

MYKOLAS ROMERIS UNIVERSITY

FACULTY OF SOCIAL POLICY

DEPARTMENT OF SOCIAL POLICY

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**VICTIMS OF HUMAN TRAFFICKING (RE-)
INTEGRATION INTO THE LABOUR MARKET IN THE
CONTEXT OF THE EUROPEAN UNION MEMBER
STATES**

Master's programme in Comparative social policy and welfare

Supervisor

prof. dr. V. Kanopienė

VILNIUS, 2010

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INTRODUCTION

Human trafficking is one of the most urgent social, economic and political issues of nowadays. However, this phenomenon has existed since ancient times – the facts of human trafficking bound with forced labour and slavery is known for 400 years or even more.

Mostly used definition of trafficking in human beings is presented in United Nations (UN) **Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children** (2000). According to it, trafficking in persons means “the recruitment, transportation, transfer, harbouring or receipt of, by means of the threat or use of force or other forms of coercion (...) to achieve the consent of a

person having control over another person, for the purpose of exploitation (...) of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal organs” (Article 3, 2000).

Thus definition of human trafficking is related not only with the forced prostitution and sexual exploitation as it is often assumed. However women are victims of trafficking in human beings much more often than men who are mostly exploited in a black labour market as unskilled workers. Although the phenomenon of the male trafficking is increasing, this study is more concerned to issue of trafficking in women and children in order to precise a broad field of the phenomenon. Cases of three European Union (further EU) Member States – Austria, Finland and Lithuania, their ways to combat trafficking in human beings and aspects of assistance for victims will be analysed in the research.

Although trafficking in human beings is not a new topic of our society and the roots of the problem reach ancient times, it still remains a latent phenomenon. Nevertheless this issue becomes very important topic of the discussions among representatives of non-governmental organisations (NGOs) and authority institutions on the local and international level. The number of victims is not decreasing and situation is especially urgent nowadays when migration is increasing because of economic crisis in Europe and worldwide.

According to the latest data, 12.3 million people are trafficked worldwide within or outside their home countries (United States (US) Department of State, 2008a). Annually about 3000 women are trafficked forced or by their wish from the Baltic states (Lithuania, Latvia and Estonia), most of them, about 1000 – 1200, are from Lithuania (Bazylevas, 2007). Lithuania is called not only a source, but also a transit and destination country. Women from Belarus, Russia and Ukraine are sold for purposes of sexual exploitation in Lithuania. Meanwhile „Austria is a transit and destination country for women trafficked from Romania, Bulgaria, Hungary, Moldova, Belarus, Ukraine, Slovakia, and Nigeria for the purposes of commercial sexual exploitation and forced labour” (US Department of State, 2008b). However assistance was provided for only a small part of all victims of trafficking. Finland is also called a transit and destination country for human trafficking. Citizens of Russia, China, Ukraine, Belarus, Moldova, Caucasus, Thailand, Lithuania, Latvia and Estonia are trafficked to this country and usually passed through it to Sweden and Western Europe countries. According to working group, which drafted first National Plan of Action against Trafficking in Finland, “the number of victims might reach hundreds each year” (Ministry of the Interior (Finland), 2009).

Integration and assistance for victims of trafficking are one of the main principles of the EU policy in the counter-trafficking field. Despite national and international efforts to assist victims in integration into the labour market, it remains quite hard achievable goal. As it is presented in the study, there are numerous factors, such as individual, social or institutional that mostly vulnerable groups face to and for this reasons are not able to enter the labour market. It can even cause such consequences as being (re-)trafficked. According to previous researches, victims who face to negative attitudes and pressure are often involved in the nets of prostitution again (Ruškus et al., 2005).

Issue of human trafficking, especially cases of women and children trafficking, is not a new area of the social researches in Austria, Finland and Lithuania. Šiauliai University Social research centre carry out a research about victims' of women trafficking rehabilitation and reintegration (Ruškus et al., 2005). Issue of women trafficking was studied by International Organization for Migration (IOM) Vilnius office in 2004 (Sipavičienė, 2004) too. Meanwhile situation of human trafficking in Austria is presented in an educational toolkit for teachers and students "Human Rights and Trafficking in Women and Young People" (Nachbaur et al., 2007). As well as it is included to comparative articles such as "Trafficking and human smuggling: a European perspective" by Salt (2000) and "Trafficking in women and children in Europe" by HEUNI (2008) Lehti (2003). Cases of Lithuania and Finland are included in the latter article as well. The same as speaking about Austrian case, researches about trafficking in Finland are mostly included to international and comparative researches. Valuable research about trafficking in Finland was done by Swedish National Council for Crime Prevention in partnership with European Institute for Crime Prevention and Control (HEUNI) (A study of criminal involvement in sexual exploitation in Sweden, Finland and Estonia, 2008).

Victims of human trafficking (re-)integration into the labour market is a new field in Austria, Finland and Lithuania and has not been studied yet. There is no data about the scientific researches of this issue in these EU Member States. However a research of employers' attitudes towards victims of human trafficking was done in Lithuania by initiative of non-governmental organization Missing persons' families support centre (Missing persons' family support centre, 2005). But this research provides more statistical and not descriptive analysis of the object of the research.

A topic of victims' (re-)integration into the labour market process was chosen taking into account the importance of the issue and shortage of the studies in this field. Participation in the labour market ensures independent and full-fledged life for the victims and could be kept as a prerequisite to successful integration into society in general. Thus it is important to analyse and compare how this issue is being

solved in the EU and its Member States both on the legislation and practice levels. In order to understand the phenomenon better and to find more effective solutions for the future, it is essential to present not only opinion of the experts, who work in this field, but also view of the problem should be illustrated from the victims of the phenomenon side.

Research questions:

- 1) How is the issue of victims of human trafficking (re-)integration into the labour market solved in the EU Member States?
- 2) How do victims of human trafficking (re-)integration depend on the welfare state model?
- 3) What measures should be taken in order to solve victims of human trafficking (re-)integration into the labour market problems more successfully?

Hypothesis:

- 1) Victims of human trafficking (re-)integration into the labour market is appreciable in national and international legislations, but less attention is paid to a problem solving in practice.
- 2) The solutions of the issue of victims of human trafficking (re-)integration into the labour market depend on the State's welfare state model and citizenship of the victim.
- 3) Human trafficking must be better publicized and collaboration among governmental institutions, NGO's and private institutions must be closer in order to solve issue more successfully.

Object: victims of human trafficking (re-)integration into the labour market

Aim - to study the phenomenon of human trafficking focusing on the social policy measures in victims of human trafficking (re-)integration into the labour market process in Austria, Finland and Lithuania

Goals:

- 1) To study the scope and development of human trafficking in the EU
- 2) To reveal what impact welfare state models and citizenship have in victims of human trafficking (re-)integration into the labour market process

3) To observe what political measures are taken solving issue of human trafficking and victims' (re-)integration into the labour market process in Austria, Finland and Lithuania

4) To carry out a comparative analysis of victims of human trafficking (re-)integration into the labour market process in Austria, Finland and Lithuania

Research methods:

- Scientific literature review of the research object
- Analysis of secondary data and statistics
- A qualitative research method
- Interviews with experts in Austria, Finland and Lithuania
- Semi-structured interviews with victims of women trafficking in Lithuania

In the first part of the study issue of human trafficking in the EU and worldwide will be presented. First of all a history of human trafficking, main forms of the phenomenon, reasons and consequences are presented, later counter-trafficking policies on local and international level are observed.

Second part is devoted to reveal what impact welfare state models and citizenship have in victims of human trafficking (re-)integration into the labour market process. Definition of a welfare state and its regimes are explained there, as well as a question of social citizenship as a prerequisite for assistance for victims of human trafficking is raised.

Issue of victims of human trafficking (re-)integration into the labour market in Austria, Finland and Lithuania is presented in the third part of the study. Firstly theoretical and practical problems victims face to are examined, then cases of each country are presented in details.

The last part of the study is devoted to present a methodology of the research "Victims of human trafficking (re-)integration into the labour market in the context of EU Member states" and to analyse data of the experts who work in this issue in Austria, Finland and Lithuania and victims of trafficking experience.

The study is finalised with conclusions of the research data and recommendations how issue could be solved more effectively, as well as suggestions for the upcoming studies.

Definitions:

Human trafficking – “the recruitment, transportation, transfer, harbouring or receipt of, by means of the threat or use of force or other forms of coercion (...) to achieve the consent of a person having control over another person, for the purpose of exploitation (...) of the prostitution of others or other forms of sexual exploitation, forced labour or services” (United Nations The Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, article 3, 2000). In the cases when victim of human trafficking is women, it is mostly called as “**women trafficking**” (Sipavičienė, 2004).

Integration – “persons` joint to social group, society by common values, norms, beliefs, etc.” (Socialinės apsaugos terminų žodynas, 1999, p. 32).

Labour market – according to dual labour market theory “labour markets can be divided into a primary sector, consisting of relatively well paid internal labour market jobs; and a secondary sector, comprised of more insecure low wage employment, which does more closely resemble the competitive model” (A dictionary of sociology, 2005)

Regime – “a particular constellation of social, political and economic arrangements which tend to nurture a particular welfare system, which in turn supports a particular pattern of stratification, and thus feeds back into its own stability” (Welfare regimes – conceptualisation, typology and supplemented approach, 2009).



ISSUE OF HUMAN TRAFFICKING IN THE EUROPEAN UNION AND WORLDWIDE

1.1. Human trafficking: from the past to nowadays

Trafficking in human beings is called one of the most urgent social, political and economic problems of nowadays society. Frequently it is presented as a modern days slavery that millions peoples suffer worldwide. A brief history of a phenomenon, current situation, possible reasons that have impact for the issue to stay exist, as well as consequences for the victims of this vulnerable crime will be presented in this part of the study.

According to some sources, first facts about the phenomenon of human trafficking are related to the events happened over 400 years ago. On this time over Atlantic hundreds African people were exported to different places of the world as bonded labour. Meanwhile other studies human trafficking and forced labour history count from 1700, when lots of children were exploited and forced to work with a minimum pay or even payless in factories or coal mines (History of human trafficking and slavery, 2007).

As it will be discussed in the next chapters of the study, first attempts to combat issue of human trafficking were done by the British Parliament in the XIXth century. This was a reason of political and economic influence loss by slaveholders. According to historical sources, despite the fact that more and more people began view slavery as morally wrong, slavery did not diminish into the second half of this century as well.

During the same time a new form of human trafficking better known as a 'white slavery' came into arena. As the term 'white slavery' refers "white" women taken to Muslim harems" (The History of human trafficking, 2006), this kind of human trafficking is very close to the women trafficking cases that mostly happen nowadays.

Coming closer to our times, issue of human trafficking is mostly related to trafficking in human beings for two purposes – sexual and/or labour exploitation. With the reference to United States (US) Department of the State Trafficking in Persons Report 2009 such kind of human trafficking form must be mentioned:

1 . 1 . 1 . Trafficking for the purpose of the labour exploitation

Forced labour. According to International Labour Organization (ILO), the majority cases of human trafficking are related to forced labour. It might be resulted because of the gaps of law enforcement that dishonest employers take as an advantage and exploit vulnerable workers. This kind of human trafficking is hardly identified and estimated as trafficking for purposes of the sexual exploitation. As it is explained in Trafficking in Persons Report (US Department of the State, 2009b), “it may involves individuals who subject workers to involuntary servitude, perhaps through forced or coerced household or factory“.

Bonded labour/ debt bondage among migrant labourers. It is one more form of force and coercion using band or debt in order to keep a person under suppression. This case of forced labour is mostly spread in villages, however currently it also increases in urban areas because of development and urbanization.

Involuntary Domestic Servitude. As Trafficking in Persons Report 2009 identifies, it is unique form of forced labour, which mostly involves women. Victims of this form of trafficking usually face to a problem to access assistance because of lack of awareness and fear of their employers. Difficulties to reach NGOs or authorities institutions increase also because most of the victims are confined to a home „either through physical restraint or through the confiscation of identity and travel documents“ (US Department of the State, 2009b)

Forced Child Labour. This form of trafficking is a growing issue. As the Report (US Department of the State, 2009b) states, there is not so important the place, where child is exploited, „any child who is subject to involuntary servitude, debt, bondage, peonage, or slavery through the use of force, fraud or coercion, is a victim of human trafficking“. Cases of forced child labour are explained as situation when a child is in custody of not his family members and are forced to work for the person who financially benefits from him or her.

Child Soldiers. Although this form of trafficking in human beings is mostly spread in African and Asian countries, efforts to combat this form of trafficking must be taken worldwide. Coalition to Stop the Use of Child Soldiers says there are thousand children exploited in conflict areas. According to UN, 57 armed groups and forces were using children in 2007 (US Department of the State, 2009b). It is a distinctive and cruel manifestation of trafficking in human beings that involves the unlawful recruitment of children who mostly through force are exploited in the sex industry or in the field of the forced labour in conflict areas.

1.1.2.Trafficking for the purpose of the sexual exploitation

As soon as issue of human trafficking is presented, it is mostly associated with cases of trafficking for the purpose of sexual exploitation, when victims are forced or deceived into prostitution. „Sex trafficking can also occur alongside debt bondage as women and girls are forced to continue in prostitution through the use of unlawful debt purportedly incurred through their transportation or recruitment – or their crude “sale“ – which exploiters insist they must pay off before they can be free“ (US Department of the State, 2009b). There are numerous forms of trafficking for the purpose of the sexual exploitation and Trafficking in Persons Report 2009 mentions such cases:

- Sex trafficking
- Child Sex Trafficking
- Commercial Sexual Exploitation of Children
- Child Sex Tourism (CST)

Into the list above is not included one more form of human trafficking – removal of organs and body parts. It is very latent and still very little touched field. However it does not mean that such phenomenon does not exist. As it is explained in other part of study, this form of trafficking in human beings are very profitable and that might be a reason of its urgency.

According to the United Nations (UN) **Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children** (2000), human trafficking refers to three elements:

- Activity (the recruitment, transportation, transfer, harbouring or receiving of persons)
- Means (the threat or use of force or other forms of coercion, abduction, fraud, deception, abuse of power or a position of vulnerability, or the giving or the receiving of payment or benefits to achieve the consent of a person giving control over another person)
- Purpose (exploitation of the prostitution or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal organs).

(International Organization for Migration (IOM), 2007)

How the notion of trafficking is explained in the countries of the study will be seen from the next parts of the study. However, it is important to mention that issue to define a term of ‘victim’ is an object of dispute in many countries. As it will be mentioned in the next parts of the study, it is especially hard to distinguish the line between trafficking in women for the sexual exploitation and ‘prostitution’.

Despite the fact of disagreements of the notion of trafficking in human beings, trafficking in human beings is kept as a crude violation of human rights without any controversies. According to the latest statistics, 12,3 million people are trafficked worldwide within or outside their home countries (US

Department of the State, 2008a). However, the actual scale of trafficking has never been accurately assessed for variety reasons, such as differences in definition, among agencies involved, a lack of monitoring of the areas in which exploitation occurs and the concealment strategies of traffickers” (IOM, 2007).

According to the latest IOM Vilnius office press release (Tarptautinė Migracijos Organizacija (TMO), 2009) only about 10% of all victims of human trafficking seek assistance. Despite the fact that this is a small part of all persons who have had human trafficking experience, Lithuania still remains a leading country of the Baltic States. As it will be presented in the next chapters of the study, annually about 1000 - 1200 women are trafficked from Lithuania (Bazylevas, 2007). Talking about the Austrian data, in 2008 there were 203 victims of human trafficking (US Department of the State, 2009a). Meanwhile according to the latest data of Finland until the end of 2008 assistance was received by 30 persons who were recognized as victims of this vulnerable crime (Ministry of the Interior (Finland), 2009).

There are many explanations of the possible reasons which might cause issue of human trafficking. However, most of them are related to economic and political situation in the countries of origin and destination as well. To sum up all the references, such kind of reasons could be mentioned:

- **Economic situation.** According to International Labour Organization (ILO), „a major root cause of human trafficking is the lack of decent work, especially in the source countries of trafficked victims“ (2008, p. 21). Mostly teenage girls among 14 – 18 years old and young women are trafficked to work as prostitutes; meanwhile men are mainly exploited as unskilled workers in a black labour market. Currently cases of trafficking related to economic reasons is an increasing issue because of „economic crisis has had a great effect on countries of origin (...) as people get poorer and want to emigrate at all cost“ (Strancky, 2009). According to Global Employment Trends prepared by ILO in 2009, international organizations warn of the trafficking consequences on the ongoing financial crisis. Economic crisis cause unemployment and if such situation continues, more than 200 million workers could be pushed into extreme poverty“ (ILO, 2009). This situation could explain increasing numbers of victims of trafficking in human beings.

Human trafficking also remains an attractive way to earn huge amounts of money for organized crime groups as it is called one of the most profitable businesses after the trade of weapons and drugs. While one sources mention that “profit to be made in trafficking humans is around 5 billion to 7 billion dollars a year“ (Medina, 2007), other tell that only from forced economic exploitation profit reaches 3, 8

billion dollars, meanwhile profit amount from the trafficking for the sexual exploitation is even higher and reaches 33,9 billion dollars (Belser, 2005). Although there is no data about profit from human trafficking in Austria and Finland, according to the experts of the Republic of Lithuania Ministry of Interior, illegal incomes from the business of prostitution in Lithuania seek more than 50 millions Litas and generally from human trafficking activities close to 200 – 300 millions Litas (LR Vidaus Reikalų Ministerija (LR VRM), 2002)

- **Globalization.** As Jones et al. (2007) perceive, human trafficking “represents perhaps the worst form of labour exploitation and be regarded as one of the dark sides of globalization”. These scholars made a comparative analysis of negative side of globalization and came to the conclusions that human trafficking is deleterious part of labour movement of people in a global context.

One more fact related to globalization is international developments. They bring different countries closer and this reduces barriers for traffickers and makes their business easier and more profitable as well.

- **Political situation.** Among the reasons of human trafficking political situation could be mentioned as well. As one of the fact related to this point in some sources the EU enlargement is pointed out. According to Eurojust (2005), “the experts group concluded that most of the newly acceded Member States have been are affected by trafficking in human beings, some to considerable extent as countries of origin”. On 2003, a year before the EU enlargement Interpol experts warned about possible increase of human trafficking cases. However as the data after this political action shows, a sharp increase was noticed not of the citizens with the background of New Member States. It is interesting to mention that for example in the Netherlands “between 2002 and 2005, the percentage of victims recruited in one of the 10 accession states dropped from 20 to 6 percents” (Eurojust, 2005). However it was noticed that victims of trafficking from Bulgaria and Romania sharply increased during this time. This was especially noticed in Austria, where a number of traffickers increased 40%.

- **Problems of the family.** Talking about the reasons of human trafficking, family problems must be included. Poverty, sexual and physical violence, neglect of the parents who have dependencies on the alcohol or drugs is the background of the causes of the issue of children trafficking. Trafficking of children is especially urgent issue in Austria in Lithuania.

According to the latest data, the age of human trafficking victims is going down in Lithuania. Approximately 21% of Lithuanian trafficking victims are underage girls; mostly they are from social risk families. Girls live in very poor conditions; the majority of them lack high school education. Around 50 % of all victims have only basic or even lower education. It is also important to mention that in the beginning

of 1990s there was large number of children (about 6-8 thousand) who did not attend schools. It is possible that they do not have any vocational education and profession. This increases a risk for them to become victims of human trafficking.

Meanwhile in Austria, there is a huge problem of Romanian and Bulgarian children who are trafficked to the country and are forced to beg in the streets. In Finland cases of child trafficking are not mentioned.

- **Patriarchal traditions.** When the reasons of women trafficking have to be picked out patriarchal traditions are mentioned as well. According to Sipavičienė (2004), still many men think that women are lower creature than men are and this is a reason why they have a right to manipulate and control those. This confirms attitudes of radical feminism supporters who say that males should be responsible because of the oppression of women (Giddens, 2005).

- **Mass media impact.** Mass media impact has also impact for increasing phenomenon of trafficking in nowadays society. According to IOM experts (Sipavičienė, 2004), impact of mass media is controversial. Stories of the sold women and other cases related to human trafficking, as well as presented hurtful consequences of the issue force people seriously to think before making decision to accept job proposals in the home country or abroad, especially in cases when huge amounts of money are promised. On the other hand, when it is talking about trafficking for the sexual exploitation, an image of prostitute usually is shown in brighter colours comparing to the reality – beautiful, nice clothes, lot of money. As an example is a movie “Beautiful woman” recalled, where a successful story of the prostitute is shown. Such kind of information especially attracts young girls from social risk families or foster homes who can not afford a lot of things and search love in any ways not thinking about the consequences.

- **Inadequate punishments to the crime.** Although human trafficking is called a fundamental violation of human rights, the penalties for such crude crime are not adequate for the consequences they arise. In the 3rd Article of the Proposal for a Council Framework decision on preventing and combating trafficking in human beings by Commission of the European Communities (2009) is said that each Member State shall take necessary measures to ensure that actions related to human trafficking would be punishable by maximum term of imprisonment from at least 6 and by the other circumstances at least 10 years. However as it will be discussed in the next parts of the study, there are many cases when human traffickers avoid imprisonment and have to pay only fine.

It was already mentioned that human trafficking is a violation of human rights and consequences for the victims are enormous that they feel all their entire life. “Trafficked persons are among most vulnerable

migrant workers. They are generally poorer, have lower socio-economic status, are less informed about their rights and existing legal opportunities for employment abroad and often suffer gender, ethnic and racial discrimination” (ILO, 2008, p. 17).

However, the most severe consequences are psychological and physical victims’ condition. “In case victims of torture, individuals who have been trafficked are likely to sustain multiple physical or psychological injuries and illness and report a complex set of symptoms” (IOM, 2009, p.17). According to IOM, victims’ health problems are influenced “repetitive physical, sexual and psychological violence, chronic deprivation (...) lack diagnosis and care” (2009, p.17).

Furthermore, according to the Action against trafficking in human beings for the purpose of sexual exploitation, victims have often taken out loans in order to advance large sums of money for the “administrative formalities, which their “employers” were to complete for the” (Council of Europe, 2004, paragraph 29).

Moreover, “trafficking most often involves the movement of people from their own communities to situations in which they are isolated and dependent on those who are exploiting them”, meanwhile for others “who do not return to their place of residence or country of origin may face ostracism for engaging in what is seen as a shameful behaviour, this is especially true with sex trafficking” (Jones et al., 2007).

As well as, “trafficked persons are denied opportunities to further their acquisition of human capital in the form of education and occupational skills” (Jones et al., 2007). These facts increase difficulties (re-)integrating into gainful employment that might cause a vulnerability to being re-trafficked in a future. Case of re-trafficking increases also because of the employees attitudes towards victims of trafficking.

As it was mentioned in the beginning of this part, issue of human trafficking is not a new concern of the society. However scholars notice (Jones et al., 2007) that “although human trafficking is not a new problem, the dynamics of globalization are fuelling its growth. Preventing the occurrence of human trafficking and remedying its much harm requires global and regional coalition of countries and non governmental organizations”. What kind of measures are taken by the EU and the comparative countries will be discussed in the next chapter, where main national and international counter-trafficking policy actions will be presented.

