drug and alcohol dependency among migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	SAME AS THE GENERAL POPULATION
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Migrant sex workers are less likely than national sex workers to have high levels of drug or alcohol dependency and while it was listed among the top five vulnerability factors for national sex workers that was not the case for migrants. 57% of respondents feel it is at the same level as the general population. Working conditions and demands can impact on alcohol and drug use for migrant sex workers, particularly in indoor settings. Often sex workers are expected to drink by clients or management as part of their job.

2.h Estimate of the changes in the vulnerability of NATIONAL sex workers across your country.

	NATIONALS			
	Decrease	Same	Increase	
Condom use	56%	33%	11%	100%
Drug/alcohol use	11%	89%	0%	100%
Violence against them	0%	89%	11%	100%

Legal status	0%	100%	0%	100%
Working conditions	22%	67%	11%	100%
Literacy & educational level	22%	78%	0%	100%
Living conditions	22%	78%	0%	100%
Social isolation and exclusion	11%	89%	0%	100%

NATIONAL SEX WORKERS

In general the vulnerability of national sex workers across the eight listed factors has remained the same as in our last mapping (2006). According to respondents the vulnerability around condom use has decreased significantly as a result of better access and dissemination of information to sex workers and increases in outreach services and location providing free condoms to sex workers.

Estimate of changes in the vulnerability of MIGRANT sex workers across your country.

	MIGRANT			
	Decrease	Same	Increase	
Condom use	50%	38%	12%	100%
Drug/alcohol use	12%	88%	0%	100%
Violence against them	12%	75%	13%	100%
Legal status	0%	88%	12%	100%
Working conditions	12%	88%	0%	100%
Literacy & educational level	38%	62%	0%	100%
Living conditions	0%	100%	0%	100%
Social isolation and exclusion	12%	63%	25%	100%

MIGRANT SEX WORKERS

As with national sex workers on most indicators there has been little change in the vulnerability of migrant sex workers. The information and condom distribution programs offered to national sex workers are also available to migrant sex workers and as a result 50% of respondents believe that their level of vulnerability around condom use has dropped. The increase on the social isolation and exclusion vulnerability factor could be due the legal status of migrants that causes difficulties on accessing services and the decrease on the literacy & educational level vulnerability factor is the result of a young and high level of education population among the migrants.

2.i. Estimate of the changes in policy or legislation impacting on national sex workers working and social conditions across your country.

	NATIONALS			
	Positive	No change	Negative	
On municipal level	38%	37%	25%	100%
On regional level	13%	87%	0%	100%
On national level	13%	75%	12%	100%

NATIONAL SEX WORKERS

There are no significant changes at both regional and national levels. At a municipal level there were both types of changes (positive and negative), probably related to the periodical change of the policies.

Estimate of the changes in policy or legislation impacting on migrant sex workers working and social conditions across your country.

	MIGRANTS			
	Positive	No change	Negative	
On municipal level	22%	67%	11%	100%
On regional level	25%	75%	0%	100%
On national level	50%	38%	12%	100%

MIGRANT SEX WORKERS

In terms of policies or legislation, there were no significant changes.

3. Mobility

- 3.a Estimate the percentage of national sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

NATIONAL SEX WORKERS	ESTIMATE	16 %
1. Spain		
2. The Netherlands		
3.		
4.		
5.		

Estimate the percentage of migrant sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

MIGRANT SEX WORKERS	ESTIMATE	58 %
1. France	6. Germany	
2. Spain	7.	
3. The Netherlands	8.	
4. Italy	9.	
5. Switzerland	10.	

- 3.b. Estimate the percentage of national sex workers who have worked in another city of your country before.

NATIONAL SEX WORKERS	ESTIMATE	61 %
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Estimate the percentage of migrant sex workers who have worked in another city of your country before.

MIGRANT SEX WORKERS	ESTIMATE	73 %
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- 3.c The 5 top reasons for the mobility of national sex workers.

	NATIONALS
1	Protection of anonymity
2	Mobility of clients
3	Economic Necessity
4	Network of friends and relatives available to provide support
5	Better living conditions

NATIONAL SEX WORKERS

The reasons for mobility among national sex workers are multiple and shifting. There is a high level of mobility as sex workers enjoy little living or work security and the heavy stigmatisation of prostitution forces them to relocate in order to protect their anonymity. However, like many other workers seeking to improve living or earning conditions national sex workers may also relocate for higher earnings, because clients shift along with tourism and events or to improve their or their families living conditions.

Mobility leads to other complications such as a lack of stability and increased isolation or irregular contact or access to health and social support services.

The 5 top reasons for the mobility of migrant sex workers.

	MIGRANTS
1	Protection of anonymity
2	Better living conditions
3	Mobility of clients
4	Economic necessity
5	Required by the management

MIGRANT SEX WORKERS

Although there is no reliable information on the numbers of migrant sex workers who are trafficked into sex work in Portugal certainly for this group there is little autonomy in deciding where to work. Migrants without legal status are also more vulnerable to the pressure of management to relocate or risk losing their ability to work. It is not unusual for migrants to travel between Portugal and Spain (see conclusions below). The result of high mobility is that migrant sex workers are harder to reach for service provision, their living situation is unstable, and their work situation remains precarious offering little or no possibility for eventually acquiring a legal stay permit and complicating their access to health and social support

CONCLUSIONS

Summary and analysis of the changes in the prostitution scene since 2006

The geographical area used to collect data in 2006 does not correspond to the same geographical area used for this mapping, by which it is difficult to make any comparisons. In the present moment, the population of sex workers in Portugal, according to our sample, is mainly female, 55% are migrants coming mainly from Latin America and the Caribbean (Brazil, Colombia), followed by Africa and Eastern Europe.

There is insufficient service coverage in the interior of the country but more services are available for migrants sex workers such as translated materials and legal advice among others.

Narrative analysis of the changes in services for both national and migrant sex workers since 2006

Since our 2006 reporting on the situation for (migrant) sex workers in Portugal there have been some changes in service provision. There has been an increase in the number of NGO's providing services to sex workers. This means that more sex workers are reached through drop-in and outreach services and these services are becoming more consistent and regular across Portugal. However, only one of the currently funded projects is operated by government, the Project "Autoestima," providing free breast and cervical cancer prevention, vaccinations, STI testing and treatment and pregnancy care.

We strongly believe that more projects such as this should be developed and it is important to understand that the NGO's who are providing services depend on consistent financing. When funding ceases it has an extremely negative impact on sex workers and interrupts projects. Losing professionals with important know-how and other resources puts all the continued work in danger.

Narrative analysis of the gaps in services for both national and migrant sex workers

National and in some cases migrant sex workers do have access to a range of health and social services. This does depend however on their legal status in Portugal. Some respondents believe that access to services is impeded by excessive bureaucracy and long waiting lists for some public services. In addition service provision is not always provided in a non-discriminatory way; there is a lack of sensitization and good knowledge about the range of issues and concerns of (migrant) sex workers.

For migrant sex workers it is difficult to access services if they cannot show documents proving their residency status in Portugal. Those who are in an illegal situation are often afraid to identify themselves to access a service.

Narrative analysis of the geographic spread of migrant sex workers in your country – including any specific trends in the border areas

The majority of sex workers are living and working in the larger cities of Portugal. Cross-border mobility between Portugal and Spain is very high with around 10% of national sex workers working in Spain and the majority of migrant sex workers having reported Spain as one of the countries in which they have worked. In particular, many migrant sex workers from Central East Europe countries lived and worked in Spain before being moved or moving to Portugal. Other sources indicate that the level of transport across border by traffickers remains frequent.

TAMPEP 8

Mapping of National Prostitution Scene

NATIONAL COORDINATORS REPORT 2008/9

ROMANIA

1. Prostitution Scene

1. Estimation of the number of sex workers

No accurate estimations of the number of sex workers are available in Romania. The survey respondents had contact with 2534 sex workers (unique codes) in 2008; however, it is assumed the total number of sex workers could be as much as 50% higher. Of the total number estimated approximately 2% are migrant⁵¹ sex workers. In one year, the Romanian Association Against AIDS (ARAS) and its branches work with approximately 1500 SW (unique codes) with a total of 11.112 repeat contacts

1.a. Gender of Sex workers

	2006	2008
Female	98%	97%
Male	1%	2%
Transgender	1%	1%
TOTAL	100%	100 %

1.b. Gender/migration status of sex workers

By Female sex workers

	NATIONAL	MIGRANT	
Female	98	2	100 %

By male sex workers

	NATIONAL	MIGRANT	
Male	99	1	100 %

By transgender sex workers

	NATIONAL	MIGRANT	
Transgender	99	1	100 %

Romania, like Bulgaria, is unique among TAMPEP network countries in that there are almost exclusively national sex workers in the sex industry in Romania. Among national sex workers a large number are Roma and more recently male sex work has become more visible.

⁵¹ Migrants are those who were born in another country, including EU citizens.

1.c. Sex work sectors in the country

Outdoor	64 %
Indoor	36 %
TOTAL	100 %

Sex work sector settings in the country

OUTDOOR	Streets: in the city/town	41 %
	Highways: outside of city/town	12 %
	Parks, forests	7 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	18 %
	Apartments, windows (with less than 3 women working together)	10 %
	Visiting services (escort agencies)	8 %
TOTAL		100 %

1.d. Sex work sectors of migrants

Outdoor	65 %
Indoor	35 %
TOTAL	100 %

Sex work sector settings of migrants

OUTDOOR	Streets: in the city/town	50 %
	Highways: outside of city/town	10 %
	Parks, forests	5 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	18 %
	Apartments, windows (with less than 3 women working together)	10 %
	Visiting services (escort agencies)	7 %
TOTAL		100 %

Because in the last years there were no change in the legislation and once Romania entered European Union, many SWs preferred to leave the country and work in better conditions and in countries where prostitution is not criminalised. This is a reason why the level of street based prostitution has decreased comparing with the past years.

1.e. Origin of migrant sex workers- regional analysis

Central Europe (EU countries) Bulgaria, Czech Republic, Hungary, Poland, Romania, Slovakia, Slovenia.	0 %
Eastern Europe (NON EU countries and Central Asia) Belarus, Moldova, Russia, Ukraine, Kazakhstan, Tajikistan, Azerbaijan, Uzbekistan, Kyrgyzstan, Turkmenistan.	100 %
Baltic countries Estonia, Latvia, Lithuania.	0 %
Balkan countries Albania, Bosnia-Herzegovina, Croatia, Montenegro, Serbia, Kosovo, FYR of Macedonia.	0 %
Rest of Europe	0 %
Latin America and Caribbean	0 %
North America	0 %
Africa	0 %
Asia Pacific	0 %
TOTAL	100 %

1.f Nationalities of sex workers reported in your country _____4_____

The 10 top countries from which migrant sex workers come:

1. Moldova	6.
2. Ukraine	7.
3 . Belarus	8.
4. Russia	9.
5.	10.

2. Sex Workers Situation

2.a The 5 main vulnerability factors for national sex workers.

1	Criminalisation of sex workers
2	Violence from organisers of the sex industry
3	Police violence and harassment
4	Discrimination
5	Criminalisation of the sex industry

The main cause of the vulnerability of sex workers in Romania is the criminalization of sex workers and the sex industry. Because prostitution is penalized, national sex workers face substantial barriers to social inclusion; for many it is impossible to obtain identification papers, most have no access to bank credit and there are almost no opportunities for "legitimate" work. Repeated fines for practicing prostitution mean that many sex workers end up having huge debts owing to the state – this creates a huge barrier to obtaining identification papers in case they need it. In some cases such papers get lost but they may be taken from them by pimps or they may have never

had papers at all. Social exclusion also means that national sex workers have a lack of access to medical and social services and support.

In addition the criminalisation of sex work pushes national sex workers into depending on controllers or pimps as it is almost impossible for sex workers to survive in the criminal environment of most sex work settings without a "protector." Roma sex workers and in particular young Roma women are highly vulnerable to exclusion, exploitation, and violence because of the discrimination they face as ethnic minorities in the country.

A further consequence of the legal status of prostitution in Romania is the migration of national sex workers to other European countries where they can access health and social services and where sex work is either decriminalised or not as heavily policed.

Forced to live and work under such marginalised and unprotected conditions national sex workers are very vulnerable to violence from organisers of sex industry and from the police. Turning to the police for protection is not an option as the law criminalises sex workers and in most cases the police do not take into account official complaints of violence or other crime against sex workers when they do contact police. Professionals in many other public services also continue to treat sex workers in a judgemental and discriminatory manner so few national sex workers trust service providers and as a result lack information about their rights and about services that are available to them.

There are many actions that could be taken to reduce the vulnerability of national sex workers, including among others, addressing the barriers to sex workers having equal protection of the law, developing anti-discrimination programs for police, authorities and health and social service staff who have contact with sex workers, helping national sex workers to learn personal safety skills, and develop and disseminate promotional and educational materials for sex workers about their right to respectful treatment and access to services

The 5 main vulnerability factors for migrant sex workers.

1	Criminalisation of sex workers
2	Violence from organisers of the sex industry
3	Lack of protection from the law enforcement agencies
4	Legal status in the country
5	Criminalisation of sex industry

All of the vulnerability factors faced by national sex workers apply also to migrant sex workers in Romania. However, their situation is complicated more when they do not have a legal permit to stay in the country.

The few migrant sex workers that are working in Romania are undocumented. They are harassed and blackmailed by the police and by pimps who extort money by threatening to send them back to their countries of origin. Without Romanian citizenship migrant sex workers have no access to medical services or social services.

2.b Estimate the percentage of national sex workers who have control of their working conditions and safe sex practices.

NATIONAL SEX WORKERS	ESTIMATE	20%
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Since the prostitution is criminalized few national sex workers in Romania have control over their working conditions. In the majority of cases it is the pimp or another third party that negotiates the terms and fees with clients. In addition more than half of the sex workers in Bucharest, for example, have a heroin addiction and as a result they are less able to control their working conditions or negotiate safe sex practices in their work.)

Estimate the percentage of migrant sex workers who have control of their working conditions and safe sex practices.

MIGRANT SEX WORKERS	ESTIMATE	6%
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The situation for migrant sex workers in Romania is even more difficult. Because most migrant sex workers stay illegally in Romania, most are in pimping situations and not in control of their working conditions. They do not have the ability to set fees, and often are forced by third parties to work for lower fees and they cannot set the rules around safe sex practices with clients.

- 2.c Estimate the percentage of national sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

NATIONAL SEX WORKERS	ESTIMATE	80%
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Respondents suggest that approximately 80% of national sex workers share their income with third parties such as organizers of the sex industry. Further, most organizers must share this income with the police.

Estimate the percentage of migrant sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

MIGRANT SEX WORKERS	ESTIMATE	90%
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Respondents suggest that approximately 90% of migrant sex workers share their income with third parties such as organizers of the sex industry. Further, most organizers must also share this income with the police.

- 2.d Estimate the percentage of earnings that national sex workers keep for themselves.

NATIONAL SEX WORKERS	ESTIMATE	40%
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There are many factors that influence how much of their earnings national sex workers are able to keep for themselves, including, what location they are working in and who from the police is responsible in that location. In some countries, such as Romania, where there is a system of fines for prostitution and where sex workers have no rights they are easy targets for corrupt police. Not all police are corrupt but in some areas this is a serious problem. In addition, national sex workers may be under the control of pimps or traffickers and may have little or no control over what happens with their earnings.

Estimate the percentage of earnings that migrant sex workers keep for themselves.

MIGRANT SEX WORKERS	ESTIMATE	30 %
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The situation for the few migrant sex workers in Romania is similar to that of national sex workers. Where they work and how independently they are able to work impacts on how much of their earnings they may be able to keep for themselves. In addition the legal status of migrant sex workers in Romania has influence over autonomy and vulnerability to exploitation.

2.e Estimate the levels of condom use and other safer sex practices amongst national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	LOWER THAN GENERAL POPULATION
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Currently there is only one organisation providing information and outreach services to sex workers in Romania. This along with a high level of stigma will impact on national sex worker's access to appropriate health information and safe sex supplies. The situation for members of Roma ethnic communities is even graver given the level of discrimination they face. As a result 33% of respondents estimate that condom use among national sex workers is lower than that of the general population. Other factors such as the criminalization of the sex industry, pressure from the organizers of the sex industry, drug dependency and financial pressures make it extremely difficult for national sex workers to demand condom use or negotiate safer sex practices with clients.

Estimate the levels of condom use and other safer sex practices amongst migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	LOWER THAN GENERAL POPULATION
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As with national sex workers, migrant sex workers face complex and competing pressures around the issue of condom use and safe sex practices in their work. In most cases the situation is similar to that of national sex workers, the lack of rights, criminalisation, and pressure from organisers and personal factors impede the ability of migrant sex workers to protect their health and to work safely. 23% of respondents estimate that condom use among migrant sex workers is lower than that of the general population. In addition, migrant sex workers are sometimes victims of blackmail or targeted for exploitation precisely because they lack legal status in the country.

2.f Estimate the levels of violence or other crimes against national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Violence and crimes against national sex workers come from three main sources. Organizers of the sex industry may use violence to put pressure on sex workers to make more money, to deny them a fairer portion of their earnings or by forcing them to work under conditions they do not want to work under. Clients also take advantage of the vulnerable position of national sex workers and may use violence, cheat them or steal from them. Finally, under the current situation in Romania with prostitution criminalised some police abuse their powers and target sex workers for bribes and or commit acts of violence against them. 90% of respondents estimate that national sex workers face a higher level of violence and other crimes than the general population.

Estimate the levels of violence or other crimes against migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Migrant sex workers face similar issues as national sex workers around violence and crime in their work. 80% of respondents estimate that migrant sex workers face a higher level of violence and other crimes than the general population. The situation of migrant sex workers is even worse as they experience more frequent violence and are easily targeted by those who know that they are illegally in the country and unable to make any official complaint without risking detection and deportation

2.g Estimate the levels of drug and alcohol dependency among national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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80% of respondents estimate that national sex workers face a higher level of drug and alcohol dependency than the general population. It is estimated that there are 24,000 injecting drug users in Bucharest alone, representing 1% of the city's population. Injecting drug use is prevalent among sex workers with more than half of national sex workers being dependent on heroine. Many street based sex workers became involved in sex work because of a drug dependency and the need to pay for drugs.

