

Finland

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1. INTRODUCTION

In recent decades increasingly more international attention has been paid to trafficking in women and children for purposes of sexual exploitation. The surveys and statements have often focused on adult women, while the trafficking in minors for sexual purposes has not been reported. This is why the ECPAT Europe Law Enforcement Group decided to start a research project in September 2000 into the trafficking of children for sexual purposes to European Union Member States with a special focus on trafficking from Eastern European countries.

This report aims at establishing whether minors are imported into Finland for sexual purposes from neighbouring countries, and what kind of evidence it is possible to find. The United Nations Convention on the Rights of the Child defines a child as anyone less than 18 years of age. This report is included in a research project coordinated by the ECPAT Europe Law Enforcement Group, and organised by the Defence for Children International, Netherlands Section. The STOP Program of the European Commission and the Oak Foundation largely funded the project.

The project included six other EU countries: The Netherlands, Belgium, Germany, Italy, United Kingdom, France and Norway besides Finland. The Finnish project started in September 2000 and ended in March 2001. The project employed a researcher for collecting available information in Finland, Estonia and Russia according to the frame of reference established by the DCI. The main purpose of the project was:

- to survey the expert information available;
- to find out why it is so difficult to get information;
- to identify the most important Finnish laws protecting children from sexual exploitation.

The Finnish survey focused on trafficking from the neighbouring countries of Estonia and Russia into Finland.

Material

The data was collected by interviewing the experts, and by going through the written sources on the subject. The additional information was received when necessary through telephone conversations. All participating countries in the project used a uniform questionnaire. The interviewees are divided into three expert groups: officials, the social work sector and NGOs, and others familiar with the subject. The representatives of each group are often in a vital position to protect children from potential sexual exploitation. The research group had preliminary meeting in Utrecht, The Netherlands, on 9 and 10 November 2000, agreeing on a uniform questionnaire for the interviews, since the expert knowledge on the phenomenon seemed to vary from one country to another, both in quality and in quantity.

The Finnish report included interviews in Finland, Estonia and Russia, in Finnish, English or Russian. The content of the questionnaire was adjusted to serve the purpose of the interviews in Estonia and Russia. Altogether 20 interviews were conducted, 14 in Finland. Three persons refused to be interviewed. All but four of these interviews have been transcribed, even though the questions did not necessitate this. The interview procedure was that the interviewee was asked to comment on the DCI definitions of the concepts trafficking, child, sexual exploitation, trafficker, exploiter, sending country, and receiving country (see annex). The interviewees usually then reflected on their role in the organisation, and finally assessed the phenomenon and the protection given to the under-aged victim of the sex trade by the national legislation. Other empirical material used in this report is journalistic and other literature related to phenomenon.

The data collected has been analyzed by qualitative content analysis, looking for narrative repeats, themes and categorisations. The uniform methodological implementation makes comparisons between the different national reports possible. The poor availability of information on the phenomenon was more problematic. There are so far no legal cases on child trafficking, but the police have accumulated some evidence.

This report is one of the few public accounts of the subject. I hope that this matter will be discussed, and some further research will be done as a result.

After the introduction the report deals with legal immigration policy, the Aliens Act, the Sexual Offences Act, and the Child Protection and Welfare Act, as well as the legislation on the integration of migrants and the reception of asylum-seekers. This is followed by a brief account of previously published studies and reports in Finland and the results of the interviews. Finally conclusions are drawn from the survey.

2. LEGISLATION AND POLICY

Legal immigration

Schengen and border control

Finland signed the Schengen Treaty on 19 December 1996. The implementation of the Schengen rules and regulations in March 2001 means that the regular border controls between the Schengen countries are abolished, which practically results in stricter controls at the outer borders of the EU. All those crossing these borders will be checked to establish the necessary qualifications for entry or departure. The uniform Schengen visa issued by Finnish embassies and consulates permits travels to all Schengen countries until the day of expiry of the visa. The visa is a permit of entry to Finland, meant for a temporary stay for a maximum of three months, for purposes such as tourism, business or conference trips. However, not all foreigners arriving in Finland need a visa, because of separate agreements between Finland and some other countries. Estonian citizens are still exempt from the visa requirement for Finland, but Russian citizens need a visa for entry. Minors can apply for their visas with their parents' consent.

