



# TAMPEP

TRANSNATIONAL AIDS/STD  
PREVENTION AMONG  
MIGRANT PROSTITUTES  
IN EUROPE / PROJECT



# FINAL REPORT

**European Network for AIDS & STD Prevention  
among Migrant Prostitutes / TAMPEP VI**

**TAMPEP International Foundation**

**European Commission, DG Public Health**

**June 2002 - June 2004**



# **TABLE OF CONTENTS**

---

<b>Project description</b>	<b>5</b>
Network mission statement	
TAMPEP 6 aims	
Network structure	
Context of TAMPEP work programme	
<b>European overview</b>	<b>11</b>
Core Network description	11
- General Meetings	
- Bilateral field visit	
Integration of CEE countries	13
Assessment of the prostitution scene	15
- Assessment methods	
- European overview Mapping results	
International recommendations and policy advice	21
- European policy on trafficking	
- International sex work policy on HIV/AIDS	
- European policy on prostitution	
- Hearing at European Parliament	
National capacity for policy and strategy development	25
TAMPEP CD-Rom and other material	26
- Dissemination & Implementation	
- Evaluation	
- Further needs assessment	
- TAMPEP benefits	
- Conclusion	
Coordination Centre activities	29
- Support for research projects	
- Lectures for students/universities	
- Media	
- Trainings for service providers	
- Information material	
- International expert meetings	
- Technical assistance	
- Information for policy makers	
- XIVth and XVth International AIDS conference	

## **Country Reports**

**36**

Introduction	36
Austria	37
Belgium	48
Bulgaria	52
Denmark	58
Finland	64
France	71
Germany	76
Greece	98
Hungary	104
Italy	111
Lithuania	124
Luxembourg	130
The Netherlands	134
Norway	147
Poland	153
Portugal	160
Romania	165
Slovakia	172
Spain	180
Switzerland	186
United Kingdom	189

Executive Summaries	197
---------------------	-----

## **TAMPEP documents**

**202**

TAMPEP position paper: Migration and Sex Work	202
TAMPEP draft position paper: Trafficking in Women	208
Case Study: Edinburgh	213
Presentation for Hearing at the European Parliament: Migration and Sex Work	216

## **Appendices**

**220**

National network lists	221
Questionnaire	228
Evaluation form	232
Agendas of annual General Meetings	234
Contact information Network Members	240

Amsterdam, August 2004

# **PROJECT DESCRIPTION**

---

In this Final Report we summarize the activities of the **European Network for Transnational AIDS/STD Prevention among Migrant Prostitutes (TAMPEP 6)** that took place during the period between 15 June 2002 and 15 June 2004\*.

This covers grant Agreement number SPC.2002338 of the European Commission Directorate G – Public Health.

In the general and national reports we describe the respective activities undertaken in this period with the goal of reaching the expected results as formulated in the TAMPEP 6 contract.

---

## **Network Mission statement**

**T**AMPEP (*Transnational AIDS/STI prevention amongst Migrant Prostitutes in Europe Project*) was founded in 1993 as an answer to the needs of migrant sex workers in Europe based on the principles of the protection of human rights and the direct representation of sex workers.

Migrant prostitution is by definition a transnational phenomenon. For health promotion programmes with a goal to reach this target group in Europe, it is therefore vital to establish cooperation across Europe. TAMPEP is an international project facilitating such networking and collaboration in 21 European countries.

**All participating countries identify common issues in the sex industry. These include:**

- Social and political exclusion of sex workers;
- Presence of local and migrant sex workers;
- Rapid development and change of the sex industry;
- Extreme mobility of migrant sex workers;
- Involvement of local and international criminal organisations in organising and controlling parts of the sex industry across Europe.

---

### **\* The TAMPEP Project**

Phase 1	September 1993 – August 1994
Phase 2	June 1995 – June 1996
Phase 3	October 1996 – September 1997
Phase 4	May 1998 – October 1999
Phase 5	September 2000 – February 2002
Phase 6	June 2002 – June 2004

**TAMPEP aims to:**

- Advocate for the human and civil rights of female and transgender migrant sex workers;
- Facilitate the sharing of knowledge, experience and good practice amongst its members;
- Develop and implement effective strategies of HIV and STI prevention amongst migrant sex workers across Europe.

TAMPEP members run targeted projects for migrant sex workers in cooperation with organisations in the countries of origin, transition and destination. Programmes of social protection are integrated in our health promotion activities and are based on the principle of self-determination. Through this work TAMPEP has proven HIV/STI prevention among migrant sex workers feasible. TAMPEP members have directly contributed to primary prevention by facilitating access of migrant sex workers to appropriate legal, medical and social care services.

The Network facilitates exchange of knowledge and models of good practice among social, health and civil rights projects for sex workers. The Network has worked in close cooperation with relevant national and international agencies involved in the area of health and human rights for sex workers in order to harmonize existing strategies and to give recommendations for future policy. In identifying appropriate strategies and influencing policy development we work closely with key persons from EU, UNAIDS, UN and other relevant policy makers.

In addition, TAMPEP members participate in outreach and intervention work such as social programmes combating violence against sex workers and vocational/educational training for sex workers supported by the European Commission and national governments.

TAMPEP promotes a holistic strategy underpinned by principles of respect and inclusion of sex workers and informed by the development and implementation of good practices in relation to health promotion among sex workers.

**Basic principles of the TAMPEP philosophy include:**

- A non-repressive approach to sex workers and sex work;
- Inclusion of sex workers in the development, implementation and evaluation of prevention activities;
- Inclusion of sex workers in policy development and evaluation;
- Health and social services appropriate to sex workers needs, based on reducing the health inequalities faced by sex workers;
- A multi-disciplinary approach to HIV/STI prevention which addresses the needs identified by sex workers and is based upon the protection of their human and civil rights;
- Furthering legal and social framework for dealing with prostitution based on the protection of their human and civil rights;
- Cooperation and networking on local, regional and international levels;
- Anti-trafficking policies that are based on the protection of the human rights of the individual women.

## **Aims of the TAMPEP 6 project (2002-2004)**

Within the general TAMPEP philosophy, project TAMPEP 6 emphasizes certain aspects. In promoting human rights, equality perspectives in public health policies and HIV/STI prevention for migrant and mobile sex workers in Europe we work to:

- Develop and implement realistic, comprehensive and innovative HIV/STI prevention and intervention models (such as multilingual information material, guidelines for outreach work, creation of specialised services for prostitution, guidelines for evaluation, employment of peer education and cultural mediation);
- Gather quantitative and qualitative data concerning prostitution, its different forms, its transformation and its impact on the territory of the EU;
- Consolidate and implement TAMPEP's ready to use intervention models in the member and associated countries in Central and Eastern Europe;
- Argue for the need to create common preventive and curative services protocols with social and medical service providers in the EU and associated countries;
- Build a centre for training, information and consultation to serve all member states and associated countries;
- Consolidate and expand the network of relevant organisations in the field of prostitution in the EU and specifically in Central and Eastern Europe in order to promote risk reduction measures among high risk and vulnerable population (migrant and mobile sex workers) and integrate the recommendations of the network in the national policies.

## **TAMPEP network structure**

### **National Level**

The Network members are TAMPEP's representatives in their respective countries. The organisation functions as a national focal point for the activities of the Network. In addition, each national organization has a mandate to represent the Network: its philosophy, activities, knowledge and resources.

The tasks of the National Coordinators were to:

- Monitor the situation in their countries regarding migrant sex workers. A national mapping of the prostitution scene were carried out using the TAMPEP questionnaire;
- Maintain, strengthen and expand its national network and/or platform of service providers;
- Disseminate TAMPEP's information and expertise through the national network;
- Disseminate the TAMPEP CD-Rom accompanied by the guidelines booklet, monitor its use and evaluate the response of service providers regarding the use of the materials;
- Organise a national seminar, thus strengthening the development of national response. The seminars took different forms: practical (for example training for service providers), political (sensibilisation of policy makers) or instrumental (exchange and sharing of experience, knowledge and strategies with local projects);
- Undertake a bilateral field visit with another member country of the network.

## Regional Level

The member countries of the TAMPEP 6 network are divided into three Regional Groups. The principal function of the Regional Groups is to facilitate in-depth exploration of issues within smaller geographic areas. For example, during the two General Meetings the discussion of the guidelines for the TAMPEP national programmes and evaluation was effectuated in the workshops of the three Regional Groups.

The Regional Groups are each facilitated and lead by a Regional Coordinator.

The tasks of the regional coordinator were to:

- Support implementation of the national program;
- Facilitate regional meetings and provide reports on meetings to the central coordination centre (collaboration with the coordination centre);
- Support national coordinators in identifying bilateral exchange partners. And collecting and disseminating reports to the network members.