1.2. Counter-trafficking policies

1.2.1. National and international legislations

As it was mentioned in the previous part of the study, human trafficking dates back to the ancient times. However forces and efforts to combat human trafficking, forced labour and slavery were held by national governments and international agencies not so much time ago. The first attempts to prevent human trafficking could be mentioned on the early XIXth century, when British Parliament banded slave and in 1833 slavery was abolished from the British colonies. Despite the fact human trafficking had brought a high profit, which „made many people rich and economies of certain colonies and nations were built by these slaves. Thereafter for decades, Britain forced countries to adopt anti-slavery policies and were successful by and large” (History of human trafficking and slavery, 2007).

Despite the first efforts to combat human trafficking, second half of the XIXth it still remained a great concern. The first policies of the XX century is related to the **Agreement for the suppression of the white slave trade** signed in Paris, 1904. However further relevant actions were non-binding nature and that might have an impact of trafficking cases increase. According to historical sources, “while international trade in women for sexual exploitation diminished, trafficking became more local and regional” (The history of human trafficking, 2006). Both relevant documents – **Universal Declaration of Human Rights** (1948) and **UN Convention on suppression of trafficking and exploitation of prostitution** (1949) – had not been obeyed. However, the first mentioned document, which declares that “no one shall be held in slavery or servitude” (Art.4, 1948), has provided the moral basis for other human rights conventions that have been legally enforceable.

However, the most important steps of the counter-trafficking on the legislative level were done at the end of the XX and at the beginning of the XXIst centuries. The latter period is called as “an era of change in EU policy concerning trafficking” (IOM, 2008) because a lot of legislative gaps were closed.

First of all the notion of human trafficking was officially presented in **United Nations Convention against Transnational Organized Crime** as well as know as **Palermo protocol** in 2000 and entered into force on September 2003. As it was already mentioned, it provides the widest spread notion of trafficking in human beings that was also presented in previous part of the article. Other Member States follow this legislation by adopting their national laws and defining the notion of trafficking in human beings on the national legislative level. However, it is noticed “even where Member States share a common definition of human trafficking, application of the law may differ (IOM, 2009, p.33).

In the legislation of the EU definition of human trafficking is stated in the **Framework Decision on Combating Trafficking in Human Beings** (2002) and in the **Council of Europe Convention on Action against Trafficking in Human Beings** and its explanatory report (2005). Both documents define human

trafficking almost identically as UN Convention (2000) does. However in the Framework decision removal of human organs is not included, meanwhile the second mentioned document includes additional values. First of all it “affirms that trafficking in human beings constitutes a violation of human rights in relation to human dignity and integrity”, secondly includes forms of trafficking “with a view to protecting victims and enhancing international cooperation” and lastly, “takes the novel step of introducing a monitoring mechanism” (IOM, 2009, p.35).

Definition of human trafficking in Austria is defined in the **Austrian Criminal Code**¹ (). According to article 104a human trafficking encompasses the recruitment, harbouring, reception transportation, offering and transferring of another person by unlawful means (fraud, abuse of power, authority or of a position, of vulnerability of a person, intimidation, giving or receiving of payments or benefits) for the purpose of sexual exploitation, the removal of organs or forced labour or services (IOM Vienna, 2008).

The notion of human trafficking in Finland is described in the **Penal Code** (2004). As **Finnish National plan of action against trafficking in human beings** confirms “provisions on trafficking in human beings are based on the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (...) as well as on the Council Framework Decision 2002/629/JHA” (Ministry for Foreign Affairs of Finland, 2006, p.30).

Definition of human trafficking in Lithuanian legislations is described in **Criminal Code of the Republic of Lithuania**² (2000). According to this document trafficking in human beings is related to such actions as purchasing, gaining or disposing another person in order to gain economic or personal profit.

However, the notion of ‘victim’ is not précised in any legislation and is still kept as a hot dispute object. The term ‘victim’ has generated much debate in the context of violence against women; “many argue that it implies powerlessness, rather than the resilience of the victim and therefore prefer to use the term ‘survivor’ “(IOM, 2007, p. x). It is especially hard to distinguish the line between ‘trafficking for the sexual exploitation’ and ‘prostitution’. “Research on migrant women involved in sex work has tended to conflate ‘trafficking’ with ‘prostitution’, blurring the distinction between those who engage in sex work willingly and those who are commercially exploited sexually and subjected to forced sex work. This is compounded by a confusion regarding the distinction between trafficking, smuggling and migration and the lack of consensus on how to define trafficking” (Sainsbury et al., 2008, p. 66).

Looking back to the past there were various official documents holding at European and international level include notion of human trafficking, supply ways to combat with issue seeking welfare,

¹ Strafgesetzbuch, StGB

² Lietuvos Baudžiamasis Kodeksas, Valstybės žinios, 2000-10-25, Nr. 89-2741

rehabilitation and equal opportunities to (re-)integrate into society for victims of trafficking. Trafficking is also covered by official national and international documents related to human rights as a whole. Besides, previously mentioned **Agreement for the suppression of the white slave trade** (1904), **Universal Declaration of human rights** (1948) and **UN Convention on suppression of trafficking and exploitation of prostitution** (1949) in the XX century more relevant documents were adopted. It is important to point out some of them that were ratified by the large number of the countries worldwide:

- The ILO's Forced Labour Convention 1930 (No 29)
- The Abolition of Forced Labour Convention 1957 (No 105)
- The Worst Forms of Child Labour Convention 1999 (No 182).

There are also some legislation that contributes greatly to the process of strengthening national legal frameworks to combat trafficking and its forced labour outcomes:

- Migration for Employment Convention (revised) 1949 (No 97)
- The Migrant Workers (Supplementary provision) Convention 1975 (No 143)
- Private Employment Agencies Convention 1997 (No 181).

(ILO, 2005)

Looking at the perspective on the EU, first and foremost the EU declares its counter trafficking actions on the way of implementation policies by leading the **Charter of Fundamental Rights** (2000). Trafficking in human beings is called as a crude violation of human rights and according to the 5th article of this document "trafficking in human beings is prohibited". Charter of Fundamental Rights is unique as the first document which includes all values and fundamental rights (civil, political, economic and social) and seeks that every citizen of the EU would be entitled and their rights would be more visible. "The text of the Charter does not establish new rights, but assembles existing rights that were previously scattered over a range of international sources" (Charter of Fundamental Rights of the European Union, 2004). According to international laws and commitments, any state ignoring or not taking effective measures to curb trafficking commits a human right violation.

The EU Measures to combat human trafficking will be presented in the next part of the study. Before it, it is essential to take a look at the main legislations related to this issue. Among the most relevant EU legislations must be revealed:

- **Council Directive 2004/81/EC** on the residence permit issued to third-country nationals who are victims of trafficking in human beings or who have been the subject of an action to facilitate illegal immigration, who cooperate with the competent authorities;

- **Brussels Declaration** Preventing and Combating Trafficking in Human beings, 2003;
- **Council Framework Decision of 19 July 2002 on combating trafficking in human beings;**
- **Council Decision of 8 December 2000** on the signing, on behalf of European Community, of the United Nations Convention against Transnational organized crime and its Protocol on combating trafficking in persons, especially women and children, and the smuggling of migrants by land, air and sea;
- **Tampere European Council Presidency Conclusions** (1999). A special meeting of European Council held in Tampere, Finland was dedicated for elaborated the political guidelines in the field of migration.

Among the latest EU actions must be mentioned a **Proposal for a Council Framework Decision by Commission of the European Communities** (2009) on preventing and combating trafficking in human beings and protecting victims. As it was already mentioned, this proposal states that each Member State shall take necessary measures to ensure that actions related to human trafficking will be punished in a proper way.

Not less important document is adopted by the Council of Europe and called **Recommendations for actions against trafficking in human beings for the purpose of sexual exploitation** (2004). Paragraphs 36 and 37 explain that some victims of trafficking prefer to return to their country of origin and others are forced to do so. In both cases victims need various kind of support. Among social assistance and medical care, occupational reintegration is mentioned. It should be provided by “reception facilities and, above all by non-governmental organizations, which play a key role in this area“ (paragraphs 36, 37, 2004).

Comparative countries – Austria, Finland and Lithuania – are also ratified various international legislations related to issue of human trafficking and a field of victims’ (re-)integration into the labour market. They will be mentioned in the third part of the article, where brief descriptions of the cases of human trafficking in each country will be presented.

As it was mentioned in the beginning, the EU takes a lot of efforts to combat human trafficking and its policies include various kinds of measures implemented in practice that will be presented in the next chapter of the study.

1.2.2. Counter-trafficking programmes in the EU

In the previous part of the study national and international legislations related to counter trafficking issue were presented. EU is active not only on a legislative level, but also it takes various measures to combat the phenomenon and assist victims of this vulnerable crime.

Looking back to the history, efforts to reduce trafficking in human beings were renewed in the early 1990s, when “countries started taking human trafficking seriously and efforts were made to control sex tourism in Southeast Asia and prevent the trafficking in women and girls from poor countries to North America and Western Europe” (History of human trafficking and slavery, 2007). This period of the history is related to the fall of the Iron Curtain, when girls, women and children from Eastern Europe were trafficked into Western Europe. As soon as the phenomenon began increasing, countries renewed their efforts to stop the slave trade. In the 1990s government and civil society organizations debated over new international agreement against trafficking in human beings.

First actions done by the EU on the field to prevent and combat trafficking in human beings are related with the First Communications in 1996. They were focused on cooperation with non-member countries of origin. After these communications “awareness of problem become more widespread and a number of measures have been taken at European level” (The history of human trafficking, 2006).

Later the Joint Action 1997 has tightened up criminal provisions in Member States and judicial cooperation was improved. In 1998 a Commission Communication proposal to Council of European Parliament was called in order to implement further actions in the fight against trafficking in women. One year after human trafficking was set out as a priority of the EU in already mentioned Tampere European Council Presidency Conclusions.

On the first years of the XXI by the adoption of **Brussels declaration** (2002) first new steps forward in Europe’s action to combat trafficking in human beings were done. According to IOM the declaration presents “a comprehensive, holistic approach and provides concrete measures in the field of prevention, victim protection and police and judicial cooperation (IOM, 2008, p.39).

By the initiative of Expert Group on Trafficking in Human Beings human rights approach (*Annex 1*) in its fight against human trafficking was adopted in 2004. In an official document **Fighting trafficking in human beings - an integrated approach and proposals for an action plan** (2005) is said “EU institutions and Member States shall actively pursue policies reinforcing the prohibition of human trafficking including the protection of real and potential victims at EU as well as at regional and international level”. The key elements on best practices, standards and procedures of this document have been structured EU Action plan which was held in 2005, It was adopted by the Council in unity with the Hague programme on Strengthening Freedom, Security and Justice in the EU.

The year of 2007 was called a year of the priority of victims identification and assistance. This year Anti-trafficking day was established and is commemorated annually on the 18th of October. According to

European Commission, “the day is opportunity for awareness raising exercises on the need for better policy aimed at preventing and combating trafficking in human beings” (EU Actions against trafficking in human beings, 2008).

Talking about the latest actions of the EU, **Proposal for a Council Framework Decision on preventing and combating trafficking in human beings and protecting victims** (repelling Framework Decision 2002/629/JHA) adopted in 2009 must be mentioned. As well as on the same year, on the time of Sweden Presidency of the EU a relevant document called **Stockholm programme** was approved. It declares an open and secure Europe serving and protecting citizens and also sets out new directions of the EU combating trafficking in human beings. According to an announce, new goals such as “building up and strengthening partnerships with third countries, improving coordination and cooperation within the Union and with the mechanisms of the EU external dimension as an integral part of such a policy” are raised for EU and its Member States policies. As it is written in a Stockholm Programme, in order to fulfil these objectives “the Action Oriented Paper on trafficking in human beings, adopted by the Council on 30 November 2009 should be used to its fullest extent” (Council of the European Union, 2009).

The EU supports an idea of the reintegration importance and through thematic instruments funds projects, which aim is to fight against human trafficking and reason that causes people vulnerability. European Commission has set up several programmes to build upon the actions taken by the different players. The most relevant programmes funded by European Commission are:

- **Annual work programme 2010**. Within the Specific Programme for Prevention of and Fight against Crime new calls for proposals (targeted calls and calls restricted to framework partners) under the 2010 Annual Work Programme are expected to be published in January-February 2010 with the indicative deadline end of March-beginning of April 2010 (Prevention of and Fight against Crime, 2009)

- **DAHPNE 1997 - 2013**. Measures to fight against violence towards children, young persons and women (Daphne II, 2007)

- **EQUAL 2001 – 2008**. Its mission is to promote a better model for working life by fighting discrimination and exclusion on the basis of gender, racial or ethnic origin, religion or belief, disability, age or sexual orientation (funded through the European Social Fund (ESF)) (What is Equal, 2008)

- **AGIS 2003-2006**. Council Decision establishing a framework programme on police and judicial cooperation in criminal matters (AGIS, 2006)

- **STOP II 2001-2002**. A programme of incentives, training and exchanges for persons responsible in the fight against trafficking in human beings and sexual exploitation of children (STOP II, 2003)

It is noticed that in order to combat slavery of the modern days, collaboration among national and international organizations, as well as authority institutions is very essential. Thus, a number of bodies are active in fighting trafficking in human beings, among them the IOM, the Office for Democratic Institutions and Human Rights (ODIHR), the Stability Pact Action Group on trafficking in human beings, the Council of Europe, ICPO-Interpol and other. Meanwhile on the national level one of the most important roles play non-governmental organizations. “These organisations support programmes to combat trafficking in human beings, in particular: the organisation of information campaigns, the organisation of conferences, return and reintegration assistance for victims, assistance to specialised NGOs, operational cooperation between police services (Interpol)” (Committee on Citizens’ Freedoms and Rights, Justice and Home Affairs, 2005).

Talking about the comparative countries studied in this article – Austria, Finland and Lithuania - first political actions combating trafficking in human beings were done on the first years of the XXIst century. The [First Austrian Report on Combating Human Trafficking](#) was prepared in 2007. The first formal step that has legitimized new criminal provision on trafficking in human beings was launched in 2004 in Finland. Meanwhile First National Plan of Action against trafficking in Human beings was adopted one year later, in 2005. Talking about Lithuania first Programme for the prevention and control of trafficking in human beings for 2005 – 2008 was adopted in 2005. Brief description of each country – cases of human trafficking and implemented policies – will be presented in the next part of the study.

1.3. Issue of human trafficking in three EU Member States: Austrian, Finnish and Lithuanian cases

Austria. Geographical location of the state has a great impact for the issue of human trafficking. It is affected by human trafficking as transit and as an object of destination. Women, mostly from Romania, Bulgaria, Hungary, Moldova, Belarus, Ukraine, Slovakia, Nigeria and Sub-Saharan Africa are trafficked for the purposes of sexual exploitation and forced labour, mostly as domestic workers. Usually victims are trafficked through the country to Spain, Italy and France. IOM estimated, there “were approximately 7000 foreign trafficking victims in Vienna alone” in 2005 (Bureau of Democracy, Human Rights and Labour, 2007). However, official data provided by Austrian Police and NGOs identified 203 victim of human trafficking, which is 33 victims more than it was 2007 (US Department of the State, 2009a).

Nowadays it is also noticeable an increasing number of trafficked and exploited children in Austria. In cooperation with Bulgarian authorities, police noted there many trafficked Bulgarian children for the purpose for petty thefts, begging and sometimes sexual exploitation (Bureau of Democracy, Human Rights and Labour, 2007). For such purposes, children from Romania are trafficked as well.

Prostitution in Austria is legal, but human trafficking is illegal and punishable by imprisonment for up to 10 years. Two different provisions of the Austrian Criminal Code³ deal with human trafficking. Article 104a presents definition of trafficking in human beings, as well as forms of it. Meanwhile article 217 is more related to the issue of prostitution. According to article 104a person who is sentenced for the case of human trafficking, which means “who recruits, harbours, receives by some other means, transports, offers some one else or transfers for the purpose of sexual exploitation, the removal of organs, forced labour or services is subjected to a penalty up to 3 years imprisonment” (IOM Vienna, 2008). Penalty of 6 months to 5 years imprisonment is penalized for the one, “who commits the act under the use of force or threat” (IOM Vienna, 2008). Meanwhile a person who is included into a criminal network and by his/her acts increases danger for another person’s life or his/her acts “results in a serious disadvantage for other person is subjected to a penalty up to 10 year imprisonment” (IOM Vienna, 2008). Article 217 presents penalties for including another person into prostitution by threats and violence and on this way raise danger of one’s life. Penalties reach from 6 months to 10 years in this case. However, according US Department of the State Report (2009) from 30 traffickers even 14 did not receive suspended sentences.

Testifying against human traffickers is a great issue in order to seek justice. Mostly victims of human trafficking are intimidated by the pimps and even policemen, so only the few agrees to testify. This arise a lot of problems. One of them, it is hard to establish the right number of trafficking victims, which aggravate planning relevant degree state’s policy against trafficking. According to the latest data, such problem exists in Austria too. If it is going by the facts given by NGOs, the degree of the problem is very high. But the police say that country tackles with the problem perfectly and the number of victims is quite low. This fact confirms the numbers mentioned in the beginning of the chapter.

Speaking about national Austrian laws related to human trafficking, the [First Austrian Report on Combating Human Trafficking](#) was prepared in 2009, in accordance with item 7.1 of the [National Action Plan Against Human Trafficking](#) under the aegis of the Federal Ministry for European and International Affairs The report offers a current overview of the activities and measures Austria has launched and is planning to take with respect to human trafficking (United States Department of State, 2008b). The

³ Strafgesetzbuch, St GB

second National Action Plan against Human Trafficking for the period 2009-2011 was adopted on 26 May 2009 by the Council of Ministers. According to Austrian Foreign Ministry, this action plan takes a comprehensive approach to combating human trafficking and, the same as the previous plan includes measures for national coordination, prevention, protection of victims, prosecution and international cooperation.

Active Austrian authorities combat against trafficking in human beings also shows their participation as a signatory all relevant international legal instruments. Among them are “[Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime](#); the [Council of Europe Convention on Action against Trafficking in Human Beings](#); the [UN Convention on the Rights of the Child](#) and the [Optional Protocol on the sale of children, child prostitution and child pornography](#); and the [UN Convention on the Elimination of All Forms of Discrimination against Women](#) (Fight against human trafficking in human beings, 2007) and others.

The main actors who play important role combat issue of human trafficking in Austria are The Task Force on Human Trafficking, which was set up by a Ministerial Council Resolution in November 2004 and is headed by the Austrian Federal Ministry for European and International Affairs. The Task Force is charged with coordinating and intensifying measures taken by Austria and is composed of representatives of all the competent ministries, including outsourcing agencies, federal provinces and NGOs. Ambassador Elisabeth Tichy-Fisslberger was appointed as the First Austrian National Coordinator on Combating Human Trafficking by the Austrian Federal Government in 2009.

There are numerous NGOs in Austria, which deals with prostitution. However, assistance for victims of human trafficking and prevention campaigns are centralized and established in Vienna. The NGO “LEFÖ - Counselling, Education and Support for Migrant Women/Intervention Centre for Women affected by trafficking” offers emergency shelter, health care, psychological and legal support. Meanwhile *Drehscheibe* is a socio-pedagogic institution, which is the only one that provides care and shelter for unaccompanied minors and victims of child trafficking.

Although according to Trafficking in Persons Report (2009a), Austria is among the countries of the first tier (the one that fully complies with a minimum standards in a combat of trafficking), there are still a lot of things must be improved in the State’s policy in the field of this issue. First of all, it must be ensured that convicted traffickers serve adequate time in prison; secondly victims’ identification and protection must be improved. Systematic care for victims of child trafficking must be established, as well as services

for (potential) victims of men trafficking must be improved. US Department of the State (2009a) also mentions that it should be continued to collect national law enforcement data and victims assistance statistics. Last but not at least, it is essential to take measures in order to reduce domestic demand for commercial sex acts.

Finland. A country is called a transit and destination country for women and men trafficked for the purposes of sexual and forced labour exploitation. As US Trafficking in persons report (2009a) informs, Finland is a transit and destination country for women trafficked from Russia, China, Estonia, Ukraine, Belarus, Moldova, the Caucasus, Lithuania, Latvia, and Thailand for the purpose of sexual exploitation. Usually women are trafficked to and through Finland, to Sweden, France, Italy, Spain, Canada and United States.

According to the latest data, “in 2008 law enforcement official referred 13 victims to NGOs and government assistance centres” (US Department of the State, 2009a). The numbers during this year increased as in 2007 assistance was provided to 9 victims. However, a representative of the Ministry of the Interior Migration Department Tero Mikkola has informed that from 2005 the assistance was provided to 33 victims. Most of them are strangers from Russia and Estonia, one of the victims was a citizen of Finland.

The actual numbers of victims of human trafficking is hardly ascertained; one of the reasons is difficulties in the victims’ identification process. This could explain why Finland was called as the country, which “not match international picture” (Finland falls short in helping human trafficking victims, 2008). Mervi Virtanen, the chair of the Steering Group for the plan of Action against Trafficking in Human beings, says “Victims feel more comfortable approaching NGOs than police” (Finland falls short in helping human trafficking victims, 2008). Accordingly to this fact official numbers are much less than the amount of victims for whom assistance is provided. However it could be argued with the stated point, that Finland is the only country that faces with victims’ identification problem and “not match international picture” as it was noticed in the article (Finland falls short in helping human trafficking victims, 2008). Here it should be mentioned Lithuanian statistics, which state that only 10% of all supposed victims of human trafficking apply an assistance and services from NGOs or other institutions there such assistance they could receive. The thing that excludes Finland from other countries is trafficking of males. Although in most countries victims of trafficking in human beings are frequently sexually exploited women, meanwhile in Finland a large number of suspected victims of human trafficking are men abused as unskilled workers. “Finland is a destination country for men and women trafficked from China, India, Pakistan, and Bangladesh for the

purpose of forced labour; victims are exploited in the construction industry, restaurants, and as domestic servants” (US Department of the State, 2009a).

Trafficking in human beings as offence was criminalized in Penal Code, 2004. Chapter 25 of the Penal Code emphasises penalties for the Offences against personal liberty, “a person convicted for trafficking in human beings shall be sentenced to imprisonment for a minimum of four months and maximum of six years and for aggravated trafficking in human beings to imprisonment for a minimum of two years and a maximum of ten years” (Ministry of the Interior (Finland), 2009). According to Trafficking in Persons Report (2009a), in 2008 at least seven individuals were prosecuted for sex trafficking offenses and two for labour trafficking. Seven from all of them served time in prison. The period of imprisonment ranged from nine to 66 months.

Speaking about the counter-trafficking policies in Finland, the first National Plan of Action against Trafficking was adopted in 2005. In 2009 a Revised National Plan of Action against Trafficking in Human beings was published. “It represents an update and further specification of the measures described in the first National Action Plan of Action against Trafficking in Human Beings” (Ministry of the Interior, 2008).