There are harm reduction programs for drug users and because they do not require insurance or identity papers they are generally accessible to national sex workers, although there are only a few beds available in Bucharest hospitals for methadone substitution treatment.

Alcohol use is prevalent among street-based sex workers and is even more common in the winter when the weather conditions are worse.

Estimate the levels of drug and alcohol dependency among migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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70% Respondents estimate that the level of drug and alcohol dependency among migrant sex workers is also higher than the general population. The information for national sex workers can also be applied to migrant sex workers. Further, as there is only one NGO currently providing harm reduction services for sex workers there is no difference in the ability of migrant or national sex workers in accessing support.

2.h Estimate of the changes in the vulnerability of NATIONAL sex workers across your country.

	NATIONALS			
	Decrease	Same	Increase	
Condom use	0 %	100 %	0 %	100%
Drug/alcohol use	0 %	13 %	87 %	100%
Violence against them	100 %	0 %	0 %	100%
Legal status	0 %	100 %	0 %	100%
Working conditions	0 %	100 %	0 %	100%
Literacy & educational level	0 %	100 %	0 %	100%
Living conditions	0 %	100 %	0 %	100%
Social isolation and exclusion	0 %	87 %	13 %	100%

NATIONAL SEX WORKERS

Most respondents felt that there has been little change in the vulnerability of national sex workers in Romania. One positive outcome of joining the EU seems to be a reduction in the violence and corruption experienced by sex workers at the hands of the police as police face greater scrutiny around their practices. The vulnerability to drug and alcohol use increased because also the number of IDUs increased and the access to substitution and detox treatment are very limited.

Estimate of changes in the vulnerability of MIGRANT sex workers across your country.

	MIGRANTS			
	Decrease	Same	Increase	
Condom use	0 %	100 %	0%	100%
Drug/alcohol use	0 %	25 %	75 %	100%
Violence against them	0 %	100 %	0 %	100%
Legal status	0 %	100 %	0 %	100%
Working conditions	20 %	80 %	0 %	100%
Literacy & educational level	0 %	100 %	0 %	100%
Living conditions	0 %	100 %	0 %	100%
Social isolation and exclusion	0 %	80 %	20 %	100%

MIGRANT SEX WORKERS

While some aspects of sex work has improved for national sex workers as a result of Romania entering the European Union the same has not been true for migrant sex workers. In particular migrant sex workers from Moldova now need a visa to enter Romania. The situation for sex workers from Moldova, for example, who are without proper documents has deteriorated; they face greater exclusion and higher levels of violence and other crimes against them. The vulnerability for drug use and alcohol increased also for migrant sex workers because the access to drug treatment is limited. If you are not a national it is almost impossible to benefit of any kind of treatment.

2.i. Estimate of the changes in policy or legislation impacting on national sex workers working and social conditions across your country.

	NATIONALS			
	Positive	No change	Negative	
On municipal level	0 %	100 %	0 %	100%
On regional level	0 %	100 %	0 %	100%
On national level	0 %	100 %	0 %	100%

NATIONAL SEX WORKERS

Respondents indicate that there have been no policy or legislative changes at any level impacting on national sex workers.

Estimate of the changes in policy or legislation impacting on migrant sex workers working and social conditions across your country.

	MIGRANTS			
	Positive	No change	Negative	
On municipal level	0 %	100 %	0 %	100%
On regional level	0 %	100 %	0 %	100%
On national level	0 %	100 %	0 %	100%

MIGRANT SEX WORKERS

Respondents indicate that there have been no policy or legislative changes at any level impacting on national sex workers. The only change is that after entering European Union national sex workers were able to leave the country and work abroad more easily.

3. Mobility

- 3.a Estimate the percentage of national sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

NATIONAL SEX WORKERS	ESTIMATE	80 %
1. Italy	6. Austria	
2. Spain	7. Belgium	
3. Germany	8. Turkey	
4. The Netherlands	9. Cyprus	
5. United Kingdom	10. Japan	

Estimate the percentage of migrant sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

MIGRANT SEX WORKERS	ESTIMATE	12 %
1. Moldova	6.	
2. Ukraine	7.	
3. Belarus	8.	
4.	9.	
5.	10.	

- 3.b. Estimate the percentage of national sex workers who have worked in another city of your country before.

NATIONAL SEX WORKERS	ESTIMATE	80 %
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Estimate the percentage of migrant sex workers who have worked in another city of your country before.

MIGRANT SEX WORKERS	ESTIMATE	20 %
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- 3.c The 5 top reasons for the mobility of national sex workers.

	NATIONALS
1	Better working conditions
2	Criminalisation of prostitution
3	Better living conditions
4	Required by the management
5	Coerced by 'organiser' in the sex industry (trafficking)

NATIONAL SEX WORKERS

Respondents who work with sex workers indicate that almost 80% of sex workers from Romania are often moving to other countries in search of better earnings, better living and working conditions and because they can have better access to health services despite their migrant status. However many national sex workers relocate to other countries to avoid punishment under Romania's penal code criminalising prostitution. For example, many sex workers work in Japan as dancers in strip clubs with many of them also work in sex industry there.

Street-based sex workers are fined by police everyday. Fines of around 500LEI or 138EUR are expensive and impossible for most sex workers to pay. If there are caught by the police while with a client they will be charged and convicted of a prostitution offence. The harassment of street-based sex workers by police surely influences the sex worker mobility; most have worked in the same location for less than 2 years.

Internal mobility is high as well and most national sex workers work for short periods in the same place. Another factor influencing mobility is the strong influence of controllers in the Romanian prostitution scene who coerce or 'move' sex workers around both within Romania and across borders.

The 5 top reasons for the mobility of migrant sex workers.

	MIGRANTS
1	Better working conditions
2	Better living conditions
3	Economic necessity
4	Criminalisation of prostitution
5	Coerced by 'organiser' in the sex industry (trafficking)

MIGRANT SEX WORKERS

Romania's entry in the EU in 2007 had an influence on the migration of sex workers from East and Central European countries (Moldavia and Ukraine) to Romania. Moldavian sex workers are still coming to work in Romania as it provides for better living conditions and better earnings than in Moldova.

Finally, migrant sex workers also have personal reasons for relocating, whether within or outside of Romania, but also subject to third party pressures to relocate.

CONCLUSIONS

Summary and analysis of the changes in the prostitution scene since 2006

Since 2006 legislation concerning prostitution has not changed in Romania. Prostitution is criminalised and this contributes to the vulnerability of national and migrant sex workers. As a result of criminalisation increasing numbers of national sex workers are leaving Romania to work in other European countries. With entry into the EU migrant sex workers from Romania are seeing their situation gradually improve in some EU countries. For those who stay working in sex work in Romania many are shifting to indoor settings in order to avoid police harassment.

Narrative analysis of the changes in services for both national and migrant sex workers since 2006

Since the last TAMPEP mapping report of 2006 there have been few changes in services for national and migrant sex workers. ARAS remains the only institution providing services to sex workers with no other public agency or NGO providing such targeted services. Involvement of the NGOs is limited or almost inexistent due to the high level of stigmatisation of sex work in the country; some NGOs fear the involvement with sex workers could have a negative impact on their organisation. Further, with prostitution criminalised in Romania intervention is difficult. ARAS's services include voluntary, free, and anonymous sexual health testing, supplies, information and counselling, as well as a range of other health, social, psychological and drug harm reduction support services. In addition, over the last two years prior to this report funding provided through Global Fund has

supported ARAS in developing programs for sex workers in 10 counties across Romania as well as in the city of Brasov. Since financial support for these programs is provided by an external funder there is uncertainty about the sustainability of the current and future improvements.

The barriers to efficient service provision remain: poor involvement of government departments means government supported services for sex workers are inexistent; even basic reproductive health services are not available and the level of violence and police harassment continues to undermine the health and safety of sex workers and creates obstacles to accessing support and/or services.

Narrative analysis of the gaps in services for both national and migrant sex workers

The gaps in current services available to national and migrant sex worker in Romania are many. As the only service provider ARAS has a limited capacity for intervention with no national funding, limited international funding and a lack of available resources.

With no legislation protecting national and migrant sex workers and with the majority of sex workers having no identity papers most cannot obtain general medical insurance and are only able to access emergency services in hospitals. All sex workers can access ARAS's clinic and outreach programs but these services are limited in what they are able to provide.

While testing for STIs is free and anonymous through ARAS treatment is not always freely available and this puts national and migrant sex workers at considerable risk.

It is important to note that the public health system in the country is very weak and underfinanced and cannot even support the needs of the general population. Additionally, corruption is common and impacts on access to public health.

Narrative analysis of the geographic spread of migrant sex workers in your country – including any specific trends in the border areas

Most of the sex workers that work in Romania are Romanian nationals. In the experience of ARAS only a few migrant sex workers from Moldavia are working in street-based sex work. If they don't have legal papers to stay in Romania and they are discovered by police they are usually deported. It is becoming increasingly difficult for ARAS's mobile outreach team to reach sex workers on the street.

In general most sex workers are concentrated capital cities of each county – there are 41 counties in Romania. The tendency is to start working in smaller cities and then to migrate to major cities or along major national roads where vehicle traffic is more intense.

After Romania joined the European Union a large number of national sex workers migrated to European countries for work. In particular many go to Italy and Spain via Hungary. Further, prior to EU entry Romania was a destination country for trafficking of mainly Moldavian and Ukrainian migrants but with the intensified control of borders between Romania and non-EU countries and the requirement of a visa to enter Romania this is no longer as great an issue as in the past. There is no activity of note at the Romanian/Serbian border.

TAMPEP 8

Mapping of National Prostitution Scene

NATIONAL COORDINATORS REPORT 2008/9

SLOVAKIA

1. Prostitution Scene

1. Estimation of the number of sex workers 7500

Given the current situation in Slovakia it is impossible to give an accurate estimation of the number of sex workers in the country. The estimate provided here reflects actual contacts made by the national coordinating organisation Odysseus and information gathered from responses to the mapping survey. In the year prior to this report Odysseus has had contact with approximately 500 street-based sex workers in Bratislava. From the returned surveys providing some information about outreach contacts, and from outreach work with outdoor sex workers in Bratislava, we arrived at a rough estimate of 2526 sex workers. There is no doubt the actual number of sex workers, including migrant sex workers providing services in Slovakia, is higher. We propose that the actual number may be as much as three times higher than the estimate.

Our difficulty in obtaining a good overview is linked to the fact that there is a lack of targeted services for sex workers in Slovakia and very few reliable statistics regarding sex work. There is no organisation providing services to sex workers in indoor settings. Further much of the data collected from outreach organisations, including Odysseus, represents local situations, and cannot be seen as representative for the whole country. Finally, while we estimate that approximately 2% of sex workers are migrants⁵², our information about the situation of migrant sex workers is minimal.

1.a. Gender of Sex workers

	2006	2008
Female	90%	93%
Male	10%	7%
Transgender	0%	0%
TOTAL	100%	100 %

1.b. Gender/migration status of sex workers

By Female sex workers

	NATIONAL	MIGRANT	
Female	98	2	100 %

By male sex workers

	NATIONAL	MIGRANT	
Male	100	0	100 %

⁵² Migrants are those who were born in another country, including EU citizens.

By transgender sex workers

	NATIONAL	MIGRANT	
Transgender	0	0	100 %

Among national sex workers approximately 40% are sex workers with Roma ethnicity. Originally they came from Slovakia and therefore we included Roma sex workers into the national sex workers estimation. Among Roma sex workers, as well as among other national sex workers, there is a high level of mobility within Slovakia. Usually Roma sex workers came from marginalized Roma villages or from other poor urban areas in east and/or south part of Slovakia. Some of Roma sex workers have Hungarian nationality (Hungarians are the biggest national minority in Slovakia) and Slovak citizenship.

The legal position of Roma sex workers is absolutely the same as national sex workers – in Slovakia sex work is not recognized in existing legal system, in some areas of the capital city Bratislava, offering and providing sexual services can be penalized with financial penalty up to 33 EUR. In comparison with non-Roma sex workers the social situation of Roma sex workers is different. Because of a high level of racism and prejudices against Roma ethnicity in general Roma sex workers are more vulnerable and face multiple stigmatizations. If a Roma woman or man is recognized in their community as a sex worker, she or he is very often forced out from their families and community. In addition, Roma sex workers are stigmatized within general society because of their ethnicity, occupation and possibly for drug addiction, STIs etc., but Roma sex workers could also be punished in their own communities.

1.c. Sex work sectors in the country

Outdoor	73 %
Indoor	27 %
TOTAL	100 %

Sex work sector settings in the country

OUTDOOR	Streets: in the city/town	17 %
	Highways: outside of city/town	56 %
	Parks, forests	0 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	18 %
	Apartments, windows (with less than 3 women working together)	8 %
	Visiting services (escort agencies)	1 %
TOTAL		100 %

1.d. Sex work sectors of migrants

Outdoor	94 %
Indoor	6 %
TOTAL	100 %

Sex work sector settings of migrants

OUTDOOR	Streets: in the city/town	10 %
	Highways: outside of city/town	84 %
	Parks, forests	0 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	4 %
	Apartments, windows (with less than 3 women working together)	1 %
	Visiting services (escort agencies)	1 %
TOTAL		100 %

We know almost nothing about indoor sex work. All collected data from returned questionnaires reflect the situation in outdoor sex work settings. One respondent counted advertisements in newspaper and erotic salons in Bratislava and gave a rough estimation of sex workers working indoors. In principle we might say that situation in Bratislava is different from other smaller or bigger towns. The outdoor scene in Bratislava is quite large and therefore we have a lot of contacts with outdoor sex workers. In other towns the number of sex workers working outdoors is quite small and we expect that majority of sex workers are working indoors. In Bratislava we rarely have contact with sex workers who work outdoors as well as indoors in private flats or erotic clubs. We expect that number of sex workers working indoors is much higher than number of sex workers working outdoors. Because of the lack of services provision to sex workers working in indoor settings we are not able to collect this information.

1.e. Origin of migrant sex workers- regional analysis

Central Europe (EU countries) Bulgaria, Czech Republic, Hungary, Poland, Romania, Slovakia, Slovenia.	50 %
Eastern Europe (NON EU countries and Central Asia) Belarus, Moldova, Russia, Ukraine, Kazakhstan, Tajikistan, Azerbaijan, Uzbekistan, Kyrgyzstan, Turkmenistan.	50 %
Baltic countries Estonia, Latvia, Lithuania.	0 %
Balkan countries Albania, Bosnia-Herzegovina, Croatia, Montenegro, Serbia, Kosovo, FYR of Macedonia.	0 %
Rest of Europe	0 %
Latin America and Caribbean	0 %
North America	0 %
Africa	0 %
Asia Pacific	0 %
TOTAL	100 %

1.f Nationalities of sex workers reported in your country. _____4_____

The 10 top countries from which migrant sex workers come:

1. Hungary	6.
2. Ukraine	7.
3. Czech republic	8.
4. Russia	9.
5.	10.

2. Sex Workers Situation

2.a The 5 main vulnerability factors for national sex workers.

1	Client violence
2	Alcohol and drug dependency
3	Lack of access to health & social care services
4	Social isolation and exclusion
5	Stigma

Respondents to the survey indicate that client violence is main vulnerability factor for national sex workers and this is made more problematic by the fact that people generally assume that violence against sex workers is inherent in prostitution, or normal. National sex workers face harassment as a result of discriminatory legislation and the ignorance of police and the public. Most sex workers do not feel safe while working on the street but they also do not trust police. To reduce the vulnerability of national sex workers to violence they must be able to expect that they will be treated with respect by police and authorities. Students of the Police Academy are in a good place to receive awareness and sensitivity training around sex work issues as a way to challenge stereotypes before they become internalized. A good starting point would be to hold workshops on sex work for future policemen and policewomen, providing basic information on the topic. In Addition, to promote sex workers status in society and reduce the stigma they experience we also need to concentrate more on public awareness. The experience of Odysseus shows that education campaigns targeting the general public are an effective way to achieve this. There are many ways to influence public opinion for example through media involvement, distributing leaflets and postcards or talking to the general public on the street while getting petition signatures.

Even national sex workers face barriers to accessing public health care services as the vast majority of such services are high-threshold, requiring identification papers. Sex workers who do not have health insurance must register and pay for the treatment they receive. Some register as self-employed in which case monthly fees for health insurance is approximately 1000 Slovak crowns (30 euros). However, even if access were better national sex workers have little trust in institutions where doctors often treat them in a humiliating manner with disgust. Odysseus' strategy to overcome this barrier is to collaborate with specialists from different fields, informing them about our organisation and the services we provide and then encouraging sex workers to visit them. Odysseus offers to accompany them as a way to help sex workers rebuild the trust they have lost.

The 5 main vulnerability factors for migrant sex workers.

1	Client violence
2	Lack of access to health & social care services
3	Legal status in the country
4	
5	

Although neither Odysseus nor other organizations participating in this TAMPEP mapping have much experience working with migrant sex workers we assume they share many of the concerns of national sex workers including, violence, and access to health services. However, migrant sex workers are also vulnerable as a result of their legal status in Slovakia. Their situation is made more difficult when there is a language barrier. For example, given the situation faced by national sex workers we can assume it would be more difficult for migrant sex workers to report any violence to police if they cannot speak Slovak. Currently there is no service using the support of cultural mediators or interpreters to help migrant sex workers in reporting crimes against them.

Migrant sex workers also have a difficult time accessing health care services. The same services available through outreach organisations are available to migrant sex workers but they are rarely used by this group. In cases of public healthcare without insurance migrants are only eligible for free medical care in cases of sudden, life threatening illness or accident. In order to provide access to HIV/AIDS treatment to migrant sex workers Odyseus and other organisations seek cooperation with other organizations working with migrants such as the International Organisation for Migration (IOM). This usually means complications and in reality it is almost impossible to get ARV therapy for undocumented migrants in Slovakia.