### The three Regional Commissions

NORTHERN EUROPE	CENTRAL EUROPE	SOUTHERN EUROPE
Germany	Austria	Portugal
Denmark	Belgium	Spain
Finland	Luxembourg	Italy
Lithuania	France	Greece
United Kingdom	Hungary	Bulgaria
Norway	Poland	Bulgaria
	The Netherlands	Romania
	Slovakia	Switzerland (as external member)
Coordinator: <b>Ruth Morgan Thomas</b> SCOT PEP Edinburgh/Scotland	Coordinator: <b>Katarina Jiresova</b> C.A. Odysseus, Bratislava/Slovakia	Coordinator: <b>Chrissoula Botsis</b> and <b>Konstantin Kabourakis</b> ACT UP, Athens/Greece

## International Level

TAMPEP consists of 21 countries across Europe. The most important feature of an organization this extensive is active and efficient communication. We therefore put much emphasis on communication between all participating organizations. The Coordination Centre encourages multilateral contacts by organizing activities such as the General Meetings and facilitating conferences, national seminars and the bilateral visits. This strategy promotes the mutual exchange of experience and expertise as well as the strengthening of the network structure.

Through the Mailing List all members can contact each other with reactions, questions, propositions etceteras. The News Letter is another important communication device, enabling the Coordination Centre to keep all members informed of current events.

New in TAMPEP 6 is the website we are setting up. Using the TAMPEP website as a bulletin board, we will be able to communicate even more directly and intensively.



Many members of our network also cooperate with projects in non-EU countries (e.g. Russia, Albania, Ukraine, Nigeria). Although these countries are not TAMPEP members, they are an important part of the international network structure. We actively involve these countries in our action programme, because they are often countries of origin of migrant sex workers in the EU. For an example of this type of project please refer to the Italian report for a description of the Turnaround Project between TAMPEP Onlus and Nigeria.

Another benefit of the international structure is that TAMPEP is able to monitor and guide the cooperation between partner organizations/countries in the development of specific European projects. Inside our coordinating strategy these additional projects are used as common tools for dissemination and implementation of the TAMPEP methodology and expertise. Some examples of these multilateral programmes are: FEMMIGRATION, involving 12 members of the TAMPEP network (see German report for more details); Project FENARETE, involving six European countries (see Italian report); the EQUAL programme, in which three TAMPEP partners are cooperating (see Austrian report).

### **Steering Committee**

The execution of the project is guided, monitored and evaluated by the General Coordinator of the Coordination Centre in the Netherlands supported by the Steering Committee. The Steering Committee is formed by the four TAMPEP founders and the three regional coordinators. The Committee meets at regular intervals; a total of seven meetings were held during TAMPEP 6.

### **Coordination Centre**

The Coordination Centre and its General Coordinator is the reference point for all member organizations individually as well as the overall coordinator and representative of the project. This means that:

- Any individual questions is addressed by the General Coordinator;
- A framework is provided for bi- and multilateral cooperation within the Network;
- Multilateral activities are organized, such as the annual General Meeting;
- The coordination center operates as a training, information and consultation center for various projects and organizations dealing with migrant prostitution in the areas of social, health and human rights protection;
- The General Coordinator is the international representative of the TAMPEP network in the field of policy advice and capacity building.

## **Context of TAMPEP work programme**

TAMPEP promotes a holistic vision of principles and good practices related to HIV/STI prevention among sex workers, based on the reality of prostitution in Europe. Risk is never context free, and merely knowing about dangers to health does not empower people to avoid them. How are HIV/STI prevention, vulnerability and health promotion strategies connected then?

It is the level of autonomy or control that a sex worker exercises over the sex services she offers that determine her vulnerability. It may well happen that a sex workers has almost absolute control over the safety of her work in one moment and the same person, operating in a less favourable environment (harassed by the police or pimps, at risk of

persecution, at an unsafe working place etc) is forced to re-assess her hierarchy of risks. Making new choices she may no longer be able to insist in condom use, for instance. The reality of prostitution in Europe is characterized by a rapid expansion of prostitution, diversity and territorial spread, increasing stratification of sex workers, the presence of both local and a majority of foreign/migrant sex workers in virtually any scene, the presence of local and foreign criminal organizations that control the markets and various level of vulnerability accordingly. Government and public responses are increasingly repressive, following either abolitionist, regulatory or prohibitionist models. This context has provoked a higher vulnerability and an unfavourable environment.

Although the situation differs in each country, we developed common comprehensive strategies that include STI/HIV interventions, more general health promotion, a legal and social framework to deal with prostitution, migration and trafficking as well as a human rights approach.

In the **health domain**, our rationale for providing services is that sex workers have a right to health services. Delivery of good services, outreach and an involvement of clients, partners, owners of establishments, the police and judiciary, media and leaders and policy-makers are all important. Street work and other outreach must be systematic, frequent and intensive to build trust relationships. It is not limited to handing out condoms, lubricants and information, but provides social and psychological assistance as well.

In the **social domain**, activities should include anti-violence/protective activities, including awareness-raising in the community, as well as the provision of social and legal support, with the ultimate objective of sex workers' empowerment.

In the **civic/public domain**, existing projects/services may function as interlocutors with institutions and the public, as advocates for the right of sex workers and as sources of expertise for institutions and authorities. This advocacy work has manifested itself in different actions according to the necessities of the relevant country: creating a national advocacy platform, collecting and disseminating evidence, providing expertise to ministries and local authorities, creating a protocol for best practices and creating space for further sensitization through media work and campaigns.

Furthermore, to ensure an effective project management our approach includes: flexibility and creativity; projects should be able to explain its work and its effects to official stakeholders; transparency and visibility; all projects are open to scrutiny by other agencies; and involvement of sex workers and recognition of their skills.

# **EUROPEAN OVERVIEW**

---

**T**AMPEP 6 picked up where TAMPEP 5 left off (please refer to the TAMPEP 5 final report for more details. The report can be obtained from the TAMPEP Coordination Centre or online at [www.tampep.com](http://www.tampep.com)). While maintaining the same basic structure, the program was adjusted to fit the changes in the context of our work. In doing so, we aimed to both consolidate and develop the program.

In this final report a summary will be presented of both the national and international activities TAMPEP has undertaken in the past two years to pursue its expected results and ultimate goals. A detailed description of the activities and results is provided in the national reports.

The following is a European overview of the results of TAMPEP 6.

---

## **Core Network description**

**Creation of a wide, efficient and highly specialised network of social-health care services for hard to reach groups of sex workers, creation of region-wide capacity to implement HIV/STI prevention among migrant sex workers in Europe.**

The TAMPEP network is comprised of 21 highly specialized organizations throughout Europe. Together, this network has been able to develop and implement the multi-disciplinary tools needed for effective intervention in today's rapidly changing prostitution scene. Each country shares a common mission statement and now works with the TAMPEP methodology and philosophy. This is necessary to offer cross-border services targeted to mobile and migrant sex workers and trafficked women.

The comparison of good practices is an invaluable part of the Network strategy. As a result of the cooperation between the member countries, TAMPEP has created assessment techniques and tools. The TAMPEP resources kit, advocacy activities, analysis of trends and context in prostitution, outreach techniques and peer education are shared and implemented trans-nationally. The increase of the national capacity is apparent in the creation of multi-disciplinary services: HIV/STI prevention, specific care projects, social and legal consultation services and peer education programs. These results are exposed in the national presentations.

The common analysis of the phenomenon of migrant prostitution and the development of effective responses to the identified issues is made through continuous network-wide communication using the mailing list as well as face to face conversations at various

meeting moments during the project. The organizations keep each other up to date on the progress of their projects and compare notes on the pros and cons of various techniques. By doing so, all associated organizations learn from each other and a strong, specialized network of services is created. This network includes countries from Central and Eastern Europe. (The projects specifically targeted to incorporate and strengthen the capacity on a sub-regional level are described in more detail under point 6 of the General Presentation and in the national reports). The cooperation between for example the Scandinavian countries and the Baltic states and Russia, or between Poland and the Ukraine show the possibility of capacity expansion using the good practices and tools of the European network of TAMPEP.

Working together, these 21 TAMPEP member organizations have been able to disseminate the methodology and resources to thousands of people across Europe. Using their national platforms, each National Coordination Centre can disseminate and monitor the use of the resources. As described both further on in the European overview and in the national reports, the national platforms are used and expanded in this process, making the reach of the network of service providers even wider and building national capacity.

The profile, remit and contact information of each member organization is described in the respective national reports.

### **General Meeting**

The annual General Meeting (GM) is the moment for the representatives of all member organizations to meet face to face. The first GM of TAMPEP 6 was held from March 27 to 30 2003 in Venice, Italy and the second from April 1 to 4 2004 in Rome, Italy. At plenary meetings the Coordination Centre presents network results and goals for the future. Strategy planning is effectuated involving all network representatives. Regional Commission meetings are held for countries in the same region dealing with similar issues to evaluate their strategies. Specific topics, such as the effects of the recent enlargement of the EU, are dealt with in workshops. In between this agenda there is ample opportunity for everyone to discuss all aspects of the different projects in person. All these activities combined have helped to create the highly specialized and tight though broad network that Tampep is today.