Finland is active on the international level as well. During the Finnish EU-presidency 2006 trafficking in human beings was identified as priority, as well as it was one of the main priorities during the Finnish Presidency of OSCE in 2008. The same as Austria, Finland has ratified **Palermo Protocol** in 2006. Finland is also a member to UN convention on Rights of Child and has signed its **Optional Protocol on the sale of children, child prostitution and child pornography**. Finland has also signed the Council of Europe **Convention on Action against Trafficking in Human Beings** in August 2006.

Talking about the main actors working in the field of human trafficking in Finland are Ministry of the Interior, which representatives undertake a cross-discipline steering group, and the Ministry of Foreign Affairs that organises regular training courses on human trafficking for consular offices. As well as, such organizations as Joutseno centre that concentrates on adults and Oulu Centre, which provides assistance for minors must be mentioned. These asylum reception centres coordinate the support systems and decide if a customer should be included into the system of assistance. Among the NGOs active role play MONIKA – Multicultural Women’s Association in Finland and Pro-tukipiste.

Although Finland the same as Austria according to United States Department of the State is rated of the 1st tier as the country, which “fully complies with the minimum standards for elimination trafficking” (2009a), there are still fields that should be improved. First of all, the collection of anti-trafficking law

enforcement data must be improved; secondly, it is advised to continue training sessions for prosecutors and judges on trafficking cases. Lastly, it is recommended to continue identifying and referring victims of trafficking sources.

Lithuania. Issue of human trafficking in this country is still a great concern as well. It could be true to say that this country is one of the countries of Europe that suffers from slavery of the XXIst century the most. It is listed as a source, transit and destination country for women and children trafficked for the purpose of commercial sexual exploitation (US Department of the State, 2008d). According to Europol experts, the largest scope, 1000-1200 out of 3000, of human trafficking victims in the Baltic States come from Lithuania (Bazylevas, 2007). Lithuanian women are trafficked within the country and to the United Kingdom, Germany, Spain, Italy, Denmark, Norway, and the Netherlands. Women from Belarus, Russia (the Kaliningrad region) and Ukraine are trafficked to Lithuania or transferred through Lithuania for the purpose of sexual exploitation (2008d).

As it was mentioned, it is expected that assistance by NGOs is provided only for 10% of the victims of trafficking in Lithuania. Most of the victims are afraid to testify against traffickers and pimps, thus according to the State's legislations they could not be identified as victims. This confirms the numbers provided by law enforcement institutions and NGOs. According to NGOs, which work in the rehabilitation field data, the assistance was provided to 621 victim of human trafficking in 2008, meanwhile law enforcement institutions claim that there were only 21 persons in 2008, who could be called as victim of human trafficking (Lietuvos Respublikos Vyriausybė, 2009).

It is noticeable that on the quickest ways in Lithuania develops one of the children trafficking forms – selling and trafficking children for the forced prostitution. According to the Report of programme for prevention and control of trafficking in human beings for 2005-2008 in 2008, 18% of the victims were 14 – 16 years old (LR VRM, 2008). Victims on their age 17 – 18 were 19% of the total number. According to various sources, after the enlargement of the Shengen area in 2007, easier ways to traffick young girls to Western Europe were opened as well. Most of the victims are from the children foster homes or social risk families.

Definition of human trafficking in Lithuanian legislations is described in **Criminal Code of the Republic of Lithuania**⁴ (2000). According to this document trafficking in human beings is related to such actions as purchasing, gaining or disposing another person in order to gain economic or personal profit. In the same document punishment of this crime is foreseen as well. According to Lithuanian laws, “the

⁴ Lietuvos Baudžiamasis Kodeksas, Valstybės žinios, 2000-10-25, Nr. 89-2741

person who sold, bought or in other ways transferred or got other person in order to get personal benefits, is punished by custodial for 8 years” (Žin., 2000, Nr.89-2741). However, analysis of the courts show (Fedosiuk, 2005) that usually human traffickers are punished only for two three years, sometimes the courts use exceptions of laws and human traffickers just have to pay fines. As it was mentioned, no existence of real punishments gives all opportunities for development of this “business”.

Programme for the prevention and control of trafficking in human beings for 2005 – 2008 was adopted in 2005 in Lithuania. It was a continuation of the Programme for the Control and Prevention of Trafficking in Human Beings and Prostitution for 2002-2004. As it is presented in the last part of the study there are more legislation related to this issue and victims’ assistance and (re-)integration. Lithuania is also active on the international level. The same as Austria and Finland it has ratified **Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the UN Convention against Transnational Organized Crime** (2003) and signed **Council of Europe Convention on Action against Trafficking in Human Beings** (2006) and others.

The main actors in a combat of human trafficking in Lithuania are Ministry of the Interior and Ministry of Social Security and Labour. As a Report of Trafficking in Persons (2008d) informs in 2007 there were 13 NGOs which have implemented preventive activities and have provided assistance and rehabilitation for victims of human trafficking and/or forced prostitution.

Lithuania the same as Austria and Finland belongs to the 1st tier countries, according to US Department of the State Report (2008d). However, the same as for previous mentioned countries, some recommendations for Lithuania are mentioned as well. Among them: to increase anti-trafficking training for law enforcement and judicial officials in order to ensure vigorous investigation and prosecution of trafficking cases; the conviction and sentencing of traffickers to significant time in prison; continue efforts to improve witnesses protection for trafficking cases; continue to improve cooperation with NGOs, especially in rural areas (2008d). Also it is essential to implement prevention projects, which would help to spread issue of trafficking to society and to decrease the number of the victims.



WELFARE STATE REGIMES AND ISSUE OF HUMAN TRAFFICKING

2.1. Welfare state: definition and the models of welfare state regimes

In every state there is a part of citizens who suffer from lack of social and financial means that cause poverty and social exclusion. Thus welfare is one of the key challenges that society face to (Dromantiené, 2008). A phenomenon of human trafficking is one of the consequences of poverty, social exclusion and lack of welfare as a whole. It is close related to social, political and economic problems of nowadays. Thus, it is essential to discuss about this issue in order to decrease the scope of the problem and achieve welfare for victims of human trafficking.

The first questions related to welfare state and its development were raised by political economists even before any welfare state come into existence. Although time has changed, market, state and family still leave the main concerns of welfare studies. According to Esping-Andersen (1990), because of scant conceptual attention, studies of welfare state are mostly related to other phenomenon, such as power, industrialization or capitalist contradictions.

Definition of welfare state “involves state responsibility for securing some basic modicum of welfare for citizens” in general (Esping-Andersen, 1990, p.19). Mostly explanations of the welfare state are linked to expenditures. However it is misleading understanding, because expenditures are just a part of the issue of welfare state. As Esping-Andersen (1990) explains, spending of different countries is not counted equally. While some welfare states, as Austria, large amount of benefits grants to civil servants, “others spend disproportionately on means-tested social assistance” (1990, p.20).

There are three approaches that set up criterions what state can be called a welfare state:

- **Historical transformation of state activities.** According to this approach, majority of welfare state’s “daily routine activities must be devoted to servicing the welfare and goods” (Esping-Andersen, 1990, p.20). However, this approach calls up discussions if the majority of welfare state’s activities are servicing needs and goods.

- **Distinction between residual and institutional welfare.** This approach is developed from classical Richard Titmuss (1958) distinction of welfare states:

- Residual welfare state: the state assumes responsibility only when the family or the market falls;
- Institutional welfare state: addresses the entire population, is universalistic and embodies an institutionalized commitment to welfare.

“It is an approach that forces researches to move from the black box of expenditures to the content of welfare states: targeted versus universalistic programmes, the conditions of eligibility, the quality of benefits and services, and perhaps most importantly, the extent to which employment and working life are encompassed in the state’s extension of citizen rights” (Esping-Andersen, 1990, p.20).

- **Criteria that judge type of welfare state.** “This can be done by measuring actual welfare state against some abstract model and then scoring programmes or entire welfare states” (Esping-Andersen, 1990, p. 21).

Although there are discussions and argues which state can be called as a welfare state, this notion is also used talking about the countries, which provide a minimum welfare. Esping-Andersen claims that welfare state means a responsibility of the state to provide minimal welfare for its citizens (Esping-Andersen, 1990). However, as it will be explained in the next part of the study, frequently victims of human trafficking are non-citizens of the country, where they participate in rehabilitation programmes and receive assistance. Thus, it is essential to find out to which cluster each comparative country belongs to and how their social security systems both for citizens and non-citizens work. Meanwhile importance of the citizenship will be presented in the next part of the study.

Esping-Andersen (1990) linked welfare provision to wider and political economic processes. Looking at the points of variations in social rights and welfare state stratification, different arrangements between state, market and family are noticed. These variations are clustered by regime types. “Esping-Andersen observes, that a number of distinct welfare state regimes emerged in advance capitalist countries in the post war period” (Kofman et al., 2000, p.139) and labelled them as liberal, conservative and social democratic. The scholars distinguish them “by the way in which access to social rights (...) are gained” (Kofman et al., 2000, p. 139) and as a critical aspect of the benefit system keeps a capacity for the ‘decommodification’. This concept is very important for the welfare state as it “refers to the degree to which individuals or families can uphold a socially acceptable standard of living independently of market participation” (Esping-Andersen, 1990, p. 37).

Esping-Andersen has defined three types of welfare regimes; later the fourth one has come to arena:

- **‘Liberal’** welfare state (USA, Australia, Canada, United Kingdom). Welfare provision of this cluster is based on means-tested assistance and modest universal transfers or social insurance plans. According to this regime, benefits are provided for persons who have low income, mostly working class and state dependents. “The liberal dogma seek resource in the pre-capitalist institutions for social aid, such as the family, the church and the community in order to provide care of those outside the labour market” (Esping-Andersen, 1990, p. 140). Although this type of regime ranks on lowest ‘decommodification’, it causes high inequality on terms of social stratification.

- **‘Conservative’** welfare state (Austria, Germany, France, Italy). This type of regime is also called as a ‘corporative’ or ‘continental’ and is based on wage-earning relationship. Status and class have

been important for rights, thus not surprisingly that “private insurance and occupational fringe benefits play truly marginal role” (Esping-Andersen, 1990, p. 27) in the states of this regime. Conservatism promotes family values and as Kofman et al. (2000) notices a strict division among men as breadwinners and women who take role as wives and mothers.

- **‘Social democratic’** welfare state (Nordic countries). Social democratic countries are characterized as having a high rate of universalism and “promote an equality of highest standards” (Esping-Andersen, 1990, p. 27). High attention to family issues and efforts to maximize individual independency, results that social democratic welfare state “grants transfers directly to children and takes direct responsibility of caring for children, the aged and helpless” (Esping-Andersen, 1990, p. 28). One more distinctive feature of this cluster is women’s encouragement to participate into the labour market. Full employment both for women and men is related to maintenance of political support for high taxes and finance benefits (Kofman et al., 2000).

- **‘Mediterranean’** welfare state. Esping-Andersen (1990) in his comparative works has mentioned only three kinds of welfare state regimes. However Stephan Liebfrid presented the fourth type, which contains Southern European countries (Spain, Portugal and Greek). According to the scholar this type of regime is fundamental with relatively low welfare provision. Old tradition and religion, as well as family play important roles in the countries of this cluster (Kofman et al., 2000).

Distinction of welfare states regimes is an object of discussions. Some scholars exclude Anglo-Saxon and Post-communist or Eastern European countries as different types of regimes, as well as some researchers emphasise that totally ideal types of welfare regime do not exist in reality (Bernotas, Guogis, 2003). Despite this fact countries are grouped to different types of the welfare state. Comparative countries of this study belong to different clusters of the welfare states regimes. Finland is called as social democratic welfare state; meanwhile Austria without any discussions is assigned as a conservative-corporatist welfare state. Meanwhile Lithuania is usually called as belonging to a mixed liberal and conservative corporatist welfare state models. Further these methods will be wider explained.

Dromantienė (2008) perceives that welfare of the state depends on the economic and labour market policy of the country, from the ability to ensure residences/ citizens incomes, as well as from the values of the society, important role also plays governments’ ability to solve contradictions among residences/ citizens rights to welfare and existence of the poverty and exclusion. According to the scholars, social security system is means to create solidarity for the persons who are unemployed and lost their incomes or have expenses because of other reasons (Dromantienė, 2008). When it is talking about the development of

the social security system, two models of the social insurance – Bismarck's and Beveridge – must be mentioned.

In the XIXth century, when Germany was led by Otto von Bismarck, such legislations of social security were adopted: social insurance from the sickness, incidents, as well as retirement insurance are taken only for those who are employed and to be more precise only for hired employees. This system includes payments, which amount and mostly period of the payment depend on how long individual worked and the incomes he/she received (Dromantienė, 2008). Such kind of social security system is usually called as Continental.

Other kind of social security model is called on the name of British economist William Henry Beveridge. According to this model, benefits must be paid for all inhabitants who lost their incomes or receive them very low. The amounts of the benefits are fixed and are financed through tax system. On the other words, this model is called Atlantic as being spread in United Kingdom and United States of America. When we are talking about Scandinavian countries, social security model is called as universal, when equality and welfare are ensured to all citizens of the state.

Austria is a conservative welfare state, which social security model corresponds to Bismarckian social security model. It is based on wage earning and insurance, thus level protection depends on market performance and employment situation. However, when it is talking about victims of human trafficking, they are excluded from social security system. Most of them are non-Austrian citizens and have never been a part of legal labour market of the country. Moreover they have also less possibility to enter into it. As it is explained in the next part of the study, citizenship is one of the main requirements to enter gainful employment and to receive any benefits.

Finland belongs to social democratic countries, “where the benefits system is based on universalism and high degree of de commodification” (Kaufman et al., 2000, p.140). In the countries of social democratic regimes state plays a primary role and according to scholars (Avdeyeva, 2008) policies is based on egalitarianism, where arrangements tend to provide universal coverage with high standards. However in the case of trafficking, victims as mostly non citizens of the country face to difficulties to ensure their welfare. As it will be presented in the next part citizenship is important to receive assistance, benefits, as well as to integrate into the labour market and Finnish society in general.

Lithuania is mostly called as mixed of liberal and conservative corporatist welfare state model. This might be caused because of history as being post-Communist country Lithuania has taken over different types of social security schemes. Aidukaite (2006) notices that social security schemes of all three Baltic

countries – Lithuania, Latvia and Estonia – represents mix typical models of social insurance institutions. According to the state's social insurance system, Lithuania matches to corporatist model, meanwhile elements of the marginal liberal model appear together with private pensions' funds (Bernotas, Guogis, 2003). As Bernotas and Guogis (2003) notice, the latter model elements also become stronger because of changes arranging social services, as well as because of increasing charity scopes. Despite the fact of mixed social security system, some programmes have clear indications to be “classed as corporatist, mainly because they exclude non-working populations and others outside the labour market” (Aidukaite, 2006). As well as some scholars (Bernotas, Guogis, 2003) state that social support – services of the day centres, social benefits, etc. – belongs to corporatist model. These kind of social support are mostly provided for victims, thus in the further study Lithuania the same as Austria will be assigned to the conservative-corporatist welfare state model.

2.2. Social citizenship as perquisite for the assistance and social provision for victims of human trafficking

As it was already discussed, mostly young women and children are involved to human traffickers' traps. Lately, phenomenon of men trafficking is noticeable as an increasing problem of our society too. While women and children are usually trafficked for the purpose of sexual exploitation, men are mostly exploited by working unskilled jobs in a black labour market.

Observed differences of political actions related to issue of trafficking in human beings in Lithuania, Austria and Finland cause different ways of assistance and social provision for victims. As it was mentioned, Lithuania is not only destination and transit country as Austria and Finland are, but it is also called a country of origin. Thus, speaking about victims of human trafficking (re-)integration into the labour market and society in general we should pay attention that in Austrian and Finnish cases it is mostly speaking about non-citizens of these countries. They are women and men who have come to work or were trafficked from other countries, such as Romania, Bulgaria, Russia or Estonia. Meanwhile in Lithuanian case, victims are Lithuanian citizens and they (re-)integrate into the labour market in their native country. Although victims' (re-)integration is very problematic because of the consequences caused their past experience, citizens (re-)integrating in their native countries do not face to such problems as language barriers or issues related to different culture aspects. In other words and to be more précised, in a research about migrants Kaufman (et al., 2000) notices, that not citizens of the country “may face barriers

because of unfamiliarity with the language and with the institutional structures of welfare, and lack of knowledge of their entitlement” (Kaufman et al., 2000, p.152).

Citizenship is an important issue when it is speaking about victims of human trafficking (re-)integration into the labour market and society in general. Previously it was mentioned:

- There were no Austrian citizen identified as victim of human trafficking;
- From 30 victims of trafficking in Finland, one person has had Finnish citizenship;
- There is no data about non Lithuanian citizens identified as victims trafficking in this country.

According to Esping-Andersen (1990) social citizenship is a core idea of the welfare state. Concept of social citizenship “must involve the granting of social rights. If social rights are given the legal and practical status of property rights, if they are inviolable, and if they are granted on the basis of citizenship rather than performance, they will entail a ‘decommodification’ of the status of individuals’ vis-à-vis the market” (Esping-Andersen, 1990, p.21). As it is seen, previously mentioned barriers – language and cultural differences – are not the only reasons of the difficulties to access the benefits for migrants.

Austria. As it was already mentioned in a previous part of the study, this country is clustered to countries of conservative welfare state regime. According to Haidinger (2007), this model is based on social policy, which put a lot of intervention into people’s lives in order to achieve their social integration. Social integration is promoted through nationwide redistribution, services, as well as administration policies. “Social support is provided for those belonging to specifically defined social groups rights to social insurance do not accrue to individuals as such, but members of the nation (Austrian citizens) or members of an occupational group” (Haidinger, 2007). This means that foreigners (non-citizens of Austria) are excluded from the benefit system and access to emergency assistance. As well as it is noticed that migrants, especially women, are excluded from legal employment. In order to be employed, individual who is non Austrian citizen must have work permit, which is provided only in case a persons has residence permit. As it is explained in the last part of the study⁵ there are three kinds of work permit. Meanwhile talking about residence permit, according to 69a article of the “Austrian Law on residence and Settlement of Foreigners (NAG) stipulates that victims and witnesses of human trafficking are to be granted a residence permit for a minimum period of validity of six months” (Lefö, 2010, p. 6). Although according to this law victims are not forced to testify at the police, their status as victim must be identified by competent institutions. Moreover, this permit “does not provide for direct access to the Austrian labour

⁵ 3.2 Austria – compulsory residence permit for integration into labour market p. 35-36

market” (Lefö, 2010, p. 6). One more way to receive residence permit is to agree to testify. On this way as witnesses of the crime women can receive residence permit on the Humanitarians grounds. “Such residence permits may be granted to trafficked individuals (art; 217 of the Criminal Code) who are prepared to testify in court as witnesses and thus assure the prosecution of the perpetrator(s) or who intend to raise civil law claims against the perpetrator(s), for the period required for Such court proceedings” (OSCE, 2010)

Finland. It is a country clustered to the countries of social-democratic welfare state regime. According to Esping-Andersen (1990), these countries are characterized as having a high rate of universalism and equality is promoted in the highest standards in them. However, “the principle of universalism (...) is based on ideology of a broadly homogenous society, which is challenged by immigration” (Kofman et al. (2000). According to this scholar, the notion of benefits is based on citizenship and provides the basis for social exclusion of non citizens. Looking at the examples of the studied countries, a Finnish case could be mentioned. The residence permit is obligatory for aliens in order the person could work a gainful job in this country. The requirements for victims’ of human trafficking are set up and the points in order to receive a residence permit are listed in Sections 52b and 52c of Aliens Act, adopted in 2004 in Finland. Victims of human trafficking face to lot of challenges in order to receive residence permit in this country. First of all, they have to be defined as victims. Identification process usually is very complicated and not all women and men that have been suffered from this phenomenon turn to law an enforcement institution that is obligatory in order to be identified as a victim. As it was mentioned in previous part, victims feel safer approaching NGOs than justice institutions (2007). Without this process they also can not pretend to residence permit and this increase problem to enter a gainful employment and successful integration into local society.

Lithuania. As it was mentioned Lithuania is mostly called as mixed of liberal and conservative corporatist welfare state model. However it was mentioned social insurance system, as well as type of social support (services in the day centres, social benefits, etc.) belong to a corporatist social security system. In a view of this fact, the situation for victims of trafficking (re-)integration could be called better than in case of Finland. Kofman (et al., 2000) notices, “corporatist systems might be expected to provide more opportunities for migrants because the characterized by earnings related benefits with entitlement dependent on work rather on citizenship” (Kofman et al., 2000, p. 144). However, as it was already mentioned, Austria belongs to this cluster as well, but victims non citizens of the country do not face fewer difficulties because of it. In Lithuanian case it could be explained from the practice side. Although

victims' integration requires a lot of efforts both from victims and institutions, which provide assistance for them, the point making victims' integration into Lithuanian's society and labour market easier, is related to the fact that most of the victims are citizens of the state. Thus they have a permit to live and work in the country; they also do not face to cultural differences or language barrier.

However, to state that everything depends just on the citizenship would be not true. Victims need quite wide range of assistance. First of all their physical and psychological health must be recovered, as well as it is important to ensure their security, cases of revictimization should be considered too. The aim of the study is to find out details of victims of trafficking (re-)integration into the labour market. Thus, the last part of the study is devoted to present assistance programmes for victims in general and how the question of integration into gainful employment is solved in each comparative country.



VICTIMS OF HUMAN TRAFFICKING (RE-)INTEGRATION INTO THE LABOUR MARKET

3.1.(Re-)integration into the labour market – theoretical and practical problems

Seeking to decrease the number of trafficked persons, it is essential to implement long term projects of prevention. But not less important is to provide assistance for women and men, who are already victims of this crime. A high attention to their (re-)integration to society should be paid, because such situation as becoming a victim of human trafficking raises a lot of problems and difficulties. A harmful experience causes a lot of psychological and physical health problems and victims have to learn how to live from the beginning. Furthermore, according to Action against trafficking in human beings for the purpose of sexual exploitation (Council of Europe, 2004), victims have often taken out loans in order to advance large sums of money for “the administrative formalities, which their “employers” were to complete for them.” (Paragraph 39, 2004) Also there is problem of the return journey cost. “Above and beyond the material aspects, sexual exploitation can harm victims of trafficking both physically and mentally for the rest of their lives (...) victims run the risk of being rejected by their family or the community, of being unable to find viable employment” (paragraph 40, 2004). It is obviously clear how (re-)integration into the labour market is important for victims of human trafficking.

Despite of honourable idea to (re-)integrate victims of women trafficking into the labour market, it is confronted with many difficulties. On 2005 it was implemented a research by Sprinter and Missing Persons` Families Support Centre in Lithuania. The employers` attitudes towards victims of human trafficking were studied on this research. According to it, the main problems that victims of trafficking in human beings face to is psychological difficulties and wills getting a job, the attitudes of the people round about are very important too. About 43% of questioned employers wouldn`t like to join by giving a help

for victims. One of the reasons is a distrust of this people and inappropriate their qualification. However about 77% of employees declared their attitude to choose employees by their suitability for occupational duties despite the past of employee (Missing persons' families support centre, 2005).