2.b Estimate the percentage of national sex workers who have control of their working conditions and safe sex practices.

NATIONAL SEX WORKERS	ESTIMATE	55 %
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Respondents to the survey indicate that approximately 55% of national sex workers have control of their working conditions and safe sex practices. There are however many factors that impact on the ability of national sex workers to work safely and healthily; particularly in outdoor settings. Odyseus provides services to sex workers working in outdoor settings. Most of them work along highways and in parking places for trucks/cars outside of cities. In these areas there is hardly any street light and the police rarely come by so personal safety is a big issue; the conditions under which sex workers in outdoor settings are working impacts directly on their health. Sex workers who are injection drug users are particularly vulnerable. The political situation in Slovakia puts the possibility of establishing clean injecting rooms out of question. Most street-based sex workers are using toilets as a safer alternative to shooting outside but there are no public toilets along highways and other outdoor places where sexual services are being offered. Very often sex workers are shooting drugs under very stressful circumstances trying to avoid being caught and in very unhygienic settings. For some drug dependency can have a negative impact on the ability or interest to negotiate safe sex practices.

Working conditions in these areas could be improved by increasing the visibility and frequency of police patrols in a non-threatening way while at the same time working to rebuild trust between sex workers and police. In addition, regular education and meetings with high police officers about their interactions with sex workers might help.

Control over working conditions is also undermined by stigmatisation. In Slovakia sex workers are blamed for the spread HIV and other STIs. Studies show that when sex workers have control over their working and living conditions, they generally have a higher level of safe sex practices than others. If sex workers face violence and discrimination on daily basis their top priority is logically their own survival; public health and sexual safety will often come second. Our experience has shown that vulnerability can be effectively reduced by distributing educational materials about safe sex practices, sexual health and HIV and STIs, supplying free condoms, female condoms and lubricants, and by providing low threshold, free access to STI testing services.

The situation might be different for Slovak Roma sex workers working and/or living in slum areas. There are huge problems with poverty, human trafficking, and loan-sharking in the poorest areas of Slovakia. We suggest that sex workers who are ethnic Roma are more vulnerable and less likely to have control over their working conditions, income and safer sex practises. For Roma sex workers the barriers to negotiating safe sex practices are not only related to working in sex work but also part of complex socio-economic and cultural relations within the Roma community and the discrimination they experience. For example, the level of condom and contraceptive use is generally very low for Roma living in poverty in slum areas because of different ethno-cultural attitudes to sexuality and sexual behaviour; this may influence the way sex workers who are from such communities negotiate safe sex in their work.

Estimate the percentage of migrant sex workers who have control of their working conditions and safe sex practices.

MIGRANT SEX WORKERS	ESTIMATE	35 %
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Without more information we can only assume that migrant sex workers, especially in outdoor settings, face many of the same barriers to control as national sex workers.

- 2.c Estimate the percentage of national sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

NATIONAL SEX WORKERS	ESTIMATE	39%
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In Slovakia pimping as it is stereotypically understood is not common. Still national sex workers are sharing their income with third parties under different conditions. For example, given the level of danger faced by national sex workers working in outdoor settings some may pay to a third person who keeps an eye out for them while they work. In general their partner does this job and there is usually no demand that they receive a certain percentage or amount but more rather getting some money whenever needed.

Some national sex workers work as migrants in Austria. Many are controlled by pimps and they are expected to sharing their income. In addition with Vienna not far from the Slovak boarder, some national sex workers commute daily between Austria and Slovakia requiring in most cases a driver who they pay for this service. Finally, in cases of trafficking of nationals into sex work, income is shared either with the trafficker or the owner of the club for whom the woman works.

- Estimate the percentage of migrant sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

MIGRANT SEX WORKERS	ESTIMATE	53%
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Respondents to the survey suggest that migrant sex workers are paying more than half of their income out to third persons however there is little information about what the conditions might be for migrant sex workers on this question. There is a probability that some migrants working in sex work in Slovakia are trafficked and must share all or some of their income with the third parties.

- 2.d Estimate the percentage of earnings that national sex workers keep for themselves.

NATIONAL SEX WORKERS	ESTIMATE	52%
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In Addition to the information provided in 2.c., national sex workers very often share a considerable amount of their income with either direct or extended family members to pay for basic living expenses etc. How much they share depends on the circumstances, but it is not unusual for national sex workers to be the only ones providing an income to the family.

- Estimate the percentage of earnings that migrant sex workers keep for themselves.

MIGRANT SEX WORKERS	ESTIMATE	50 %
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Although respondents suggest that migrant sex workers keep approximately 50% of their earnings for themselves this is just an estimation and not based on broad knowledge of the actual situation of migrant sex workers in Slovakia. The amount that migrant sex workers might keep for themselves is highly dependent on the circumstance they are in and other demands on their income, for example, family in their country of origin. More information about situation for migrant sex workers in Slovakia is needed.

- 2.e Estimate the levels of condom use and other safer sex practices amongst national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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According to recent prostitution mapping, 50% of respondents indicate that the level of condom use and other safer sex practises amongst national sex workers is higher than the general population. As previously mentioned, studies have confirmed that when sex workers have control over their lives they are more likely to practice safer sex than other people. Most sex workers seem to have a good awareness of the risk and ways STIs can be transmitted. Because there is currently a low statistical prevalence of HIV in Slovakia the general population tends to feel safe, thinking "monogamy is the only protection, it could never happen to me." For

example, sex workers use condoms while providing oral sex because they know it is one to spread STIs, while most people either do not know this or ignore information about the potential risk. Very few people other than sex workers use female condoms but this is also because it is distributed only by Odyseus in Slovakia so not widely available or promoted.

National sex workers with a drug dependency are more vulnerable. From service providers' experience and observations they have unprotected sex more often than national sex workers who are not drug users. For example, drug using sex workers can be under enormous pressure to earn money when they have abstinence syndrome and need more drugs. In such situations they are more likely to negotiate with customers about prices and unprotected sex.

Estimate the levels of condom use and other safer sex practices amongst migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	LOWER THAN GENERAL POPULATION
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The narrative above is relevant to migrant sex workers as well. We suggest the reason why 25% of respondents estimate that the level of condom use is lower among migrant sex workers in comparison with national sex workers is the fact that almost every migrant sex worker contacted in outreach work is also drug user. This correlates with is said above about drug use and risk taking. Given that there is such low contact with migrant sex workers this information is not representative and should not be seen as significant.

2.f Estimate the levels of violence or other crimes against national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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50% of respondents indicated that the level of violence faced by sex workers is higher than that of the general population. Sex workers working in street-based sex work get beaten up and raped often and they rarely report the crime to the police. It is stated in Declaration on the Rights of Sex Workers in Europe that government and police should cooperate in order to investigate violence against sex workers but the Slovak reality is different; police treat sex workers differently and sex work operates in a legal void. Not only are sex worker's bodies violated but their human rights are violated as well. In addition, Slovak society generally accepts violence against sex workers as part of their work. Such attitudes stigmatise and devalue sex workers and promote violence against them.

Estimate the levels of violence or other crimes against migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Most respondents felt that the situation of violence is also high for migrant sex workers, 50% estimated it to be higher than the general population. Migrants are protected only in cases of trafficking or coercion into prostitution or under other criminal cases mentioned in the Penal Code. Violence against migrant sex workers is also linked to other vulnerability factors. For example, if there is a language barrier they are less likely to report the crime. In addition, disrespectful police attitudes and racism increases migrants' vulnerability to violence.

2.g Estimate the levels of drug and alcohol dependency among national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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It is important to note that the fact that 75% of respondents estimate a high percentage of drug dependency among national sex workers reflects the reality that the organizations taking part in this prostitution mapping focus mainly on drug use. Our findings mainly represent the situation for drug using sex workers. In Slovakia, there is no organization working with indoor sex workers, which means majority of sex workers in indoor settings have no contact with social services. There is currently no way of contact with indoor sex workers except

perhaps when they seek medical attention, however sex workers might not to say what her/his job is.. It is important to note that for many drug users the motivation to provide sexual services is related to a need to get money to buy drugs. That street-based sex workers generally have a higher level of drug dependency than the general population, may also be a coping tool to deal with the stress of a sex-business lifestyle.

Estimate the levels of drug and alcohol dependency among migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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25% of the respondents who answered this question estimated that drug and alcohol dependency is higher than the general population. However with almost no contact with migrant sex workers most respondents found this a difficult question to provide information on. The narrative information above applies to migrant sex workers as well.

2.h Estimate of the changes in the vulnerability of NATIONAL sex workers across your country.

	NATIONALS			
	Decrease	Same	Increase	
Condom use	50 %	33 %	17 %	100%
Drug/alcohol use	0 %	86 %	14 %	100%
Violence against them	0 %	86 %	14 %	100%
Legal status	0 %	83 %	17 %	100%
Working conditions	20 %	60 %	20 %	100%
Literacy & educational level	0 %	100 %	0 %	100%
Living conditions	33 %	67 %	0 %	100%
Social isolation and exclusion	0 %	50 %	50 %	100%

NATIONAL SEX WORKERS

Respondents were asked to estimate whether vulnerability had increased, decreased, or remained the same on a set of indicators. In most cases there has been little change. In terms of condoms use, with the access to low-threshold services and better access to information about STIs the level of motivation to use condoms has increased among national sex workers thereby decreasing their vulnerability to STIs. The increase of vulnerability to social isolation and exclusion might be connected with the way sex workers are constantly presented in media; biased and discriminatory reporting in the media about sex workers and sex work impacts on social attitudes. Although we communicate with media to promote improving sex workers' status in society it is a long-term struggle and Odyseus is alone in this advocacy work.

Estimate of changes in the vulnerability of MIGRANT sex workers across your country.

	MIGRANTS			
	Decrease	Same	Increase	
Condom use	0 %	33 %	67 %	100%
Drug/alcohol use	0 %	100 %	0 %	100%
Violence against them	0 %	100 %	0 %	100%
Legal status	50 %	0 %	50 %	100%
Working conditions	0 %	50 %	50 %	100%
Literacy & educational level	0 %	100 %	0 %	100%
Living conditions	0 %	100 %	0 %	100%
Social isolation and exclusion	0 %	50 %	50 %	100%

MIGRANT SEX WORKERS

The number of contacts with migrant sex workers is very poor. Comparing to last TAMPEP report there have not been any significant changes for migrant sex workers. Without better information it is difficult for respondents to make informed estimations on most indicators. Some respondents thought that migrant sex workers are possibly more vulnerable on a few factors including, legal status, working conditions and social isolation and exclusion but without more information this is only speculation.

Since 2006 there has been no change in the services provided to sex workers in general and there have never been any special services for migrant sex workers. Without a more thorough assessment it is difficult to know which targeted services are needed.

2.i. Estimate of the changes in policy or legislation impacting on national sex workers working and social conditions across your country.

	NATIONALS			
	Positive	No change	Negative	
On municipal level	0 %	44 %	56 %	100%
On regional level	0 %	67 %	33 %	100%
On national level	0 %	53 %	47 %	100%

NATIONAL SEX WORKERS

On the national level there are no changes in the policy or legislative impacts. Sex work is still not regulated in our country and there is no public discussion about working and social conditions for national sex workers in our country. Changes on municipal level became a little worse since the last TAMPEP mapping. Two years ago local regulations were implemented in 3 districts of Bratislava. In those districts individuals can be penalized with a fine for offering and providing sexual services in public places. Although this regulation can be applied to anyone police most frequently penalise sex workers. In addition, there have also been discussions about increasing the number of areas where offering and providing of sexual services would be penalized; which luckily has not happened. There is also strong movement of abolitionists and we anticipate that if there are to be any changes in the legislation they will likely make the situation for sex workers even worse.

Estimate of the changes in policy or legislation impacting on migrant sex workers working and social conditions across your country.

	MIGRANTS			
	Positive	No change	Negative	
On municipal level	0 %	27 %	73 %	100%
On regional level	0 %	55 %	45 %	100%
On national level	0 %	36 %	64 %	100%

MIGRANT SEX WORKERS

The number of contacts with migrant sex workers is very poor. Comparing to last TAMPEP report there have not been any significant changes in policy or legislation impacting on migrant sex workers outside of what has been said for national sex workers. There have also been no changes regarding migration policy or legislation for Slovakia. Without better information it is difficult for respondents to make informed estimations on this question. Some respondents indicated that even limited changes were having a negative impact on migrant sex workers but without more information this is only speculation.

3. Mobility

- 3.a Estimate the percentage of national sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

NATIONAL SEX WORKERS	ESTIMATE	28 %
1. Italy	6. Austria	
2. Germany	7. United Kingdom	
3. Spain	8. Belgium	
4. Czech Republic	9. Ireland	
5. The Netherlands	10. Switzerland	

Estimate the percentage of migrant sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

MIGRANT SEX WORKERS	ESTIMATE	NOT AVAILABLE
1.	6.	
2.	7.	
3.	8.	
4.	9.	
5.	10.	

- 3.b. Estimate the percentage of national sex workers who have worked in another city of your country before.

NATIONAL SEX WORKERS	ESTIMATE	25 %
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Estimate the percentage of migrant sex workers who have worked in another city of your country before.

MIGRANT SEX WORKERS	ESTIMATE	NOT AVAILABLE
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3.c The 5 top reasons for the mobility of national sex workers.

	NATIONALS
1	Economic necessity
2	Protection of anonymity
3	Better working conditions
4	Aspiration for positive social changes
5	Better professional mobility

NATIONAL SEX WORKERS

The sex business is mainly concentrated in capital cities in each county and in the capital city of Slovakia, Bratislava. Generally, there are more possibilities and better paid job offers in larger cities which may be a motivation for sex workers to move. In addition, national sex workers living in smaller cities or villages do not want to risk being recognised by those who know them; protection of anonymity is a strong reason for mobility and most sex workers prefer the anonymity of big cities even if working conditions of sex workers are not ideal.

The 5 top reasons for the mobility of migrant sex workers.

	MIGRANTS
1	Economic necessity
2	Protection of anonymity
3	
4	
5	

MIGRANT SEX WORKERS

Without better information about migrant sex workers we can only assume that their mobility may be linked to economic necessity and/or protection of anonymity among other factors.

CONCLUSIONS

Summary and analysis of the changes in the prostitution scene since 2006
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In principle there are no important changes in the prostitution scene in Slovakia since 2006. At that time there was also no reliable data on the indoor scene and most information reflected the situation for outdoor migrant and national sex workers. Currently, the majority of sex workers working in our country are national sex workers with a significant level of mobility within the country. We still miss data from the indoor scene due to the lack of services and/or organisations providing outreach services but we are able to provide information describing the situation for national sex workers working in the outdoor scene.

Almost 100% of national sex workers are female and high numbers of street-based sex workers are of Roma ethnicity. In addition, there is not really an 'official' outdoor market for male or transgender sex workers. Male outdoor sex workers used to work in Bratislava but not in other areas of Slovakia, and in 2008 there was no contact with transgender sex workers reported. One unconfirmed difference between indoor and outdoor sex work settings is that those working outdoors are mainly drug users while this is probably not the case in indoor settings. As mentioned in the opening narrative we believe that in reality the estimated percentage of sex workers working indoors is higher than the number of sex workers in the outdoor scene. If we counted brothels,

clubs and apartments in the area of Bratislava, we would have to say that the number of sex workers working indoor is much higher and that this is probably the case throughout the country.

Narrative analysis of the changes in services for both national and migrant sex workers since 2006

Since 2006 there is a new outreach project established for drug users in Banska Bystrica; eventually services will also be provided to sex workers. On the national level we miss the availability of many different services we know are available to sex workers in other countries. Unfortunately, 2 other outreach projects were closed because of the lack of funds in 2009 (Banska Bystrica and Presov).

Currently there are outreach programs operating in six towns in Slovakia none of which provide targeted services or outreach to sex workers in indoor settings and none of which use cultural mediators or peer educators as part of their service practice. In December 2007, a low threshold club/drop-in run by Odyseus for sex workers was closed due to lack of funds. We suggest that the level of service provision to sex workers in Slovakia is very poor.

On a more positive note NGO organisation C.A. Odyseus started to run an advocacy "Red Umbrella" program for sex workers since January 2008 with a focus on human rights.

Narrative analysis of the gaps in services for both national and migrant sex workers

From the narrative above it is clear that there are many gaps in services for national and migrant sex workers. The main areas to discuss are:

No targeted services for indoor sex workers. Providing outreach services to sex workers in indoor sex work is not within the vision, staff capacity, and/or financial capacity of existing organisations. As an example, Odyseus is one of the oldest outreach programs and we provide services six times per week. If we want to increase our services and also visit the indoor market it would not be possible to cover costs for distributed material and personal and funding is a serious problem.

Services are centralised just in bigger towns target only national (female) sex workers. There is almost no access to free low threshold and anonymous testing services and collaboration between various NGOs and GOs is poor.

Sex work is perceived by some GOs and donors to be linked to drug use. Generally services for sex workers are connected with services to drug users. GOs have started to understand that harm reduction services for drug users are necessary and helpful for the health protection of those using drugs and society in general, however, the government sector does not yet see the necessity of providing necessary and appropriate services also for sex workers. Under the present situation it is probably a good strategy not to separate services since even if the services for sex workers is poor, it is still better than no services at all.

No use of interpreters, cultural mediators, or peer educators as part of outreach with national and migrant sex workers. Although there are very few migrant sex workers in Slovakia there is also little available to them in the way of support should they want to access services. There are very few people migrating into Slovakia for sex work; it is simply not as lucrative as in Prague, Vienna, or Budapest for example and Slovakia also has a very strict migrant policy.