### **Bilateral Field Visits**

In order to support the country capacity as a European network, bilateral field visits between the network members have been effectuated. The Network's criteria and guidelines for the bilateral visits were prepared and implemented by the member countries (they are summarized below).

The bilateral field visits have been an extremely effective way of exchanging experience and expertise among the members. By strengthening the ties between the national coordinators the network-wide communication has greatly improved.

The goal of the bilateral visits was to exchange knowledge about other sex work environments, thereby improving all participants work within the TAMPEP methodology. Introductions have been made to other national contexts (legislation, different prostitution scenes) and strategies for working with migrant sex workers (including specific forms of outreach, work with cultural mediators and peer education).

Getting to know other experiences of the protection programs for trafficked women was another aim of some visits. These bilateral programs have worked as a source of inspiration and made some aspects of work (such as outreach work with cultural mediators) more concrete for those new with their implementation in a practical way. This way it has worked towards strengthening of capacities throughout the network.

The guidelines for the exchange visits were:

- The partners first identified the area that they wish to increase their knowledge of and communicated the identified needs to the Regional Commission Coordinator (RCC);
- The three RCCs established (in collaboration with the Coordination Centre) the most appropriate organization within the TAMPEP network for learning the identified lessons. The RCC ensured that it was feasible for the proposed organisation to host an exchange visit;
- After agreeing with the RCC on an exchange partner each country then contacted the proposed host organisation to make the further arrangements themselves;
- An exchange visit report was produced and sent to the RCC;
- All reports were collated and distributed among the partners of the Regional Commission, so that the lessons learned were shared by all countries in the region;

A summary of each Bilateral Field Visit can be found in the national reports.

## **Integration of Central and Eastern European countries**

### **The efforts to integrate the CEE countries in the TAMPEP programme as well as the efforts of the relevant participating centres.**

In today's reality of an expanding European Union and globalizing world the integration of our new neighbours is a must if we want to deal with the transnational phenomenon of prostitution. The European mapping of the prostitution scene shows trends of migratory flows of sex workers from East to Central and Central to West. Special in this context is the position of the new EU member states: they are both receiving, transit and sending countries. For this reason TAMPEP has put special emphasis on information exchange between Western and Eastern European member countries (both EU and non-EU).

Since many years TAMPEP has worked with organizations from Central and Eastern European countries in the development of a pan-European network. All countries participating in the TAMPEP network are equal partners. CEE partners are treated no differently from the other member countries; they carry out the same working programmes with the same methodology as the other members. However, some countries have set up specific projects that directly or indirectly produce extra integration and interaction with CEE countries. Finland and Norway for example have set up extensive cooperation with Russia, Lithuania, Estonia and Latvia. These interregional projects are described in their national reports.

The CEE countries themselves have indicated that their participation or collaboration with TAMPEP has tremendous beneficial effects. The experience that the Western European countries have gathered over the years in working with sex workers' issues

provides valuable information for countries that have only recently started to address these issues.

Furthermore, the capacity building efforts within the TAMPEP framework have helped them to improve their nationwide coverage of services. An example of this is the empowerment of the member organizations in Bulgaria and Romania, through which they have been able to vastly improve their coverage of services for sex workers. As a result, health promotion activities among SWs has been endorsed as a national policy and currently there are nine organizations, which are being trained for working with sex workers cities all over Bulgaria.

The Bulgarian partner HESED, has developed from the one and only organization working with SWs in Bulgaria to one of the implementers and coordinators of the National Program on AIDS, funded by the Global Fund (please see Bulgarian report for more details).

Similarly, the Romanian TAMPEP partner ARAS, is one of the most active implementers of the Global Fund Projects in Romania and expanded their prevention activities for SWs on a national level (see Romanian report for details).

At the second TAMPEP 6 General Meeting (Rome, 2004) a workshop was held for all the attending national representatives solely on the issue of East-West relations. The goal was to identify new needs and common responses in the cooperation between Eastern, Central and Western countries. One of the most important outcomes of this discussion was that, even though the NGO response in the new EU countries is growing, there is still a lack of integration of these services with the governmental response to current changes in the sex work scene. For instance, governments should be sensitized for a multi-sectorial approach to public health promotion for vulnerable groups.

The bilateral field visits are a great example of the way the TAMPEP framework strengthens ties between CEE countries and Western countries. Some CEE countries visited Western countries to learn from their experience with outreach work. It was also interesting for them to see the reality of the prostitution scene in what are often destination countries for migrant sex workers from the East. Inversely, some Western organizations have learned a lot from being introduced to the situation in CEE countries that are often countries of origin of many migrant sex workers. This experience helps outreach workers in both parts of the European Union to improve their response to migrant sex work.

The *TAMPEP International Foundation* has a bilateral program with Latvia and the Ukraine. Also, in cooperation with OSI we carried out a training in Russia about advocacy work. A range of other fitted trainings have been organized and carried out, often in cooperation with other international agencies. These are examples of how TAMPEP takes care to also incorporate non-EU countries in the network of service providers. These CEE countries play an important role in the problematic and must not be ignored.

Direct involvement of CEE countries is also attained within the FENARETE Peer Education Programme. It was carried out in six countries, including Lithuania and Poland. More information can be found on [www.fenarete.org](http://www.fenarete.org) Other kinds of bilateral cooperation between old and new EU TAMPEP member and associated countries include support programmes of returning women to their countries of origin.

The common assessment of the prostitution scene and its changes and needs is an invaluable aspect of the East-West cooperation. By creating a common analysis of mobility and behavioural trends, TAMPEP is able to respond to the changing needs in this region.

Activities and results on this issue are presented in more detail in the national reports.

## **Assessment of the prostitution scene**

### **European review of mapping of prostitution scene, demographic and behavioural data of sex workers in Europe, review of changes in policies concerning prostitution and public health programme.**

In the national reports the coordinators of the TAMPEP network summarize the changes in their national prostitution scene and its political and legal context. An analysis is given of the identified national obstacles and its consequences for SWs, service providers and lobbyists. Taken together, the national reports give a good indication of the most important changes on a European level. This puts the Coordination Centre in a unique position to judge the situation of (migrant) sex workers in Europe. Combining information of micro and macro level, TAMPEP is one of the only organisations with a genuine overview of European problematic concerning issues like prostitution, migration, human trafficking and how these issues are related. This enables the Coordination Centre and the member countries to offer sound policy advice to international organizations such as the UN while at the same time guiding outreach work on a local level.

The European mapping forms a part of the national activities. The results are therefore reported in the national reports. The Coordination Centre has provided the national coordinators with guidelines and instructions about the TAMPEP methodology of data collection. These are summarized below. The questionnaire is presented in the appendix.

### **Assessment methods**

One of the core methods of the TAMPEP members is the continuous assessment of the prostitution scene and context. This is necessary for the planning and implementation of intervention, constantly being adapted to the changing reality. Prostitution in Europe is characterized by rapid changes in the many different forms of prostitution, its context and the population of sex workers. The primary aims are:

- Collecting and updating of information about the sex work setting and its social and legal context, which is used to guide intervention design and implementation
- Establishing relationships and partnerships with key actors and groups involved in sex work settings, by learning about their perceived needs, attitudes, priorities and roles in the sex industry
- Continuous assessment of local resources, services, organizations and possibilities.

This periodical assessment is combined with situation analysis.

After our experience with the mapping process in TAMPEP 5, in TAMPEP 6 we have adjusted our mapping techniques to create a more efficient data collection tool. It is important to keep track of how changes in policy on prostitution and migration influence the European prostitution scene i.e. the composition and behaviour of our

target group. These are all significant indicators of the vulnerability of the population of migrant sex workers.

The collection of data through the mapping questionnaire was carried out following these steps:

- Identification of key informants (NGO/GO) who can be used to gather the required data;
- Record all informants requested to complete the questionnaire;
- Translation of relevant documents;
- Sending out the questionnaire to the selected informants;
- Review returned questionnaires, clarify contradictions with informants;
- Collate information in returned questionnaires and send the report to the coordination centre.

A total of 700 questionnaires were sent out. About 250 were returned completed, representing a response rate of 35%. Some countries collected the required data through other methods, such as panel conversations in national platform meetings strictly following the questionnaire.

The data collected with the questionnaires are combined with the assessments of legal, political and social context. This information is gathered through outreach work and qualitative research, including interviews with sex workers. The national reports summarize the results of this work, based on qualitative, quantitative and participatory methods. Some countries have done case studies, focusing on a particular city or region. Others have representative figures on country level.

The questionnaire used for the TAMPEP 6 mapping activities can be found in the appendix.

### **European overview mapping results**

The assessment work that has been done during the TAMPEP 6 project, provides the Coordination Centre with an overview of central tendencies and facts concerning the prostitution scene in Europe. No absolute figures can be given, since migrant sex workers and their environment are hard to reach target groups and characterized by continuous changes. However, each national scene has been described by the relevant organizations based on the mapping results and context research. This provides TAMPEP with a comprehensive overview of the major phenomena of international prostitution today.