Four factors related to difficulties that social excluded persons including victims of human trafficking face to in the (re-)integration into the labour market process are mentioned in the literature:

- **Social factors.** Social factors and the negative attitude to victims of human trafficking can touch their rights and discriminate them. Social factors can change policy makers and employers worldview by limiting employment possibilities and reducing coverage (Pillinger, 2004, p. 23). As an example could be mentioned a model of social disability, this is reasoned of the attitude, that the origins of shoals are not the person's disability, but society. The purpose of this model is to unblock difficulties that exist in society and in labour market.

- **Individual factors.** Many individual factors are related to social impact and inequality. Among them individual features, skills and motivation, which are the reasons of individual possibility to get a job, are included, as well as weakness in scholarship, low qualification and professional skills, means and lack don't have even secondary education. According to the Lithuanian Ministry of the Interior Trafficking in Persons' report 2008, mostly to the traps of human trafficking are involved persons who has lower than secondary school education. According to this report 40% of the victims did not have basic education (haven not had graduated 10 classes). Looking through the previous statistics it could be said that mostly victims don't have a suitable education and profession and even these who have it is already lost their professional skills and qualification. For these reasons victims of human trafficking reintegration into the labour market is very complicated.

- **Institutional factors.** Institute of labour market and the ways of social policy can make a great impact for rise and disappearance of employment possibilities. Because of many institutional difficulties human rights are offended, discrimination appears stocks for programmes declines and the gaps which rises social exclusion appear (Pillinger, 2004). In some countries the main problem is lack of legitimating acts, political lead and clearance of administration. Other institutional shoals are related to discrimination because of age, gender and race, as well as it was mentioned earlier, a discrimination of vulnerable people because of the prejudice.

- **Factors of the market.** Additional difficulties to reintegrate into the labour market for victims of human trafficking and other vulnerable people can depend on the situation of labour market. It can be low supply and accessibility into the labour market in some area and reliability of region labour market

(Pilinger, 2004, p. 25). A large number of victims of human trafficking is raised up in rural areas or regions, where is a high rate of unemployment. This becomes one more difficulty for them to reintegrate into the labour market.

As it seen, there is a large scale of difficulties that victims of human trafficking as well as other vulnerable groups face to trying to (re-)integrate into the labour market and society in general. Cases of three EU Member States, their implemented policies, as well as experience of the practice on the field of victims of trafficking (re-)integration into the labour market will be presented in the next part of the study.

3.2. Austria – compulsory residence permit for integration into the labour market

As it was mentioned in a previous part of the study, Austria is a transit and destination country mostly for women trafficked for sexual exploitation, as well as for labour exploitation in a private sector working as domestic workers. Women are trafficked from various part of the world, both from the EU Member States as Bulgaria and Romania, African countries as Nigeria, as well as women from Asia and Latin America. According to the latest data, there are no Austrian citizens identified as victims of human trafficking. Thus integration process for the victims is longer and more difficult than usual.

There are numerous organizations, which provide assistance for victims of trafficking in human beings and work in the preventive-educative field. Among them must be mentioned LENA, MAIZ, Sophie, active role in a combat of trafficking policy plays IOM Vienna office. However, one of the most important roles NGO Lefö plays. It is “a recognized victim protection institution, which operates on a national level on behalf of the Ministry of the Interior and the Women’s Directorate within the Federal Chancellery of Austria” (Lefö, 2010, p.6). This organization works in the field of protection women’s rights and victims of violence from 1985. Lefö provides psychological, organizational and interventional support. Among them some of services are related to victims (re-)integration into the labour market: “German courses, further training and integration opportunities” and “counselling and intervention regarding residence permit and labour law” (Lefö, 2010, p.7).

Taking into account Austrian legislation level, in the previous part of the study was mentioned importance of residence permit for foreigner in order to join gainful employment. The situation is even more difficult when it is related to integration of trafficking victims, especially when they are neither Austrian, nor the EU Member States citizens.

Every foreigner in order to receive a work permit, first of all must have a legal status of the country, which means to receive a residence permit. According to Austrian **Law on Residence and Settlement of Foreigners**, “victims of trafficking are granted a residence permit for a minimum period of validity of six months” (Lefö, 210, p.8). However, as it was mentioned, this does not give opportunity to start working. Other possibility for victims to receive a residence permit is anticipated in Austrian Criminal Code. According to this law, persons who are according to 217 article of the Criminal Code are identified as victims of trafficking in human beings can receive a residence permit on the **humanitarian background**. However, there is one condition, which usually becomes an obstacle; victims must to testify in court. In 1997 by the initiative of the Ministry of the Interior and the Ministry of Social Affairs and Generations an Intervention Centre for Victims of Trafficking in Women in Vienna was established. This Centre belongs to the Lefö and provides support to the women, especially to obtain a residence permit for humanitarian reasons. The Centre also provides emergency accommodation for the victims if law enforcement authorities apply lenient measures instead of pre-deportation detention

Talking about the admission of third country national to the Austrian labour market, the rules are regulated by Aliens Employment Act⁶. The main idea of legislation says that 3rd country nationals must hold a work permit in order to be employed in the country. There are three kinds of work permit:

- **The restricted work permit**⁷. “This permit may be granted if the situation of the labour market allows for the absorption of additional foreign labour. The future employer during the first year of stay must apply for the permit. This means that the employee is strictly limited to the initially defined work place” (Attardo, 2010). In order to receive this kind of residence permit, a person must hold not only a residence permit, but also absence of past cases of illegal employment, registration for social security, etc. According to the source, the general idea for issuing a restricted work permit is to absorb more foreign workers. “The Arbeitsmarktservice has strictly to enforce the priority of domestic/EU and “integrated” work force” (Attardo, 2010)

- **Official promise to grant a work permit**⁸. This permit is as an official promise that restricted permit will be granted. In order to get this kind of permit, the same conditions must be fulfilled. However, although official promise to grant a work permit is valid for 26 weeks, it “does not replace the restricted

⁶ *Ausländerbeschäftigungsgesetz* (AuslBG, Aliens Employment Act) of 1975, revised in a comprehensive way in 2002

⁷ *Beschäftigungsbewilligung*

⁸ *Sicherungsbescheinigung*

work permit. As soon as the third country national enters the country with a valid residence permit, the employer has to request a restricted work permit” (Attardo, 2010)

- **The general work permit**⁹. This kind of permit gives a possibility for the persons to move within the labour market. It ensures freedom for employee not to endure poor work conditions in order to stay in a country. The general work permit is issued for maximum of two years. However, it is given in each Land (in Austria there is 9 lands), thus a person who move to a different Land has to apply for a new permit. “The third country national must be employed according to the relevant provisions concerning salaries, employment conditions and social insurance. Furthermore he or she must not be employed under worse conditions than those comparable to a domestic worker who works for the same company. The employer has to pass on all the relevant information to the competent office of the Arbeitsmarktservice” (Attardo, 2010).

- **The employment authorization**. This kind of permit ensures secure status to be employed in a whole country is issued for five years. Third country nationals, who hold the employment authorization, have equal rights as Austrian/ EU nationals. However, such kind of permit is hard achievable for victims of trafficking, because the person who are able to receive this authorization must be: third country nationals who have been working in Austria legally for at least five years during the last eight years; spouses who have been married to Austrians for five years or/ and persons below the age of 19 years who have spent more than half their life in Austria and who have completed an Austrian education.

Moreover, human rights organizations report discriminatory practices. Although such practices appear to concern mainly foreigner, there are some cases of the Austrian nationals’ background. “Although the AuslBG prohibits employment of foreigners at rates of remuneration and under conditions of work worse than those stipulated for workers in the country, these do not appear to observers to provide adequate legal protection and sanctions against all discriminatory practices in employment.

Although these works permits are more related to 3rd nationals, exceptions for Bulgarians and Romanians, who are already EU nationals, exist as well. Citizens of these countries still need work permit, which employer must apply. As it was mentioned Romanians and Bulgarians forms the highest proportion of the victims of trafficking in Austria. Thus organizations that assist them must put a lot of efforts to help them during the (re-)integration process.

⁹ *Arbeitsurlaubnis*

3.3. Finland – strong network of NGOs and integration into the labour market on the legislation level

“A system providing services and support measures for victims of human trafficking was formalized in the beginning 2007” in Finland (Ministry of the Interior (Finland), 2009). Services for victims are provided by NGOs such as Pro-tukipiste, Monika (Multicultural Women’s Association), active participant is Church Council. As well as two asylum centres – Oulu (concentrates on minors) and Joutseno (concentrates on adults), which coordinate the support system should be mentioned. These organizations provide various kind services, which include: “the reception of customers and the necessary emergency help, arranging housing, social and health care services, advisory and legal services as well as support for integration or safe return” (Ministry of the Interior (Finland), 2009). However, not only NGOs play an active role in victims’ assistance provision process. Even in National plan on action against trafficking in human beings is remarked “for the purpose of organizing services for victims and guiding victims to use them, cooperation between the third sector and the authorities is important (Ministry of Foreign Affairs of Finland, 2006, p.55).

According to National plan on action against trafficking in human beings (Ministry of Foreign Affairs of Finland, 2006), Finland’s policy on combat of this offence, as well as, in victims’ assistance process, is based on human rights approach. It is important to point out that 6 principles of assistance to victims are foreseen in National plan (Ministry of Foreign Affairs of Finland, 2006): victims-based approach; empowerment victims as an objective; cultural diversity and culture-sensitivity as objectives; cooperation among authorities and between authorities and third-sector actors; integration of victims by providing services and informing them of the services available; services provided must not be labelling or revictimising; ensuring the safety of victims and workers.

Organizations providing assistance for victims, undertaking outreach work and active participating in victims’ identification process are funded by Finland’s Slot Machine Association (Raha-automaattiyhdistys (RAY)). RAY “was founded in 1938 by six NGOs active in health and social care. RAY holds a monopoly on slot machine gambling licenses. There are now about 100 NGO members. In 2007, RAY will provide €306 million in funding for health and social welfare organisations, divided between 1,100 applicant organisations for 2,400 projects and activities” (Finland’s NGOs play a vital role in social services reform, 2007). Funding NGOs on this way is quite unique and not so widespread practice. However, on the Revised National Plan of Action against Trafficking in Human Beings (Ministry

of the Interior, 2008), it was expected that funding for organizations will be covered from government grants in the future.

Despite the fact that according to US Department of the State Trafficking in person's report 2008 this country is placed in the 1st tier as most compliant country in addressing human trafficking, it still faces to some problems solving issues related to human trafficking. One of them is victims' identification process. As it was already mentioned, most victims of human trafficking are non citizens of the country. Thus, their integration process is much harder and requires more efforts from the organizations that provide help. As National plan (Ministry of Foreign Affairs of Finland, 2006) states, "where the victim has no municipality of residence in Finland, he or she has no access to the social welfare and health care services provided by local authorities, except where is urgent need for services" (Ministry of Foreign Affairs of Finland, 2006, p.56). Thus, identification issue plays an import role ensuring welfare for victims of human trafficking in Finland.

Talking about Finnish case of victims' of human trafficking (re-)integration into the labour market, primarily it is talking about not Finland citizens, but migrants mostly from Eastern Europe and third world countries. The main national legislations adopted in Finland and related to assistance and victim's (re-)integration are mentioned in this part of the study.

- The first **National Plan of Action against Trafficking in Human Beings** (2005) and **Revised National Plan of Action against Trafficking in Human Beings** (2008) → In the first mentioned plan article 7.3.3 is parted for victims support. Among the mentioned services education and employment are included:

- "Education (language courses; basic skills (reading, writing), where deficient; training preparing for working life and integration into society; vocational education; and further training for those already having a vocational training)

- Employment (in-house training (within a normal framework), intensified labour market measures; and independent search for work)" (Ministry of Foreign Affairs of Finland, 2006, p. 61)

Meanwhile **Revised National Plan of Action against Trafficking in Human beings** (2008) adds that joint measures by the labour market organizations and government should be taken in order to activate victims' participation into the labour market. For this actions it is decided, that "Employers who employ victims of (...) human trafficking and witness will (...) be supported" (2008, p.17).

- **Act on the Integration of Immigrants and reception of Asylum Seekers** (2007) → the object of this act is to the integration, equality and freedom of choice for immigrants and asylum seekers. The 12

section of this act tells that “Integration support is intended to promote and improve immigrants' ability to find employment or further training and to improve their ability to function in Finnish society by securing their means of support while the integration plan is being implemented” (p. 4). Among the services mentioned in this act are mentioned: studies in Finnish or Swedish, labour market training, vocational counselling and rehabilitation, practical training, etc.

According to **National Plan of Action against Trafficking in Human Beings** (2005), “if the victim has a municipality of residence, the local authorities are responsible for providing the services in accordance with the provision of the Social Welfare Act (710/1982), the Act on Specialised Medical Care (1062/1989) and the Mental Health Act (1116/1990)” (p. 55). However it is essential that person would have a residence permit, thus victims’ identification procedure is very important in this part. According to **Aliens act** (2004) in the Sections 52b and 52c the requirements for victims’ of human trafficking are listed in order to receive a residence permit. The residence permit is obligatory for aliens in order the person could work a gainful job in Finland. Thus this is important for victims not only because of the assistance they need, but also for their integration into the labour market. However as it is noticed in Revised National Plan of Action against Trafficking in Human Beings (Ministry of the Interior, 2008), even despite the fact, that “a victim of human trafficking is in most cases initially granted a temporary residence permit are usually not designated a home municipality, and they are excluded from certain services such as integration measure, residence-based social security and public labour market services. Access to training is also uncertain” (Ministry of the Interior, 2008, p.9).

3.4. Lithuania – good practices on the assistance for victims’ (re-)integration into the labour market field

Talking about the Lithuanian case of trafficking in human being, the first actions were done a bit earlier than Austria and Finland did. As it was mentioned in previous part of the study, first **Programme for prevention and control of trafficking in human beings for 2005 – 2008** in Lithuania was adopted in 2005 and it was a continuation of **Programme for the control and prevention of trafficking in human beings and prostitution for 2002-2004**. Differently from the Finnish case, mostly NGOs in Lithuania are funded by Lithuania’s Government, as well as, most of them active participate in the programmes supported by the EU funds or implementing projects, which are supported by foreign organizations.

There are numerous organizations, which take assistance and implement prevention and educational projects to decrease the number of human trafficking victims in Lithuania. As United States Department of State Report of trafficking persons in Lithuania (2008d) informs in 2007 there were 13 NGO which conduct assistance and rehabilitation for this social group of risk. Among them IOM (Vilnius office), Caritas programme “An aim for victims of prostitution and human trafficking”, Missing Persons’ Families Support Centre, Women crisis centre in Kaunas area, Mother’s and child’s pension in Vilnius, Kaunas Women Centre, and others. These organizations provide wide variety of services from temporary housing, assistance of finding trainings and job, medical and legal assistance to maintenance services after victims leave shelters and start their independent lives.

By courtesy of NGOs work the issue of human trafficking is widely spread into society by implementing public events, publishing posters and arranging social advertisements. As well as, it is essential to mention LR Ministry of Interior and International Organization for Migration initiative to create a database, where numbers of victims are gathered from every organization, which provides assistance for the victims. Such database helps to control the number of victims and to evaluate done job in giving help for human trafficking victims and combating against human trafficking considering. These and previously mentioned organizations contribute to increasing a welfare for one of the most excluded social minority groups of our society – victims of trafficking in human beings.

Lithuania could be called as an example how to solve victims of human trafficking (re-)integration into the labour market issue. On 2005 eleven projects were implemented, where 287 victims of women trafficking participated. Projects in the frame of Programme for the prevention and control of trafficking in human beings for 2005-2008 were implemented by Missing persons’ families support centre, Lithuanian Caritas, IOM Vilnius office, Women crisis centre in Kaunas area, Mother’s and child’s pension in Vilnius, Kaunas Women Centre, and others. One of the aims of this programme was to provide an education for victims seeking a successful reintegration into society. From all victims who participated in this programme 76 acquired basic education and/or vocational training. 63 victims successful integrated into the labour market (Ministry of social security and labour, 2010). According to the latest data, 13 projects were supported by this programme in 2007. The number of victims who received assistance has raised from 287 victims in 2005 to 438 in 2007 and 621 in 2008. From this number 137 victims of forced prostitution and (potential) victims of trafficking were successfully (re-)integrated into society. 79 victims (re-)integrated into the labour market (LR VRM, 2008).

Lithuania participated in one of the EU initiative called **Equal** that was already briefly presented in a previous part of the study. This measure of the EU was widely spread among Member States from 2000 to 2008. As official “Equal” website informs, “the EQUAL initiative brings fresh ideas to the European Employment Strategy and the Social inclusion process. Its mission is to promote a better model for working life by fighting discrimination and exclusion on the basis of gender, racial or ethnic origin, religion or belief, disability, age or sexual orientation” (What is ”Equal”, 2009). Using financial means of European Social Fund vocational trainings, employment consultations and similar actions for victims of human trafficking, asylum seekers and other groups’ beneficiaries had been running mostly by local NGOs. One of organizations which copes with this essential for our society problem is Missing persons’ families support centre. This NGO from 2004 to 2008 together with Vilnius Caritas and Vilnius Aids Centre was implementing a project called “Integration and (re-)integration of victims of human trafficking into working society”. The main steps they made were not only to give a possibility to get qualifications for successful (re-)integration, but also an informative internet portal which include all information about the project and target group were created <www.neparduodamas.lt>. In this portal victims can participate in on-line employment exchange despite the project is already over. The project was wide spread in national and international level, some conferences in order to get the best coping with this problem examples form a foreign countries partners. Despite great job in theoretical background, the information about success of this project from the quantitative side (how many victims were successfully re-integrated) is not published These numbers we could just imagine from the data which was mentioned previously when it was spoken about success of such kind of projects in Lithuania in general.

However, despite the fact that Lithuania as well as Finland and Austria, belongs to 1st tier countries, it also faces to the problems. Among them are mentioned arrangements of anti-trafficking trainings for law enforcement officers, regulation of punishment for traffickers in order to sentence them to significant time in prison, as well as it is recommended to continue to improve witness protection and collaboration with NGOs, especially in remote areas of the country (Trafficking in Persons Report, 2008d).

Meanwhile, speaking about legislations and formal documents in national (Lithuanian) level, it should be mentioned:

- **The Law on Support for Employment**¹⁰ (2006) → according to this legislation the main aim is to seek full employment of the residents, reducing social exclusion and strengthen social cohesion. In this

¹⁰ *LR Užimtumo rėmimo įstatymas. Valst. Žn. 2006, Nr. 73 – 2762;*

legislation victims of human trafficking are mentioned like one of the group that is additionally supported in labour market;

- **Lithuanian Government Resolution of the National Lisbon strategy implementation programme¹¹** (2005a) → a priority of employment policy is to stimulate employment and investment to human capital. By this resolution it is seek to stimulate a members of vulnerable groups to re-integrate into the labour market and strength partnership among flexibility of labour market and employment security;

- **Lithuanian Government Resolution for National programme of equal opportunities for women and men 2005 – 2009¹²** (2005b) → this document is very essential for studying issue. There are given the means to improve possibilities to (re-)integrate into the labour market for women who come back to labour market after longer break as well elder women integration into the labour market:

- To organize trainings in reason to stimulate women to work (women are learned how to increase their self confidence and to prepare for work properly);

- To organize trainings for improving and updating women's practical ability and professional skills.

After implementation of this programme it is expected that it will be improved resettlement possibilities of women.

- **Lithuanian Government Resolution on the approval of the programme for prevention and control of trafficking in human beings for 2005 – 2008** (2005) → in this resolution victims' reintegration to society questions are discussed. It is said, that the best results could be achieved just in close and concerted collaboration among institutions of the state, municipalities, local and international government and non-government organizations. This programme includes various organizations work which aims are to provide assistance for the victims and to ensure background of education, which is necessary for reintegration into the labour market.

- **Victims of human trafficking and prostitution rehabilitation, professional orientation and employment programme of 2003-2004** (2003) → the aim of this programme is “create conditions for victims of human trafficking and prostitution to (re-) integrate into the labour market” (article 3.1, 2003). This programme was included into the State's programme equal facilities for women and men on 2003 –

¹¹ LR Vyriausybės nutarimas „Dėl nacionalinės Lisabonos strategijos įgyvendinimo programmeos“. Valst. žn. 2005a-11-26, Nr. 139 – 5019

¹² LR Vyriausybės nutarimas „Dėl valstybinės moterų ir vyrų lygių galimybių 2005 – 2009 metų programmeos patvirtinimo“ Valst. žn. 2005b-09-26, Nr. 1042;

2004. This programme could be mentioned as the first step to the previously mentioned programme, because the objects were more theoretical than implemented practically.

Looking through all this legislations and formal documents in national and international levels it is clear that there is a very strong theoretical background solving victims of human trafficking (re-)integration into the labour market problems. All mentioned documents discuss the importance of the issue and some of them also include occupational reintegration measures like “training courses and help with finding employment” (Council of Europe, paragraph 36, p. 37, 2004). As it was discussed in this chapter all comparative countries face to victims of human trafficking (re-)integration into labour market issue in practice too. Lithuania presents good practices implementing projects in the studied field; Austria solves residence permit issuing questions, the same as the latter country, Finland with a strong NGOs network funded on non traditional ways copes with victims, who are non citizens of the country, entrance into employment problems.

IV. Comparative research “Victims of human trafficking (re-)integration into the labour market in the context of the European Union (EU) Member States”

4.1. Methodology of the research “Victims of human trafficking (re-)integration into the labour market in the context of the EU Member States”

Type of the research.

A qualitative research method was chosen to reveal how victims of human trafficking (re-)integration into the labour market is implemented in three EU Member States. Studies of this kind method are devoted to understand individuals’ experience, their variety and content, as well as to have deeper understanding of all of them. A relation between situation and behaviour is very essential in qualitative research, as a consequence during the implementation process it is striving to answer:

- How persons understand outside the world;
- How they integrate themselves to their understanding of the world;
- How their understanding asserts in communicating with others (Gudaitė, 2007)

A qualitative research method for this study was chosen for several reasons. One of them is particularity of the issue. First of all, human trafficking is still latent phenomenon of our society, as well as it is very sensitive and intimate. Accordingly a researcher has to enter into the research in order to reveal personal experience both the victims and the individuals who work in this issue. It is essential to have close relationship with the interviewees, especially when interview is conducted with an aggrieved person, who is frequently reserved and not linked to speak about his/her past. Secondly, qualitative research method was chosen because of lack of interviewees. There are not so many experts working on this issue, thus it would be not enough number of the respondents to make qualitative research. As an example, in Austria is only one non-governmental organization, which works with victims of human trafficking directly. As well as, qualitative research method is orientated to a holistic approach. According to Kardelis (2007), holistic view shows not personal behaviour of the individuals, but a general their experience in a social environment. This is very essential studying the roles of non-governmental organizations and Government institutions in the counter-trafficking field, also their collaboration and impact for victims of human trafficking (re-)integration into the labour market process.

Data collection strategy.