Narrative analysis of the geographic spread of migrant sex workers in your country – including any specific trends in the border areas

We have no information about specific trends or geographical spread of migrant sex workers in our country. National sex workers used to travel for work to the Czech Republic (Prague and border areas with Germany and Czech Republic) and to the Austria (mostly Vienna). From what we know Slovak sex workers working in the Czech Republic generally also lived in the country. In contrast Slovak sex workers working in Austria tended to travel back and forth for work.

In border areas with other countries there are no special trends in outdoor sex work and new brothels are not being established in border areas.

There are no specific forms of cross border cooperation between neighbouring countries and Slovakia.

TAMPEP 8

Mapping of National Prostitution Scene

NATIONAL COORDINATORS REPORT 2008/9

SLOVENIA

1. Prostitution Scene

1. Estimation of the number of sex workers 1500 - 3000

Respondents to the TAMPEP 8 mapping survey for Slovenia included organisations that have contact with sex workers. TAMPEP member CARS - Centre for AIDS Prevention in Ljubljana, operates at national level. Of the participating organisations only 2 work with sex workers, including migrant sex workers. CARS reports 133 unique contacts with sex workers in the year prior to this survey. The estimate provided here is very limited and although there are many newspapers offering around 100 daily advertisements for "personal service" of sex workers and many sex workers advertising on the internet it is difficult to get clear data. It is estimated that 30% of the female sex workers currently working in Slovenia are migrants⁵³.

1.a. Gender of Sex workers

	2006	2008
Female	Not available	90%
Male		9%
Transgender		1%
TOTAL		100 %

1.b. Gender/migration status of sex workers

By Female sex workers

	NATIONAL	MIGRANT	
Female	70	30	100 %

By male sex workers

	NATIONAL	MIGRANT	
Male	100	0	100 %

By transgender sex workers

	NATIONAL	MIGRANT	
Transgender	100	0	100 %

The majority of sex workers are female and nationals with only 30% of female sex workers being migrants. In Slovenia we have no reports of migrant sex workers who are male or transgender. Migrant sex workers come mostly from Eastern, Central Europe and Balkan countries.

⁵³ Migrants are those who were born in another country, including EU citizens.

1.c. Sex work sectors in the country

Outdoor	2 %
Indoor	98 %
TOTAL	100 %

Sex work sector settings in the country

OUTDOOR	Streets: in the city/town	1 %
	Highways: outside of city/town	1 %
	Parks, forests	0 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	26 %
	Apartments, windows (with less than 3 women working together)	70 %
	Visiting services (escort agencies)	2 %
TOTAL		100 %

Although the law does not contemplate sex work it is a reality and is openly advertised even beyond the border, especially along the Italian border.

The majority of sex work takes place indoors with only an estimated 2% occurring in outdoor settings such as city streets, parks and forests or highways. The majority of indoor prostitution is happening in apartments, bars, and clubs. The number of escort agencies is very low.

1.d. Sex work sectors of migrants

Outdoor	0 %
Indoor	100 %
TOTAL	100 %

Sex work sector settings of migrants

OUTDOOR	Streets: in the city/town	0 %
	Highways: outside of city/town	0 %
	Parks, forests	0 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	58 %
	Apartments, windows (with less than 3 women working together)	40 %
	Visiting services (escort agencies)	2 %
TOTAL		100 %

We estimate that all migrant sex workers are working indoors and under the control of organisers of the sex industry. Although the law does not contemplate sex work it is a reality and is openly advertised even beyond the border, especially the Italian border. The restrictive immigration policies do not prevent some migrant sex workers from Eastern Europe to work in clubs.

1.e. Origin of migrant sex workers- regional analysis

Central Europe (EU countries) Bulgaria, Czech Republic, Hungary, Poland, Romania, Slovakia, Slovenia.	30 %
Eastern Europe (NON EU countries and Central Asia) Belarus, Moldova, Russia, Ukraine, Kazakhstan, Tajikistan, Azerbaijan, Uzbekistan, Kyrgyzstan, Turkmenistan.	30 %
Baltic countries Estonia, Latvia, Lithuania.	0 %
Balkan countries Albania, Bosnia-Herzegovina, Croatia, Montenegro, Serbia, Kosovo, FYR of Macedonia.	30 %
Rest of Europe	0 %
Latin America and Caribbean	9 %
North America	0 %
Africa	0 %
Asia Pacific	1 %
TOTAL	100 %

1.f Nationalities of sex workers reported in your country. _____13_____

The 10 top countries from which migrant sex workers come:

1. Romania/ Albania	6. Slovakia
2. Ukraine	7. Hungary
3. Czech Republic	8. Dominican Republic
4. Russia	9. Croatia
5. Moldova	10. Thailand

2. Sex Workers Situation

2.a The 5 main vulnerability factors for national sex workers?

1	Social Isolation and exclusion
2	Stigma
3	Discrimination
4	Lack of recognition of labour rights of sex workers
5	Alcohol and drug dependency

The main vulnerability factors, for national sex workers are social isolation and exclusion, stigma, discrimination, lack of regulation and lack of access to health and social care. Only those who live and work legally in the country have access to the health service.

Public debates and, consequently, media reports on prostitution, when it was decriminalised in 2003, approached the topic of prostitution in a bipolar manner: on the one hand, prostitution was reduced to an economic activity and treated as a money-earning business; on the other hand, it was magnified as a controversial behaviour and a threat to "public morality." The main reason for the vulnerability of national sex workers in our country is the lack of regulation of sex work and because, like for other marginalised groups, there is a strong stigma which persists in Slovenia. In general the sex workers we meet have a poor self-image and low self-esteem; they tend to hide from the public and are ill-equipped to pursue their human rights. Activities in the field of professional help and prevention should be implemented with outreach work, which is a method of health education and access to the services as well as community activities, aimed mainly at ensuring of health and reducing the professional risk of sex work.

In addition, there is a necessity to regulate sex work in Slovenia in the future as well as a need to provide strong public health social marketing and services for better accessibility of different health and social services.

The 5 main vulnerability factors for migrant sex workers?

1	Legal status in country
2	Lack of access to health and social care services
3	Stigma
4	Social isolation and exclusion
5	Discrimination (xenophobia)

The main vulnerability factor for migrant sex workers is their legal status in the country. Further they share many of the same vulnerability factors as national sex workers.

A lack of regulation of sex work and stigmatisation also increases the vulnerability of migrant sex workers. In addition, migrants in general and migrant sex workers in specific are discriminated against and stigmatised as foreigners.

Migrant sex workers face similar personal and social barriers to self-empowerment and political engagement as national sex workers. They would also benefit from the suggestions provided above.

2.b Estimate the percentage of national sex workers who have control of their working conditions and safe sex practices.

NATIONAL SEX WORKERS	ESTIMATE	50%
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The conditions for work are more or less good, but there is an estimation, that around half of sex workers work under the control of pimps. Most of the pimps are acting like managers of sex workers and organizers of their work some national sex workers accept this way of working. In either case there is a high awareness of the necessity of safe sex. Sex workers, who work independent, do not have many problems. Information on how the work is organized within clubs and the level of autonomy in these situations is lacking.

Estimate the percentage of migrant sex workers who have control of their working conditions and safe sex practices.

MIGRANT SEX WORKERS	ESTIMATE	10%
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There is an estimation that the most of migrant sex workers work are under the control of those who organized their transportation and entry into Slovenia. Among migrant sex workers only those who came to Slovenia on their own and who are nationals of former Yugoslavia countries work independently; they do not feel like foreigners and feel comfortable with Slovenian culture. Most other migrant sex workers are working under control because they do not know the country, the language, or the social culture. Among migrant sex workers we recognize a high awareness about practicing safe sex.

- 2.c Estimate the percentage of national sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

NATIONAL SEX WORKERS	ESTIMATE	50%
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Approximately half of national sex workers have to share their income with the organizers of the sex industry, managers of hidden apartment brothels and massage salons. The others, who work on their own, do not share their income with third persons.

- Estimate the percentage of migrant sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

MIGRANT SEX WORKERS	ESTIMATE	90%
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Approximately 90 % of migrant sex workers have to share their income with those who were organizing their arrival to Slovenia and are organizing their work. They also have to share their income with owners or for rentals of massage salons and apartment brothels.

- 2.d Estimate the percentage of earnings that national sex workers keep for themselves.

NATIONAL SEX WORKERS	ESTIMATE	70%
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It is not possible to make a precise estimation about how much of the income the national sex workers keep for their own because of two methods of calculation the share between the pimp and the sex worker. Some of them have an arrangement where the sex worker has to pay 30 to 50 % of the earnings of each client. The most important element of the agreement between the sex worker and the organizer/pimp is the role of the organizer in the business – sometimes he also has to cover the costs of the apartment, laundry, shampoos, condoms... Sometimes there is a agreement where the sex worker pays a daily amount for the costs regardless of the number of clients and working free days.

- Estimate the percentage of earnings that migrant sex workers keep for themselves.

MIGRANT SEX WORKERS	ESTIMATE	30-50%
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Migrant sex workers are more dependent of their organizers/pimps because of the specificity of their arrival to Slovenia. This is also the reason for the different percentage of sharing income among migrant and national sex worker and pimps/organizers. The amount how much of their earnings migrant sex workers can keep for themselves is also dependent of the commodity offered by the organizer and of the costs the organizer had with the transportation of the migrant sex worker.

- 2.e Estimate the levels of condom use and other safer sex practices amongst national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	SAME AS GENERAL POPULATION
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50% of respondents indicate that the level of condom use and other safe sex practices among national sex workers is the same as that of the general population. We assume that the level of condom use and other safe sex practices among national sex workers is the same as that of the general population. Because of strong HIV/AIDS prevention campaigns on the national level, especially among young people, the percentage of condom use among adolescents in the first intercourse in Slovenia is more then 70 %. It is falling later with a steady partner. The use of condoms among adults is less because of high percentage of contraception pills. By the estimation the condom use among adults in the general population is 30%.

Estimate the levels of condom use and other safer sex practices amongst migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	LOWER THAN GENERAL POPULATION
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70% of respondents indicate that the level of condom use and other safe sex practices among migrant sex workers is the lower than that of the general population. We assume that in average the level of condom use and other safe sex practices among migrant sex workers is lower than that of the general population. Migrant sex workers are under more stress around condom use in their work; clients pay more for sex without a condom and the pimps want to earn more.

2.f Estimate the levels of violence or other crimes against national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	SAME AS GENERAL POPULATION
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There are no data or research about violence or other crimes against national sex workers. 80% of respondents indicate that the level of violence and other crimes against national sex workers is the same as that of the general population. Although we estimate that there is no high level of violence against national sex workers the reality is that sex workers are strongly stigmatized group who are more or less dependent of pimps and the organizers of work and therefore they often do not report violence against them. For this reason we believe that the proportion of violence, physical and psychological, to national sex worker is higher than the proportion of violence in the general population.

Estimate the levels of violence or other crimes against migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	SAME AS GENERAL POPULATION
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80% of respondents indicate that the level of violence and other crimes against migrant sex workers is the same as that of the general population. However, because of a higher proportion of dependency of migrant sex workers on pimps we estimate that the proportion of violence against migrant sex workers is in reality higher than that experienced by national sex workers. This is rough estimation because there is also no data or research on violence against migrant sex workers in Slovenia.

2.g Estimate the levels of drug and alcohol dependency among national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	SAME AS GENERAL POPULATION
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80% of respondents indicate that the level of drug and alcohol dependency among national sex workers is the same as that of the general population. By estimation 20% of national sex workers are dependent on alcohol or/and illicit drugs. Dependency, especially dependence of illicit drugs, is one of the reasons to enter sex work.

Estimate the levels of drug and alcohol dependency among migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	LOWER THAN GENERAL POPULATION
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90% of respondents indicate that the level of drug and alcohol dependency among migrant sex workers is the lower than the general population. This may be explained through a theory of "debt dependency" where migrant sex workers are under close control by organizers and work providers in the sex industry in Slovenia. Debt dependency is sometimes a barrier against high alcohol and drug consumption.

2.h Estimate of the changes in the vulnerability of NATIONAL sex workers across your country.

	NATIONALS			
	Decrease	Same	Increase	
Condom use	0 %	100 %	0%	100%
Drug/alcohol use	0 %	100 %	0 %	100%
Violence against them	0 %	100 %	0 %	100%
Legal status	0 %	100 %	0 %	100%
Working conditions	0 %	100 %	0 %	100%
Literacy & educational level	0 %	100 %	0 %	100%
Living conditions	0 %	100 %	0 %	100%
Social isolation and exclusion	0 %	100 %	0 %	100%

NATIONAL SEX WORKERS

The vulnerability of national sex workers did not changed significantly. We estimate that it remained the same. The only change we had in Slovenia some years ago was the change in the legislation removing prostitution as an offence. Now after a long period we can evidence the slight positive effect of the change in the legislation. The result is an increase of reporting of abuse to the police, mainly in cases where pimps refuse to share enough income with independent sex workers.

Estimate of changes in the vulnerability of MIGRANT sex workers across your country.

	Migrants			
	Decrease	Same	Increase	
Condom use	0 %	100 %	0%	100%
Drug/alcohol use	0 %	100 %	0 %	100%
Violence against them	0 %	100 %	0 %	100%
Legal status	0 %	100 %	0 %	100%
Working conditions	0 %	100 %	0 %	100%
Literacy & educational level	0 %	100 %	0 %	100%
Living conditions	0 %	100 %	0 %	100%
Social isolation and exclusion	0 %	100 %	0 %	100%

MIGRANT SEX WORKERS

For migrant sex worker there is no change in vulnerability in our county. The change in the legalization did not have any effect to the vulnerability among migrant sex workers. The reason is the language barrier and not understanding the legislation. Migrant sex workers are also much more under the control of organizers and pimps than national sex workers so they receive no information and know very little about legal and policy changes.

- 2.i. Estimate of the changes in policy or legislation impacting on national sex workers working and social conditions across your country.

	NATIONALS			
	Positive	No change	Negative	
On municipal level	0 %	100 %	0 %	100%
On regional level	0 %	100 %	0 %	100%
On national level	0 %	100 %	0 %	100%

NATIONAL SEX WORKERS

In 2008 there were no changes in the law impacting on the vulnerability of national sex workers in Slovenia and consequently no changes in working and social conditions across our country.

Estimate of the changes in policy or legislation impacting on migrant sex workers working and social conditions across your country.

	MIGRANTS			
	Positive	No change	Negative	
On municipal level	0 %	100 %	0 %	100%
On regional level	0 %	100 %	0 %	100%
On national level	0 %	100 %	0 %	100%

MIGRANT SEX WORKERS

There were no changes in policy or legislation impacting on migrant sex workers and consequently no changes in working and social conditions across our country. The condition for migrant sex workers are still the same and we do not feel the influence of negative changes in the legislation in other EU countries (such as Norway and Finland) or policies such as in France, Italy, and Spain.

3. Mobility

- 3.a Estimate the percentage of national sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

NATIONAL SEX WORKERS		ESTIMATE	10 %
1. The Netherlands	6. Croatia		
2. Spain	7. Serbia		
3. Belgium	8. Germany		
4. Italy	9.		
5. Austria	10.		

Estimate the percentage of migrant sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

MIGRANT SEX WORKERS		ESTIMATE	70 %
1. Italy	6. Bosnia		
2. Belgium	7. Serbia		
3. Spain	8. Germany		
4. The Netherlands	9. Hungary		
5. Kosovo	10. Baltic Countries		

- 3.b. Estimate the percentage of national sex workers who have worked in another city of your country before.

NATIONAL SEX WORKERS		ESTIMATE	50 %
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Estimate the percentage of migrant sex workers who have worked in another city of your country before.

MIGRANT SEX WORKERS		ESTIMATE	70 %
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- 3.c The 5 top reasons for the mobility of national sex workers.

	NATIONALS
1	Protection of anonymity
2	Coerced by organisers of sex industry
3	Avoiding police controls
4	Mobility of clients
5	Economic necessity

NATIONAL SEX WORKERS

Economic reasons and the search for better working and living conditions are obviously the main causes of mobility and migration between countries. However, terrible conditions like repressive policies and coercion also cause mobility. There are more reasons for inland migration of national sex workers. One of them is keeping the anonymity which is provided by mobilization to other cities or regions. Another reason is the demand of clients for new faces. This is the reason for changing working places on the basis of three months. Organisers of sex work in apartments change location frequently and those national sex workers working in clubs are required by owners to change clubs every three months.

The national sex workers are also less known in other environments by the local reinforcement officials and they feel safer. Although this may not impact on vulnerability we noticed a mobilization of national sex workers from rural regions to the cities where the clients are and because of higher purchasing power.

The 5 top reasons for the mobility of migrant sex workers.

	MIGRANTS
1	Regular mobility of sex workers coerced by the needs of clients
2	Avoiding police controls
3	Staying in a debt relationship
4	Seasonal demands
5	Economic necessity

MIGRANT SEX WORKERS

In Slovenia there is a practice that sex workers are circulating every three months, mostly by the interest of the client to see new faces. This is in the control of the organizers of sex work. They are also convinced that this will also have influence of the minor control of the police on their work. Migrant sex workers are transported to different locations and organizers on a regular basis. In the case of human trafficking this is the way for sex workers to remain in the debt situation.

Mobility is sometimes caused by lower purchasing power in one city and higher purchasing power in another and by allocation of demand for sex work by season, mostly in the holiday season to tourist places.

CONCLUSIONS

Summary and analysis of the changes in the prostitution scene since 2006

Since 2006 there have been no changes in the prostitution scene in Slovenia. We still do not have a good overview of the number of sex workers, including migrant sex workers, and can only arrive at a very rough estimate of between 1.500 and 3.000. Most sex workers in Slovenia are female with only a small number of male and transgender sex workers, all of whom are nationals.

Narrative analysis of the changes in services for both national and migrant sex workers since 2006

There were no mayor changes in services for either national or migrant sex workers since 2006. Access to all services is the same as before and has not improved. The reason is because until recently no NGO, GO, or political party were working around the issues related to sex work and sex worker access to services. In Slovenia the topic of trafficking is more in focus, although also not to a great degree.