Prostitution must be seen as an international phenomenon with common issues such as: the rapid development and diversity of the sex industry, the presence of local and migrant sex workers, extreme mobility of sex workers and the presence of criminal gangs that organize and control the sex industry.

In the majority of the European countries (including CEE countries), female migrant sex workers constitute a significant percentage, in some cases as high as 70%, of the country's sex work population. However, the current legislative frameworks and health and social care services are too narrow and restrictive to respond to this new reality.



The TAMPEP network has registered that the number of new persons entering prostitution in Western Europe is constantly increasing. The same goes for the number of nationalities among sex workers. During the first year of the TAMPEP project in 1993-1994, we recorded the presence of 10 - 12 different nationalities within the EU countries. In the last two years 40-45 different nationalities were recorded. They come mainly from the following geographical areas: Central and Eastern Europe, Latin America, West Africa and Asia.

The number of women migrating from Central and Eastern Europe and the Balkans to the EU countries is gradually increasing; today CEE women account for 30 - 40% of the total sex workers population in EU countries. Also, the networks of CEE women entering prostitution are expanding within these regions. As a result, there is a growing number of new ethnical groups entering prostitution, in the sense of groups of sex workers from various countries of origin or groups with very different starting situation and the context where they operate.

An important change in the prostitution scene results from the enormous migration flows from Central and Eastern Europe towards Western Europe and from the internal migration flows from Eastern Europe towards Central Europe. The new EU countries in Central Europe play an important role in the prostitution flow in Europe because they are at the same time destination, transit and sending countries. For example many Ukrainian, Russian and Moldavian women come to work in the sex business in Poland, Hungary, Lithuania, and after some time either they move to the EU country or stay in the region of Central Europe. At the same time women from Central Europe leave their country and look for work in EU countries. From our assessment in the CEE countries we concluded that migration movements for the purpose of prostitution within the former Soviet bloc are as high as the ones from these countries towards EU.

In the current political reality of an expanded European Union, some new trends can be noticed. A clear example of such a trend is the case of Bulgarian sex workers. Before the enlargement of the Union, Bulgarian women worked primarily in Poland, because they did not need a visa to enter the country. Only 20% of Bulgarian sex workers came to Western Europe. However, since 2001, when a visa was no longer needed to enter EU countries things started to change. Now, in 2004, mappings have shown that as much as 60% of the sex workers in Sofia, Bulgaria had worked in a Western European country. Furthermore, 100% expressed the wish to do so in the future. The reasons they gave were the expectations of a higher income and better quality of medical and health care services.

This trend is reflected in the reports of Western European countries, which note the augmentation of the presence of Bulgarian and Romanian women. As we can see for example in France, these women continue to come to and remain in these countries, even in this time of tightening prostitution policies.

As a parallel reaction the structure of the prostitution population in Poland has also changed significantly. There, Bulgarians no longer represent the major group. Instead the presence of sex workers from the 'new neighbour' countries which have a special visa agreement, such as Ukraine, is increasing. The Bulgarians that have remained in Poland are mostly Roma. They represent a part of the Bulgarian population that is underprivileged. They work in less desirable locations and forms of prostitution, such as

highway/street prostitution and border areas. This effect has also been seen in other EU countries.

These changes give some indications about what we might expect to happen as a result of the enlargement of the EU. For example a higher presence of women from the 'new neighbours' may be found in the new EU member countries and a higher number of women from the new EU countries will probably migrate to Western Europe. However, it is too early to make any exact predictions or conclusions on this topic. All information provided should be taken as an indication of the current trends in prostitution in Europe. Further assessment work is needed to monitor the changes and consequences that are still to come.

TAMPEP has observed that there is an increasing mobility of sex workers in Europe and that the patterns of mobility (i.e. travel routes) have become more complex. The same applies to the spread of nationalities in Europe. For example until two - three years ago, Albanian women were to be found only in Italy and Greece. Now, TAMPEP observes that there are less Albanian women in Italy, but in Belgium, France and Germany we see a sudden rise of their number. A similar thing is happening to Bulgarian and Romanian women who are starting to arrive in the countries where they had never been signalled before.

We register that the majority of migrant sex workers has worked in at least two EU countries and in two countries within their geographical region. This pattern of mobility is determined by pimps/traffickers because they place and move the women into and between different countries. This happens because the women are sold to different pimps/traffickers in various countries, or because they escape from their perpetrators but also as a reaction to policy changes on a local level creating lesser or more favourable working conditions. On a national level sex workers are known to have a high mobility within their country, Romania and Lithuania being good examples.

In general the mobility has not only a transnational character but also (migrant) sex workers move or are moved (by pimps) between various prostitution scenes, cities and forms within one country. Sometimes this mobility has a cyclic character, sometimes the destination becomes more definitive. The different kinds of mobility are mainly determined by the length of the stay in the first country of arrival, by connections with the prostitution world and by internal networks of fellow-countrywomen or traffickers.

Parallel to this TAMPEP observes that this mobility is more and more caused by repressive actions undertaken by local authorities that decide to clean up the prostitution scene in a given place. These actions lead to the creation of new forms of prostitution, territorial spreading and augmentation of vulnerability. Push and pull factors determine the organization and structure of the sex industry and the level of vulnerability of (migrant) sex workers.

An evolved type of mobility has been identified over the past years. Through internal communication amongst the sex worker population and/or 'intermediaries' information is shared on when and where in Europe the most easily accessible sex industry is located. This includes aspects such as supply and demand, as well as levels of tolerance of for example street prostitution. An interesting example of this process is the rapid response to the arrival of the Olympics in Greece. TAMPEP Greece has reported that a

high concentration of, primarily Ukrainian women has come to the cities Volos and Athens to work in prostitution for the period of the Olympics.

Another example is the influx of Romanians in Barcelona, Spain. Spanish mapping results show that out of 291 identifies foreign prostitutes, 178 were of Romanian nationality. On a national level only 9% were from CEE countries. This concentration of Romanians in Barcelona can be explained by the continuous presence of tourists and a lenient policy with regard to street prostitution.

Before the enlargement of the EU, women from CEE countries used the EU entry regulations very effectively. They entered EU countries as tourists for short periods of time (3-6 months) to work in the sex industry. This has characteristics of seasonal labour. The majority of this group only started to do sex work abroad. From interviews with Bulgarian and Polish women in the Netherlands, it became clear that none had ever worked as a prostitutes in their own country and were not planning on doing so when returned to their country of origin. Outreach workers confirm that they often encounter women from CEE countries that have never worked as prostitutes before. They do not have any experience or knowledge of commercial sex work.

Meanwhile we observe that the social and health care services in Europe are more and more confronted with the following issues: steady augmentation of the number of sex workers, the reaction of policy makers and police who choose to effectuate repressive immigration/prostitution policies, which augments problems of reaching SWs in the newly created situation. For example, sex workers change from visible forms such as street prostitution to invisible forms like apartments, out of fear of police raids. This means that their presence is not diminished, only their visibility and their exclusion augmented.

The *UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children* (supplementing the UN Convention against Transnational Organised Crime) – signed in December 2000 and in force since December 2003 – constitutes an important change and progress in the International area. A milestone was set here in differentiating definitions for trafficking in persons, smuggling and prostitution. What must also be emphasised is that in the title, women are explicitly named and thereby recognised as a particular group affected by trafficking in persons. “Trafficking in persons” is understood in the UN protocol as transport and exploitation of the work or services of a person under the use of force, abduction, threat, deception, misuse of a relationship of dependence or other vulnerability. In this context, it is insignificant whether the purpose of exploitation is for prostitution or another form of forced labour or service.

A further essential point in the UN supplementary protocol is Article 6. It deals with the support and protection of those affected and thereby presents a base for the activities of a facility for the protection of victims and other supporting institutions.

Parallel to this international policy development, the European Commission has developed and implemented an anti-trafficking document and policy: the Directive on short term residence permits for victims of smuggling and/or trafficking in human beings; the Framework Decision on combating trafficking in human beings and the Brussels Declaration which was the major outcome of the European Conference on Preventing and Combating Trafficking in Human Beings. In the framework of the

Council of Europe a specific convention against trafficking in human beings has been planned. All of this international context on policy and guidelines, has strongly influenced the past two years.

These developments have led national governments to introduce a common anti trafficking article into their penal codes. Despite the fact that this policy is not directed against prostitution, the majority of the governments interpret it only as anti-smuggling and anti-prostitution instrument and not as a true instrument of the protection of the human rights of the affected women. The combination of the two priorities of policy makers (need of control and reduction of prostitution and combat against criminality) results in a confusion between prostitution and anti-trafficking policy.