- Semi-structured interviews with experts in Austria and Lithuania
- Interviews through e-mails with experts in Finland

- Semi-structured interviews with victims of human trafficking in Lithuania

In order to gather data for the research semi-structured interviews were implemented both with the experts working in human trafficking field and victims of this crime. Interview is one of the survey forms that mostly information is received vocally talking with the interviewee. Semi-structured interview is flexible and not limited by the strict structure. However the researcher should predict what he/she would like to get from the survey. Before the meetings with the experts a research object was studied and the main questions relevant for the study were raised. According to this kind of interview, “the interviewer usually has some latitude to ask further questions in response to what are seen as significant replies (Bryman, 2008, p. 196), thus during the research a structure of the questions has changed a bit and additional questions were included. After the first interviews questions about victims’ citizenship and impact for integration process were added. Meanwhile questions for the experts from International Organization for Migration (IOM) were specially adopted, because IOM does not provide direct assistance for the victims and do not participate in the victims’ (re-)integration into the labour market process.

Victims of human trafficking were included to the research as well. They were asked to tell their personal experience of searching the job and how successful it was. Questions about their past that might have had an impact for their integration process, such as their education level, experience of the participation into the labour market or conditions of becoming a victim, were also involved.

Victims who participated in the study were familiar with the researcher who works in this field. They could rely on her and this gave advantages for the study. Victims were more open and revealed investigations with more details.

Researcher was not able to meet experts from Finland directly, thus these specialists were interviewed through e-mails. The same questions that were prepared for and asked the experts from Austria and Lithuania were applied to the form of the questionnaire. Thus making the data analysis answers received from the representatives of Finland are used on the same way as information provided by the experts from other comparative countries during the interviews.

Data analysis.

A phenomenology approach was chosen for the research data analysis. Phenomenology focuses on the meanings of individual experience and “requires methodologically how people experience some phenomenon – how they perceive, describe it, feel about it and make sense of it” (Creswell, 2007, p.104). According to this approach data is mostly gathered by depth interviews with people who have directly

experienced studied phenomenon. Interpersonal communication is essential in the phenomenology research (Kardelis, 2007). As it was mentioned mutual understanding in this study was especially important talking with victims in terms of their personal experience.

According to phenomenology approach data of the interviews is divided into the segments, and then each unit is transformed to the clusters of the meaningful topic. Finally with the reference to the topics a comparative analysis is done (Kardelis, 2007).

This kind of data analysis method was chosen, because the aim of the research was to investigate victims of human trafficking (re-)integration into the labour market process through the experiences of the participants of the study – victims of human trafficking and experts working in this issue

Participants of the research.

Participants of the research were selected according to non- probability form of purposive sampling method. “The goal of purposive sampling is to sample participants in a strategic way” (Bryman, 2008, p.415). The aim of the research was to make a comparative analysis of the personal experts’ and victims of trafficking experiences. According to purposive sampling method researcher selects sites like organizations or people because of their importance to understanding a social phenomenon (Bryman, 2008). Hence persons who work in this issue in each comparative country were sampled. Organizations that they represent are the leading institutions in the counter-trafficking field in these countries. In order to present personal experience of the people who experienced a studied phenomenon on their own, two victims of human trafficking were included into the research. Because of the sensibility of the phenomenon it is more effective to talk with victims of trafficking who know the researcher, so it was decided to make interviews with women from Lithuania. This was also important in order to avoid language barrier.

Table 1. Demographic data of the interviewees (experts)

Code of the interviewee	Position at work	Organization, country
1	Directress	Missing persons’ families support centre, Lithuania
2	Social worker	Missing persons’ families support centre, Lithuania
3	Project Coordinator	Caritas Lithuanian project Aid to

		the victims of trafficking and prostitution, Lithuania
4	Social worker	Caritas Lithuanian project Aid to the victims of trafficking and prostitution, Lithuania
5	Head of IOM Vilnius	International Organization for Migration, Vilnius office, Lithuania
6	Project manager	International Organization for Migration, Vilnius office Lithuania
7	Project coordinator	International Organization for Migration, Vienna office, Austria
8	Counsellor	Lefö, Austria
9	Director	Joutseno Reception Centre, Finland
10	Secretary for Social Responsibility	Evangelical Lutheran Church of Finland
11	Managing Director	MONIKA – Multicultural Women’s Association in Finland

Two victims of human trafficking were also involved into the research. Both of them belong to rehabilitation programme and live in the shelter of one of NGOs in Lithuania. The first woman (further *interviewee 12*) is 47 years old. She has three children, who already live on their own. Second interviewee (further *interviewee 13*) is 29 years old. She is under the assistance of rehabilitation programme for the second time. Woman has two children, who are 7 and 2 years old. Both kids live together with her in the shelter.

Time of the research implementation.

Research was implemented from the March, 2009 to March, 2010:

- Interviews with the experts in Lithuania were done during June – November, 2009
- Interviews with the victims in Lithuania were done in July, 2009
- Interviews with the experts in Austria were done during February – March, 2010
- Interviews with the experts in Finland were done during February, 2009 – February, 2010

Process of the research.

Research was implemented in three countries – Austria, Finland and Lithuania. It took from February of 2009 to March of 2010 when the last interviews in Austria were done. Experts working in the counter-trafficking field were chosen in each comparative country. Two victims of human trafficking for the sexual exploitation were interviewed in Lithuania. All interviews were recorded. Before them an object of the research was presented and permission to record interviews from all interviewees was received. Experts in Finland were interviewed through e-mails.

- **Austria.** A part of research was done during February – March, 2010 in Austria. The first interview was done in International Organization for Migration (IOM), Vienna office. Interview with a representative of this organization's Counter-trafficking unit took about half an hour. This expert works more than 4 years in the counter-trafficking field and about two years in IOM Vienna. During the interview not only prepared questions were asked, but also a lot of relevant information and contacts for the further steps of the research in Austria were provided.

Further e-mails for organizations which cooperate with IOM Vienna and works in migration field in Austria were sent. During this process it was found out that there is only one organization which works with victims of human trafficking directly. Copies of e-mails are enclosed in the *Appendixes 13, 14, 15*.

Finally a meeting with Lefö – Intervention Centre for Trafficked Women was arranged. An interview took place in the office of Lefö and lasted about 45 minutes. Each month Lefö devotes an hour for the students, during this time a researcher met a representative of organization. An expert talked about victims' (re-)integration into the labour market from the practice side, as well as mentioned gaps of legislation related to this issue and challenges, which women of trafficking face to in the country.

- **Lithuania.** According to the latest data, there are 7 organizations which provide assistance for victims of trafficking in Lithuania. Three organizations which are the most active on the counter – trafficking field and have the most experience working with victims were chosen for the research. Interviews were made with two experts from each organization. Research in Lithuania took from January to November 2009.

Missing Persons' Families Support Centre (Centre) was established in 1996 and it was the first organization which began to provide assistance for victims of human trafficking. The first interview was done with social worker who works in the shelter of the Centre. Interview was taken on the 2nd of June and took about an hour. All predicted questions were widely answered. Second interview with a directress and

a founder of organization was taken on the 23rd of June and took about 20 minutes. Interview was taken in the office of the Centre.

The second organization chosen for the research is called Caritas Lithuanian project Aid to the victims of trafficking and prostitution. Activities of the project are implemented from 2001. 12 social workers work in the frame of the project in five Lithuanian cities. The main office of the project is in Kaunas, thus interviews with coordinator of the project and social worker took place in this city. The first interview with social worker was done on the 8th of June and took about half an hour, meanwhile with project coordinator researcher talked on August. Interview took about 15 minutes.

Finally it was decided to talk with experts from International Organization for Migration (IOM) Vilnius office. One of the reasons of this choice was their experience in the counter-trafficking field, as well as researcher was planning to take internship in IOM Vienna office, thus it was relevant to hear opinion representatives from the same organization in different countries. Interview was taken on the 10th of November. Head of IOM Vilnius office and project manager were interviewed on the same time and it took about 40 minutes. Questions were more related with human trafficking issue in Lithuania in general, as well as it was discussed about past projects implemented by IOM Vilnius office.

Two victims of human trafficking were questioned in Lithuania as well. Both of them were interviewed on the July 2009. Interview took place in the shelter of Missing persons' families support centre. In order women would be more open it was important they knew researcher and could rely on her. An object of the interviews was presented for women and it was agreed that if any question hurts them and/ or they do not want to speak on that topic they should stop the researcher. The first interview with 47 years old women took 55 minutes. The second interview with 27 years old victim was longer and took about an hour. She talked with long breaks, as well as during the interview her baby was together and it disturbed her attention to answer the questions.

• **Finland.** On February, 2009 a researcher met a representative of the Ministry of the Interior (Finland) in Helsinki. Relevant information about case of trafficking in human beings in Finland was provided, as well as he gave some contacts of organizations that work in the counter-trafficking field in the country. Questions were sent to 6 organizations (Pro-tukupiste, Oulu Reception Centre, Joutseno Reception Centre, Evangelical Lutheran Church of Finland and Multicultural Women's Association – Monika, IOM Helsinki), as well as they were sent for the Labour Ministry Department and Helsinki University in order to receive more information about issue. An e-mail was sent also for the network of Christian Organization against trafficking in human beings (COATNET) that unites NGOs working on the

counter-trafficking field worldwide. However an answer was that there is no organization in Finland which belongs to this network.

From all Finnish organizations that were invited to participate in the research 3 experts agreed to be involved in this study. Answers of the sent questions came back from Joutseno Reception Centre, Evangelical Lutheran Church of Finland and Multicultural Women's Association – Monika in Finland (*Annex 16*). International Organization for Migration, Helsinki office answered that they do not work in this field. Answers were not received from other organizations, thus questions were sent repeatedly after the month from the first e-mails. However no more answers came back for the researcher.

After the interviews in Austria it was decided to add some questions about the citizenship of victims in Finland. Questions were sent to the organizations that were already answered first questions (Joutseno Reception Centre, Evangelical Lutheran Church of Finland and Monika). Such e-mails were sent on the February – March 2010. However there was no organization that updated information.

Research ethics.

Ethical principles in social research can be broken down into four main areas:

- Whether there is harm to participants
- Whether there is lack of informed consent
- Whether there is an invasion of privacy
- Whether deception is involved. (Bryman, 2008)

First of all, it should be anticipated that information of the research will not bring negative consequences for the participants of the research. Thus, “identities and records of individuals should be maintained as confidential” (Bryman, 2008, p.119). Accordingly the names of the experts and victims of trafficking are not indicated in the study.

Secondly, participants of the research must be fully informed about the research process. All experts, as well victims, participated in the research voluntary, the process and the aim of the interview were presented. When victims of women trafficking were interviewed it was made an agreement that they are free to refuse to answer any question that hurts them or they do not want to talk about.

The issue of privacy is also “linked to issues of anonymity and confidentiality in the research process” (Bryman, 2008, p.124). It is especially important for victims of trafficking, whose identities are known only for the people who are working with them. Thus making a data analysis specific details, that could make participants identified, were not mentioned.

4.2. Analysis of the research “Victims of human trafficking (re-)integration into the labour market in the context of the EU Member States”

4.2.1. Victims of human trafficking (re-)integration into the labour market – experts’ point of view:

Issue of human trafficking in Austria, Finland and Lithuania.

During the interviews experts were asked to explain the situation of human trafficking in their countries, as well as to tell their opinion if this issue is urgent and important at this moment. All specialists agreed that human trafficking is an issue, however, as it is seen from the answers, it still remains latent and hidden.

- **Lithuania.** Talking with experts in Lithuania, clear indifference of the society towards issue of human trafficking was noticed. While some specialists spoke about indifferent society in general, others excluded politicians, journalists and police from this group:

Yes, it is urgent. Just the problem is that society does not think that it is urgent. Why? Mostly women who are victims of trafficking in order to protect themselves from negative attitudes show that nothing has happened, that they wished it by themselves. Society adopts it, especially journalists that they (victims) are guilty because of their problems, because of their disaster. This is a public opinion, a public opinion affects politicians, this is the reason why this issue is not kept as problem, as a big problem. A main concern is that it is hidden (Interviewee 1, Lithuania¹³).

It is important (...) it really exists and does not disappear anywhere, just the police does not work with it much (Interviewee 2, Lithuania)

Yes, it is really important issue and especially knowing a fact that national programme combat human trafficking does not work (...) this means that in 2009 there was no support from the State for the victims. Organizations, which work in this field stopped working because of lack of financial means. Just few of them remain working. (Interviewee 6, Lithuania)

But, as one of the interviewee notices, *if you do not see a problem, it does not mean that it does not exist (Interviewee 6, Lithuania)*. Although officially it looks that the scope decreased, because we do not provide support (Interviewee 6, Lithuania), experts who work directly with victims perceive that *pimps and traffickers prosper, their business prospers, sex industry prospers, thus issue becomes very essential in Lithuania (Interviewee 3, Lithuania)*. One of the interviewees adds – *Yes, it is really important issue*

¹³ Further quotations of the interviewees will be written in *italic*

(...) we see it from the numbers of our clients who come back from Greece, German, England, from other countries, that it is not small numbers (Interviewee 4, Lithuania). However increasing numbers of victims are noticed not only by the representatives from the local NGOs. They closely collaborate with international organizations who also inform about hundred of Lithuanian women in the brothels of the foreign countries:

We collaborate with foreign organizations, for example in England, it is said that a lot of Lithuanians are in brothels of London or other cities of England (Interviewee 4, Lithuania).

On the spring police from London visited us, they brought such data that there is really big trouble in London. Of course they took data from the day when the biggest amount of Lithuanians was arrested. But numbers are really big (...) and the numbers have to increase, they can not decrease because unsafe migration exists at this moment. Offenders feel crisis in that countries as well (Interviewee 5, Lithuania).

According to the latest data (Prekybos žmonėmis situacija Lietuvoje: 2009, 2009), the main transit countries of Lithuanian women remain United Kingdom and Germany. Mainly victims are young under-age girls. About 15 % of victims were at their nineteen and twenty and this is also called as an increasing problem in Lithuania.

To human trafficking still younger and younger girls are involved and very often minors, which means children (Interviewee 1, Lithuania).

The problem is that they become younger (...) the reason is that 10 classes education is not obligatory (...). When person begins to communicate with people who live in the street or drink alcohol, young people who do not have any activities (...) they are easy involved to prostitution (...) and a problem of prostitution is great in Lithuania (Interviewee 2, Lithuania).

• **Finland.** All experts from Finland who participated in the research have agreed that human trafficking is important issue in the country. While one told that it is *important (Interviewee 9)*, other marked issue as *very important (Interviewee 11)*, meanwhile the third one précised *it is important, but hidden. It would be important to uncover the problem (Interviewee 10, Finland)*. As one of the representatives of Finland says, *it is strongly assumed that there is trafficking in Finland, but it has been very hard to find (Interviewee 10, Finland)*. To his/her opinion agree other interviewee telling that *hundreds of human trafficking victims are estimated to pass through Finland annually (...) for many victims Finland is the final destination, however, this country often fails to identify victims of human trafficking (Interviewee 11)*.

According to the experts most cases of trafficking are related to labour exploitation, there are also some cases of trafficking for the sexual exploitation:

There are 15 victims of human trafficking in our support system (...) most of the cases are related to labour discrimination and there are only few cases related to sexual based form of trafficking or prostitution (Interviewee 9)

There have been some cases in court, but only some work-based trafficking and one sex-based trafficking case have got sentence (Interviewee 10)

• **Austria.** Representatives from Austria also confirm that trafficking in human beings is a great issue in their country. One of the experts who participated in the research relates it to geographical position of the country:

Austria is quite an issue being a country of transit and destination (...) it's due to geographical position (...) and it is very easy to pass through Austria or even to bring here victims to exploit in Austria (Interviewee 7, Austria)

According to experts from Austria, there are no citizens of the country who would be under the assistance of local NGOs, *there are just either EU Member States like victims from Romania, Bulgaria, Poland, Slovakia, Czech Republic (...) it have been an increase of Nigerians being trafficked, then Latin America, Asian countries (Interviewee 7, Austria)*. According to representative of NGO there are *10 or 11 women plus one baby (Interviewee 8, Austria)* in their shelter at this moment and there is no Austrian citizen as *it is only organization for migrants (Interviewee 8, Austria)*.

Most of the cases of trafficking in human beings in Austria are related to *cases of child begging and sexual exploitation of women (Interviewee 7, Austria)*. Human trafficking for the sexual exploitation are mentioned and by other interviewee from Austria (*Interviewee 8, Austria*) – *there is trafficking in a sex work* and adds that labour exploitation *in domestic households, like diplomatic households* is an increasing issue in the country. *Diplomats like from Arabic countries (Interviewee 8, Austria)* who work for UN or other international organizations in Vienna bring women from Asia, Latin America and other parts of the world in order they would work in their households as domestic workers:

There are a lot of Philippine women working there and really exploited. And this is really difficult for us, because they have this immunity, diplomatic status, which is really difficult to do something. But it is increasing and we are working on it that we would have more chances to fight for woman's rights that she gets money, that she can come to us, that we could support her, when she wants to go back to her home country (Interviewee 8, Austria).

Both interviewees agree that human trafficking is essential issue and *something as it is increasing* (Interviewee 8, Austria). Differently from Lithuania and Finland, none of them mentioned that issue is hidden. It is noticeable that authority of the country is not as indifferent towards the problem as it is in Lithuania. *I think it is for the authorities concern is an issue, especially for the Ministry of Foreign Affairs and Ministry of the Interior* (Interviewee 7, Austria). However not all institutions pay attention to this problem as latter mentioned Ministries – *for the Ministry of Justices (...) it is not a key thing and there was no much interest for training judges and prosecutors* (Interviewee 7, Austria).

It was mentioned that in Lithuania police works with issue just as much as it is according their plans – *sometimes I think, that may be they have any plans how many girls they have to arrest (...) keep them few hours and let them out again to the street* (Interviewee 2, Lithuania). Representative from Vienna told that in Austria *police are quite aware and informed* (Interviewee 7, Austria). However in both countries society keeps indifferent towards the issue. If in Lithuania people do not think that it is important and believe that most women fall into situation of human trafficking because of their own fault or wish, for people in Austria it is even difficult to realize that trafficking in human beings can exist in the country:

Population knows about human trafficking, but for them it is still difficult to see Austria as country, where people are being trafficked (...) difficult to differentiate trafficking and smuggling of migrants, to differentiate that trafficking is not only irregular migration (Interviewee 7, Austria).

Human trafficking is kept as an important issue in all three comparative countries. However it still remains hidden. While in Lithuania and Austria most cases are related to trafficking for the sexual exploitation, victims of labour exploitation are mostly under the assistance provided by NGOs in Finland. While Finland faces to victims of trafficking identification problem, exploitation in diplomats' households was mentioned as an increasing concern in Austria. Meanwhile Lithuania feels a big indifference of the society towards this issue. Although for the Austrian people are also hard to understand that phenomenon of trafficking exists in their country, in Lithuania not only ordinary people do not want to understand that person can become a victim of trafficking not only because his/her own wish. The situation even becomes worse because of financial crisis state's authority does not provide any financial support for organizations which work with victims of trafficking, as well as unsafe migration is increasing and people leave the country without thinking about possible consequences.

Counter-trafficking activities in Austria, Finland and Lithuania.

In each country organizations, which have the most practices working in the field of human trafficking were interviewed. Three main questions related to organization's work were discussed with experts involved into research: first of all they were asked to present their organizations briefly, later they identified a target group they work with, finally services they provide for victims of trafficking were described.

- **Austria.** Assistance for victims of human trafficking and forced prostitution is provided by one NGO in the country – Lefö, which already counts 25 years anniversary this year. *Lefö was funded by Latin America women as it was migration centre for Latin America women at the beginning (Interviewee 8, Austria).* It does not focus only on assistance for Latin America women any more and is even increasing. There is a Counselling centre, where *social counselling, psychological counselling, family counselling, social, legal and medical counselling* are provided. *Language classes, computer classes, consulting service for education (Interviewee 8, Austria)* are implemented in education centre. As well as *there is a public relation work (...), then there is TAMPEP¹⁴, it helps for HIV and AIDS prevention on migrant sex workers. Women go out to street and talk with women who work as sex workers and finally there is intervention centre for trafficking women (Interviewee 8, Austria).* Lefö also has two secret shelters, where temporary housing is provided for clients of the centre:

...for 24 hours every time is somebody here (...). We are 5 people really working there (...) and we have a lot of women, who are only working in the shelter (...) go shopping (...) with them together on Monday and Friday (...) women also get pocket money from us as they don't have any money and can't earn anything, they get 30 Euros a month from us. We provide a medical for them a medical assistance, if they need, we provide psychosocial counselling, we make all bureaucratic things to get the legal status here is Austria (Interviewee 8, Austria)

As well as officers of Lefö accompany women on the police and court, *when they have to go to the courts, they never have to go by themselves (Interviewee 8, Austria).* Organization has lawyers who work with them and both before and after the court or interview in the police make counselling in order women know there are persons who they can rely on:

...for the courts we have lawyers, who work with us, we make a preparation, counselling before, we make counselling after the court or interview at the police. Just they really know that there is somebody that we can make confidence (Interviewee 8, Austria)

¹⁴ TAMPEP - Health Prevention for Migrant Sexworkers

However, assistance for victims of trafficking in Austria is very centralized and it is provided only in Vienna. *Vienna is quite big city, other is quite small and for security reasons is better, because they have two secret shelters (Interviewee 7, Austria)*. On the other hand network of NGOs and police works proper and victims found in other parts of Austria is not left without any assistance:

...police, for example, they have Intranet in which they also have information of trafficking and they can also contact with other NGOs. So normally they refer them to Caritas or to other NGOs sometimes, and then they contact with Lefö, so they bring the victim here to Vienna (Interviewee 7, Austria)

• **Finland.** Joutseno Reception Centre is one of two main organizations of the Finnish system of victim assistance. Target group of the Centre is *asylum seekers and victims of human trafficking (Interviewee 9, Finland)*. The aim of the Centre is *to give basic services for asylum seekers like shelter, basic medical services, financial aid and social services if possible (Interviewee 9, Finland)*. Services are also provided for *victims or possible victims of human trafficking (Interviewee 9, Finland)*. They include *legal aid, social services, medical health care, financial aid, housing, psychological care and language courses in Finnish (Interviewee 9, Finland)*.

Other organization, which was included into the research, is called MONIKA – multicultural association in Finland. It is *an umbrella organization of multicultural women's NGOs (Interviewee 11, Finland)*. Target group of association is *immigrant women, who have experienced violence (Interviewee 11, Finland)*. Organization provides wide variety of services – *develops and offers services for immigrant and children who are suffering from domestic violence, offers education to recognize and prevent violence against immigrant women and children and to help victims (Interviewee 11, Finland)*. This organization also *develops and supports empowerment of multicultural organizations in Women's House started in September 2008 and is a Member of Advisory Board for Ethnic Relations (ETNO), set by the Ministry of Interior (Interviewee 11, Finland)*.

One more organization related to counter-trafficking in Finland is Evangelical Lutheran Church of Finland. Although representative of this organization claim that they *don't work at local level, so we don't meet victims* as its target group is *Church of Finland, parishes*, he answered some questions related to issue of trafficking in Finland. Activities provided by this organization are *administration, education, support, etc. (Interviewee 10, Finland)*.