Narrative analysis of the gaps in services for both national and migrant sex workers

National sex workers have access to health insurance but do not make their sex work status known. Uninsured sex workers have access only to emergency care. HIV treatment services are not free. The right to health care for migrants depends on their legal status obtained in accordance with the Aliens Act.

However, the Slovene legislation lacks both definitions that would enable officials to recognise victims of trafficking and guidelines on the treatment that should be undertaken when it is determined that a person is a victim of trafficking.

The biggest problem is that the sex workers have no legal status. In some aspect sex work in Slovenia is legal and in some others it is not. More or less it is not regulated. It is also uncertain if sex work is work or not. The big gap is that sex work is legally undefined in our county. Until now sex work was not on the agenda of different experts, who could offer different support and services for sex workers, like medical doctors, layers, sociologists and others.

Narrative analysis of the geographic spread of migrant sex workers in your country – including any specific trends in the border areas

Migrant sex workers are mostly located in three larger cities in Slovenia and in the region Primorje. Most of migrant sex workers are in Ljubljana, Maribor and Celje. A significant number of migrant sex workers are also located in the border area between Italy and Slovenia between Ankaran and Gorice. In the Slovenian part there is a concentration of casinos, night clubs and brothel apartments and many clients are coming from Italy.

This part of Italian –Slovenian border as well as the border to Austria are the most permeable borders for sex workers in transit from Central, South Europe and Balkan to West Europe. There are a small number of Slovenian sex workers crossing the border to Italy for work.

There is an outreach team in Rushe, a city situated near to the very touristy area of Maribor which is close to the Austrian border although the number of sex workers working there, mainly in clubs, is not so high.

TAMPEP 8

Mapping of National Prostitution Scene

NATIONAL COORDINATORS REPORT 2008/9

SPAIN

1. Prostitution Scene

1. Estimation of the number of sex workers

no estimate

This report gathers responses to a TAMPEP 8 mapping survey from organisations from across Spain. The majority are NGOs and all but one organisation have direct contact with sex workers, including migrant sex workers. In addition, most of the participating organisations are members of the national Sexual Work Rights Platform but other national organisations were also contacted. Hetaira, Madrid, national coordinator for TAMPEP in Spain compiled the results from the data obtained; most of which comes from outreach work in street-based sex work settings and to a lesser degree in indoor settings such as clubs and flats. In 2008 survey respondents reported a total of 6141 unique contacts with sex workers. While providing an overall estimate is not possible we do estimate that the percentage of migrant⁵⁴ sex workers is high, at around 90%.

1.a. Gender of Sex workers

	2006	2008
Female	90%	71%
Male	6%	8%
Transgender	4%	21%
TOTAL	100%	100 %

1.b. Gender/migration status of sex workers

By Female sex workers

	NATIONAL	MIGRANT	
Female	10	90	100 %

By male sex workers

	NATIONAL	MIGRANT	
Male	13	87	100 %

By transgender sex workers

	NATIONAL	MIGRANT	
Transgender	30	70	100 %

Most sex workers working in Spain are women but there are quite a number of transgender sex workers and a growing number of male sex workers, particularly in larger cities. The differences in the figures from 2006 and 2008 are likely related to the fact that the 2006 mapping was carried out by a different organisation and did not

⁵⁴ * Migrants are those who were born in another country, including EU citizens.

necessarily involve the same respondent groups. Further issues to take into account is that there are only a small number of organisations working directly with male sex workers so the figures presented here for male sex workers are likely an under-reporting of the actual scene and as transgender sex workers are highly mobile the percentage of transgender people working in sex work is probably higher than reported.

Migrants make up the majority of those working in the sex industry in Spain; among female sex workers this may be as high as 90%. The estimated numbers are also high among male and transgender female sex workers, 87% and 70% respectively.

1.c. Sex work sectors in the country

Outdoor	37 %
Indoor	63 %
TOTAL	100 %

Sex work sector settings in the country

OUTDOOR	Streets: in the city/town	25 %
	Highways: outside of city/town	5 %
	Parks, forests	7 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	39 %
	Apartments, windows (with less than 3 women working together)	16 %
	Visiting services (escort agencies)	8 %
TOTAL		100 %

1.d. Sex work sectors of migrants

Outdoor	46 %
Indoor	54 %
TOTAL	100 %

Sex work sector settings of migrants

OUTDOOR	Streets: in the city/town	27 %
	Highways: outside of city/town	3 %
	Parks, forests	16 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	35 %
	Apartments, windows (with less than 3 women working together)	15 %
	Visiting services (escort agencies)	4 %
TOTAL		100 %

With respect to the way the prostitution is structured in Spain the estimated percentages indicate that national sex workers are working mainly in indoor settings, a shift resulting from increases in repressive policies at the municipal level on street-based prostitution and police harassment of sex workers. Migrant sex workers however, are working almost equally in outdoor and indoor settings. Most outdoor sex work is street-based and to a lesser degree in parks or along highways. Additionally, for both nationals and migrants most indoor sex work is occurring in clubs, with a much smaller percentage working apartments. More recently the number of sex workers working in apartment settings has increased while numbers of those working in clubs and street-based sex work is declining.

1.e. Origin of migrant sex workers- regional analysis

Central Europe (EU countries) Bulgaria, Czech Republic, Hungary, Poland, Romania, Slovakia, Slovenia.	24 %
Eastern Europe (NON EU countries and Central Asia) Belarus, Moldova, Russia, Ukraine, Kazakhstan, Tajikistan, Azerbaijan, Uzbekistan, Kyrgyzstan, Turkmenistan.	4 %
Baltic countries Estonia, Latvia, Lithuania.	0 %
Balkan countries Albania, Bosnia-Herzegovina, Croatia, Montenegro, Serbia, Kosovo, FYR of Macedonia.	1 %
Rest of Europe	3 %
Latin America and Caribbean	49 %
North America	0 %
Africa	18 %
Asia Pacific	1 %
TOTAL	100 %

1.f Nationalities of sex workers reported in your country? _____35_____

The 10 top countries from which migrant sex workers come:

1. Brazil	6. Colombia
2. Romania	7. Dominican Republic
3. Nigeria	8. Morocco
4. Venezuela	9. Bulgaria
5. Ecuador	10. Republic of Guinea

There are 35 different nationalities identified by respondents in the questionnaire for this report. The largest group of migrant sex workers are those originally from Latin America countries; shared language may be a motivating factor for migrating to Spain. In addition, greater numbers of migrants from Central East Europe EU countries are living and working here as a result of increased possibilities for legal migration and residency and there is a relatively large group of migrant sex workers in Spain from African countries such as Nigeria.

2. Sex Workers Situation

2.a The 5 main vulnerability factors for national sex workers.

1	Legal status of sex work in the country
2	Stigma
3	Lack of recognition of labour rights of sex workers
4	Police violence and harassment
5	Social isolation and exclusion

There are different factors of vulnerability in our country affecting national sex workers. The most important is the alegal status of prostitution. In Spain, prostitution is neither prohibited nor recognized as a work therefore the social and labour rights of sex workers are not recognized; this has a direct impact on the other vulnerability factors, such as stigma, police harassment, and social isolation. Stigma is also perpetuated by the media and advertising campaigns that identify sex work only with sexual exploitation. Respondents also mentioned vulnerability to abusive owners and poor working conditions in clubs; a factor related to the lack of recognition of labour rights. Organisations such as Hetaira, members of the Platform for the Rights in the Sex Work and the Union "Comisiones Obreras," work together to oppose repressive policies denying the recognition of sex workers rights that threaten to stigmatize sex workers further.

In addition, although the level of condom use is high for national sex workers while working they are less likely to use condoms with their intimate partners outside of work, leaving them vulnerable to STIs and pregnancy. Organisations providing outreach services and safe sex information to national sex workers help to share knowledge around staying healthy and safe in sex work and in general.

Other important factor affecting the situation of sex workers and the quality of their living and working conditions is the economic crisis our country is currently suffering, which is affecting especially some sectors of population.

Recently, during the last three months of 2008 two contradicting court cases have been published, indicating that their may be a shift occurring. Although we cannot be completely optimistic, these are small advances with respect to recognising sex work as a legitimate work.

In the judgement of the first case Justice Superior Tribunal of Cataluña (TSJC) recognised a labour relationship between a prostitute working in a club and the owner of that club setting a precedent for the way recognition of labour relationships in prostitution. This is a first and particularly remarkable because under criminal law in Spain the owner of the club could be accused of procuring, as he profits from someone the sexual activity of a third party.

The second judgements awarded the right to a Spanish sex worker, working autonomously, to register for Social Security and benefit from this social right.

The 5 main vulnerability factors for migrant sex workers.

1	Lack of recognition of labour rights of sex workers
2	Social isolation and exclusion
3	Stigma
4	Client violence
5	Police violence and harassment

In general migrant sex workers face similar vulnerabilities as national sex workers. However their situation can be made much more precarious depending on their resident status in Spain. The most repeated vulnerability factor by different organisations was the irregular situation many migrants live and work under lacking residence and working permits. Other important factors influencing the deterioration of quality of life for migrant and national sex workers is the social stigma they suffer because they work in prostitution and the isolation and social exclusion resulting from this.

2.b Estimate the percentage of national sex workers who have control of their working conditions and safe sex practices.

NATIONAL SEX WORKERS	ESTIMATE	73 %
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Respondents estimate that approximately 73% of national sex workers have control over their working conditions and the safe-sex practices. The reduction of control of the working conditions is partially due to municipal policies and police harassment that force sex workers to negotiate with the clients in a more quick and clandestine way. Economic hardship can play a role in condom negotiation with clients, where the offer of more money from clients can encourage risk-taking behaviour or where sex workers bargain with clients for a higher fee for unsafe sex. Awareness campaigns around safe sex that are usually organised by NGO groups help to increase knowledge about safe sex and strengthen the ability of sex workers to negotiate safe sex with clients.

Estimate the percentage of migrant sex workers who have control of their working conditions and safe sex practices.

MIGRANT SEX WORKERS	ESTIMATE	62 %
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Respondents estimate that approximately 62% of migrant sex workers have control over their working conditions and the safe-sex practices.

2.c Estimate the percentage of national sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

NATIONAL SEX WORKERS	ESTIMATE	29 %
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Most respondents had a difficult time in providing a reliable estimate on this question. It is not always clear who a third party is and what the relationship between sex workers and third parties may be. Sharing income with a club owner for example may merely be part of the working relationship (rent, costs for supplies etc.) and experienced as exploitive.

Respondents estimated that around 29% of national sex workers have to share their income with third parties.

Estimate the percentage of migrant sex workers who have to share their income with third persons in the sex industry (Examples: traffickers, smugglers, club/brothel managers, etc. NOT FAMILY).

MIGRANT SEX WORKERS	ESTIMATE	64 %
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In contrast to national sex workers a large majority, 63%, of migrant sex workers have to share their income with third parties, according to respondents. Part of this high percentage is related to the condition of migration. For many migrants, in order to enter into destination countries such as Spain, they often need to rely on and pay for the services of third parties who may arrange travel, documents, work, and housing; these relationships may vary from friendly to highly exploitive. Once in Spain, migrant sex workers will also generally be expected to share income with club/brothel owners etc., as do national sex workers.

2.d Estimate the percentage of earnings that national sex workers keep for themselves.

NATIONAL SEX WORKERS	ESTIMATE	64 %
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Respondents estimate that national sex workers are able to keep approximately 64% of their earnings for themselves.

Estimate the percentage of earnings that migrant sex workers keep for themselves.

MIGRANT SEX WORKERS	ESTIMATE	57 %
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Respondents estimate that migrant sex workers are able to keep approximately 57% of their earnings for themselves.

2.e Estimate the levels of condom use and other safer sex practices amongst national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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65% of respondents estimate that national sex have a higher level of condom use and other safe sex practices than the general population despite stereotypes about sex workers and their sexual health or potential threat to public health.

Estimate the levels of condom use and other safer sex practices amongst migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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As with national sex workers, 75% of respondents indicate that the level of condom use and other safe sex practices among migrant sex workers is higher than the general population. However, some also mentioned that migrant sex workers are under greater pressure to negotiate around condom use with clients in their work, as well as with intimate partners outside of work.

2.f Estimate the levels of violence or other crimes against national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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65% of respondents say that national sex workers face a higher level of violence or other crimes than the general population. Organisations working with sex workers in Spain have used a broader definition of violence and include institutional violence within this concept. Some public administrations have implemented campaigns targeting the sex industry and clients causing greater harm to sex workers. For example, in order to reduce the demand of clients the Council of Madrid has put cameras on those streets of the city centre which are traditional settings of sex work. The result of these actions is increasing stigmatisation and isolation of female sex workers. Such institutional initiatives are not balanced by providing social program support to sex workers who are displaced and unable to work as a result

Estimate the levels of violence or other crimes against migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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The situation is estimated to be much worse for migrant sex workers. 85% of respondents indicate that migrant sex workers face a higher level of violence or other crimes than the general population. The additional social stigma faced by migrant sex workers, as migrants in Spain and as sex workers, increases their vulnerability to violence. The example of institutional violence mentioned above as a result of repressive policies against prostitution impacts on migrant sex workers but also affecting migrants is institutional violence resulting from immigration policies.

2.g Estimate the levels of drug and alcohol dependency among national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	SAME OR HIGHER THAN GENERAL POPULATION
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50% of respondents indicate that drug and alcohol dependency among national sex workers is the same as the general populations, however, an important percentage (50%) consider the drug and alcohol dependency to be higher among national sex workers than among the general population but that it is lower among migrant sex workers. The higher levels are observed by organisations working mainly with male sex work and with transfemale sex workers.

Estimate the levels of drug and alcohol dependency among migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	SAME THAN GENERAL POPULATION
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50% of respondents indicate that drug and alcohol dependency among national sex workers is the same as the general populations, however, an important percentage, (50%,) consider the drug and alcohol dependency to be higher among national sex workers than among the general population but that it is lower among migrant sex workers.

2.h Estimate of the changes in the vulnerability of NATIONAL sex workers across your country.

	NATIONALS			
	Decrease	Same	Increase	
Condom use	12 %	50 %	38 %	100%
Drug/alcohol use	12 %	50 %	38 %	100%
Violence against them	0 %	87 %	13 %	100%
Legal status	0 %	89 %	11 %	100%
Working conditions	0 %	11 %	89 %	100%
Literacy & educational level	0 %	100 %	0 %	100%
Living conditions	0 %	44 %	56 %	100%
Social isolation and exclusion	0 %	67 %	33 %	100%

NATIONAL SEX WORKERS

On many vulnerability indicators the situation is unchanged for national sex workers in the year prior to this mapping. However, respondents indicate that national sex workers are more vulnerable around living and working conditions than they had previously been.

Estimate of changes in the vulnerability of MIGRANT sex workers across your country.

	MIGRANTS			
	Decrease	Same	Increase	
Condom use	13 %	37 %	50 %	100%
Drug/alcohol use	13 %	50 %	37 %	100%
Violence against them	0 %	75 %	25 %	100%
Legal status	11 %	67 %	22 %	100%
Working conditions	11 %	0 %	89 %	100%
Literacy & educational level	22 %	56 %	22 %	100%
Living conditions	11 %	0 %	89 %	100%
Social isolation and exclusion	22 %	45 %	33 %	100%

MIGRANT SEX WORKERS

On many vulnerability indicators the situation is relatively unchanged for migrant sex workers in the year prior to this mapping. However, respondents do indicate that, like national sex workers, migrant sex workers are more vulnerable around living and working conditions than they had previously been. Vulnerability around condom use has also increased with possible reasons explained in 2.e.

2.i. Estimate of the changes in policy or legislation impacting on national sex workers working and social conditions across your country.

	NATIONALS			
	Positive	No change	Negative	
On municipal level	0 %	22 %	78 %	100%
On regional level	0 %	44 %	56 %	100%
On national level	0 %	22 %	78 %	100%

NATIONAL SEX WORKERS

No organisation participating in this mapping indicated that there have been any positive changes over the 12 months prior to this mapping in policy or legislation impacting on the working and social conditions of national sex workers. Indeed, the majority agree that they are worse. While there is no law specifically forbidding or allowing prostitution in Spain, municipalities are able to implement local regulations in order to regulate prostitution, for example, in 2007/2008 campaigns targeting clients of prostitution have been implemented in Madrid, Málaga, and Sevilla. In most cases these campaigns involve hidden forms of police harassment. In addition, new prostitution regulation proposals are currently being considered in other cities in Spain such as Bilbao, Sevilla and Malaga, for instance. In some cities of Cataluña, such as Lérida and Barcelona, street-based sex workers have been fined for working in the street. These kinds of politics directly operate to push street-based sex work further underground and create conditions where sex workers lose their power to negotiate with their clients, increase health risks, and increase pressure to engage in activities sex workers would not do or bear under better circumstances.

A useful measure would be to give more support to transition to other work for all sex workers.

Estimate of the changes in policy or legislation impacting on migrant sex workers working and social conditions across your country.

	MIGRANTS			
	Positive	No change	Negative	
On municipal level	0 %	22 %	78 %	100%
On regional level	0 %	44 %	56 %	100%
On national level	0 %	22 %	78 %	100%

MIGRANT SEX WORKERS

No organisation participating in this mapping indicated that there have been any positive changes over the 12 months prior to this mapping in policy or legislation impacting on the working and social conditions of national sex workers. Indeed, the majority agree that they are worse. While there is no law specifically forbidding or allowing prostitution in Spain, municipalities are able to implement local regulations in order to regulate prostitution, for example, in 2007/2008 campaigns targeting clients of prostitution have been implemented in Madrid, Málaga, and Sevilla. In most cases these campaigns involve hidden forms of police harassment. In addition, new prostitution regulation proposals are currently being considered in other cities in Spain such as Bilbao, Sevilla and Malaga, for instance. In some cities of Cataluña, such as Lérida and Barcelona, street-based sex workers have been fined for working in the street. These kinds of politics directly operate to push street-based sex work further underground and create conditions where sex workers lose their power to negotiate with their clients, increase health risks, and increase pressure to engage in activities sex workers would not do or bear under better circumstances.