As reported in the TAMPEP mapping reports, very little concrete progress has been made in intervention programmes for victims of trafficking. This means that TAMPEP as an international network concentrate on efforts to advocate within the international agencies and governmental bodies for the protection of the rights and the safety of the women based on the human rights perspective, including the right of self-determination. Two position papers have been published by the TAMPEP network and are being used as advocacy instruments: one on migration and sex work, the other on trafficking. Both can be found among the added TAMPEP documents further on in this report.

The undeniable presence of migrant sex workers, in Western Europe requires a transformation in the thinking around women's migration, which is inclusive of migrant sex workers and considers them as part of labour migration of women.

TAMPEP has established that a repressive policy both on prostitution and on illegal immigration deeply undermines the prostitutes' chance to implement a strategy of self-protection (for their health and for their well-being) and self-determination in performing their activities as sex workers that renders safer sex practices possible.

The fact that migrant sex workers are, precisely, migrant implies that they are not only affected by marginalization and stigmatisation, and subject to criminal or prostitution laws, according to the country where they reside, but that they are constantly threatened by the restrictive migratory laws of Western Europe too.

The "illegalisation" of migrant prostitutes has severe consequences for their living and working conditions. In the first place, their " illegalisation" leads to:

- dependency on pimps, club owners, husbands, and other people involved in the sex industry;
- exploitation through underpayment, long working hours, unprotected and unsafe working conditions;
- isolation because of cultural differences, language problems, lack of information on social and legal rights;
- mobility because their temporary visa is expired, because they are taken by their pimps to another place, or because the threat of raids or police control, force them to look for another place of work;
- insecurity and fear, which might cause physical and psychological problems,
- frequent exposure to dominating and exploiting clients who force them to accept any offer: low prices, unprotected sex, unsafe working places.

Secondly, there is a lack of access to health care services because of:

- their illegal status they not have a valid health insurance, and consequently, they have no access to the health care system and health promotion measures;
- their insecure and marginal situation, they have no access to information about their rights and possibilities of getting HIV/AIDS/STI prevention and treatment, even if there is offer of services. Under those conditions, safe sex practices are difficult to maintain;
- the repressive policy towards migrant sex workers, they distrust all kinds of authorities, including health care services. This means that they do not make use of those services;
- many health care services are not prepared to deal with a multicultural population and/or have no specific services for sex workers, and/or apply mandatory system, migrant sex workers feel themselves discriminated and misunderstood.

From the above, it might be concluded that migrant sex workers are highly vulnerable and, this vulnerability determines the different levels of damage and risk for their health and for their well-being. Another conclusion is that sex workers' control over their own health and the services they sell, is directly related to the influence they exert over their living and working conditions, which in turn is determined by environmental factors.

## **International recommendations and policy advice**

### **Formulation of recommendations and advice to the national and international public health authorities concerning health, social and juridical policies.**

The recommendations and advice for international agencies are presented here by the Coordination Centre. The General Coordinator has acted as the international representative of the TAMPEP network at numerous important political events and forums. Activities of advocacy, expert advice and lobby meetings based on this information given by the Coordination Centre are listed at the bottom of the general presentation (please see Coordination Centre activities) Some of the recommendations done by the Coordination Centre at key international advocacy meetings are summarized below. National policy advice and advocacy activities are described in the national reports.

### **European policy on trafficking**

The *Brussels Declaration* is the final outcome of “the European Conference on Preventing and Combating Trafficking in Human Beings – Global Challenge for the 21<sup>st</sup> Century” that was held in Brussels on 18-20 September 2002. This big event was organised by the IOM and the European Commission.

The declaration stands doubtless as the main frame of policies and European programmes on trafficking for the next few years. The *Declaration* was approved by the Council and the implementation will be carried out under the coordination of the Commission of Justice and Home Affairs. The implementation of the declaration is guided by an appointed independent expert group, which will finalize its work in November 2004. The complete text of the declaration can be found on:

[http://europa.eu.int/comm/justice\\_home/news/forum\\_crimen/2000/workshop/brussels\\_de](http://europa.eu.int/comm/justice_home/news/forum_crimen/2000/workshop/brussels_de)

Approximately 500 participants attended the conference, the majority being government representatives. Some TAMPEP members attended the conference too and despite limited room for intervention we presented TAMPEP's recommendations very strongly. During the conference we wrote and submitted proposals for amendments of the draft Declaration and followed this up with contact with rapporteurs. As a result our recommendations were taken into consideration for the final official document. Point 4 and 5 were integrally introduced in the final text of the declaration.

These are some excerpts of the statement:

1. State labour, migration and anti- prostitution policies must be recognised as contributing factors to trafficking and related abuses. As outlined by the ILO in its contribution to the February 2002 International Symposium on the UN Convention on Organised Crime, an integrated approach needs to take into account the powerful market pressures, reflected in demand and push factors driving migration, as well as increasing immigration restrictions that inhibit regular labour migration to meet measurable labour demands. To effectively combat trafficking and organised criminal involvement, an integrated national legal and labour market policy package is necessary.
2. Human rights should be at the core of any strategy to combat trafficking in men, women, transgenders and children. This is essential to prevent the double exploitation of trafficked persons: first as forced labourers and second as disposable witnesses in states' fight against organised crime. Human trafficking is recognised as a human rights violation, meaning that states are obligated to recognise victims' human rights. These rights are independent of their usefulness for the state as witnesses. States have the obligation under international human rights law to not only investigate violations and punish the perpetrators, but also to provide effective remedies to trafficked persons, including compensation mechanisms, redress and protection against reprisals and arbitrary deportation as illegal migrants.
3. Despite the fact that trafficking is internationally recognised as a human rights violation, it is still difficult to protect the victims from deportation procedures in receiving countries or from repercussions by the authorities in their home countries, such as imprisonment, registration as sex worker, stigmatisation, mandatory HIV tests, and the risk of re-victimisation. Therefore, we recommend the creation of a monitoring instrument to evaluate the effects of the implementation of the UN Trafficking Protocol and of any measure taken at the level of the EU on the position of victims and the protection of their human rights. NGOs that daily work with trafficked persons, as well as people that know the concerned industries into which people are trafficked, e.g. union representatives, should be actively involved in such a monitoring process.
4. Victims of trafficking must be granted access to a full range of support measures that should include access to shelter accommodation, physical, sexual and psychological health care and support and independent health, legal and social counselling. The provision of such treatment must be on a consensual and fully informed basis.

5. Victims should be counselled as to the benefits of sexual health checks, but should not be subjected to mandatory testing for HIV-AIDS or other forms sexually transmitted diseases

We closely monitor the implementation process of the Declaration by having contact with the working group of experts organised by the European Commission.

### **International sex work policy on HIV/AIDS**

The UNAIDS Secretariat has initiated a process to catalyse dialogue and collaborative action between the stakeholders in the area of sex work, the UNAIDS Cosponsors, and other UN partners in order to bring about more effective and expanded responses to meet the UNGASS targets. It has been recognized that actions by UN partners need to be accelerated to match policy and programmatic needs. Furthermore, these responses are best shaped through cooperative relationships with key players on the ground. The first meeting took place in Barcelona on 11 July 2002.

The Multi-Partner Consultation Workshop held in Geneva on January 21 and 22 2003 was the second step in the process of partnership building. The primary objective is to determine priority issues and actions that UN Cosponsors and other UN partners must address in their HIV/AIDS programmes in sex work settings. It was also an opportunity to brainstorm about the best process and mechanism for a continuing dialogue among UN partners and stakeholders in sex work.

The “Multi-partner Consultation on Sex Work and HIV/AIDS” brings together representatives from the UNAIDS Cosponsors, other UN partners, sex work networks, NGOs engaged in sex work programmes, country programme representatives, and Secretariat regional focal points.

We participated at the meetings of the Consultation on Sex Work and HIV/AIDS group organised and coordinated by UNAIDS, Geneva. The Coordinator presented the network’s program, experience and recommendations. Intensification of our contact with some UN agencies has also resulted from this collaboration.

### **Some points of recommendation**

Following the reality of prostitution in Europe, a holistic vision of principles and good practices related to HIV prevention among sex workers should be promoted, supported and employed.

### **Basic statements for a holistic strategy**

- Addressing the needs of sex workers as the central point of intervention;
- Carrying out of a multidisciplinary programme that includes HIV/STI prevention interventions, offers good quality health and social services, legal and social framework for dealing with prostitution based on the protection of their human and civil rights;
- Including sex workers in prevention activities and policy development as central actors;
- Promoting a non-repressive approach to sex work;
- Cooperation and networking on local, regional and international levels;

- Promoting anti-trafficking policies that are based on protection of human rights of the subjects. States should have the obligation under international human rights law to not only investigate violations and punish the perpetrators, but also to provide effective assistance to trafficked persons, including compensation mechanisms and protection against reprisals and arbitrary deportation as illegal migrants. Sexual and psychological health care and support and legal counsel for the victims must be guaranteed.