• **Lithuania.** Representatives from three organizations were interviewed in Lithuania. *Missing persons' families support centre was established on January 1996 (Interviewee 1, Lithuania)*. At the beginning this organization was in a structure of Human Rights Association, later in 1998 a separate

organization Missing persons' families support centre was established. Organization helps *not only for girls who are victims, but also for persons, whose relatives are missing, assists, advices to search them in all possible ways (Interviewee 2, Lithuania)*. Experts mentioned few groups of persons who are included to the target group of organization:

Target groups, I would say, are few and not the only one. To begin from the biggest, the global one, it is society. Our centre is a republican centre and we influence whole society, raise awareness about human trafficking and not only about it, but also about the problems of the missing persons' relatives (...) Talking about the victims, this is young women pushed out of bounds of the society (...) There were a lot of discussion, if that girls know that they will fall into human traffickers traps, may be it is not so important if they know or not (...) Nobody can sell the person, nobody can get any money from the person (...) this is our opinion that people are not sold. Thus these women form a big group, who can become victims of trafficking (...) Also minors, under-age girls who usually do not understand what human trafficking is (...) other thing, girls from social risk families who do not have strong moral values. So there are these groups. Of course, I could mention more, such as minors who solve their problems running from home and on this way often become victims of trafficking (...) and target group is not only minors, but also parents and teachers, pedagogues from foster homes (Interviewee 1, Lithuania).

Mostly it is young girls, 18 to 25, 26 years old. Mostly it is cases, when they are under-age 15 – 14 years old, because such girls is easy to attract with nice promises, especially when there is no harmonious and good relations among family members or they even do not have any family. Other, girls who are difficult teenagers, who argue with parents, are rebellious, run from home. This is the main our clients, who lives in our centre and other such kind centres. Also I will add girls from remote areas, social risk families. Thus this is three target groups (Interviewee 2, Lithuania)

Target group of Lithuanian Caritas project Aid to the victims of trafficking and prostitution, Lithuania is *victims of trafficking and prostitution (Interview 3, Lithuania)*, *women who were trafficked, sold to foreign countries, exploited in brothels, also for women who were involved into prostitution, here in Lithuania (Interviewee 4, Lithuania)*. During the interviews it was mentioned that victims are *from 12 years old, they are from full and separate families, children foster homes (Interviewee 3, Lithuania)*.

Victims and potential victims (Interviewee 5, Lithuania) are also target group of International Organization for Migration Vilnius office. A representative of organization added that because *there are two – counter-trafficking and mass information campaigns, thus it can be related to emigration, also with trafficking in human beings. This means that it could be wider audience, it can be whole inhabitants (...) teachers, school children, it could be potential victims (...) social workers, police.*

As it is seen all these organizations involve a lot of people under their activities. As interviewed experts told mostly their activities are related to assistance for victims and potential victims of trafficking, as well as preventive activities play an important role in the practice.

Safety was mentioned as one of the main things that must be ensured for victims of human trafficking. Representatives from NGO say it is essential *to make person, who become victim of trafficking, safe. It could be every kind of assistance, first of all they need moral safety (...) understanding and of course physical safety (Interviewee 1, Lithuania)*. Importance of the safety was emphasized by other expert as well – *first of all, we seek to ensure safety, that woman, girl would feel safe (Interviewee 2, Lithuania)*. *Safe shelter (Interviewee 4, Lithuania)* as a priority was also mentioned by one of social workers participated in the research.

Talking about each organization separately, Missing persons' families support centre also provides legal assistance – *cooperation with law enforcement institutions (Interviewee 1, Lithuania); legal assistance, that women would collaborate with law enforcement officers, that offenders would be arrested (Interviewee 2, Lithuania)*. As well as such physical support as *nutrition, shelter* are provided, *all without any exceptions need medical aid (...) wide range of social services must be provided for them, because often they are independent, and from foster home, where they do not know anything, how to take care about themselves, even on their mode of life (Interviewee 1, Lithuania)*. Social worker of the centre also emphasise the importance of medical aid, *which is essential for everyone, either she came back from abroad or is local, either she is a victim or was involved by her own wish (Interviewee 2, Lithuania)*. Among the services that provide this organization are psychological assistance – *without psychologist, they even more need aid of psychiatrist (Interviewee 2, Lithuania)*, as well as important role play counselling and close relations with social worker – *you have to observe attentively, communicate a lot, because when they came back they are very closed, do not rely on anybody, they do not know what to expect (...) if she will not be hurt again (Interviewee 2, Lithuania)*

Lithuanian Caritas project Aid to the victims of trafficking and prostitution without already mentioned safety in the shelter also provides a lot of kind of services. *The common aim of all services is integration and reintegration into society* – says a representative of organization *(Interviewee 4, Lithuania)*. *This include (...) counselling of social worker, psychologist, legal and material assistance (Interviewee 4, Lithuania)*. Other expert is even more precise and services that provide Caritas project calls as a *standard packet (Interviewee 3, Lithuania)*. To this packet not only already mentioned services, such as legal assistance or psychosocial consultations are involved, but the expert also mentioned *assistance to participate qualification courses, integration into the labour market and follow-up assistance (Interviewee 3, Lithuania)*. Assistance for integration into the labour market and other services related to this issue will be discussed later and a bit wider as it is a main object of the study.

IOM Vilnius office as *inter-governmental and humanitarian, non political organization* (Interviewee 5, Lithuania) works in the frame of the projects. Thus their activities depend on the project they have at that moment. IOM in general has three aims of their activities:

...assistance for emigrants, who are in difficult situations, assistance for the Government, when it works with migrants and migration issues, the third trend of activities, where we do not work is conflict zones, where a lot of migrants appear (...) We have 7 trends of activities – assisted voluntary return, migration and health, labour migration, among them is also counter-trafficking, which includes prevention, assistance and other (Interviewee 5, Lithuania)

The main activity related to human trafficking that IOM implements at this moment are *victims of human trafficking returns from England, Germany (...). Basically nobody else works with it, when it is needed to return victim from abroad (...) there is also whole packet (...) it could be assistance there, because our offices are in whole world. Then trip, transit, reception. Frequently we identify need when we meet and turn to NGOs* (Interviewee 5, Lithuania)

Activities implemented by organizations which work in the counter-trafficking field in Austria, Finland and Lithuania are mostly supported by Government. Finnish NGOs are also funded by Finland's Slot Machine Association – RAY. It holds a monopoly on slot machine gambling licenses and part of incomes divides to health and social welfare institutions.

As it was already mentioned Austrian authority are active involved into counter-trafficking activities and support both inter-governmental organizations and NGOs:

Government of Austria provides some funds for IOM in general, so for the office in Vienna (...) for the moment it provides with co-funding of some projects (Interviewee 7, Austria)

Yes, it is from the Ministry of Internal Affairs and Women Ministry, Gender Ministry how it is called. And for juridical processes, where the lawyers are involved, we have part of Ministry of Justice (Interviewee 8, Austria)

One of the experts from Austria mentioned that Government not only provides financial support, but also puts its contribution to the projects implementation on the other ways:

Sometimes, for example, for the Swedish project, the Austrians Ministries are also partners in the projects and they provide us with co-funding or they provide us with rooms, with facilities and, or they find experts, things like this (Interviewee 8, Austria)

From three Finnish organizations which participated in the research, only one marked that it has a project *Nordic Baltic Pilot Project – Assistance and Support to Women Victims of Trafficking – a national*

work group (*European Women's Lobby EWL*) (*Interviewee 11, Finland*) supported by the government institutions. Two other organizations told that such kind of support was not received.

A bit different situation is in Lithuania. Till 2009 NGOs were supported in the frame of National programme for the prevention and control of trafficking in human beings. However there was no NGO who received any money from the Government in 2009:

... at this moment we do not receive. There is no state's programme (...) during the last few years in was the only one project supported by Ministry of Social Security and Labour, which continued 3 years (Interviewee 2, Lithuania)

... till prevention and control programme existed - yes, at this moment - no (Interviewee 4, Lithuania)

... every year we implemented, but this year the state has stopped the programme (Interviewee 3, Lithuania)

... we had one small three months length project that was in the frame of the first programme of trafficking in human beings (Interviewee 6, Lithuania)

Differently from IOM Austria, IOM Vilnius office faces to difficulties to receive support from the Government:

I asked to include money for the returns, they just included them into a programme, but did not manage to give them for us. We did not receive any cent. Money was foreseen in the programme, but they did not know how to give them for us (Interviewee 5, Lithuania)

A remark one of the experts participated in the research *90% of all work NGOs do (Interviewee 6, Lithuania)* raise the question about role of government institutions in the counter trafficking activities. According to experts' point of view government institutions are important as financial supporter for NGOs as well as play a coordinator role of counter-trafficking measures taken in the countries.

Representative from Austria notices that both NGOs and Government play important role, just their responsibilities are different – *we can not say that one has more important role than other (Interviewee 7, Austria)* However, interviewee adds that in her impression *Government is delegating much more in NGOs to cover some services, to provide assistance to some victims and these tasks should be implemented by Government itself. And they are responsibilities of the Government. But they are delegating these tasks on NGOs, which is good, because they have experience and the capacity. But some times I don't know, they are taking the honorship and doing the monitoring. So I have an impression that the Government is not doing so much and give too much responsibility to the NGOs (Interviewee 7, Austria)*. NGOs are very

dependent on the Government, because their *funding is not secure* and mostly *dependent on the Government decision* (Interviewee 7, Lithuania). Representative of NGO explains that each year they have to extend the contract and constantly have to explain their expenditures:

... we are really not involved in those financial conversations of the Ministry (...) every year we have new argue with them. Like out goings money are increasing, so we have to argue with the Ministry, like this and this happened and we need more money for this and that (Interviewee 8, Austria)

However NGO *have a lot of meetings with the Ministry of Internal Affairs* (Interviewee 8, Austria), meanwhile other organization from Austria implements *jointly programmes together* (Interviewee 7, Austria) and its role in such cooperation calls as *an advisory role* (Interviewee 7, Austria). It was already mentioned that Austrian Ministries keep human trafficking as an issue of the country, thus it would be true to say that Austrian Government is involved in counter-trafficking activities implemented in the country.

Meanwhile experts from Finland were not very united answering the question if Finnish Government promotes the combat of human trafficking. Two organizations answered positively (Interviewee 9 and 10), meanwhile one expert's answer was negative. The ones that answered positively described how government institutions deal with issue of trafficking in their country:

Yes, this issue has important status with our government and these issues are highly promoted especially by ministry of Interior and also by other ministries. The general awareness of these issues are promoted to general public and also to authorities and NGO. There are also working groups under ministry of Interior to face this issues (Interviewee 9, Finland)

They made the law and try to implement it. There has been the committee to plan the work and another is sitting following it. There are representatives from several ministries in this committee plus NGO including the church. There is a training programme for civil servants to deal with trafficking (Interviewee 10, Finland)

As it is seen from the answers both organizations mentioned that Government also includes NGOs to common counter-trafficking activities of the country. However representatives of NGOs collaboration among non-governmental and governmental institutions marked being between neutral and successful (Interviewee 9, 10, 11). For such answers an impact might have had lack of financial support from the Government for the projects implemented by NGOs.

In Lithuania Government role was related to a huge bureaucratic apparatus – *for me it seems that first of all it is a paper role* (Interviewee 2, Lithuania), however without Government relevant steps in a combat of human trafficking would not be done – *if you do not adopt the law, then you will have nothing* (Interviewee 5, Lithuania). And although *Lithuania has done a lot in this field and government, and*

government institutions, and the Ministry of the Interior, and police (Interviewee 4, Lithuania) because of economic crisis in Lithuania there is no financial means for NGOs under a new national programme for the prevention and control of trafficking in human being, thus *at this moment there is a pause* (Interviewee 4, Lithuania) and to this issue the question of cooperation is also very closely related. One of the experts was surprised – *what does it mean collaboration? (...) this year state's programme is not implemented. This means that collaboration does not exist* (Interviewee 3, Lithuania). As it will be mentioned later lack of funding is one of the main difficulties that organizations in Lithuania face to in cooperation with Government institutions. However, except already mentioned expert others were not so categorical and claimed that cooperation among government institutions and institutions still exist:

It exists. There is IOM, other international organizations, which help girls to come back, inform that somebody applies for assistance. We keep in touch with the Ministry of the Interior and implement projects (Interviewee 2, Lithuania)

There is a dialog, we try and we must to listen what government institutions are talking. On the same time government institutions try to invite NGOs for a dialog and I think they take into account our views and remarks. I think everything goes to good side, just we need not to stop. Of course there are some argues (...) but still it is talking about and this means it is possible to deal with. In my opinion dialog is very important (Interviewee 4, Lithuania)

It was mentioned that in Austrian case Government institutions delegate responsibility for NGOs and as representative of Austria noticed *if in case it is good, ok, it was an achievement of the Government, but if not, it was done by NGOs* (Interviewee 7, Austria). Similar remarks representatives from Lithuania were mentioned:

I think I will not be wrong if I say that government institutions work only as much as non-governmental organizations push them. Former Minister of the Ministry of Social Security and Labour said that if not our centre the first state's programme 2002-2004 would not have been adopted. This show that how much NGOs will work, will publish the issue, will influence politicians, as much the latter will work (Interviewee 1, Lithuania)

... meeting victims on the border – cooperation is good, because it is relevant. With the police is more or less good, especially they need something. When we need something, practically do not get anything (Interviewee 5, Lithuania)

Although cooperation among NGOs, as well as inter-governmental organizations and Government institutions are very important solving issue of human trafficking, experts mentioned a lot of difficulties they face to in such collaboration. Austrian experts mostly talked about legislation gaps that will be presented in the part of “Victims’ of human trafficking (re-)integration into the labour market” (look at p. 64), meanwhile only one representative from Finland remarked troubles they have in such collaboration.

The reason could be that only this organization had common projects with the Government, thus this institution had an experience that shared it for this study:

Difficulties getting into the helping system, especially when the NGO has identified a victim of human trafficking (Interviewee 11, Finland)

In situation, where there is a suspicion of human trafficking it is a challenge to get an interpreter, because no institution wants to pay for expenses (Interviewee 11, Finland)

The latter issue is closely related to difficulties that were also mentioned by experts from Lithuania. Specialists mostly pointed out issue of bureaucratism, uncertain financial system, as well as lack of dialogue with organizations:

That bureaucratic view of the state (...) usually it seems that you work not with traumatized women, but with manufacturing unit. When auditors come to check and ask, why did you buy dutch cheese for the clients, if they can also eat a cottage (...) For me it seems that the state does not clear understand issue of human trafficking, they do not clear understand issue of human trafficking, they do not imagine what consequences it brings and how it changes people. They usually require indicators how many were employed, quit prostitution (...) But this is a process (...) tomorrow everything can be different. It is a bureaucratic point of view (Interviewee 3, Lithuania)

... bureaucratic mechanism is very difficult (Interviewee 6, Lithuania)

... it is hard to talk with them, they do not want to support us (...) all NGOs are lack of money (Interviewee 2, Lithuania)

When programmes are implemented, projects start not on January, but on April (...) other thing services that are not supported at all, for example legal assistance (...) they do not imagine that we have to pay for the office, that person's work costs (Interviewee 5, Lithuania)

First of all instability of the projects (...) If you are supported only by Government, you can not ensure continuity of the project. A year starts on January and until the projects are confirmed and financial means are divided it is almost April. And then every quarter, until all reports are checked and the money is transferred, it takes about month. It disturbers work, of course. Other things is bureaucratism, huge reports (...) it is understandable that they want clarity and accountability, but for NGO, which try to work with a minimum number of personnel and despite this to do maximum with a minimum expenses, it is really significant work load (Interviewee 4, Lithuania)

Administration of the financial support is too detailed, a lot of work must be done for all reports and it disturbs to implement direct work. NGOs does not have paid employers, all salaries are from projects (Interviewee 1, Lithuania)

... three quarter of work are devoted for papers, but not for person, it should be vice versa (Interviewee 1, Lithuania)

Victims' of human trafficking (re-)integration into the labour market.

All organizations, except Evangelical Lutheran Church of Finland and IOM Vienna office provides (or as IOM Vilnius office provided in the past) services related to (re-)integration into the labour market. As it was already mentioned such kind of assistance is included to the packet of the services that provides Missing persons' families support centre and Lithuanian Caritas project in Lithuania, Lefö in Austria, as well as Joutseno Reception Centre and MONIKA – Multicultural Women's Association in Finland. Services and challenges specialists, as well as their clients, face to in the integration into the labour market process in each comparative country will be presented in this part of the study.

To the researcher's question if organization provides assistance for victims' in their (re-)integration into the labour market process, a representative from Missing persons' families support centre told – *yes, this is one of our services, because our aim is to give not a fish, but a rod (Interviewee 1, Lithuania)*. It seems that to this principle other organizations, which were included in the research, follow as well. In most cases services are included to regular activities implemented by organizations and there are no separate projects devoted only for assistance into (re-)integration into the labour market:

No, we do not have, it is included to a general package (Interviewee 3, Lithuania)

Integration into the labour market is one of the integrated services provided in the frame of reintegration in general (Interviewee 4, Lithuania)

... almost all (projects - researcher) are related to integration into the labour market (Interviewee 1, Lithuania)

One of the social workers explained that such kind of assistance was provided in the frame of Programme for the prevention and control of trafficking in human beings for 2005-2008:

...it was not like a service, but financial means (...) to buy a ticket to go to job (...) money for clothes. It is also important (...) working in the restaurant it is a requirement that girl would wear white t-shirts, black trousers, black shoes. She does not have them and this is a possibility to by them for her that she could work. It is also a contribution for reintegration into the labour market (Interviewee 2, Lithuania)

However Missing persons' families support centre implemented a project, which was especially devoted for victims of human trafficking (re-)integration into the labour market and was called "Integration and (re-)integration of victims of human trafficking into working society":

It was Equal project related to integration into the labour market (...), there were common meetings and conferences with Labour Exchange office (Interviewee 2, Lithuania)

We implemented a huge project, which was supported by Equal, European Structural Funds, and it was integration into the labour market. It was a package of services and measures (...) how to prepare for the interview, how to represent yourself (...) training that could trust in yourself. Also it was a job with employees, formation of the positive attitudes (...) that they (victims - researcher) would be understood. We did not want any exceptional conditions, we just wanted that would not be discriminated (Interviewee 1, Lithuania)

Services related to victims' (re-)integration into the labour market process were discussed with all experts who participated in the research. Representatives of organizations mentioned such kind of assistance they provide:

... open pages on the Internet, where are jobs advertisements, search job on the news papers, go together to Labour exchange office (...) we talk with experts (Interviewee 2, Lithuania)

... we send to the any kind of courses through Labour exchange offices. When they get any qualification and when we know, where she would like to work, we are looking to the possibilities in the community, we write CVs together, search job on the Internet, go together to employees and later assistance for those who works – how successful they are, etc. (Interviewee 3, Lithuania)

... we try to find out, what kind of job women would like and could work, how to plan job searches, how to present yourself to the employer (Interviewee 4, Lithuania)

... supporting our women in Internet research to find jobs (...) to make CV, then to look what can you do, what kind of education do you have, what are you interest (...) teaching German (Interviewee 8, Austria)

We can give advice how to apply job in Finland, also advice in residence and job permit issues, also psychological services and therapy are given to victims of trafficking to help them to (re-)integrate into the labour market (Interviewee 9, Finland)

... orientation into society and consultation on studying and work opportunities, Finnish language education, teaching how to write a CV, being a link between employment authorities and clients (Interviewee 11, Finland)

Although IOM Vilnius office does not provide (re-)integration into the labour market services at this moment they had qualification courses, where mostly *courses for the hairdressers* were implemented, as well as they supported NGOs' activities of the assistance for integration:

Because we do not implement integration, we pass on to organizations (...) trainings, qualification courses, employment – this was a package what a maximum amount could be spend for one victims and then accordingly to organizations needs (...) we could support their activities (Interviewee 5, Lithuania)

As it is seen specialists are fully involved in victims' (re-)integration into the labour market process. They search jobs together with their clients, consult how to prepare CVs and present themselves during the job interview, even go together to the future employee.

In Austria and Finland victims of trafficking are not citizens of the countries, thus as it is seen language courses play important role. As representative from Lefö noticed *when a women really wants to stay in Vienna, one of the most important is the language and to find a job (Interviewee 8, Austria)*. Mostly woman are not able to find a job not because of lack of motivation or *because of their story, because they don't know so good German (Interviewee 8, Austria)*. This confirms also an expert from Finland, who states that the main difficulties for victims' integration into the labour market rise because victims' *language (Finnish or Swedish) skills do not meet requirements of labour markets (Interviewee 9, Finland)*. Other specialist from Finland who mentioned *difficulties with language (Interviewee 11, Finland)* also agrees to this opinion. Talking about difficulties that victims face to in the (re-)integration into the labour market process, not only language barriers could be mentioned. Lack of education as the greatest problem was stated by both Lithuanian experts and the Finnish ones:

In general some victims has low level of education (Interviewee 9, Finland)

... a problem is that mostly girls are not graduated ten classes, thus they can not continue studies and to get profession (Interviewee 2, Lithuania)

... women are with very poor education. Usually they have to graduate secondary school; education they have is not enough in order to receive support and courses from the state. This is the greatest issue (Interviewee 3, Lithuania)

Because of low education, mostly women work *very low qualification work as cleaners, assistants (...) for jobs is being searched in super markets (Interviewee 3, Lithuania)*, social worker also mentioned jobs as *shop assistant, waitress (Interviewee 4, Lithuania)*, as well as jobs in the laundry (*Interviewee 2, Lithuania, gastronomy, in restaurants, cleaning (Interviewee 8, Austria)*) were mentioned. However one of the experts added that *there are some exceptions, we have nurses and accountants (Interviewee 3, Lithuania)*.

During the interviews a question of women motivation were raised. Here experts' view that women are not enthused to study was not united. While one social worker told that *usually they do not want to study*, other specialist noted *for studies (...) we are usually successful to motivate them (...) they are not very diligent students, but most of them seek to get education (Interviewee 4, Lithuania)*.