A useful measure would be to give more support to transition to other work for all sex workers.

Although at the time of writing this report it is too early to evaluate, in December of 2008, the Government passed the "Integral Plan against the Human Trafficking for Sexual Exploitation", which introduced some important measures to support victims of trafficking and to combat trafficking in Spain. Unfortunately, we think this instrument is insufficient because, among other things, it does not differentiate between trafficking into prostitution and voluntary sex work, but we also believe that the period of reflexion should be extended for victims and their ability to access support and protection should not be dependent on whether or not they cooperate with authorities to denounce their exploiters.

3. Mobility

3.a Estimate the percentage of national sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

NATIONAL SEX WORKERS		ESTIMATE	23 %
1. Germany	6.		
2. France	7.		
3. Italy	8.		
4. Belgium	9.		
5. Switzerland	10.		

Estimate the percentage of migrant sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

MIGRANT SEX WORKERS		ESTIMATE	77 %
1. Germany	6. Belgium		
2. France	7. Austria		
3. Italy	8. Brazil		
4. The Netherlands	9. Switzerland		
5. Ecuador	10. Romania		

- 3.b. Estimate the percentage of national sex workers who have worked in another city of your country before.

NATIONAL SEX WORKERS	ESTIMATE	32 %
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Estimate the percentage of migrant sex workers who have worked in another city of your country before.

MIGRANT SEX WORKERS	ESTIMATE	68 %
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- 3.c The 5 top reasons for the mobility of national sex workers.

	NATIONALS
1	Economic necessity
2	Better living conditions
3	Criminalisation of prostitution
4	Aspiration for positive social changes
5	Protection of anonymity

NATIONAL SEX WORKERS

Respondents to this mapping were asked to estimate the level and reasons for mobility among national and migrant sex workers. The resulting data shows that approximately 23% of national sex workers have worked in other countries, further, around 32% have worked in other cities within Spain. National sex workers move for a variety of reasons with economic necessity listed as the most common motivation. When conditions and/or earnings are poor in one location, for example due to a lack or decrease of clients, they may seek more lucrative locations or work places. Internal mobility is also sometimes linked with the seasons and tourism; coastal tourist areas of Spain may offer potential better earnings during high-season in the summer. The internal mobility of national sex workers is also linked to a number of other influences. As a result of the market crisis nationals who had previously worked in prostitution but who had found other work are returning to sex work. In addition, a surplus of sex workers in some cities and areas is sometimes enough incentive to relocate to less crowded places – cities in Spain or other countries – in order to be able to work better, with less police harassment

The 5 top reasons for the mobility of migrant sex workers.

	MIGRANTS
1	Economic necessity
2	Better working conditions
3	Network of friends and relatives available to provide support
4	Law enforcement actions and clampdowns
5	Criminalisation of prostitution

MIGRANT SEX WORKERS

Respondents to this mapping were asked to estimate the level and reasons for mobility among national and migrant sex workers. Migrant sex workers are in general far more mobile whether that is among countries or within Spain. The resulting data shows that approximately 77% of migrant sex workers have worked in other countries, including having worked in their country of origin or in other countries before entering Spain; around 68% have worked in other cities within Spain. Like national sex workers, migrant sex workers also move for a variety of reasons with economic necessity listed as the most common motivation. When conditions and/or earnings are poor in one location, for example due to a lack or decrease of clients, they may seek more lucrative locations or work places. Many shift to work in countries such as Belgium, The Netherlands, or Germany where sex work is recognised as an economic activity but relocating may also be connected to contacts they have in other countries or to countries like Switzerland where earnings are higher.

Internal mobility is also sometimes linked with the seasons and tourism; coastal tourist areas of Spain may offer potential better earnings during high-season in the summer. The internal mobility of migrant sex workers is also linked to a number of other influences. As a result of the market crisis migrants who had previously worked in prostitution but who had found other work are returning to sex work. In addition, a surplus of sex workers in some cities and areas is sometimes enough incentive to relocate to less crowded places – cities in Spain or other countries – in order to be able to work better, earn better and endure less police harassment.

CONCLUSIONS

Summary and analysis of the changes in the prostitution scene since 2006

In Spain, prostitution is neither prohibited nor recognized as a work therefore, the social and labour rights of sex workers are not recognized. Some changes are being slowly made but there is still a situation of dependency around work and migration for most sex workers. It is also illegal to profit from someone working in prostitution. Organising work places that may be safer and provide better working conditions for sex workers is difficult. In certain cities, such as Barcelona, street sex work is prohibited under council rules regarding uses of public spaces. Police enforcement of local municipal regulations, policies in force and campaigns against sex workers and clients have had a negative influence on their working conditions in many cities.

Since the last TAMPEP mapping the number of migrant sex workers has increased from approximately 70% in 2006 to an estimated 90% in 2008. Fewer migrants are arriving from Latin America countries, (70% in 2006, and 49% in 2008) according to estimates. In addition, nationals who had previously worked as sex workers are returning to sex work as a result of the impact of the economic crisis in Spain.

There has been a shift from indoor to outdoor work settings in Spain. As it appears, there has been a sharp fall of sex work in clubs and bars in Spain due to worsened working conditions imposed by managers of sex workers. This may be due in part to the excess buying powers managers have gained thanks to the new laws in particular in bigger cities.

There has also been an intense offensive from the abolitionist groups to force newspapers to stop carrying advertisements for sex services.

Narrative analysis of the changes in services for both national and migrant sex workers since 2006

There are no changes to report about services to sex workers since 2006, in part, because there are few targeted services available.

Narrative analysis of the gaps in services for both national and migrant sex workers

The Health Service guarantees the access to the public health system to all Spanish citizens. Migrant sex workers would need to have a civil registration in order to get a health card. For undocumented migrants the situation is more difficult as a passport and legal proof of address is needed to obtain this card. In addition, there can be other barriers for migrants, such as language problems, ignorance of the procedures or available services, and sometimes discrimination with respect to the treatment when they need medical or other support. With insurance it is possible to access drug treatment programs but the only option for undocumented drug-using sex workers is to Access to NGOs or associations' programmes

Narrative analysis of the geographic spread of migrant sex workers in your country – including any specific trends in the border areas

Given that approximately 90% of sex workers working in Spain are migrants it is safe to say they are working in every major city, including those in border areas. As an example on the border with France there are many clubs along the highways and areas with a lot of traffic.

At this point there are no projects working specifically in this area.

TAMPEP 8

Mapping of National Prostitution Scene

NATIONAL COORDINATORS REPORT 2008/9

UNITED KINGDOM

1. Prostitution Scene

1. Estimation of the number of sex workers 80,000

According to the UK Network of Sex Work Projects, it is estimated over a period of a year there are approximately 80,000 sex workers in the United Kingdom. This estimate is based upon sex work projects outreach experience. These figures have been accepted and are used by the Home Office.

1.a. Gender of Sex workers

	2005 ⁵⁵	2008 ⁵⁶
Female	83 %	90 %
Male	13 %	7 %
Transgender	4 %	3 %
TOTAL	100 %	100 %

1.b. Gender/migration status of sex workers

By Female sex workers

Female	NATIONAL	MIGRANT ⁵⁷	
2005	63 %	37 %	100 %
2008	59 %	41 %	100 %

By male sex workers⁵⁸

	NATIONAL	MIGRANT	
Male	85 %	15 %	100 %

By transgender sex workers

	NATIONAL	MIGRANT	
Transgender	95 %	5 %	100 %

⁵⁵ The TAMPEP 7 UK Prostitution Mapping in 2005 was based on the answers of 10 organisations: 40% NGO, 50% health care and 10% social care.

⁵⁶ The TAMPEP 8 UK Prostitution Mapping 2008 is based on the answers of 15 organisations: 40% NGO, 53% health care and 7% Social service [2 male only projects]. 14 of the projects worked with migrants. The fifteen projects reported working with 4,224 sex workers in the last year.

⁵⁷ Migrants are those who were born in another country, including EU citizens.

⁵⁸ Figures are not available for 2005

The decrease in male sex workers in 2008, compared to 2005, could be explained by the increasing numbers of male sex workers who work independently through the Internet and are therefore invisible if not accessing services. The UKNSWP has repeatedly raised concern about the fact that male and transgender sex workers are too often ignored by commissioners and policy makers.

1.c. Sex work sectors in the country

	2005	2008
Outdoor	28 %	23 %
Indoor	72 %	77 %
TOTAL		100 %

There have been significant policing initiatives targeting clients across the UK over the last three years, which have resulted in those sex workers who are able to finding indoors/off street methods of contacting their clients.

Sex work sector settings in the country

OUTDOOR	Streets: in the city/town	22 %
	Highways: outside of city/town	1 %
	Parks, forests	0 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	41 %
	Apartments, windows (with less than 3 women working together)	20 %
	Visiting services (escort agencies)	16 %
TOTAL		100 %

In addition to the policing initiatives that targetted street prostitution there have also been the Pentameter Operations, anti-trafficking initiatives, which targetted the indoor sex industry operating from fixed venues, which has resulted in the significant increase in sex workers working for visiting services, where they face less likelihood of being found by the police.

1.d. Sex work sectors of migrants

	2005	2008
Outdoor	0 %	3 %
Indoor	100 %	97 %
TOTAL		100 %

The migrants now working in street prostitution are predominantly EU migrants, who do not face deportation if stopped and charged by the police. However, this trend may also be related to the heavy policing of indoor sex venues which has resulted in many managers and owners being reluctant to allow migrants to work in their establishments.

Sex work sector settings of migrants

OUTDOOR	Streets: in the city/town	3 %
	Highways: outside of city/town	0 %
	Parks, forests	0 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	65 %
	Apartments, windows (with less than 3 women working together)	23 %
	Visiting services (escort agencies)	9 %
TOTAL		100 %

1.e. Origin of migrant sex workers- regional analysis

Central Europe (EU countries) Bulgaria, Czech Republic, Hungary, Poland, Romania, Slovakia, Slovenia.	43 %
Eastern Europe (NON EU countries and Central Asia) Belarus, Moldova, Russia, Ukraine, Kazakhstan, Tajikistan, Azerbaijan, Uzbekistan, Kyrgyzstan, Turkmenistan.	7 %
Baltic countries Estonia, Latvia, Lithuania.	10 %
Balkan countries Albania, Bosnia-Herzegovina, Croatia, Montenegro, Serbia, Kosovo, FYR of Macedonia.	4%
Rest of Europe	16 %
Latin America and Caribbean	10 %
North America	1 %
Africa	2 %
Asia Pacific	7 %
TOTAL	100 %

Although there were changes in the sub-regional definitions for the 2008 mapping the following comparisons between 2005 and 2008 data can still be made.

	2005	2008
% Africa	5%	2%
% Asia Pacific	9%	7%
% Central and Eastern Europe	52%	64%
% Latin America & Caribbean	9%	10%
% North America	1%	1%
% Rest of Europe	24%	16%

There has been a significant increase in migrants from Central and Eastern Europe potentially as a result of the ease of access to the UK for migrants from countries that are now EU members, at a time when the UK intensified Border regulation and policing of illegal migration making it more difficult for non-EU citizens to get into and remain in the UK.

1.f Nationalities of sex workers reported in your country. ____35____

35 different nationalities were mentioned, however, the busiest clinical service in London that reported 56 different nationalities in 2005 did not provide a figure in the 2008 mapping.

The 10 top countries from which migrant sex workers come:

	2005	2008
1	Thailand	Lithuania
2	Lithuania	Thailand
3	Poland	Poland
4	Brazil	Russia
5	Russia	Albania
6	Romania	Latvia
7	Albania	Romania
8	Italy	Spain
9	Spain	Portugal
10	Czech Republic	Czech Republic

2. Sex Workers Situation

2.a The 5 main vulnerability factors for national sex workers.

1	<p>lack of access to health care</p> <p>WHY? Since the 2005 mapping a significant number of sex work projects that provided access to specialist health care services have been closed because of funding cuts, or because funding is being diverted to 'exiting' and criminal justice programmes. Sex workers still lack confidence in accessing public health care services because of a fear of being judged and will rarely disclose that they are sex workers when using health care services.</p> <p>WHAT? There is a need to ensure specialist health care services are maintained and that sex work projects are able to refer sex workers to trusted health care providers.</p> <p>There is a need to include sex work in the diversity and equalities training provided to all health care workers.</p>
2	<p>client violence</p> <p>WHY? Violence remains a very real threat to both outdoor and indoor sex workers. Of interest is a recent review of violence⁵⁹ experienced by sex workers, which found that the majority of physical attacks against sex workers were not in fact perpetrated by clients but by men who had no intention of paying for the services they received; and should therefore not be labelled as clients. While the sex industry remains criminalised, sex workers will continue to operate in isolation and will be perceived as easy targets by both those with violent tendencies and criminals.</p> <p>WHAT? There is a need to combat the social exclusion of sex workers, decriminalising sex work would be a first step to this.</p> <p>There is a need to establish a national 'Ugly Mugs' and Remote Reporting Scheme, which will</p>

⁵⁹ Hilary Kinnell,

	<p>not only provide an early warning system for sex workers but encourage the reporting of crimes to the police.</p> <p>There is a need to provide training to police about how to deal with reports of violence against sex workers. Crimes against sex workers should be defined as 'hate crimes' and dealt with accordingly.</p>
3	<p>alcohol & drugs</p> <p>WHY? Drug dependency among street-based sex workers remains at approximately 95%, with sex workers often supporting their partners' drug dependency as well as their own. Financial pressures of dependency can increase the risks that drug users may be prepared to take when engaging in sex work. A significant proportion injects drugs, which can increase their risk of HIV infection through sharing non-sterile injecting equipment.</p> <p>WHAT? There is a need to ensure that drug harm reduction services are maintained within sex work projects working with street-based sex workers.</p> <p>A range of drug treatment options need to be available to sex workers which go beyond offering substitute prescribing and abstinence programmes.</p>
4	<p>stigma</p> <p>WHY? Sex workers are increasingly made to feel as though their decision to earn a livelihood in the sex industry is unacceptable, despite the fact that selling sexual services is not illegal and being a sex worker is not a criminal offence. Increasingly government ministers and fundamentalist feminists proclaim that no 'real' woman would choose to sell sex.</p> <p>WHAT? Policy makers need to listen to the voices of sex workers and recognise sex work as an occupation and defend their rights as workers. In addition, government should examine the evidence base of the fundamentalist feminists' arguments and only operate an evidenced based approach to sex work, and respect the diversity of those involved in the sex industry.</p> <p>Legislation should be introduced to protect sex workers from discrimination.</p>
5	<p>social isolation & exclusion</p> <p>WHY? The increased stigmatisation of sex workers described above has lead to a significant increase in the social isolation and exclusion of sex workers as fewer sex workers are prepared to be open about what they do and those who are known to be sex workers are often ostracised within their communities. In addition, the reduction in the number of service providers who operate a non-judgemental approach has further reduced sex workers access to support at a time when their need for support because of social exclusion is increasing.</p> <p>WHAT? Develop resources for sex workers that inform them about their rights and develop public campaigns to promote respect for sex workers and their rights.</p> <p>Seek to empower sex workers through the provision of non-judgemental support and encouraging collective action and organising.</p>

The 5 main vulnerability factors for migrant sex workers.

1	<p>social isolation & exclusion</p> <p>WHY? Migrant sex workers face double social isolation and exclusion. Firstly, they are affected by the same factors as national sex workers, and additionally they have to deal with the exclusion faced by all migrants, particularly if undocumented. Their ability to access health and social care in the UK is dependent upon their nationality, leaving many migrant sex workers with no rights to access public health and social care, other than sexual health clinics.</p> <p>Non-English speaking migrants face barriers in accessing support and services, and few sex work projects are provided with adequate funding to allow them to provide interpreters or develop multi-lingual educational materials and other resources.</p> <p>WHAT? In addition to the measures required to address the social isolation and exclusion of national sex workers there is a need for public campaigns to promote respect for migrants as valued members of the community.</p> <p>Services must be funded to provide interpreters for non-English speakers, additionally English classes should be organised for migrant sex workers, which can additionally provide information about their rights and services available.</p> <p>Funding must be provided to continue developing multi-lingual educational materials for migrant sex workers.</p>
2	<p>lack of access to health care</p> <p>WHY? Although <i>all</i> migrants have access to sexual health clinics free of charge, many are not aware of this or are concerned that their information will be shared with other government bodies, such as the Border and Immigration Agency or police and therefore do not access them.</p> <p>Access to other public health care (and public social services) is dependent upon nationality, leaving most migrant sex workers to access health care in the private sector.</p> <p>WHAT? There is a need to provide multi-lingual resources informing migrants about their rights in relation to accessing health care services and for health care services to provide interpreters.</p>
3	<p>legal status</p> <p>WHY? Although many migrant sex workers are legally in the UK, most non-EU citizens do not have the necessary permissions to work in the UK and many were removed, despite sex work not being recognised as an occupation, when found in the police anti-trafficking operation and other crackdowns on indoor sex work settings.</p> <p>For those who are undocumented their lack of legal status within the UK creates opportunities for them to be exploited and abused, and prevents them from approaching services and police to report such abuse.</p> <p>WHAT? There is a need for the UK government to recognise sex work as an occupation or stop removing sex workers who do not have work visas.</p> <p>The UK government should sign up to the ILO Conventions around migration and migrants rights and offer full protection to all migrants within the UK.</p>

4	<p>client violence</p> <p>WHY? Migrant sex workers are even more vulnerable to violence than national sex workers, as the perpetrators assume, often correctly, that they are less likely to report crimes of violence or robbery to the police. The same situation applies as for national sex workers in that most attackers are posing as clients but have no intention of paying for the services.</p> <p>WHAT? There is a need for an immigration amnesty for migrant sex workers reporting crimes of violence or abuse to the police, if they are ever to be provided with the protection of law enforcement agencies, as is their right.</p> <p>There is a need for 'Ugly Mug Schemes' to explore the possibility of developing multi-lingual reporting mechanisms and using graphics to enable non-English speakers to provide information about crimes against them and to be able to disseminate warning about Ugly Mugs that can be understood by all.</p>
5	<p>lack of protection from law</p> <p>WHY? Migrant sex workers are often unaware of the law around sex work in the UK and assume that selling sexual services is illegal, so even those who are legally in the UK and have the right to work do not feel able to access protection.</p> <p>For those who are undocumented they will not access protection because of the consequence of being removed from the UK.</p> <p>WHAT? Same as for responding to client violence.</p> <p>The recognition of sex work as an occupation is necessary if migrants are to be given protection under employment law.</p>

2.b Estimate the percentage of national and migrant sex workers who have control of their working conditions and safe sex practices

NATIONAL	80%
MIGRANT	60%

The vulnerability of undocumented migrants is often exploited and abused by those running establishments, while the language barriers for migrants who do not speak English reduces their ability to negotiate with both those running establishments and clients.