### **European policy on prostitution**

The Greens and the European Free Alliance in the European Parliament organised on 3 February 2003 a hearing: “Prostitution: legislation versus reality in the member states”. TAMPEP was invited to present an overview of the European situation and a case study of the experience with the legalisation of prostitution in the Netherlands. As a contribution to the discussion and as recommendations to the European Members of the Parliament we argued the following:

Prostitution must now be seen as an international phenomenon with common issues such as: the rapid development and diversity of the sex industry, the presence of local and migrant sex workers, the extreme mobility of sex workers and the infiltration of criminal organisations in the sex industry.

In the majority of the European countries (including CEE countries), female migrant sex workers constitute a significant percentage, in some cases as high as 80%, of the country's sex workers.

Most of the European countries have started adapting anti-trafficking policies and introduced anti-trafficking articles in their penal codes. The problem on the national level is that these anti-trafficking policies can lead to criminalisation of sex work and restrictions of possibilities to migrate and to control so called non-orderly migration. Furthermore, the anti-trafficking policies are often carried out in the framework of combating criminality. This creates a perception of women affected by trafficking as mere witnesses in juridical procedures, and not as subjects of human rights. The human and civil rights of these women should be considered independently of their usefulness for the state as witnesses.

If the anti- trafficking policies are used as an instrument of prohibition of prostitution and fight against all forms of non-orderly migration, they directly provoke augmentation of vulnerability of the women and their exposure to exploitation by pimps and traffickers.

TAMPEP has established that repressive policies both on prostitution and on illegal immigration deeply undermine the prostitutes’ chance to implement a strategy of self-protection (for their health and general well-being) and self-determination in performing their activities as sex workers that make safer sex practices possible. European policies combating marginalisation and exclusion of this vulnerable group should be strongly promoted.



## **Hearing at the European Parliament on “The Consequences of the Sex Industry in the EU”**

On January 19<sup>th</sup> 2004 in Brussels, the Committee for Women’s Rights and Equal Opportunities of the European Parliament organised a public hearing on prostitution. The hearing was organised by Ms. Marianne Eriksson, responsible for a report intended to analyse the situation of sex workers in the European Union. The draft of this report was the fundamental document for the hearing. The coordinator of TAMPEP Germany was invited to present an overview of the situation of the sex industry in Europe.

Our four main recommendations are:

1. Sex workers are excluded from decision-making in politics and legislation concerning prostitution, but sex workers should have an active role in this debate in order to make it more credible.
2. The debate on trafficking in women should, in fact, be a debate about labour migration and human rights. States should investigate violations and punish the perpetrators, but should also provide effective assistance to trafficked persons. Victims of trafficking should not be seen purely as sources of information and potential witnesses.
3. Migrant sex workers should be able to act in a self-determined manner at all stages of the migration process. The more rights these women possess, the less dependent they are on others, the more difficult it becomes to exploit and to blackmail them.
4. Legal policies should be developed to avoid the social exclusion of both national and migrant sex workers in order to end discrimination, criminalisation and stigmatisation.

The complete text of this expert paper for the hearing can be found among the added TAMPEP documents further on in the report, along with two TAMPEP position papers one on trafficking, the other on migration and sex work.

## **National capacity for policy and strategy development**

### **Improvement of national capacities for policy and strategy development by setting up and maintaining national platforms of service providers and policy makers.**

Over the years, the national coordination centre for each TAMPEP member country has developed contacts with a wide array of related organizations. These organizations include service providers, sex worker associations, governmental institutions, lobby groups, health institutions and more. Adjusted to the different national contexts, the nature of these contacts varies; some countries have created a formal platform, others participate in extensive information networks or are dealing with a severe lack of relevant organizations in their country. The networks that had been set up in TAMPEP 5 were strengthened and expanded during the period of TAMPEP 6.

As is clear from the country reports, most countries have used their previously built up contacts as a base for their dissemination and implementation campaign of the CD-Rom recourses. At the same time, almost all have found that this campaign was very useful in both finding new organizations in the field and strengthening ties with the organizations that were already known.

Organizing and attending national platform meetings, seminars, training programmes are another key strategy in the development of national platforms. Through these meetings the TAMPEP philosophy and methodology is presented to all relevant organizations in the country. These events also present excellent opportunities to share experiences and expertise with related service providers, whereby a tighter network and a common approach to sex workers' issues is built.

A description of national platforms, seminars and training programs with relevance for the improvement of national capacity for policy and strategy development is given in the national presentations.

A list of contacts of each national coordination centre is provided in the annex.

## **TAMPEP CD-Rom and other material**

**Dissemination, implementation and evaluation of various TAMPEP information and education materials, among the national service providers and accompanied by guidelines regarding the methodology of their use in outreach work.**

### **Dissemination and Implementation**

In the previous TAMPEP phases, we developed a range of resources to support health promotion and intervention with migrant sex workers. In the first year of TAMPEP 6 we have revised all materials and developed a CD-Rom and other health promotional materials for use in EU and associated countries. The CD-Rom is the result of 10 years experience in the field. It includes informational flyers on topics such as HIV/STI prevention, guidelines outlining the methodology for the implementation of the material, TAMPEP activity reports, training manuals for peer education and cultural mediation and more in multiple languages. With this comprehensive education and information material we hope to improve the quality of the services provided to (migrant) sex workers all over Europe.

The materials were widely spread amongst service providers in all of Europe. Most countries used their existing networks as a base for the dissemination campaign of the CD-Rom. However, the guidelines provided by the Coordination Centre stressed that the material should also be distributed beyond the existing network. All TAMPEP organizations therefore started out by making an inventory of all the relevant NGOs and GOs in their country.

After identifying the target organizations, they were introduced to the material in various ways. National seminars were organized to present the CD-Rom and presentations were held at the events of partner organizations as well. Promotional flyers were sent out by electronic and/or regular mail. Through all of these channels combined, a total of 3000 to 4000 organizations was introduced to the TAMPEP resources and given the opportunity to order the CD-Rom.

Each interested association/person/organization received the CD-Rom, accompanied by the booklet explaining how to use the material following the Tampep methodology, an evaluation form and our letter of intent, which most countries had translated into their respective languages. So far, the total amount of dispersed CD-Roms stands at about 1500. Because the CD-Rom encompasses a wide range of resources that require good

implementation guidelines, the National Coordination Centres offer continuing technical and methodological support to all recipients of the material.

Implemented in this way the dissemination campaign served multiple purposes. Not only was the TAMPEP material and methodology spread to an incredible number of service providers throughout Europe, but it was also very useful in both identifying new organizations in the field and strengthening existing ties.

Presentation of the TAMPEP resources kit to media and policy makers was also used as an advocacy and lobby instrument. Contact was made with media and governmental departments at local, regional and national level dealing with issues such as health, social affairs, gender equality, home office affairs, immigration and labour.

### **Evaluation**

The evaluation of the CD-Rom was made using an evaluation form, which was translated in the local languages, and oral feedback. Some countries had difficulties collecting the evaluation forms. In these cases the National Coordinators often chose to supplement their information with informal feedback. They collected evaluations from CD-Rom users at meeting moments and trainings or called the recipients personally to hear about their experience with the implementation of the resources material and our methodology.

The CD-Rom and the resources within it have been very well received. It has become clearer than ever that there is a huge lack of multi-lingual resources for (migrant) sex workers. The TAMPEP materials facilitate more effective communication and help overcome language barriers with migrant sex workers. The outreach work that accompanies the distribution of the educational materials improves trust and relationships with (migrant) sex workers. Therefore the TAMPEP materials are extremely welcome with many organizations.

In addition, the TAMPEP material with the accompanying methodology serve as a source of inspiration for the development of local materials. Some member organizations produce leaflets adapted to the specific needs of their local situation. This is effectuated with the support of the expertise group of the TAMPEP Network. TAMPEP coordinates the collection of these materials and supports the testing procedures with the users.

Various health care services have expressed their great appreciation of the materials. Hospitals, clinics and other services that are in contact with (migrant) sex workers often miss the tools to deal with them effectively. Language barriers complicate communication and they often have too little appropriate information with regard to sex workers health promotion. These services are therefore very happy with this new source of multi-lingual information targeted to sex workers and service providers that TAMPEP has provided.

Many organizations that do not deal primarily with sex workers have still indicated that they make intensive use of the TAMPEP material. For example, those focusing on drug users find the informational leaflets on health promotion very useful. Organizations working with migrants in general (not specifically sex workers) frequently use both the

educational material as well as the methodological information for service providers/outreach workers.

### **Further needs assessment**

As is clear from all evaluations there is great demand for information for sex workers. For many people the TAMPEP material is the first and only source of reliable specialized information. Further needs that have been identified include the production of more flyers on subjects such as: legal issues, hygiene, transgender, harm reduction, drugs & alcohol and PEP (post exposure prophylaxis).