Work permits

A 15 year old person is entitled to apply for a job in Finland. The work permit that is normally necessary for other than EU and ETA-citizens requires a residence permit, even if the stay is less than three months. The residence permit requires a passport or some other form of travel document. A work and residence permit for Finland requires a statement from the inviting employer who is under an obligation to send it through the local employment agency to the Finnish representative abroad with the power to issue work and residence permits. The Ministry of Labour currently denies issuing work permits for the 'entertainment trade' (MONIKA, 2000).

Organised illegal entry (Crimes Act 17:8)

Importing foreign citizens, transporting them to Finland without valid, proper travel documents (passport, visa or residence permit) required for legally entering a country, is an offence carrying a fine or a maximum of two years of imprisonment. Under suspicion of having arranged illegal entry, extenuating circumstances include a documented personal threat in the country of origin, or in a country of residence. Suspicions of organised illegal entry arise when a person is imported on forged travel documents.

Refugee and asylum-seeker policy; legislation concerning reception of asylum seekers

The instructions concerning refugees and asylum seekers have recently been modified, which probably results from the increase in the number of refugees and asylum seekers in Finland in the 1990s. There had been 1.226 arrivals of under-aged (under 18 years of age in the Finnish legislation) asylum seekers without their legal guardians from 1991 to August 2000. Finland has accepted 500 refugees annually (from 1989's), but currently the number is increasing by 100 people per year and the objective of refugee quota is 1000 of person per year. This quota will be re-evaluated after few years to see how it matches to international situation and national capacities. The total amount of asylum seekers and refugees in Finland to whom residence permits have been granted was 17.000 (*Alaikäiset*

turvapaikanhakijat, Ministry of Labour, 2000).

One can apply for asylum either at the Finnish border, or immediately after arrival. Finnish representatives abroad do not grant asylum. Migrant children are to be treated as Finnish children, and the same rights and entitlements apply to migrant and Finnish children alike. Their actual status is irrelevant.

Under-age asylum seekers are lodged in a reception centre with collective homes for minors, where they can stay while waiting for the outcome of their residence application. Currently there are four collective homes for migrants in Finland. Under-age persons can apply for a family re-union, and can get a residence permit for their parents as well as their under-age, unmarried brothers and sisters according to the Aliens Act, paragraphs 18b, 18c, 18d (*Alaikäiset turvapaikanhakijat*, Ministry of Labour, 2000). However, there is no evidence that under-aged asylum seekers or refugees are recruited to the sex business although according to law enforcement officials, some children are missing.

Sexual Offenses Act and New Governmental Actions against trafficking

The new legislation on sexual crime in force since 1 January 1999 is clearer and more up-to-date than the previous. Sexual crime committed against minors is now subject to more severe punishment. The pressure to revise the sexual crime legislation can be claimed to have resulted from numerous national and international discussions from the 1980s to the present. These discussions have been focused on the sexual exploitation of children, acts of violence against women and children, new trends in the commercial sex trade, emphasis on human rights for children and women, and trading in people. The Child Protection and Welfare Act have secured the implementation of children's rights in Finland. The most important initiatives, which will cause changes in Finnish criminal laws concerning trafficking and sexual exploitation in the future are the European Union Commission's Directive (Brussels, December 2000, KOM 854) and the United Nations Convention on transnational crime, which Finland signed in Palermo in December 2001. It was suggested that the EU directive would be the first implemented in Finland before the Palermo Convention.

Prostitution and Aliens Act

Prostitution is legal in Finland, but procuring is not. By virtue of the Aliens Act, paragraph 37, article 1, clause 4, a non-EU citizen can however be extradited if he or she is suspected of earning an income by dishonest means or by selling sexual services. The extradition demands a well-founded suspicion of sex trafficking.