2.c Estimate the percentage of NATIONAL and MIGRANT sex workers who have to share their income with third persons in the sex industry.

NATIONAL	60%
MIGRANT	80%

Migrant sex workers are less able than national sex workers to set up independently through working either in street prostitution or as an Internet- based escort, as street prostitution is very visible and heavily policed and independent escorting requires a sound knowledge of the area, significant resources, and the ability to communicate effectively English. However, all sex workers who choose not to work in complete isolation will share their income with third parties. Escorts will often employ drivers who also provide security; those working for an agency will be expected to pay a client fee. Those working in private apartments, unless they run it themselves, will pay rent for the shifts they work and contribute to the receptionists pay. Those working in establishments will also pay rent for the use of a room, a shift fee or a client fee and may be expected to contribute to the advertising costs. Those working in street prostitution, if they consider the street scene to be very dangerous or if it is controlled by criminals, will pay protection money.

2.d Estimate the percentage of earnings that national and migrant sex workers keep for themselves.

NATIONAL	60%
MIGRANT	80%

Respondents were unable to answer this generally but provided information about what percentage of their income they have once they have paid third parties in the sex industry. This shows that where migrant and national sex workers have to share their earnings the percentage they are able to keep is almost the same. However, what respondents did not take into account was the money migrants have to pay back to others for their travel arrangements or the money that they send home to their families as most projects do not have this sort of information.

2.e Estimate the levels of condom use and other safer sex practices amongst national and migrant sex workers in your country.

NATIONAL	86% of respondents reported that condom use and safe sex practises were higher among national sex workers than among the general population.
MIGRANT	63% of respondents reported that condom use and safe sex practises were higher among migrant sex workers than among the general population.

The majority of projects reported that both national and migrant sex workers have higher levels of condom use and other safer sexual practices than the general population. Some projects reported that the vulnerability of migrants in relation to their legal status and language barriers resulted in them not being able to negotiate either condom use or safe sex with clients.

2.f Estimate the levels of violence or other crimes against national sex workers in your country.

NATIONAL	85% of respondents reported that national sex workers experience higher levels of violence than the general population
MIGRANT	82% of respondents reported that national sex workers experience higher levels of violence than the general population

Sex workers, whether migrant or national, face disproportionate levels of violence within the UK. A fact that is evidenced by the high murder rate and academic research, which reported that 81% of street-based sex workers and 48% of indoor-based sex workers, had experienced violence in work settings. In addition to crimes of violence there are increasing numbers of reports from establishments which advertise migrants reporting that they are being repeatedly targetted by gangs, intent upon robbing them and on occasion raping the women in the establishment.

2.g Estimate the levels of drug and alcohol dependency among national and migrant sex workers in your country.

NATIONAL	92% of respondents reported that drug and alcohol dependency was higher among national sex workers than among the general population.
MIGRANT	There was no consensus regarding the levels of drug and alcohol dependency among migrants with 33% of respondents reporting that drug use was lower, 33% reported it was the same and the remaining 33% reported it was higher than the general population.

Most sex work projects reported drug use among national sex workers was higher than the general population, with the exception of one project who worked with indoor-based sex workers only who reported that it was the

same as the general population. However, projects gave such evenly divided responses that it is not possible to draw any conclusion.

2.h Estimate of the changes in the vulnerability of NATIONAL sex workers across your country.

	Decrease		Same		Increase	
	NATIONALS	MIGRANTS	NATIONALS	MIGRANTS	NATIONALS	MIGRANTS
Condom use	13	30	67	50	20	20
Drug/alcohol use	0		47	70	53	30
Violence against them			67	60	33	40
Legal status	10		30	20	60	80
Working conditions	8		33	33	59	67
Literacy & educational level			92	78	8	22
Living conditions			92	56	8	44
Social isolation and exclusion	14		79	40	7	60

While most projects reported no change in vulnerability around condom use among both migrant and national sex workers, of interest was the fact that a significant minority of projects reported a decrease in vulnerability for migrant sex workers partly as a result of increased access to condoms through projects expanding their work with migrants.

Of concern is the number of projects reporting that vulnerability among national and migrant sex workers in relation to their drug and alcohol use has increased, this is a new trend among migrant sex workers. Vulnerability has increased in part because of the reduction in funding for sex work projects to provide appropriate drug harm reduction support as priorities move to criminal justice responses and 'exiting', but it also appears that drug use among migrants is increasing.

While the majority of projects reported that vulnerability to violence remained the same a significant minority reported that it had increased. This is alarming given the high levels of violence that sex workers were experiencing previously as indicated in earlier reports. It could be argued that the crackdown on street-based clients and indoor establishments which is intended to 'protect' vulnerable women is in fact doing the opposite and making all sex workers more vulnerable. In addition the recent media portrayal of sex workers exacerbates the stigmatisation of those involved in sex work, which increases their vulnerability to violence and allows those responsible for the violence to do so with impunity as sex workers more often than not do not seek the protection of law.

The majority of projects report a very significant increase in the vulnerability around legal status and working conditions for both migrant and national sex workers, this is primarily as a result of recent policy changes and increased police and Border and Immigration Agency activity.

Vulnerability as a result of low literacy and educational level was reported as remaining the same, however a small number of projects did report an increase in migrants vulnerability which can be attributed to the lack of opportunities for migrant sex workers to participate in formal English classes or other learning opportunities while in the UK.

While the vast majority of projects reported no change in the living conditions of national sex workers a significant minority reported that migrant sex workers living conditions had deteriorated, with increasing numbers of women living where they work, which is not the norm or considered good practice in the UK due to personal safety concerns.

Most projects reported no change in national sex workers social isolation and exclusion, but reported an increase in the vulnerability of migrant sex workers, primarily as a result of the increased policing and focus on trafficking which is dramatically affecting migrants and forcing them to hide.

2.i. Estimate of the changes in policy or legislation impacting on national and migrant sex workers working and social conditions across your country.

	Positive		No change		Negative	
	NATIONALS	MIGRANTS	NATIONALS	MIGRANTS	NATIONALS	MIGRANTS
On municipal level			38	36	62	64
On regional level			18	11	82	89
On national level			18	11	82	89

The vast majority of projects report that recent policy and legislative changes on all levels has had negative consequences for both migrant and national sex workers.

On a national level both the Scottish Government and Home Office have issued guidance encouraging local and regional authorities to implement strategies, which explicitly state that they are seeking to eradicate prostitution and define prostitution as violence against women, promoting a rescue and rehabilitation approach to sex workers. In addition, a national strategy has been promoted for tackling trafficking, which regrettably focussed primarily on the sex industry resulting in over 800 establishments being raided. This operation resulted in many national sex workers actually being charged with aiding and abetting in running brothels, a small number of legal migrants were also charged, and an unknown number of migrant sex workers were removed from the UK because of visa irregularities in relation to their right to work or reside in the UK. While only 162 'trafficked persons' were discovered, and an as yet unknown number of individuals have been charged and convicted, the operation is still held to be a great success by police and government.

At a local and regional level, health and local authorities have shifted funding from health promotion and harm reduction programmes for sex workers to 'exiting' and criminal justice responses and implemented crackdowns on kerb crawlers. The consequences of which have been described above.

3. Mobility

3.a Estimate the percentage of national and migrant sex workers who have worked in another country.

	2005	2008
NATIONAL	14%	5%
MIGRANT	44%	100%

Projects had no explanation for the sharp decrease in the number of national sex workers who have worked in another country since 2005, however, the poor exchange rate recently may account for it.

The sharp increase in the percentage of migrant sex workers reported to have worked in another country since 2005 is probably due to the fact that many projects did not ask migrant sex workers if they had worked in another country prior to coming to the UK.

The top 10 countries national sex workers have worked in.

	NATIONAL	MIGRANT
1	Spain	Thailand
2	Ireland	Lithuania
3	Australia	Poland
4	Canada	Latvia
5	Hong Kong	Spain
6	USA	Portugal
7		Czech
8		Brazil
9		Hungary
10		Greece

3.b. Estimate the percentage of national and migrant sex workers who have worked in another city before.

	2005	2008
NATIONAL	n/a	57%
MIGRANT	25%	74%

Increased police activity is primarily responsible for sex workers moving to try and find 'safe' places to work. However, many national sex workers have always chosen not to work in their own home town/city to protect their anonymity as a sex worker.

3.c The 5 top reasons for the mobility of national and migrant sex workers.

	NATIONALS
1	<p>Law enforcement crackdowns - negative impact upon vulnerability</p> <p>Crackdowns on kerb-crawlers have forced street-based sex workers to move to be able to work and earn money; some women have dispersed to other areas within the city often more isolated areas, while others moved to work in other cities that they do not initially know well. Both of these situations increase women's vulnerability to violence and abuse.</p> <p>Police and Border and Immigration Agency raids on indoor establishments have also impacted upon national sex workers who have to move to find new places to work when their workplaces are closed down following the raids.</p>
2	<p>Economical necessity - negative impact upon vulnerability</p> <p>The reduced number of clients during and following kerb crawling crackdowns forced women to disperse or move to other cities in order to make enough money, however they may not be familiar with the area.</p> <p>When establishments are closed women are sometimes forced to move to another city to work in order to be able to earn money, their vulnerability can be increased while they build new support networks.</p>

3	Better working conditions - positive impact upon vulnerability Some women will commute to other cities either daily or for short periods if there are better working conditions, including the possibility of earning more money.
4	Aspiration for positive social change - positive impact upon vulnerability Women choose to move permanently to other cities because it offers greater opportunities and social life.
5	Protection of anonymity - positive impact upon vulnerability Working away from your home town provides greater protection of ones anonymity

	MIGRANTS
1	Criminalisation of prostitution - positive impact upon individual vulnerability Increasing numbers of migrant sex workers are reporting that they have moved to the UK because the criminalisation of prostitution in other countries has made it difficult to find clients and earn enough money or has left them vulnerable to police corruption and organised criminal networks.
2	Economical necessity – negative impact on overall vulnerability Migrant sex workers continue to report lack of economic opportunities in their home countries as the reason for their migration, many do not have permission to work in the UK and have no alternative but to seek work in the grey economy, which leaves them open to exploitation and abuse.
3	Better working conditions - positive impact upon individual vulnerability Many migrants see coming to work in the sex industry in the UK and the better working conditions and earning potential as a means of reducing their vulnerability.
4	Aspiration for positive social change - positive impact upon individual vulnerability Many migrants see working in the sex industry in the UK as a way of improving their quality of life, whether that be through remaining in the UK or returning to their home country once they have saved enough money to establish their own business or buy a home.
5	Protection of anonymity - positive impact upon individual vulnerability Many sex workers seek to hide their involvement in the sex industry as the stigma faced by sex workers is a global phenomenon.

CONCLUSIONS

Summary and analysis of the changes in the prostitution scene since 2006

The ongoing law enforcement initiatives by police and local authorities, against both street-based sex workers and their clients (kerb-crawlers), has resulted in both sex workers and clients seeking alternative means of contacting one another, leaving the most vulnerable sex workers, who cannot find another means of working, to continue operating in public places. While there have been a few reports of women from EU A8 countries engaging in street prostitution, the harsh environment and heavy policing, has meant that they have very quickly moved to indoor sex work.

The pentameter anti-trafficking operations which raided more than 1,300 establishments across the UK 'rescued' 255 women of whom 37 accepted assistance, 36 returned home willingly, 16 were removed from the UK and 166

were unwilling to engage with police or support agencies and disappeared. Unknown numbers of migrant sex workers were removed from the UK as illegal migrants during these operations.

Law enforcement operations have had a significant impact on the indoor sex industry; the interventions of Police, UK Border Agency and HMRC (UK tax office) have resulted in establishment-based sex workers being recorded on the national criminal intelligence database as working in 'brothels' (despite selling sexual services not being illegal) and a significant number of sex workers have been charged with brothel keeping related offences.

At the same time there has been a significant increase in the number of sex workers operating as independent escorts operating over the Internet. As part of SCOT-PEP's Internet outreach service a 300% increase in Edinburgh and a 400% increase in Glasgow was recorded between 2007 and 2008, no figures are available from other UK home nations. This may be as a result of the raids on establishments as many sex workers seek to maintain their livelihoods while protecting their anonymity as far as possible.

Narrative analysis of the changes in services for both national and migrant sex workers since 2006

While there have been no significant changes in policy around health and social care provision for migrant or national sex workers, funding of sex work projects has dramatically reduced, with a significant number of services being forced to close because of funding cuts. Funding streams for HIV prevention and sexual health are shrinking, while funding through criminal justice and 'exiting' streams are increasingly shaping the services that are available to both migrant and national sex workers.

Narrative analysis of the gaps in services for both national and migrant sex workers

While most projects work with street-based sex workers, some of whom are primarily drug agencies as 95% of street-based sex workers are drug dependent, fewer work with establishment-based sex workers and a very small number work with sex workers operating through the Internet.

Although awareness of migrant sex workers language needs has improved over recent years, few projects are resourced to provide cultural mediation and many projects do not have the resources to provide translation or interpretation for non-English speaking sex workers.

Narrative analysis of the geographic spread of migrant sex workers in your country – including any specific trends in the border areas

London, as the capital of the United Kingdom, reported 70-80% of sex workers are migrants, however, as one moved away from the capital the percentage of migrant sex workers reduced, with Scotland reporting 10-20% migrants (SCOT-PEP's Internet outreach across Scotland found only 14% of escorts advertising in Scotland were migrants).

TAMPEP 8

Mapping of National Prostitution Scene

NATIONAL COORDINATORS REPORT 2008/9

SWITZERLAND

1. Prostitution Scene

1. Estimation of the number of sex workers 13.000 to 20.000

All forms of prostitution are present: street-based sex work, massage parlours, sex centres, sauna clubs, escorts, etc. NGOs evaluate that there may be approximately 20.000 (official figures mention 14.000) persons active in sex work during one year all over the country; approximately 75% are migrants. The official figures of 14.000 sex workers in Switzerland are extremely partial. Data is not collected in all the cantons and some settings are not included, (for example dancers in "cabaret" and hostesses of "champagne bars" are not included). This does not allow for any systematic comparison, since certain cantons count only the individual workers (Geneva), others count the establishments (Vaud), or both (Neuchâtel). More realistic is the estimation provided by sex work projects. In 2008, 18.311 contacts were established with sex workers by the associations within the framework of the services of APIS (AIDS Prevention in the sex industry). More detailed Mapping available at www.sexworkinfo.net.

1.a. Gender of Sex workers

Female		90%
Male		2%
Transgender		8%
TOTAL		100 %

1.b. Gender/migration status of sex workers

By Female sex workers

	NATIONAL	MIGRANT	
Female	20-30%	70-80%	100 %

By male sex workers

	NATIONAL	MIGRANT	
Male	50%	50%	100 %

By transgender sex workers

	NATIONAL	MIGRANT	
Transgender	5%	95%	100 %

1.c. Sex work sectors in the country

Outdoor	12 %
Indoor	88 %
TOTAL	100 %

Sex work sector settings in the country

OUTDOOR	Streets: in the city/town	10 %
	Highways: outside of city/town	1 %
	Parks, forests	1 %
INDOOR	Brothels, clubs, bars, parlours (with 3 or more women working together)	68 %
	Apartments, windows (with less than 3 women working together)	15 %
	Visiting services (escort agencies)	5 %
TOTAL		100 %

1.d. Sex work sectors of migrants

We are generally unable to distinguish between migrant and national sex workers in sex work sectors and settings. Because of this we are unable to provide information for this section.

1.e. Origin of migrant sex workers- regional analysis

Central Europe (EU countries) Bulgaria, Czech Republic, Hungary, Poland, Romania, Slovakia, Slovenia.	13 %
Eastern Europe (NON EU countries and Central Asia) Belarus, Moldova, Russia, Ukraine, Kazakhstan, Tajikistan, Azerbaijan, Uzbekistan, Kyrgyzstan, Turkmenistan.	10 %
Baltic countries Estonia, Latvia, Lithuania.	4 %
Balkan countries Albania, Bosnia-Herzegovina, Croatia, Montenegro, Serbia, Kosovo, FYR of Macedonia.	2 %
Rest of Europe	9 %
Latin America and Caribbean	36 %
North America	1 %
Africa	15 %
Asia Pacific	10 %
TOTAL	100 %

1.f Nationalities of sex workers were reported in your country. ____20____

The 10 top countries from which migrant sex workers come:

1. Spain (from Latin American origin)	6. Romania
2. Brazil	7. Poland
3. France	8. Nigeria
4. Hungary	9. Ghana
5. Cameroon	10. Morocco

2. Sex Workers Situation

2.a The 5 main vulnerability factors for national sex workers.

1	Stigma and Discrimination
2	Economic Situation
3	Social isolation and exclusion
4	Lack of health insurance
5	Lack of recognition of labour rights of sex workers

Prostitution is a legal activity. The major problem remains the judgement and the social rejection. The stigma has lead to a significant increase in the social isolation and exclusion of sex workers as fewer sex workers are prepared to be open about what they do and those who are known to be sex workers are often ostracised within their communities. In addition, sex workers are confronted with difficult to find a housing or work place (exploitive rents or refusal); difficulties for the professional reorientation, and suspicion of the administrations. Policy makers need to listen to the voices of sex workers and recognise sex work as an occupation and defend their rights as workers

The 5 main vulnerability factors for migrant sex workers.