To many of those working with the CD-Rom and other TAMPEP material the fact that the flyers are available in no less than 12 languages is a great feature. Especially when it comes to migrant sex workers there is often a language barrier, which is alleviated by the TAMPEP approach. On top of the 12 languages that are already offered we have gotten requests to also translate the material into: Lithuanian, Slovakian, Serbo-Croat, African languages such as Edo and Bambara, Arabic (Modern Standard and Moroccan/Maghrebi), Greek, Dutch, Turkish, Latvian, Moldavian, Macedonian and Ukranian.

Some have suggested that simpler information flyers be developed, using less text and more illustrations. This type of leaflet should be targeted to illiterates and those who have difficulty reading. With adjusted material this target group can still be reached.

### **TAMPEP benefits**

For the TAMPEP Coordination Centre the assessment of the needed languages has the interesting by-effect of giving an indication of the nationalities of migrant sex workers and the number and nature of the organizations that are in contact with our target group. This is an on-going aspect of the CD-Rom evaluation. Some countries have already provided preliminary results of this type of assessment (see German report for an example).

The Coordination Centre and other (core) member organizations have sent over 700 CD-Roms to organizations outside of Europe, including our 'new neighbours', Russia, Canada, African countries such as Nigeria, India, Central Asia and Brazil. Also international organizations such as the World Health Foundation (WHO) and networks for people living with AIDS have received the CD-Rom. Continuing contact is held with these recipients and methodological support is offered by the TAMPEP organizations whenever needed.

### **Conclusion**

The TAMPEP CD-Rom project has been very successful. The dissemination campaign has helped to find new organizations working in the field, and intensify cooperation with existing contacts. Many more have been introduced to TAMPEP's work and tools. The campaigns were a useful lobby and promotional instrument.

Almost 2200 CD-Roms have been sent out and so the TAMPEP methodology has been spread all over Europe and the rest of the world. The TAMPEP materials filled a great void in the lack of information for (migrant) sex workers and service providers working with SWs. The contents of the CD-Rom and its multi-lingual character eases the work

of very many organizations, ranging from outreach workers to hospitals. Even associations focused on other target groups have warmly welcomed the material.

The evaluation of the CD-Rom and accompanying material by its users was very positive, even though it was sometimes difficult to collect the formal written evaluation forms. Further needs that have been identified are more languages and more topics for the information flyers. Valuable mapping information for the TAMPEP network has emerged from these evaluations too.

As a final evaluation it can be stated that the project was a success, but that much work remains to be done. A second edition of the CD-Rom should contain more information on additional topics and more languages. As a network, TAMPEP is currently discussing how broad it wants the materials to be spread and how broadly it can be diffused while ensuring the proper methodological support needed for effective use of the material.

Summaries of the national evaluations of the CD-Rom and other TAMPEP material can be found in the national reports.

The evaluation form can be found in the annex.

Please refer to the TAMPEP CD-Rom and accompanying material for informational contents and further details.

## **Coordination Centre activities**

**The Coordination Centre's work as a training, information and consultation centre for various projects and organisations dealing with the phenomenon of migrant prostitution in the areas of social, health and human rights protection.**

The following is a list of the activities of the Coordination Centre in the framework of the provision of training, information and consultation services for projects and organisations dealing with the phenomenon of (migrant) prostitution in the areas of social, health and human rights protection effectuated in the period between June 15 2002 and June 15 2004. This list is non-exhaustive and aims to give an indication of the variety of activities and audiences that the Coordination Centre undertakes.

### **Support and guidance for research projects and other delegations**

- June 2002–June 2003: guiding Ms G. Putz from Iowa University in the preparation of her PhD thesis about the migrants from CEE countries in the Netherlands;
- June 20 2002: receiving Ms S. Ilina, researcher from Free Clinic in Antwerp, Belgium; presentation about HIV/STI prevention among migrant SWs and trafficking in women from CEE countries;
- August 23 2002: receiving researchers J. Novatney and P. Nozoa from United Nations ICTY: presentation about HIV/STI prevention among migrant SWs and trafficking in women from CEE countries;

- October 24 2002: receiving a worker/researcher of the Caritas of the Netherlands: presentation about prostitution in Ukraine and about trafficking of women from Ukraine;
- November 1 2002: receiving the representatives of STOP Programme from Berlin: lecture about trafficking in women from CEE countries;
- January 26 2004: receiving V. Suprunov, branch director of Coalition Angel (Russian Federation): presentation about the situation of migrant sex workers from CEE countries;
- February 3 2004: participation meeting organised by STV and ICCO about trafficking in women: providing training about prevention methods according to TAMPEP methodology;
- February 19 2004: receiving Ms Renee McCormick, Ph.D from Psychological Perspectives, research institute in New York, USA, and Jim Dingeman from INN Report, New York: presentation about sex aspects in prostitution;
- February 24 2004: receiving Susanne Hof from STV (Foundation against Trafficking in Women): lecture about the forms of organisation of international networks;
- April 6 2004: receiving Eden Savino, scholar of Alexander von Humboldt German Chancellor, Berlin, Germany: lecture about problems of migrant prostitution and the methods of empowerment of migrant sex workers;
- May 13 2004: receiving Peter Lazovy from Odysseus Foundation in Slovakia, lecture about TAMPEP working methods;
- May 25 2004: preparing the 5-day visit and receiving the delegation from various organisations in Denmark who have been appointed by the Danish government in order to design the new law on trafficking in this country;
- June 14 2004: meeting with Rebecca Surtees, programme manager for the Regional Clearing Point (programme managed by IOM) in Belgrade, Serbia and A.J. Hariharan, of Indian Community Welfare Organisation in Chennai, India: lecture about prostitution, trafficking and the methods of assistance to the victims of trafficking;
- June 21 2004: meeting with Marcel Hazeu, coordinator of Emaus - Children Rights Centre in Belem (Brazil) that makes part of Comite Nacional de Enfrentamento da Violencia Sexual contra criancas e adolescents), lecture about the situations of exploitation in sex work

### **Lectures and other academic support to students and universities**

- June 28 2002 & May 16 2003: lecture to students from the Free University of Amsterdam about the present situation in prostitution and methodology of work with migrant SWs;
- July 2 2002: lecture to students of International Studies of University of Amsterdam about the techniques of work with migrant SWs and peer education;
- September 10 2002: receiving two students from Denmark Tina Noesgaard and Sandra Steckel: lecture about the situation of sex workers from CEE countries and HIV/STI prevention;

- October 29 2002: receiving a group of students of the Social Academy from Vienna, Austria: lecture about the present situation in prostitution in Europe and about working methods regarding HIV/STI prevention for migrant sex workers;
- October 31 2002: receiving two students L. Clark and S. Harrier from Antioch Women Studies in New York: lecture about women's place in the sex industry;
- December 2002: providing information and advice about a research into the recent changes in Dutch prostitution legislation to two Political Science students from the University of Amsterdam;
- March 25 2003: receiving 25 students from Luzern, Switzerland: lecture about the situation of prostitution in Europe and about the methodology of HIV/STI prevention for migrant sex workers;
- April 25 2003: 1-day meeting with Prof. Vanessa E. Murro, University of Reading, Department of Law, UK: presentation about research on migrant prostitution in Europe;
- May 1-5 2003: meeting with Prof. Sandra Wallman, University of London, UK on preparation of research proposal on the economical influence of migrant prostitution in the urban context of 4 cities in Europe;
- December 4 2003: receiving a group of 14 students from High Academy for social work in Duisburg, Germany: lecture on situation of prostitution in Europe and about the comprehensive methods of working with vulnerable groups;
- June 1 2004: lecture to students of medical faculty of Free University of Amsterdam;
- Through the library of the TAMPEP International Foundation specialised in international documentation on prostitution, students and researchers can reach us for information and consultation every day.

### **Offering information and spreading the TAMPEP message to international media**

- September 2002: helping the researcher of a BBC television documentary on international trafficking of women and facilitating the making of the documentary with the help of TAMPEP Turin (Italy);
- January 22 2003: interview for the national TV of Chile about the situation of prostitution in Europe and the TAMPEP methodology;
- February 2003: Cooperation in the preparation and giving interviews for documentary on the prostitution in the Netherlands for ARTE Channel;
- Sending data and interviews for articles on migration and prostitution/trafficking for news papers/weeklies from UK, France, Italy, the Netherlands, Spain;
- Interviews for radio with BBC, UK;
- October 9 2003: giving interview for the Time Magazine about trafficking in women;
- November 20 2003: giving interview for Danish TV about migration and prostitution;
- May 19 2003: giving interview for the filmmaker from Croatia about the situation of the Eastern European women in prostitution in the Netherlands;
- TAMPEP Coordination Centre is co-editor of publication *Research for Sex Work*, an international newsletter designed for researchers, sex workers, public health workers

and others who professionally have to do with HIV/Aids prevention and/or sex work. It is published by the sector Health care and Culture of the Medical Faculty of the Free University of Amsterdam. [www.med.vu.nl/hcc](http://www.med.vu.nl/hcc)

### **Trainings for service providers**

#### From the Netherlands

- January 20, 2003: presentation at the foundation HAP in Utrecht that works with street sex workers about the methodology of TAMPEP and specifically about the cultural mediation in the field of prostitution;
- April 15: presentation at HAP in Utrecht about the work of TAMPEP with Central and Eastern European sex workers.