The Aliens Act, paragraph 37, article 3 decrees that a person with a residence permit by virtue of the EU Treaty can only be refused entry on the grounds of law and order, public safety, or national health. By virtue of the EU law, citizens of member states cannot be extradited simply on the grounds of prostitution (injunction of the EU Court of Justice, case 30/77, *Régina v Pierre Bouchereau* Judgement of the Court of 27 October 1977; also: Ministry of the Interior, Police Department, 1999).

Procuring (Crimes Act 20:9) and the Aliens Act

A person can be charged with procuring if he or she organises a room or other physical environment for him- or herself, or some other person, in order to benefit economically from sexual intercourse or a sexual act of a similar nature, or in other respects benefits from such an act, or seducing or forcing someone to it.

The Police are instructed by the Ministry of the Interior, if possible, to extradite persons who have been detected trafficking in sex in association with criminal investigations into procuring, by virtue of the Aliens Act, paragraph 37, article 1, clause 4 (Ministry of the Interior, Police Department, 1999). This recommendation also applies to a person illegally entering the country and trading in sex. After extradition by virtue of the Aliens Act, the visa or temporary residence permit must be cancelled under paragraph 39, article 3 of the Act.

Since the Finnish legislation does not mention trafficking in women or children as organised crime,

those involved cannot be charged for it. Organised crime is only mentioned in the Finnish Crimes Act as constituting aggravated circumstances in terms of punishment, and as one of the grounds for punishment in relation to drug offenses.

Protection of minors

Pornography

According to the Crimes Act, child pornography, the distribution of visual material and possession of such material portraying a child and offending sexual morality, are crimes against law and order by virtue of the Crimes Act, Chapter 17.

Sexual exploitation of a child (Crimes Act 20:6)

A person who

1. has sexual intercourse with a child younger than 16 years,
2. by touching or by other means commits a sexual act on a child younger than 16 years, with likely detriment to his or her development,
3. Makes him or her commit an act referred to in clause 2, is liable to a maximum term of imprisonment of four years.

Sexual exploitation of a child in the first article is however not intended to apply to an act between parties with no significant difference in age or mental and physical maturity.

Sexual exploitation of a child applies to an act referred to in the first article committed against a person older than 16 but younger than 18 years, if the perpetrator is the child's parent, or in a similar, parent-like position, living in the same household as the child.

An attempt at crime is a penal offence.

Sexual exploitation (Crimes Act 20:5)

A person taking advantage of his or her position, and persuading a person younger than 18 years to have sexual intercourse or commit an act of a sexual nature offensive to sexual self-determination, or forcing him or her to these,

1. when the person younger than 18 years is at a school or other institution under his or her authority or supervision, or in a similar, subordinate position,
2. When the person younger than 18 years is less capable than the perpetrator to decide on his or her sexual behaviour because of immaturity or age difference, and this immaturity is grossly exploited,
3. when the person is at a hospital or other institution with impaired capacity for self-defence because of illness, handicap or other weakness, or
4. when the person is particularly dependent, and this dependence is grossly exploited, is liable to penalty or imprisonment for a maximum of four years for sexual exploitation.

Flagrant sexual exploitation of a child (Crimes Act 20:7)

If the sexual exploitation of a child

1. is particularly detrimental to the victim because of age or development,
2. is committed in a particularly humiliating manner, or
3. is particularly detrimental to the victim because of vulnerable position, and general flagrance, the perpetrator is liable to a term of imprisonment of from one to ten years for flagrant sexual exploitation of a child.

An attempt at crime is a penal offence.

Trading in sexual services from a young person (Crimes Act 20:8)

Deception or payment in order to persuade a person younger than 18 years into sexual intercourse or other acts of a sexual nature is liable to a fine or term of imprisonment of up to six months for trading in sexual services.