1	Legal status in the country
2	Dependency from organisers of the sex industry and lack of information
3	Lack of knowledge of the language
4	Violence
5	Economic situation and stigma

The primary vulnerability for migrant sex workers are the conditions related to their residency status in Switzerland and this lack of legal status result in lack of legal protection and higher vulnerabilities. A person illegalized does not dare to ask assistance in case of difficulty. They live in the fear of being deported and consequently more exposed to abuse, blackmail and risk behaviour. There is a need to reinforce the outreach work and low-threshold services, to reinforce the work of cultural mediators and peer educators, to develop better access to the target groups, for example through Internet sites, to offer low-cost HIV and STI testing, to reinforce the empowerment of sex workers, to reinforce safer sex campaigns for clients, to develop campaigns against violence, to sensitize health and care professionals, to reinforce collaboration between

associations, institutions and authorities. See our comprehensive recommendations on reduction of vulnerabilities of migrant sex workers at: www.sexworkinfo.net

2.b Estimate the percentage of national sex workers who have control of their working conditions and safe sex practices.

NATIONAL SEX WORKERS	ESTIMATE	80%
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The current legal situation of prostitution in Switzerland makes it possible to decide which degree of risk one accepts or refuses to take in the interaction with the clients. To be dependent or under pressure reduces the capacity in control of the working situation and safety of sex workers. Autonomy in work, a good physical and mental health situation, and to have a life plan are factors which facilitate good working conditions and safer sex practices.

Estimate the percentage of migrant sex workers who have control of their working conditions and safe sex practices.

MIGRANT SEX WORKERS	ESTIMATE	30 %
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The current legal situation of prostitution in Switzerland makes it possible to decide which degree of risk one accepts or refuses to take in the interaction with the clients. To be dependent or under pressure reduces the capacity in control of the working situation and safety of sex workers. Autonomy in work, a good physical and mental health situation, and to have a life plan are factors which facilitate good working conditions and safer sex practices.

2.d Estimate the percentage of earnings that national sex workers keep for themselves.

NATIONAL SEX WORKERS	ESTIMATE	70 %
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The amount of earnings that a national sex worker may keep for her/himself is highly dependent on their working and personal situation. Independent sex workers keep 100% of their profits. For the others it is very variable, sometimes they must pay a percentage (very variable) or a fixed price for the provision of the working place.

Estimate the percentage of earnings that migrant sex workers keep for themselves.

MIGRANT SEX WORKERS	ESTIMATE	50 %
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The amount of earnings that a migrant sex worker may keep for her/himself is highly dependent on their working and personal situation. Those sex workers with the greatest autonomy in their work situation and few or no dependants do better than sex workers with less autonomy in their work situations, who are paying out to third parties. Some migrant sex workers are able to manage their work independently, free from pimps and outside of clubs or brothels.

In many cases migrant sex workers are paying a portion of their earnings to club/brothel/agency owners, high rents for housing or to pimps. The problem is competition, there is not enough work for everyone and the expenses of the daily life it's very high. Even if 100% of the earnings are kept, that is not enough to live.

2.e Estimate the levels of condom use and other safer sex practices amongst national sex workers in your country

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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In comparison to those who are non-monogamous in the general population sex workers are more conscious of sexual health risks and are better able to protect themselves as they do not have to negotiate around emotional barriers. A major problem is unsafe oral sex or that in some cases the sexual health risks are underestimated.

Pressure from clients for unsafe sex is also a problem compounded by very high competition among sex workers. Sex workers who are mothers or those who are supporting family members tend to protect themselves better than those without children or family.

Estimate the levels of condom use and other safer sex practices amongst migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	SAME AS GENERAL POPULATION
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The same analyses as for national sex workers, however, migrant sex workers are often under more pressure, especially economic or pressure related to their legal situation in the country.

2.f Estimate the levels of violence or other crimes against national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Situations of violence are related to power relations, social exclusion, gender discrimination and the multiple social relations between genders, age groups, ethnicities, and social classes. Characteristically violence in the sex industry lies in a plurality of many risk factors.

Estimate the levels of violence or other crimes against migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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With gender base violence a specific violence related to the socio-economic inequalities is added. The interrelation between gender base violence and the socio-economic inequalities provoke an additional vulnerability to violence by migrant sex workers. Various studies highlight the fact that migrant women are only able to access some branches of the informal labour market that are traditionally assigned to women such as domestic service, private care or prostitution.

The reported level of violence for migrant sex workers is much higher than for the general population but this is also highly dependent on where the work is taking place. The higher rates of violence for migrant sex workers can be attributed to several factors: migrant sex workers are often working under poorer working conditions which makes them vulnerable to violence; migrant sex workers who do not speak the different cantons languages find more difficult to defend themselves; and migrant sex workers often do not know where to go for help and are more fearful of asking for help.

2.g Estimate the levels of drug and alcohol dependency among national sex workers in your country.

NATIONAL SEX WORKERS	ESTIMATE	HIGHER THAN GENERAL POPULATION
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Drug and alcohol dependency is also depend on work and living conditions of national sex workers. The general levels of drug consumption in sex work is higher than the general population, in part because persons that are drug or alcohol dependent and as a result have less access to the labour market, frequently enter into prostitution to earn an income. This reason results in an proportional overrepresentation of people who are drug dependent in the sex industry than that of the general population in other sectors of the labour market.

Estimate the levels of drug and alcohol dependency among migrant sex workers in your country.

MIGRANT SEX WORKERS	ESTIMATE	SAME AS GENERAL POPULATION
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Migrant sex workers are often tied to family in their country of origin through obligations to provide economic support and this acts as a preventative barrier to drug and alcohol dependency. The most important reason of the low percentage of drug dependency among migrant sex workers is their motivation for migrating and working in sex work. Migrants come to Switzerland to work and to earn as much money as possible rather than losing their money to drugs. In the "champagne bars" and "cabarets", both clients and sex workers are under pressure to consume alcohol. Often sex workers develop tricks to avoid drinking too much and they are able to protect themselves from alcoholism.

2.h Estimate of the changes in the vulnerability of NATIONAL sex workers across your country.

	NATIONALS		
	Decrease	Same	Increase
Condom use			X
Drug/alcohol use		X	
Violence against them		X	
Legal status		X	
Working conditions			X
Literacy & educational level		X	
Living conditions			X
Social isolation and exclusion			X

NATIONAL SEX WORKERS

We are seeing an increase of the vulnerability of national sex workers in Switzerland in most areas. While condom use is reported as high among sex workers they are under greater pressure from clients to have sex without protection.

A second trend is the high competition in the sex work. The economic crises is having an impact on numbers of clients and fees for sex services across all sex work settings. With less balance between offer and demand competition has increased between sex workers in the same working places, with the consequence of increased vulnerability to exploitation by owners and clients.

Finally, stigma and social inequality provoke more vulnerabilities in the living and social conditions.

Estimate of changes in the vulnerability of MIGRANT sex workers across your country.

	MIGRANTS		
	Decrease	Same	Increase
Condom use			X
Drug/alcohol use		X	
Violence against them			X
Legal status			X
Working conditions			X
Literacy & educational level		X	
Living conditions			X

Social isolation and exclusion			X
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MIGRANT SEX WORKERS

We are seeing an increase of the vulnerability of migrant sex workers in Switzerland in most areas. While condom use is reported as high among sex workers they are under greater pressure from clients to have sex without protection, particularly for oral sex services. For migrant sex workers in particular condom use negotiation is more difficult as they are more likely to be in a weaker negotiation position in relation to clients and they are often under more pressure to earn money.

Across all sex work settings the work conditions worsened because of greater competition and because of strict working rules in the bars or cabarets, that affected the autonomy and negotiation position of (migrant) sex workers. Vulnerabilities relates to the legal status of migrant sex workers has increased. In certain cities the access to the residence permit is very difficult, even for EU nationals. In these cities the sex work projects meet up to 90% of sex workers without legal stay or work permit. In the last two years there has been an increase in women from Hungary working without legal status in Switzerland. The educational level and literacy of migrant sex workers is variable; from very high to very low.

Sex Work projects report an increase in violence experienced by migrant sex workers in comparison with national sex workers.

Finally, the living conditions of migrant sex workers has deteriorated due to the fact that the housing market is saturated. This has led to an increase of exploitation by landlords of migrant sex workers through demanding exploitive rents.

2.i. Estimate of the changes in policy or legislation impacting on national sex workers working and social conditions across your country.

	NATIONALS			
	Positive	No change	Negative	
On municipal level		X		
On regional level		X		
O n national level		X		

NATIONAL SEX WORKERS

Over the last 12 months there have been no changes to legislation governing prostitution in Switzerland. At the moment, prostitution laws are in discussion by many cantons. Today, out of 26 cantons, only three have a law on prostitution while three other cantons are in the process of creating new legislation. In general, what is driving the introduction of new legislation are those expressing social concerns regarding issues of improving protection for sex workers, combating human trafficking, combating forced prostitution and developing better ways to control and tax the sex industry. Lawmakers are using the concern of 'protection' as a basis for imposing tighter regulations on the sex industry or to prohibit prostitution altogether. The current trend is to make it more difficult for 'freelance independent sex workers' and to stimulate the creation of new businesses.

In areas where independent sex work is permitted, it is legal for Swiss nationals and for migrants in possession of either a C or B permit, in addition, there are also some trans-border agreements. Prostitution is only legal if practiced in an independent (freelance) manner. According to civil law, a sex worker should not be employed. As independent workers on the labour market, sex workers must pay taxes and social fees and abide by the same regulations as other self-employed professionals in other fields. The legal obligation to work as independent (i.e. self employed) is not so clear. In some cantons, it is permitted for sex workers to have an employment contract – or this is being discussed at the political level – but despite this many sex business owners find ways to evade this regulation.

Many sex workers do not know their rights, but in cases where they decide to report exploitation they are protected under law and may even have a chance at winning the case. Those working in situations that do not comply with the local regulations are often afraid to file a complaint even if they are victims of violence.

Estimate of the changes in policy or legislation impacting on migrant sex workers working and social conditions across your country.

	MIGRANTS			
	Positive	No change	Negative	
On municipal level				
On regional level			X	
On national level			X	

MIGRANT SEX WORKERS

Since January 1, 2008, the Federal immigration law (LEtr) and the Ordinance in relation to the admission, stay and exercise of gainful employment (OASA) of non-nationals in Switzerland, replaced the old Federal law on the stay and the establishment of non-nationals (LFSEE), which was accompanied by the Ordinance limiting the number immigrants (OLE). LEtr does not relate to the Citizens of EU and EFTA countries where the Agreement of freedom of movement of people applies. According to LEtr, the admission in Switzerland of nationals from Third- countries, (the expression "Non member state" indicates all the countries out of the EU - EFTA) for dependent or independent employment must serve the economic interests of the country. Only EU-workers and migrant workers who are highly qualified are able to obtain a work permit in Switzerland. In other words, non-EU nationals are unable to obtain a work permit in order to work in prostitution in Switzerland.

Since June 1, 2007, and according to the agreement on freedom of movement of the people concluded between Switzerland and the European Community, nationals from EU and EFTA countries, can obtain, without federal fixing of quotas, an authorization of stay and work in the form of permit B to carry for an independent activity and an application for authorisation for prostitution as an independent activity can be applied. For the 17 (old) EU and EFTA countries this authorization is not necessary if the duration of the stay is less than 3 months. For the 8 (new) EU countries, authorization remains necessary, even for stays of short duration. Citizens from Non-member states who come to study in Switzerland and holders of a stay permission B, do not have the authorization to work as independent sex workers. The exercise of prostitution is thus prohibited for Non-EU nationals. Several cantons have also stopped or are considering a halt on issuing 'L permits' to dancers from outside of the European Union. This halt of issuing L permits to dancers from outside of the European Union is linked the argument that the situation of women with an L permit is more vulnerable and that cabaret or nightclub owners are more likely to take advantage of people working with such a visa or force them into prostitution. Not issuing L permits means that non-EU migrants are now working without legal permits and are as a result more vulnerable and without any form of protection.

3. Mobility

- 3.a Estimate the percentage of national sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

NATIONAL SEX WORKERS		ESTIMATE	10 %
1. France	6.		
2. Luxembourg	7.		
3. Germany	8.		
4. Italy	9.		
5. The Netherlands	10.		

Estimate the percentage of migrant sex workers who have worked in another country and list the top 10 countries national sex workers have worked in.

MIGRANT SEX WORKERS		ESTIMATE	90 %
1. Spain	6. France		
2. Portugal	7. Brazil		
3. Hungary	8. Austria		
4. Italy	9. Romania		
5. Germany	10. The Netherlands		

- 3.b. Estimate the percentage of national sex workers who have worked in another city of your country before.

NATIONAL SEX WORKERS		ESTIMATE	90 %
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Estimate the percentage of migrant sex workers who have worked in another city of your country before.

MIGRANT SEX WORKERS		ESTIMATE	90 %
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- 3.c List the 5 top reasons for the mobility of national sex workers.

	NATIONALS
1	Better working conditions
2	Economical necessity- for better income
3	Protection of anonymity
4	Escape the local competition
5	

NATIONAL SEX WORKERS

Responses show that the most stated reason for mobility for national sex workers was economic, for better earnings. This is often coupled with a desire to find better working conditions or to leave very competitive working conditions.

For national sex workers anonymity is a great concern. Policy changes and increasing controls of sex work spaces threaten the privacy of sex workers. Many national sex workers move to locations away from 'home' in order to protect their anonymity. The mobility of national sex workers is as much not a factor of vulnerability as seeking more empowering working situations.

List the 5 top reasons for the mobility of migrant sex workers.

	MIGRANTS
1	Protection of anonymity
2	Better working conditions
3	Joint relative and compatriots
4	Escape the local competition
5	Illegal status

MIGRANT SEX WORKERS

An increase in the movement of people into and within Europe has been impacted by the economic situation and bi-lateral agreements among the 27 European Union countries. Professionals as well as inexperienced women arrive from Hungary, Portugal and Spain (native South-Americans) with the idea to earn better in Switzerland. Unfortunately, the market is already saturated and with no housing availability abuse, police controls and deportation are frequent.

As with national sex workers economic necessity is a strong motivation for mobility. The ability for migrant sex workers to establish themselves in one location is also often frustrated or impossible because of laws, policing and their vulnerable status as (illegal) migrants. Not to speak the language or not to know the habits of sex work in the destination country/ city can be factors of vulnerability.

A further reason for mobility among migrant sex workers is to find connection other people from their country/region and/or family members already establish in Switzerland.

CONCLUSIONS

Summary and analysis of the changes in the prostitution scene since 2006

It has become more and more difficult for Thai and other non-EU migrants to obtain tourist visas to Switzerland; the ability to find legal ways to stay has become more difficult. The number of migrant sex workers from EU countries is increasing along with the broadening of bilateral agreements of Switzerland and other EU countries, especially border countries of France, Germany, Italy, and Austria, Central Europe countries and Spain. In general sex workers arriving from Spain are South American migrants who have obtained a permit to stay in Spain. Migrant from EU countries, who may work independently, are working less in the large brothels or established clubs. They are more autonomous, working in studios, apartments or hotels, and in particular in border areas. In certain cities street-based sex work has moved from the city centre to peripheral areas or industrial zones. More and more cantons are discussing the creation of a new prostitution law. In Geneva new legislation is scheduled to be adopted by Parliament in December 2009.

Narrative analysis of the changes in services for both national and migrant sex workers since 2006

The number of the associations which offer services to sex workers has remained stable since 2006. Access to health and care for migrant sex workers without legal stay permission remains difficult, but also for national sex workers who have high medical insurance costs and for those unable to pay for private health insurance. In certain cities there are public health departments or charity organisations which offer low-threshold care to undocumented people. Networks of private doctors are also organized by certain associations.

Narrative analysis of the gaps in services for both national and migrant sex workers

The programme APIS (AIDS prevention for female sex workers) is implemented in 17 regions in Switzerland and Liechtenstein. During the year 2008, 18.300 contacts have been established by 43 cultural mediators. This project exists since 1992 and is backed up by local and national authorities.

Each region in Switzerland has its own rules or laws and often its own associations supporting sex workers. 24 of these associations and 5 independent sex worker networks are linked through PROCORE and work at the national level to lobby for sex worker's rights; www.prokore.ch.

Despite these efforts, psychosocial support and other low threshold services remain insufficient. It is also very difficult to find solutions for those who want professional re-training to do something other than sex work. There is very little access to professional education and prospects alternative work is very limited.

Other gaps in services include, few possibilities for free and rapid HIV or STI testing, ignorance among health and social care professionals about issues related to sex work and migration and/or conflating prostitution and migration with trafficking.

Narrative analysis of the geographic spread of migrant sex workers in your country – including any specific trends in the border areas

Various criteria influence the choices of migrant sex workers for working in the different geographical locations. In Switzerland there are 3 linguistic cantons areas, German, French and Italian. Where migrant sex workers are coming from and the languages they speak will influence where they migrate to within Switzerland. For example, migrant sex workers from Central Europe tend to work in German-speaking cantons while there are more Latin-American or French-speaking African sex workers working in French-speaking cantons such as in Tessin. Another factor that determines where migrant sex workers work are the forms of sex work and sex work settings that are present in different regions and ways of working that they are familiar with. For example, street sex work zones exist in Zurich, Basle, Olten, Lausanne, and Geneva while in other cities it exists but in a less visible way.

In border areas sex workers, including migrant sex workers who have regular stay permission in a neighbouring country, cross into Switzerland to work; some even travel from very far away and can have this cross border way of working. The cross border mobility of clients is very high and clients are engaging the services of sex workers on the both sides of the border.