#### From abroad

- June 16 2002: receiving Ms Theda Kruger from PHOENIX Hanover, Germany, giving a lecture about TAMPEP work with migrant SWs and organisation of the visit to prostitution street in Alkmaar;
- November 7– 11: receiving a group of workers from PHOENIX, Hanover, Germany. 4 days training: lectures about the methodology of TAMPEP, organisation of the visits to HAP, prostitution street in Alkmaar and Amsterdam and the Prostitution Information Centre in Amsterdam;
- November 18-19, Zurich, Switzerland: giving a training to a group of social workers who work with (migrant) sex workers about the methods of accessing the prostitutes who are difficult to reach;
- June 2002: TAMPEP training targeted to NGO staff, medical doctors and police officials involved in the work against trafficking in women in Valona, Albania;
- October 2002: TAMPEP International Foundation, sponsored by World Learning Program-USAid-organised a training dedicated to the personnel of the Croatian anti-trafficking Commission
- September 2002-2003: witness project, sponsored by Phare programme (EU). TAMPEP training program dedicated to the personnel, of the Slovenian NGO involved in this sheltering programme: witness project is a project dedicated to fight the trafficking of women, and works in the field of exploration of the sheltering strategy.
- June 2004, Lviv, Ukraine: providing training for the workers of the Charitable Foundation Salus about the comprehensive techniques of intervention in the field of sex work
- June 2004, Moscow, Russian Federation: providing training for service providers in the field of prostitution in Russia organised by IHRD programme of Open Society Institute in New York.

**TAMPEP information materials (reports, specifically requested information, manuals) have been sent to a wide audience of international and local organizations. Some examples are:**

- SHOC in London, UK;
- Action Against AIDS, Bosnia and Herzegovina;
- Clash, London, UK;



- NECA, Concord, UK;
- Tais Plus, Bishkek, Kyrgistan ;
- UNICEF Mission in Former Yugoslavia;
- WHO Copenhagen, Denmark;
- ILO head office, Geneva;
- IOM, Geneva;
- UNAIDS, Vienna and Geneva.

**Presenting TAMPEP methodology and expertise at (international) gatherings and conferences:**

- September 1 2002, Leiden: lecture at the conference of Global Network for Reproductive Rights describing the working methods of TAMPEP in the field of migrant prostitution;
- September 12 2002, The Hague: lecture at the meeting of the Soroptimist International, division The Hague about the present situation of prostitution in Europe and about HIV/STI prevention for migrant sex workers;
- September 18-20 2002, Brussels: “the European Conference on Preventing and Combating Trafficking in Human Beings – Global Challenge for the 21<sup>st</sup> Century” organised by IOM and European Commission. Paper Presented: “Community Based Experience in Western Europe in Support of Trafficked Women”;
- October 17-18 2002, Bialystok, Poland: participation at the conference organised by UNDP and TADA and giving a lecture about the methodology of TAMPEP;
- November 5 2002, The Hague: International Conference: “Orderly Migration – Visions and challenges for the 21<sup>st</sup> century” organised by IOM Netherlands. Paper presented “Trafficking in persons: reality and response”;
- January 21-22 2003, Geneva: International Meeting “Consultation meeting on Sex Work” organised by UNAIDS. Paper presented: “Migrant sex workers in Europe: HIV/STI prevention, health and rights”;
- February 3 2003, Brussels: Hearing at the European Parliament: “Prostitution: legislation versus’s reality in the member States” organised by The Greens and the European Free Alliance in the European Parliament. Paper presented “Prostitution in Europe and the consequences of the Dutch model on prostitution, particularly from the point of view of migrant sex workers”;
- December 1-2 2003, Maastricht: Taking part in NGO conference on Human Rights in the OSCE Region, parallel to the 11<sup>th</sup> Meeting of the OSCE Ministerial Council;
- December 8-9 2003, Geneva: Being consultant for the WHO Geneva, HIV department for the production of a tool kit for sex work;
- January 19-20, Berlin: Being consultant for WHO/UNAIDS European Regional Technical Consultation on the “Role of Community-Based Organisations in Scaling-up Access to Anti-Retroviral Therapy”;
- February 2004, Dublin: Providing key recommendations and a paper for panel discussion on prevention and among vulnerable groups at the conference: “Breaking the barriers-partnership to fight HIV/AIDS in Europe and Central Asia” which resulted in Dublin Declaration;

- March 22-23 2004, Brussels: Participation in “Open Forum on AIDS Action in Europe” for strengthening the Pan-European NGO Partnership on HIV/AIDS prevention where more than 80 NGOs took part;
- May 17 2004, Brussels: Participation in “Open Health Forum: Health in the enlarged Europe”;
- July 1 2004, Brussels: Participation in “Annual NGO Meeting in the EU Response to the Global AIDS Pandemic” organised by Stop AIDS Alliance;

### **Technical assistance to international agencies**

- UNAIDS-Geneva Consultation on SEX WORK. Preparation for the consultation and presentation on TAMPEP network. Cooperation in the preparation of the Barcelona and Geneva meetings and their agendas;
- WHO- Geneva: Consultation on tool kit for sex work
- UNICEF in Bosna and Hercegovina: consultation on research tools and training programme for local NGOs in the field of interventions in sex work settings
- Policy advice for various UN agencies;
- IOM International Conference on migration in The Hague;
- IOM STOP EUROPEAN Commission Conference in Brussels;
- TAMPEP is a member of the special working group, set up to advise the Commission about implementation of the anti-trafficking policy;
- Cooperation with UNICEF missions in former Yugoslavia. Assisting anti-trafficking project in the field of integration of health promotion activities in social protection programs for trafficked women.

### **Offering information to policy makers of various countries**

- February 6 2003: taking part in the meeting with Ukrainian delegation consisting of the representatives of the Supreme Court, Ministry of Justice, Ministry of Foreign Affairs, Ministry of Interior Affairs, IOM and giving a presentation about the situation of the sex workers coming from CEE and specifically from Ukraine and about the effects the new legislation in the Netherlands has on the position of the undocumented sex workers - agreement with this governmental delegation on the needed exchange of information between Ukraine and the TAMPEP Network.
- June 2004, Lviv, Ukraine: taking part in the meeting with various policy makers and service providers in the city and region of Lviv
- April 2004, Symposium at the Parliament of Rome. This event was organized during the second General Meeting in Rome, Italy. All participating countries presented the current prostitution policy in their country. Some European case studies, evidence and recommendations were presented to Italian parliament members, policy makers and the press.

### **XIVth International Conference on AIDS Barcelona, Spain, 7-12<sup>th</sup> July 2002**

- July 10 16.00-17.30, Bridging Session: presentation by General Coordinator on the TAMPEP Project entitled “Addressing Mobile and Migrant Populations”. July 10: TAMPEP poster presentation

- 8 July 2002, 18.00-20.00: Network of Sex Work Projects and the TAMPEP Network Satellite Meeting. The target audience consisted of: Sex workers, policy makers, researchers, human rights advocates, activists, program, coordinators, project staff, medical and social welfare workers;
- In collaboration with Networks of Sex Work Projects (NSWP) and Empower, TAMPEP set up the Conference Red Light District in the NGO Exhibition Village. TAMPEP books, pamphlets, posters and other information materials were readily available from these booths. The concentration of the sex work projects' booths in one area and the performance around the theme of the Red Light District in the Exhibition Village gave us a very high visibility for visitors, international colleagues and media. TAMPEP distributed 6.000 copies of the TAMPEP book, 30.000 copies of TAMPEP educational materials, 3.000 copies of the TAMPEP 5 final reports, 8000 copies of the TAMPEP Position Papers and 20.000 copies of the Network brochure. During the entire conference the TAMPEP booth was outfitted with 3 TAMPEP representatives providing additional information and explanation;
- Participation in the Sex Work Consultation Meeting organised by UNAIDS on July 11. In this meeting TAMPEP participated as the representative of the sex workers organisation belonging to the network of 25 European countries and preparing the participation of other sex workers' organisations from Latin America, Africa and Asia. In this meeting functionaries from different regions represented UNAIDS, UNDP, WHO, IOM and ILO. It was decided to set up a consultation group on sex work policy within the UN framework, coordinated by UNAIDS;
- After the Conference additional information packages were sent out to more than 300 organisations in the World, in response to their requests.

**XVth International Conference on AIDS  
Bangkok, Thailand, 7-12<sup>th</sup> July 2004**

- Poster presentation and speech

This report was produced by a contractor for Health & Consumer Protection Directorate General and represents the views of the contractor or author. These views have not been adopted or in any way approved by the Commission and do not necessarily represent the view of the Commission or the Directorate General for Health and Consumer Protection. The European Commission does not guarantee the accuracy of the data included in this study, nor does it accept responsibility for any use made thereof.