The Child Protection and Welfare Act

The Child Protection and Welfare Act lays down the obligation to protect children and young people from prostitution and other forms of exploitation. This law includes a regulation on notification, according to which a person discharging his or her public duties, such as a police officer, or a social and health worker, who has been informed about a child in need of protection, is under the obligation to report the matter to the local social board.

According to the current Child Protection and Welfare Act (683/83):

1. the child is an independent subject in his or her own right, whose interests and needs may conflict with those of the parents or the family;
2. the child has the right to be heard, and his or her wishes and opinions shall be taken into account considering age and development, when parents or authorities make decisions concerning him or her;
3. the child's interests shall take priority in decisions about him or her.

The Child Protection and Welfare Act implements the UN Convention on the Rights of Children, which came into force in Finland in 1991.

The present Convention, article 35, states that the contracting states take all relevant, bi- and multi-lateral measures in order to prevent kidnapping, and any form of trading in children.

Current information on trafficking and cooperation between officials

There are so far no legal cases fulfilling the criteria of trading in minors. If the authorities could track it down, it would come under several authorities' competence. The investigations so far suggest that adult sex trafficking to Finland from neighbouring countries can be associated with forms of organised crime, trafficking in people, and enforced prostitution.

According to the Amsterdam Treaty, police and penal law still work in cooperative crime prevention between the EU countries subject to the EUROPOL Convention complementing INTERPOL. The Baltic Sea countries maintain close cooperation in order to combat international crime. The Nordic Council, and the Nordic Council of Ministers have made an active contribution to this.

The Schengen Treaty could cause pressures at the Finnish borders. As for mobile prostitution, the prostitutes often come legally from the neighbouring countries, holding tourist visas. These visas can be acquired through travel agencies or from a diplomatic or consular post, by presenting a passport, a valid travel insurance document and an address for travel in Finland.

3. OVERVIEW OF OTHER RESEARCH

Research on trafficking in women and children in Finland and to Finland, and prostitution has been scant. One possible reason for this is that the sex trade was latent for decades before becoming visible with the changes in the Eastern European countries and the economic recession of the early 1990s.

The sexual services offered became more wide-ranging at the same time. In spite of this we can still claim that the range of openly available sexual services is still limited in Finland. Commercially available sexual services are at the moment openly offered in massage parlours, sexual phone lines in association with escort services, in restaurants, hotels, private dwellings and on the street.

Another crucial change in the early 1990s was the introduction of foreigners to the Finnish market, mainly from the neighbouring former Soviet Union and the Baltic countries. The foreign prostitutes are placed in restaurants, hotels, private quarters (brothels) and on the street, but since the cities of Helsinki and Vantaa banned street prostitution (1999-2000) there are few prostitutes left on the streets. The massage business most often employs people of Asian origin, but other nationalities as well.

Research into minors involved in the sex trade in Finland is negligible. Finland's role as a transit route for child trafficking is also a question mark. "What if there is someone under-age involved in trafficking... So what? There is no point making a fuss..." (a given comment on phone when an interviewee was asked).

Research

The research into prostitution, trafficking in women and children in Finland is largely concentrated in STAKES, the National Research and Development Centre for Welfare and Health, operating under the Ministry of Social Affairs and Health.

In 1994 STAKES appointed an expert group to study prostitution in Finland. Its remit was to survey the need for more research, clarify the ability of the public welfare and health sector to help prostitutes and their customers and to draw up future lines of action for STAKES on the prostitution question in cooperation with the Ministry of Social Affairs and Health. The work of the group resulted in a report, 'When everything is for sale', in 1996. This report also dealt with under-age prostitution in Finland. The report (1996, p.76) claims that "the involvement in prostitution of children and young people, girls as well as boys, is a fact" in Finland. The report also makes the following comment: "under-age prostitution is more common in Finland than previously believed". However, there is no estimate of the number of under-age people involved in the sex trade.