However lack of motivation could be mentioned as one of the difficulties in the integration into the labour market process. To this issue a lot of components are added. First of all, most of the victims are from the families, where no value system exists, girls were not taught that they should study, work and earn money for their lives:

There was no motivation from the little days (...) there was no care, encouragement that you should study, that education is your job. They are used to live differently, to be busy on other things and usually it is hard to start study for them (Interviewee 2, Lithuania)

It must be recognized that most of these women are from the surrounding, where attitudes towards the job are not serious, work is not value for these families, o these women think the same (Interviewee 1, Lithuania)

There are also a lot of girls from children foster home who are independent and have understanding that somebody else but not them have to do something for them This is *because of the system of the foster home (...) they are used to that somebody will take hand and will tell do this and that. So they wait until we will take their hand and they will be conducted (Interviewee 2, Lithuania).*

Lack of motivation and indecision of women are noticed by employees and these facts usually also becomes an obstacle to get a job:

They usually do not know how to represent yourself, to say something and do not leave positive impression (Interviewee 2, Lithuania)

Usually it let people imagine that such women will not be able to work, to do any kind of job, that she has problems of the behaviour, that people ca not trust her (Interviewee 3, Lithuania)

... I do not know if employees know, if they see it, but... but for them it is really hard to find job (Interviewee 4, Lithuania)

However social workers and other officers who work with victims do not leave them alone and usually lead girls and women to the employees – *we go together to employees (Interviewee 3, Lithuania), talk to them before the meetings how to present yourself for the employee, how to look motivated, resolute, responsible (Interviewee 4, Lithuania).* Despite this there are many girls *who need to be led by the hand (Interviewee 2, Lithuania),* as it was already mentioned an example about the girls from the foster homes, as well as *frequent girl is arrived from other city, district, they do not know new city and (...) you have to accompany her, that she would be able to go to the job interview (Interviewee 2, Lithuania)*

Originally featured lack of motivation can be misleading. This could be influenced not only because of unwillingness to work or unawareness how to do it. One of the participants of the research remembered a situation:

... it looks that she is indifferent, does not want to go to search any job, to be engaged to some kind of activity. Some time it looks that she is lazy, sleeps to three p.m. But it appears that she does not say that she feels bad, that she can not sleep during the night. She falls asleep only at 6 a.m., can not do it earlier because of stress, memories come back from the unconscious, fear... (Interviewee 2, Lithuania)

Health problems can also be one of the explanations why victims of human trafficking face to integration into the labour market problems. As one of the experts noticed *for the persons who have not experienced any trauma is very hard to find job and to keep it (Interview 3, Lithuania)* accordingly for victims of trafficking it is especially hard achievable goal. Women who participate in the rehabilitation programmes are not only experienced physical, psychological and sexual violence. They are also addicted to alcohol and drugs and these are especially hard cases:

... the girl was very hard-working and tidy, but had problems with alcohol (...) but the absenteeism, excuses from the job started (Interviewee 2, Lithuania)

... girls were get used to alcohol and drugs (...) on one case girl really tried to be cured, participated in anonymous alcoholics club (...) but it is not enough that will, tried a bit and changed at once (...) Two days feel sick, does not have strength go to job, begins calling for the employee, ask to give day off. It repeats one time, other, on such way you are really not able to keep the job (Interviewee 2, Lithuania)

Experts in Finland health problems also mentioned as the difficulties for (re-)integration into the labour market. *Integration into the society is along process and trauma, psychological conditions effecting the ability to learn and absorb new things in general (Interviewee 11, Finland)* and prevent way to enter a gainful employment.

Meanwhile in Austria, health problems prevent women to receive legal status, which is essential in order to enter the labour market. A representative from Vienna remarks *they are too much traumatized or too afraid to make a statement in front of police, it is absolutely hard for them to get a legal status here (Interviewee 8, Austria)*

In some cases it looks it would be better that (future) employee would know that girls belong to rehabilitation programmes. Especially when woman are really motivated, but can not present yourself to employee because of lack of understanding how to do this or psychological barriers caused by their past experience. However experts unanimously agree that they doubt if *it would help for girls to find a job*

(Interviewee 4, Lithuania) and say usually we hear from women that we would be only the handicap (Interviewee 3, Lithuania). Experts mentioned that it always depends on woman - it is a personal choice (Interviewee 1, Lithuania) and everything is in her hands (Interviewee 3, Lithuania). In most cases girl does not want that anybody knows about her past. Thus they find job by themselves and go there like from their home and do not tell anything (Interviewee 2, Lithuania). In any case girl goes for the job by herself (...) we can lead her to the doors, but during the interview she participates alone (Interviewee 4, Lithuania).

In most cases employees do not know that their employer belongs to rehabilitation programme and has experience of human trafficking. One of the experts thinks that *for the employee is not relevant if the person belongs to any programme or not (...) a person is important for them. For me it seems that employees who make a conversation with these women, the ones who have experience, they see what kind of person they talk with. Of course it depends how you will present yourself (...), but they can not even predict that woman is a victim (Interviewee 1, Lithuania).* Missing persons' families support centre had a contract with one cleaning agency, meanwhile Lithuanian Caritas had an agreement with one institution, but the real name of the project is not mentioned in the agreement:

... we had some contracts with employees. They employed girls from our centre. The last place that collaborate with us was laundry. Just call for the directress of the laundry, ask if you have a free place, if you can employ girl from us and she employed (Interviewee 2, Lithuania)

... I could say we have some partner, where they employ our girls for a voluntary work. We have an agreement with them, but because of the girls' security, confidentiality, because of not publishing their problems, agreement is signed with Lithuanian Caritas and the name of the project is not mentioned (...) if we are able not publish information, we do not publish it (Interviewee 4, Lithuania)

Experts in Austria also keep a position to tell for the (future) employee as less as it is possible about women's past experience – *explain them, that it is really important that women get jobs (...)we don't write her exact story, because we don't want the employees to know whole story, but we write like that they are victims of the crime and are witnesses of the crime and in the court procedure (Interviewee 8, Austria).* Specialists who work with victims always ask, *if it is ok, if we write this down and if the woman says no, when we have to find other way (Interviewee 8, Austria).* However according to the representative from NGO there were no woman *who said, no, I absolutely don't want it (Interviewee 8, Austria).*

To the question if victims have ever faced to negative attitudes of the employees, some experts answered negative – *we do not provide such information, thus we have not faced to such attitudes (Interview 4, Lithuania); just because a girl is a victim of human trafficking and for this reason we will*

not employee her, no we have not face to such cases (Interviewee 1, Lithuania); during my career I don't have such stories (Interviewee 8, Austria). Although most of the experts mentioned that they do not cases when women were discriminated because of their past, during the interviews one story was told, when women had to quit job because she told her past experience for the employee:

...girl worked in the restaurant of the hotel, this girl was a prostitute in Lithuania (...) she could not work there, because sometimes she met her former clients. However she did not know how to hold her tongue on the teeth and accidentally told this for her manager. After this she had to quit job (Interviewee 2, Lithuania)

It is always a hesitation whether it is better to tell or to hide women's past experience and fact they belong to rehabilitation programme:

May be for ones it is better to hide, meanwhile other ones do not want to hide (...) may be today or tomorrow somebody will find out about my past, so may be I will tell everything that I will not feel fear" (Interviewee 1, Lithuania)

One of the social workers adds *people are curious; ask questions, if you want to forget past, when you tell about yourself, you will not avoid questions and every time it will be reminded to you. And you do not know how people will behave behind your eyes, and jeers, and during the conflicts situations, you can be humiliated (Interviewee 2, Lithuania)*

Nevertheless experts state that most of *employees are kind (Interviewee 3, Lithuania)* and even if they know about the past of women it does not mean that they will be opposed them – *we had one employee, for her it was not matter, she knew that women, their past and it did not care about it (Interviewee 1, Lithuania)*. Some employees even *supported with personal things (Interviewee 2)* and did not turn back when one of the girls faced to alcohol problems – *when excuses from the job started, she began calling us and asked what the problems are (...) I explained the reasons. She did not turn back, wanted to help (Interviewee 2, Lithuania)*. Meanwhile representative from Austria remarked that in most cases *women are rejected (...) not because of their story, because they don't know so good German, because employee is not willing to go through all this long procedure, because there are lot of women who has a legal status and free entrance to labour market (Interviewee 8, Austria)*. Difficulties related to legal status for victims of human trafficking in Austria will be wider explained later.

Thus it can be said that employees' attitudes towards victims is not as important into the (re-)integration process as personal will and motivation to find a job and to work. *For them, I could say, is harder to stay in a labour market (...) depends on the client (...) there are motivated, more concentrated. If they are successful to be employed, to find a job with a normal salary they try to keep that job and try to*

do their best (Interview 4, Lithuania). However, some of them change jobs very often, because they are lack of the responsibility, they are not used to work (...) when work supply was higher, they changed jobs very often, from one place to other (Interviewee 3, Lithuania). Girls work and do not work, fall off and start again (Interviewee 1, Lithuania), there are some, who change jobs, get salary and go to other work (Interviewee 4, Lithuania).

However some experts link situation to a common situation of the country. Experts notice that because *common situation in Lithuania is very hard (...) it is difficult to find job (Interviewee 3, Lithuania), when unemployment is high (...) for the clients this have a serious impact (Interviewee 4, Lithuania)*. To these views social worker from Missing persons' families support centre also agrees – *at this moment problems of economic, again it is hard* – says the expert (Interviewee 2, Lithuania). To summarize one of the experts emphasises:

We frequently see that employees are kind, but women do not stay at the jobs long. There are so many factors (...) I would relate it to the common Lithuanian situation, that there are no jobs, that the rivalry is cruel at this moment and from the persons is required a lot, it is desired to pay less and for women it is hard to stay longer (Interviewee 3, Lithuania).

Question how successful victims of trafficking integrate into the labour market was raised for all experts who participated in the research. Opinion was different. As it was already mentioned that most of the women are employed, but they often changes their jobs. Meanwhile Finnish experts evaluated these activities between *neutral (Interviewee 9, Finland) and successful (Interviewee 11, Finland)*. Representatives from NGO in Lithuania were more detailed and indicated the numbers how many women were employed in the frame of one of their implemented project:

Several times courses were implemented, when women were granted by a scholarship and diploma graduating the floristry courses. Most of them stayed working (...), make bouquets from the shrivelled flowers, are rented a corner in store and are able to work. As I know four of them still work (Interviewee 2, Lithuania)

... six women were employed and four of them work really very successful. But it depends on the women's view to work, from the scale of values (Interviewee 1, Lithuania)

Austrian case of victims of human trafficking (re-)integration into the labour market needs a separate part of this study. As it was already mentioned most of the victims are women from *Romania, Bulgaria, Poland, Slovakia, Czech Republic (Interviewee 7, Austria)*, there is an increase of *Nigerians being trafficked, then Latin America, Asian countries (Interviewee 8, Austria)*. Thus these women face to

not only with usual problems that mostly victims of trafficking face to on their reintegration into the labour market and society in general process. The main issue is a huge bureaucratism process to get legal status for staying in Austria and finally to receive work permit in order they could enter a gainful employment. As a representative of NGO in Austria remarked *to talk about labour market ..., oh, my god (...) bad situation (...) The migration laws are extremely restricted for people and it is really difficult to stay here, to integrate here, to get legal status here. There is a lot of racism (Interviewee 8, Austria)*. This expert faces to victims of human trafficking in her daily work, thus presented victims' (re-)integration into the labour market in Austria process in details:

... they have to apply for Ausländerbeschäftigungsgesetz¹⁵ for the citizens from Africa, Asia or Latin America (...), it is so called paragraph 69 a, before it was a Humanitarian status. It is kind of special security (...) for one year. They have a legal status here, but they do not have a full access to labour market. It means that they have to find employee (...) and employee has to say – yes, I want exact you and then with woman they go trough this paper work and then apply for LMC¹⁶ and I don't know how long (...) it is a long procedure. And when LMC says yes, then women can start with a job (Interviewee 8, Austria)

Moreover women who need legal status in Austria have to testify in the police and this is also often a challenge:

... concerning legal status here (...) the base that women will get this status, women go to the police and make a statement against the people (...) that harmed women, traffickers, so they have to make statement against them and this is not easy for women (...) they are really traumatized by their story (Interviewee 8, Austria)

In case women disagree to testify, which mostly happens because they *are too much traumatized or too afraid to make a statement in front of police (Interviewee 8, Austria)*, the way to get legal status is prevented, as experts says – *it is absolutely hard to them to get legal status here (Interviewee 8, Austria)*.

However even when women agree to testify against traffickers it takes time, meanwhile legal status on the humanitarian background is only for one year. After then an extension question appears which is especially difficult when the Courts process of the victim's case does not start during that year:

... they get status for one year, it is also connected with the procedure at the court (...) during the procedure woman has to stay in Austria, because her function is to be a victim, so she is needed at the Court to make statement, but in this year a procedure is closed or never started, because they can't find traffickers or it is not very official, if it was really a crime, then after this year it might be difficult to renew status (Interviewee 8, Austria)

¹⁵ Ausländerbeschäftigungsgesetz - restricted work permit

¹⁶ LMC – Labour Market Service

Humanitarian act that *includes possibility for victims of trafficking to apply for residence permit in Austria (...) was amended in April last year (Interviewee 7, Austria)*, thus NGOs still do not have experience to extend it – *we have a lot of women, who got a Humanitarian status for one year and in summer 2010 we will have to renew it, so we will see how it works, because we don't have experience with it (Interviewee 8, Austria)*. Though it is hard to evaluate how successful this procedure works and for how women it has helped to stay in Austria.

Women are trafficked to Austria both from EU Member States and non EU countries. However representative of Austria states that integration for EU citizens *is not easy for them too. Although they are from the EU Member States, they don't have free entrance into labour market (Interviewee 8, Austria)*. This could be explained by the fact that according Austrian migration policy, there are different requirements. For “old EU citizens from EEA (European Economic Area – EU 25 plus Iceland, Liechtenstein, Norway and Switzerland) countries there are no special requirements for permission to work in Austria” (Guide to living and working in Austria, 2009). However EU Member States that joined EU from 2004 including Romania and Bulgaria, from where the greatest scope of women is trafficked to Austria, “need a work permit which their employer should apply for. After a year of legal employment a worker gains the right to ‘freedom of movement’ which will be confirmed by the Labour Market Service. This means that they have the right to permanently work and reside in Austria” (Guide to living and working in Austria, 2009). Thus *it works the same as for citizens of Africa or Asia (...) they can work independently, like to have their own business (...), but to have own business for women who is a victim of trafficking (Interviewee 8, Austria)* – wonders the expert.

Changes in the policies and practice in a combat of human trafficking and in the victims' reintegration into the labour market process.

During the interviews experts mentioned challenges that they face to during their work with victims of human trafficking and in their (re-)integration into the labour market and society in general process. All of them were asked to share ideas what changes should be done on order to improve present situation.

One of the most important things mentioned by experts is related to states' policies – changes on the legal base and Government institutions attitudes towards phenomenon of human trafficking. First of all expert in Lithuania noticed that it is important to make changes in education system, because *it is a problem that girls are not graduated ten classes, they are not able to continue studies, to get qualification (...) both girls and boys who do not have ten classes education are engaged in inappropriate activities*

(Interviewee 2, Lithuania). Thus expert states that in her opinion *the basic education must be obligatory (Interviewee 2, Lithuania)*. At this moment *there is such legislation that you can sit in the same class even three year until you are sixteen and it does not matter that you do not graduate ten classes, when you are sixteen you can go to the street, nobody keeps you (Interviewee 2, Lithuania)*.

Meanwhile in Austria *there is one big gap (...) concerning legal status here (Interviewee 8, Austria)*. As it was already mentioned women must go to police and testify against their traffickers in order to get legal status in the country. However, *this is something that is not easy for women (...) they are really traumatized by their story (Interviewee 8, Austria)*. Representative from NGO in Austria added *that integration procedure is getting more and more restricted (...) it is really difficult (...) to get legal status here (Interviewee 8, Austria)*. As well as experts noted the gap of laws related to victims reflection period – *what is still missing is the reflection period for victims of trafficking, which is not legal (Interviewee 7, Austria)*. Experts from Lithuania were even more critical declaring *there is no strategy of the country to combat human trafficking (Interviewee 1, Lithuania)*. This is, first of all related to the Courts processes, where are still a lot of gaps:

Legislation must be stricter. If the court takes two years, victims and pimps meet each other in the Court on the same time and pimp is sentenced only for two years, despite the fact that he exploited a woman (...) it must be changes in the laws and the rules must be tightened (...) you have to go through cross roads in order to prove that you are a victim (Interviewee 2, Lithuania)

If victims have very cheap state attorney and close to them sit an offender (...) he and his attorney jeer (...) courts, their attitude must be more serious (Interviewee 5, Lithuania)

To these opinions one more specialist agrees with and even thinks that changes could be a contribution decreasing the scope of the phenomenon in the country:

... identifying that crimes (...) and arrangement of all legal system, in order cases would reach courts and girls will not be afraid to testify, that it would be actual penalties, because in my opinion it has an impact to prevent the crime (Interviewee 4, Lithuania)

However strict laws do not necessarily means that counter-trafficking in the country work proper as it shows example of Finland - *our state policy is very strict towards this problem, but this issue and support system is quite new in Finland and victims have functional support (Interviewee 9, Finland)*

As well as it is very important to ensure a dialog among Government institutions and NGOs – *cooperation is very essential (Interviewee 4, Lithuania)*. As an expert from Austria remarks *we are really not involved in those financial conversations of the Ministry (Interviewee 8, Austria)*. And although question related to financial part is very essential, as it will be discussed a bit later, it is also important that

Government would pay more attention to the practitioners' work and would listen what practitioners say, that would flick out their heads from the cabinets (...) could show more than only with words – let's be united in a combat of human trafficking (Interviewee 3, Lithuania). Experts from Austria and Finland think that trainings for the officers of authority institutions could put a value contribution solving collaboration issue:

... another thing could be, but we are trying to do it with Austrian authority, more training and sensitive regarding for judges and prosecutors to be able to prosecute traffickers and to be able to get compensation for the victims (Interviewee 7, Austria)

Government has also taken steps in draft legislation and these issue have also high status in training of police officers and other authorities, NGOs (Interviewee 9, Finland)

Awareness rising is very important not only among officers of authority institutions. Most of the experts noticed that:

... there should be first of all more education for the subject, more sensibilization, more prevention work (Interviewee 8, Austria)

... to motivate society more. Because they are afraid such people (...) like they are second-rate human being (Interviewee 2, Lithuania)

Preventive activities must be implemented at schools – at schools, of course (...) that teachers would know how to work (...) children grew up and new come (Interviewee 5, Lithuania); we talked for many years that preventive activities must be implemented by Ministry of Education and Science. There are some changes (...), but there is not a strategy in the prevention field (Interviewee 1, Lithuania).

As well as preventive activities must be related to economic crisis in Europe and worldwide – the first thing, that human trafficking must be revealed, it can even increase because of unsafe migration (...) which exists because of bad situation in Lithuania, crisis (Interviewee 5, Lithuania). The fact of unsafe migration also notices expert from Austria – other thing is the economical situation in the countries (...) there are women who have big family and can't provide money and they think that they come to Austria it will be easier to earn a lot of money and on this way they want to support family (Interviewee 8, Austria), as well as specialist from Lithuania I would relate it to common situation in Lithuania, that there are no jobs (Interviewee 3, Lithuania). Representative from Austria thinks that local policies should be changed (Interviewee 8, Austria). However, economic situation of the country can not be changed so fast, but preventive work could decrease the scope of people who choose migration without thinking about the

consequences. Here one more problem arises. Because of financial difficulties NGOs have a lack of support and can not implement a lot of activities including preventive work as well:

We had information centre (...), where it was able to apply for any question (...) both those, who leave, return and who stay here (...) you close it and this is a problem (...) it must have a continuity (Interviewee 5, Lithuania)

Stable and good funding both for preventive activities and victims rehabilitation (Interviewee 4, Lithuania)

... money for integration is received in the beginning of April, three months each year money is not provided (Interviewee 1, Lithuania)

In situations, where there is suspicion of human trafficking it is a challenge to get interpreter because no institution want to pay for expenses (Interviewee 11, Finland)

It was also observed that *practical efforts must be taken paying attention to the needs of the victims (Interviewee 3, Lithuania)*. In Austrian case it should be taking into account issue to legal status, because *until the first legal status runs out, there is not so much time that women knows really good German (Interviewee 8, Austria)* and such situation prevents women to enter into the labour market and integrate into society in general. Experts from Lithuania notice that most of the victims do not apply for the assistance because they are afraid publicity, thus it is important that *victims would know that integration exists (...) that they are able to get assistance (...) that it will be anonymous (...) and it is not relevant to cooperate with police (Interviewee 5, Lithuania)*. Anonymity principle is very essential in women's integration process too. However specialists in Lithuania face to this issue when apply assistance for Labour Exchange office officers:

We discussed that the state could be involved to employment. And we face to confidentiality issue (...) Labour Exchange offices have not implemented programmes for the subsidized jobs for victims of human trafficking. It is Lithuania – legislations exists, but if it works, it is a question (...) labour Exchange office requires official documents that victims is finished rehabilitation programme and is prepared to work (...) with victims of trafficking is more difficult (...) you can not tell when she will finish rehabilitation programme. Other thing representatives of Labour Exchange office would have to tell that this is a victim (...) no one girl want it. So we think about the mechanism that we could avoid this (Interviewee 4, Lithuania)

One of the experts from NGO suggests ideas – *if we could talk perfectly, it would be nice, if (...) in a private or in the State's sector some special department would be created, where women could be employed (Interviewee 3, Lithuania)*. However it is more than a dream and it is hard to expect changes:

That would be perfect, however, I don not think that in the close future ten, twenty or even after 50 years it is possible, because it depends from a lot of things – from the attitudes towards woman, attitudes towards human trafficking (...) For the moment it is condemnatory ir judgmental, cruel judgmental point of view (Interviewee 4, Lithuania)

Besides already mentioned gaps of legislation, importance of preventive activity, financial difficulties and need to take account to the needs of the victims, there is still some challenges that countries face to are left.

There is still some kind of trafficking that states do not concern it as an issue. For example, Finnish representative of the study surprises – *hard to say, why our system don't catch the sex-based trafficking (Interviewee 10, Finland)*. Meanwhile in Austria experts are combating on the issue of domestic workers exploitation in the diplomats house holds – *this is really difficult for us, because they have (...) diplomatic status (...) But it is increasing and we are working on it that we would have more chances to fight for women's rights (Interviewee 8, Austria)*. Other expert mentioned very relevant, but still not so much touched concern – assistance for male victims:

Another thing could be, to look at male trafficking. There is no special service providers who assist male victims of trafficking and there is very low evidence or very low cases (Interviewee 7, Austria)

To sum up, there are still a lot of things that should be improved in the comparative countries, both on legislation level and practice. However as one of the experts noticed changes do not come fast and a lot of things must be developed that present situation would alter. Although *it would be ideal if society looked at it differently, but such things do not change so fast and the girls need to live, work and study for this moment (Interviewee 4, Lithuania)*

4.2.2. Victims of human trafficking (re-)integration into the labour market – victims' of women trafficking point of view:

In order to answer the question how (re-)integration into the labour market is being solved in practice it is essential to hear not only opinion of experts. Not less important is to turn attention to victims' experience in order to evaluate how this process works and how successful it is. Thus in this part of the study two victims of trafficking will share their personal experience entering to employment, as well as

their past events that might have had an impact for their present lives will be presented. The chapter of the study is summarized by dreams and future prospects that women shared with the researcher.

Family plays very important role in human's life as it is a first institution of socialization that creates personality of the individual and formats his/ her future behaviour. Looking at the biography of women who participated in the research, both of them grew up in very poor conditions and came from inharmonious families.

Both of my parents were from the village (...) mother walked away from life when I was fourteen. My daddy (...) liked to drink, once my mother was not here, I was left for the hands of fate (...) I have three brothers (...) they are elder (...) live their lives and were not interest to me at all, that I am, like I would not be here (Interviewee 12)

My father has not existed in my life. And my mother was not very successful with men during her life (Interviewee 13)

Poor conditions and problems in the family that women face to had an impact for their education. Although one of the interviewee claimed that *studies went quit well*, however *after the death of mother everything went wrong and I outlived a lot*. Thus she had to start independent life at very young age – *from 16 years old I began to work, study and work. Just I was not very successful (...) I studied in the adults' vocational school. I wanted to study, but I turned seventeen, boyfriends and girlfriends, I rare saw my father teetotal. On this way I started my independent life (Interviewee 12)*. Meanwhile second interviewee was not so successful with studies – *very bad*. As it is seen from the story of women, it is clear that poor conditions at home and health problems that woman has from her early childhood had an impact for her studies results:

I was always scared; I was not talk active (...) I was afraid of everybody, sleepless all the time, I studied badly (...) I graduated nine classes, because I have an epilepsy from father's arm (Interviewee 13)

The same as first interviewee, this woman also started to work at her young age:

After eight classes I worked in SOS Children (...) I started from picking the rubbish, later cleaned premises, prepared meal for children. I was 13 years old, took care for children (...) I worked there and lived until the organization existed, later everything was closed (Interviewee 13)

Poor conditions at home and unsuccessful life were the main reasons why women became victims of trafficking. Their stories are different, but both of them were forced to work as prostitutes in Lithuania:

I married second time and my second husband forced me to work as a prostitute. He needed money to drink and smoke (...) I had to bring him money on this way (Interviewee 12)

I was on the street with a child on my hands (...) I was searching for support, job (...) even Labour Exchange office (...) turned me away asking what for I came here. It was because of my disease. Street. Cold (...) I needed to go somewhere with child. It was extremity (...) I got drunk every evening (Interviewee 13)

To the shelter, where women live at this moment, they came on the different ways:

Firstly my daughter came here. My life shaped badly (...) I fell to depression and was searching the ways how to safe my children and how to survive somehow (...) she was here and asked me to come (...) on this way I found out that it is possible to get support here (Interviewee 12)

Police arrested me (...) I got acquainted with one inspector (...) I told her my entire story and she gave me a phone number of this organization (...) I was depressed (...) but I did not want to go here. My cohabitant beat me, and then I took my child and called here (Interviewee 13)

Before coming to the shelter both of women had some work experience. As it was already mentioned women started their independent lives at a very young age and because of lack education they worked low skills jobs:

It was seasonal job related to agriculture – to plant trees, bushes, grass, clean an environment (Interviewee 12)

Dish washer, manager, dealer in other words. Also I worked as barman, unofficially. As well as I made the pot boil in the constructions, helped for the friends (Interviewee 13)

According to the interviewees among the services that social workers suggested for the clients – residence, meal, all kind of support (Interviewee 13), assistance for (re-)integration into the labour market was also offered – first of all it was just suggestion to find a job (Interviewee 12); for that moment they mostly advised me to find a job by myself. However women claimed to find a job was first of all their idea – my first mind was how to find job (...) this was my initiative (Interviewee 12). One of them added that social worker also was included to this process - some workers looked at the advertisements (Interviewee 13).

Both participants of the research were asked to tell their first experience to find a job, when they came to the shelter and started their rehabilitation programme:

... I found my job by myself. I worked 7 months, then I got pregnant and after three years I left this job (...) I was a dishwasher. They gave me this job because they were lack of people to work (Interviewee 13)

One of the institutions I applied was a park of trolleybus, where I worked about one month. But at that moment I had a depression and I was not survived fully after everything that had happened for me. I was healing and worked a bit, but there was a conflict situation at work and I quit (...) a psychologist helped me (...) to change myself. I found a temporary job, seasonal, where I worked two months, later the boss from the trolleybus park called me (...) told me, if you wish, come back (Interviewee 12)

Women's past experience and health problems that went even worse because of human trafficking experience had an impact for their integration into the labour market. One of the interviewee described a conflict situation that she faced to in her first job during the rehabilitation programme:

Malignant offender was caught (...) he grabbed my colleague and pulled her to the forest. I got lost, violence I saw raised me a fear (...) I did not know what to do. My colleague bawled me out (...) I did not tell anybody what happened, just put an application (Interviewee 12)

The latter woman leads for four men. *At the beginning I can not stand them (...) An anger is still left at me, hatred of men. I have to enter over myself (Interviewee 12)*. She also faces to health problems, thus is not able to work job of the speciality she has – *I have vocational education – seamstress, but I am not able to work, because of poor eyesight (Interviewee 13)*.

Other woman is also not able to work because of health problems – *to work four hours per day (...) at this moment I am clearing the documents for disablement. I was really depressed, not so much time ago came back from the mental hospital because of suicides. Every day I cry because of my past, because of everything, because my life is so unsuccessful. I have two children and I am afraid that I will have to institutionalized them to the foster home (Interviewee 13)*

Although both women have faced to health problems that have not let them to work the job they would like to and disturb their successful integration process, both of them claim that employers attitudes towards them are good, however in most situations they are trying not to speak about their past, because they believe that *not everybody could understand (Interviewee 13)*. Both of them told the cases when they reported their stories for their employers:

My boss is very kind persons (...) I told him at the very beginning (...) He told me that he also grew in a very poor conditions and he achieved more than most of the persons from such circumstances. He understands me more than others (...) my boss told me that because of that I will not have to leave my job, he will help me, just I have to work (Interviewee 12)

I was employed despite my disease (...) he was strongly at risk because of that (Interviewee 13)

However there was some case when people jeer from woman telling – *you are like this and that (Interviewee 1)*, but interviewee said that she *collapsed relations with that people (Interviewee 12)*

Women's success related to their working field is different. As it was already mentioned one of them works successful – *I was raised in the position, at this moment I am an assistant of the chief controller (Interviewee 12)*. However she says that *I stand on my legs not very strong that I could live. My salary is not so low, but it is not too much (...) one month less, other more (Interviewee 12)*. Other woman is not so successful. As it was already mentioned she is not able to work full time, because of her health problems and at this moment is waiting for the job in a labour exchange office – *I am waiting for the benefit, but they do not pay. 52 Litas per month, for me with two children (Interviewee 13)*. Talking with the latter interviewee it seemed that disability to work of the disease could be just an excuse. Lack motivation that experts mentioned is visible in this case. Although she said that for the other clients of the shelter she would advice – *they must to understand that nobody must help them. They have to wish this by themselves (...) if everything is brought to them, nothing will change. They will come back to the place they came from (Interviewee 13)*, when she talked about job search during the interview she repeated several times – *nobody wanted to give it (Interviewee 13)*, the same was told about future perspectives – *and who will give me them, during so many years (Interviewee 13)*. Other interviewee was more optimistic and pointed out her future dreams very clear. First of all, she is *standing in the queue to get a flat (...) raise the children (...) and to put them in real life (Interviewee 12)*. Also she has dream related to her job and even wishes to study – *I would like to learn how to work with computer (...) would like to study psychology. This is my all dream (Interviewee 12)*. However fear and self-distrust are still stronger than a wish – *I am afraid that I will not be successful to enter the school (Interviewee 12)*. Fear as a feeling related with thoughts of the future also mentioned other interviewee – *I am afraid to look ahead, when I am thinking about my future tears always appear (Interviewee 13)*.

To sum up, despite the mentioned difficulties women face to in their (re-)integration into the labour market process their success depends on their own will to seek changes in their lives. Both of women agree *if you wish very much, you can achieve what you want (Interviewee 12)*. *First of all you need to wish, if you do not want, you will not achieve anything. It is the same like with smoking (...) I think if you decided to quit, you have to do at that moment, when you decided to do it (Interviewee 13)*.

CONCLUSIONS

1. A comparative analysis of statistical and secondary research data shows that the scope of human trafficking increases in the world and in many EU Member States as well. Besides traditional forms of trafficking for sexual and labour exploitation, new latent forms such as removal of organs and body parts appear.

2. According to the cases in human trafficking process EU Member States are classified to the countries of origin, transit and destination. Due to geographical position and as highly developed Austria and Finland are transit and destination countries for victims of human trafficking. Meanwhile Lithuania (as less developed country) is not only transit and destination, but also a country of origin of this phenomenon. Therefore a factor of social citizenship in victims (re-)integration into labour market process plays significant role in all three countries.

3. A comparative research confirms that welfare state regimes have an impact for social services provision which influences victims of human trafficking (re-)integration into labour market process. Core

of welfare state is citizenship. Therefore it plays one of the major roles in integration process despite the fact that Austria, Finland and Lithuania represents different welfare state models. A research of Austrian national legislations shows that victims of human trafficking have a right to receive residence permit on the Humanitarian backgrounds, however it does not ensure that work permit will be also issued. This also means that victims are excluded from all kind of social services as Austria is clustered to conservative corporatist welfare state regime based on participation into the labour market. Although Finland belongs to social democratic welfare state regime and accordingly ensures equality in the highest standards, a research reveals that non citizens of the country, the same as in Austria, face to difficulties in integration into the society of this country. Residence permit is also obligatory in order to enter a labour market in this country. Meanwhile in Lithuania possession of Lithuanian citizenship ensures that victims avoid at least difficulties related to this issue. This country is mostly called as mixed of liberal and conservative corporatist welfare state. However a scientific literature review shows that talking about cases of assistance for victims of human trafficking integration it should be clustered to conservative corporatist welfare state as Lithuanians social insurance system, as well as social services work according to this kind of welfare state regime.

4. Lithuania was the first among three countries that took counter-trafficking efforts. Definition of human trafficking is presented in Criminal Code, which was adopted in 2000. The first steps to combat human trafficking in Finland were implemented in 2002 when trafficking in human beings was criminalized as offence. Meanwhile first policy measures in the counter-trafficking field in Austria were taken in 2007, when 1st National Action Plan was adopted.

5. As the research reveals NGOs play the most important role in victims (re-)integration into labour market process. Their services include assistance searching for a job, preparation for the job interviews, cooperation with employees and Labour Exchange officers, advices receiving residence and work permits and other kind of assistance that is important for successful victims (re-)integration. Governments of the countries are one of the main supporters of victims of human trafficking assistance providers. Just not widely spread way of financial support is used in Finland, where RAY – Finland's Slot Machine Association provides financial support for NGOs that provides health and social welfare in the country. Due to the fact of financial support and Governments power in decision making process, collaboration among authority institutions and NGOs is necessary for successful victims' integration into the labour market and society in general.

6. Semi-structured interviews with experts working in counter-trafficking field in Austria, Finland and Lithuania reveal that assistance in victims' (re-)integration into labour market process are mostly involved to a package of services that each organization provides. Professional assistance is relevant for victims, because of the consequences caused by human trafficking experience. Both in Austrian, Finnish and Lithuanian cases victims are not able to integrate into labour market successfully because of lack of education and motivation. The latter is related to the value system of the families victims grew up or experience that they brought from the children foster homes, where they spent their childhood. Research exposes that health problems caused or worsened by human trafficking experience disturb successful victims (re-)integration too. Meanwhile in Austria and Finland victims also face to difficulties to receive legal status to stay and work in the country. The necessity to testify against traffickers and pimps in the police are a challenge for victims. As a research encloses, refusal to be a witness mostly prevents ways for individuals to receive residence permits and to enter the labour market.

7. In order to achieve effective results in victims (re-)integration into the labour market process, some changes in all three countries should be done. First of all a research data shows that a clear counter-trafficking strategy should be developed and implemented in all three countries, accordingly financial resources should be allocated for NGOs in order to ensure stability for victims' assistance. Some changes are necessary in a legal system of the countries as well: e.g. in Lithuania basic ten grades education should be foreseen in education law; it should be deal with the gaps concerning regulations of acquisition of legal status for victims of trafficking in Austria; directives in victims' identification process should be developed in Finland. Awareness raising of the issue is also very important both for the representatives of authority and law enforcement institutions, school children and society in general, especially nowadays when unsafe migration is increasing because of economic crisis in Europe. Interviews with experts revealed that attention must be paid to such forms of trafficking as labour exploitation of domestic worker in diplomats' households, as well as male trafficking. These issues are still not kept as a great concern both by NGOs and authority institutions.

8. Interviews with victims of women trafficking confirmed that victims' (re-)integration into the labour market depends not only on their experience of human trafficking and forced prostitution, as well as their past experience has an impact for this process. Victims face to lack of education and health problems that are the main disturbances to enter the gainful employment. Social workers play assistance and counsellor roles, meanwhile employers' attitudes towards victims are not so important in (re-)integration process, because in the most cases such information is kept confidentially. However as the

data of the research shows, the success of their (re-)integration mainly depends on their personal wish and motivation to work.

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ANOTACIJA

Magistro baigiamajame darbe tirtas prekybos žmonėmis aukų (re-)integracijos į darbo rinką Europos Sąjungos (ES) šalyse narėse – Austrijoje, Suomijoje ir Lietuvoje – klausimas. Socialinės politikos priemonės, įgyvendinamos šiose šalyse ir praktiniai šios problemos sprendimo būdai yra atskleidžiami pristatant asmenų, dirbančių pagalbos prekybos žmonėmis aukoms srityje, bei prekybos žmonėmis aukų asmeninę patirtį (re-)integruojantis į darbo rinką. Pirmoje dalyje yra pristatomas prekybos žmonėmis reiškiny – jo istorinė raida, formos, priežastys bei pasekmės. Taip pat apžvelgiamos kovos su prekyba žmonėmis politinės priemonės, įgyvendinamo vietiniu ir tarptautiniu mastu. Antra darbo dalis skirta iširti, kokią įtaką gerovės valstybės modeliai ir asmens pilietybė turi aukų (re-)integracijos procese. Gerovės valstybės sąvoka bei jos režimai, taip pat socialinės pilietybės svarba prekybos žmonėmis aukų pagalbos procese yra aptariama šios dalies skyriuose. Prekybos žmonėmis aukų (re-)integracijos į darbo rinką problema, sunkumai su kuriais susiduria aukos, teisiniai bei praktiniai problemos būdai Austrijoje, Suomijoje ir Lietuvoje yra pristatomi trečiojoje darbo dalyje. Ketvirta darbo dalis yra skirta pristatyti tyrimo „Prekybos žmonėmis aukų (re-)integracija į darbo rinką ES valstybių kontekste“ metodologiją nei išanalizuoti tyrimo metu surinktus duomenis, atliekant interviu su ekspertais, dirbančiais prekybos žmonėmis aukų pagalbos srityje Austrijoje, Lietuvoje ir Suomijoje bei prekybos moterimis aukomis.

Pagrindiniai žodžiai: prekyba žmonėmis, integracija, darbo rinka, režimas

Blažytė G. Victims of human trafficking (re-)integration into the labour market in the context of the European Union Member States / Master's work in **Comparative social policy and welfare**. Supervisor prof. dr. V. Kanopienė. – Vilnius: Faculty of Social Policy, Mykolas Romeris University, 2010. - 89 p.

ANNOTATION

Victims of human trafficking (re-)integration into the labour market in the context of the EU Member States – Austria, Finland and Lithuania, is investigated in these Master Thesis. Social policy measures implemented in these countries and the EU, as well as practical part of the issue are revealed presenting personal experience both of experts and victims of human trafficking. Issue of human trafficking in the EU and worldwide is presented in the first part of the study. Firstly a history of human trafficking, main forms of the phenomenon, reasons and consequences are presented, later counter-trafficking policies on local and international level are observed. Second part is devoted to reveal what impact welfare state models and citizenship have in victims of human trafficking (re-)integration into the labour market process. Definition of a welfare state and its regimes are explained, as well as a question of social citizenship as a prerequisite for assistance for victims of human trafficking is raised in this part of the study. Issue of victims of human trafficking (re-)integration into the labour market in Austria, Finland and Lithuania is presented in the third part of the study. Theoretical and practical problems victims face to are examined, then cases of each country are presented in details. The last part of the study is devoted to present a methodology of the research “Victims of human trafficking (re-)integration into the labour market in the context of EU Member states” and to analyse data received after the interviews with experts who work in this issue in Austria, Finland and Lithuania. Personal victims of trafficking experience in (re-)integration into the labour market process are also presented in this part of the Thesis.

Key words: Human trafficking, integration, labour market, regime

Blažytė G. Prekybos žmonėmis aukų (re-)integracija į darbo rinką Europos Sąjungos valstybių kontekste / Lyginamosios socialinės politikos ir gerovės magistro baigiamasis darbas. Vadovas dr. V.Kanopienė. – Vilnius: Mykolo Romerio Universitetas, Socialinės politikos fakultetas, 2010. – 89 p.

SANTRAUKA

Nors prekybos žmonėmis reiškinys nėra nauja visuomenės problema, kurios istorija siekia senovės laikus, ji šiuo metu tampa ypatingai svarbi dėl blogėjančios ekonominės situacijos Europoje ir pasaulyje bei dėl šios priežasties augančio migracijos masto. Svarbu įgyvendinti ne tik prevencines kampanijas, keliant visuomenės sąmoningumą ir tokiomis priemonėmis mažinti didėjančius prekybos žmonėmis aukų skaičius. Taip pat yra svarbu suteikti pagalbą šio reiškinio aukoms. Pagalba aukoms ir jų integracija yra vienas svarbiausių ES įgyvendinamos kovos su prekyba žmonėmis politikos principų. Sėkmingos aukų integracijos į visuomenę vienas iš žingsnių yra jų įsitvirtinimas darbo rinkoje, tad prekybos žmonėmis aukų (re-)integracija yra pasirinkta šio darbo tyrimo objektu.

Tyrimo tikslas – ištirti prekybos žmonėmis reiškinį sutelkiant dėmesį į politines priemones įgyvendinamas prekybos žmonėmis aukų (re-)integracijos į darbo rinką procese Austrijoje, Suomijoje ir Lietuvoje.

Tyrimo metu atlikta mokslinės literatūros apžvalga, antrinių šaltinių ir statistinių duomenų analizė apie tyrimo objektą. Siekiant atskleisti ekspertų, dirbančių prekybos žmonėmis aukų pagalbos srityje, bei prekybos žmonėmis aukų asmeninę patirtį (re-)integracijos į darbo rinką procese buvo pasirinktas kokybinio tyrimo metodas. 11 specialistų ir 2 prekybos moterimis aukos buvo apklaustos interviu pagalba Austrijoje, Suomijoje ir Lietuvoje. Tyrimo duomenys analizuojami fenomenologinio požiūrio pagalba.

Tyrimas atskleidžia, kad prekybos žmonėmis problema sprendžiama tiek įstatymų, tiek praktiniame lygmenyje. Austrijoje, Suomijoje ir Lietuvoje įgyvendinamos kovos su prekyba žmonėmis politinės priemonės, tuo tarpu nevyriausybinių organizacijų atlieka pagrindinį vaidmenį sprendžiant problemą praktikoje. Kaip atskleidžia tyrimas Austrija ir Suomija yra tikslo ir tranzito šalys, tuo tarpu Lietuva be to yra ir prekybos žmonėmis aukų kilmės šalis. Tad paaiškėja socialinės pilietybės svarba prekybos žmonėmis aukų (re-)integracijos į darbo rinką procese. Taip pat pasitvirtina, kas gerovės valstybės modeliai turi įtakos aukų gaunamoms socialinėms paslaugoms, kurios yra labai svarbios integracijos procese. Interviu su ekspertais atskleidžia, kad prekybos žmonėmis aukų (re-)integracija būtų sėkmingesnė yra svarbūs pokyčiai šalių įstatyminėje bazėje, taip pat yra svarbus nevyriausybinių organizacijų finansavimo iš valstybinių institucijų klausimas. Tad darbo pradžioje iškelta hipotezė, kad (re-)integracijos efektyvumas priklauso nuo valstybinių institucijų ir nevyriausybinių organizacijų bendradarbiavimo pasitvirtina. Galiausiai, prekybos žmonėmis aukų patirtis rodo, kad integracijos kokybė ir sėkmė priklauso ne tik nuo gaunamos pagalbos reabilitacijos programose, ne mažiau svarbūs yra moterų noras ir motyvacija siekti pokyčių jų gyvenimuose.

Baigiamojo darbo struktūra: pirma dalis skirta pristatyti prekybos žmonėmis reiškinių ES; socialinė pilietybė kaip sąlyga gauti pagalbą ir gerovės valstybės režimų įtaka socialinėms paslaugoms prekybos žmonėmis aukoms yra aptariama antroje darbo dalyje; prekybos žmonėmis aukų (re-)integracija į darbo rinką Austrijoje, Suomijoje ir Lietuvoje įstatymų ir praktiniame lygmenyse yra pristatomi trečioje darbo dalyje; galiausiai paskutinėje dalyje pristatoma asmeninė ekspertų ir prekybos žmonėmis aukų patirtis integracijos į darbo rinką procese.

Blažytė G. Victims of human trafficking (re-)integration into the labour market in the context of the European Union Member States / Master's work in Comparative social policy and welfare. Supervisor prof. dr. V. Kanopienė. – Vilnius: Faculty of Social Policy, Mykolas Romeris University, 2010. - 89 p.

SUMMARY

Although trafficking in human beings is not a new issue of our society as its history reach ancient times, it becomes especially important because of increasing scope of migration influenced by economic crisis in Europe and worldwide. Thus it is essential to promote awareness raising campaigns in order to decrease the scope, however not less important is assistance for victims of this crime. Assistance and integration for victims of human trafficking are one of the main principles of the EU policy in the counter-trafficking field. One of the most important steps of successful victims integration into society is entering into employment, thus victims of human trafficking (re-)integration into the labour market was chosen as an object of the research.

The aim of the research is to study the phenomenon of human trafficking focusing on the social policy measures in victims of human trafficking (re-)integration into the labour market process in Austria, Finland and Lithuania.

During the study a scientific literature review of the research object and analysis of secondary data and statistics are done. In order to reveal experts' and victims of human trafficking personal experience in (re-)integration into the labour market process, a qualitative research method was chosen. 11 specialists and 2 victims were questioned by semi-structured interviews in Austria, Finland and Lithuania. The data of the research is analysed by a phenomenology approach.

A research reveals that issue of human trafficking is being solved both in legislation and practical level. Austria, Finland and Lithuania implement counter-trafficking policies, meanwhile NGOs of the

countries play active role in victims (re-)integration into the labour market process in practice. As it is revealed Austria, Finland and Lithuania are treated as transit and destination countries for victims of human trafficking. Thus an importance of social citizenship in victims (re-)integration into labour market process was turned out. It is also confirmed that welfare state regimes have an impact for social services provision which influences victims of human trafficking (re-)integration into labour market process. After the interviews with experts it was found out that victims (re-)integration would be more successfully if some changes in the legislation level were done, as well as NGOs should receive more support from the Government. Thus a hypothesis that collaboration among governmental institutions and NGOs must be strengthened is confirmed. Finally victims of human trafficking experience show that how effective their integration depends not only on the assistance they receive during the rehabilitation programme, but not less important is their strong will and motivation to seek changes in their lives.

Structure of the study: first part is devoted for presentation of the phenomenon of victims of human trafficking in the EU; social citizenship as a prerequisite for assistance and impact of welfare state regime for social provision for victims of human trafficking are discussed in the second part; victims of human trafficking (re-)integration into the labour market in Austria, Finland and Lithuania both in legislation and practical level are presented; finally the last part of the study experts and victims personal experience of the study object is presented.