One of the most recent publications is the Ministry of Social Affairs and Health report: 2000 on the subject. The report resulted from a decision made at the world congress against sexual exploitation of children, which took place in Stockholm in 1996. This decision demanded that each country draw up a national programme with the aim of preventing the commercial exploitation of children. The report claims that there is no known organised trafficking of minors in Finland, but that prostitution from the neighbouring countries can be associated with forms of organised crime such as trafficking in people and enforced prostitution. The report also states that there is no proof of minors being among the prostitutes moving from Estonia and Russia to Finland.

An example of Finnish pilot studies in trafficking in women is the STOP-program (1998-1999), organised by STAKES and funded by the EU, a survey of trafficking in women with associated negative effects in the following countries: Russia, Estonia, Sweden, Germany, Denmark and Finland. This project also aimed at creating cooperative networks between different authorities in order to prevent and combat trafficking in women. Their work resulted in a report in 1999, 'Building up a network for monitoring, analysing and combating trafficking in women and children'. The report estimates that Finland receives thousands of prostitutes from Russia, Estonia, Belarus and Ukraine every year, and that most of these claim that they come to Finland voluntarily, even if there are obvious signs of an organised trade.

STAKES started the STOP 2-project 'Minors in the Sex Trade', in 1999, funded by the EU, the report of which is to be finished in March 2001. The project was designed to fortify the contacts between different authorities in order to find out about the phenomenon (sexual exploitation of minors) as well as to prevent and combat it in Russia, Estonia, the Nordic countries and Germany.

In Finland's report (2001) the sexual exploitation of children is characterised as hidden violence towards children, *the roots of which lie in cultural and structural injustices. According to the report (2001), frequently the children who are involved in prostitution have experienced sexual exploitation since childhood (incest). Other family problems such as domestic violence can force the child to look for support outside the home, from persons who in the worst case, can abuse the child in her/his vulnerable situation. The child can also seek console his/her life situation with alcohol and drug consumption. The interviews, which were made for the Finnish report, revealed that often the person who seduces the minor into sex trade is somebody from a family's circle of acquaintances.* In general in the report the sexual exploitation of children in prostitution was thought to be a marginal phenomenon in Finland by several experts but an issue which needs greater discussion (Nurmi, Reet, 2001, p.1-26).

According to the report: 'Sexual Abuse of Children — Suspected cases brought to the attention of the social welfare and health care authorities 1 May 1998 to 30 April 1999' by STAKES (2000) there is no systematic collection of information about the suspected sexual abuse of children in Finland. It is felt that collection of such information would not only be difficult but also in breach of confidentiality. Some studies were made in the 1980s on this issue, but from the 1990s the matter of sexual abuse received more attention in Finnish society. According to social welfare and health care authorities 778 cases of

suspected abuse were brought to their attention during a period of one year (1998-1999). The sexual abuse was grouped into three categories in the research: requests or proposals to do something sexual, fondling or showing of the sexual organs; the second of touching and attempted intercourse, and the third of sexual intercourse. According to the research, most of the children were 3-8 years old or around 14 years old when the suspicions of abuse were made. Most victims of abuse (3-4) were girl children. The number of foreign children was 7% of the cases. According to the report, among older children, abusers were often non-relatives from outside the family. However, the report does not mention or speculate that there may have been some kind 'commercial exchange' between the abuser and victim (*Kauppinen, S., Sariola, H. and Taskinen, S., 2000, p.58-60*).

Other surveys on prostitution

A report was undertaken by Pro-Centre (2000) and published at the instigation of the Ministry of Social Affairs and Health. This was a basic survey of prostitution in the Capital area and the demand for services. It concentrated on adult prostitutes coming for counselling to the Pro service which is especially set up for prostitutes.

The survey of 40 prostitutes consisted of 36 women and only one minor. A quarter of them were not Finnish citizens. A quarter had started as prostitutes when they were still minors. The Pro service has also participated in the Europap/Tampep project, funded by the EU, sharing accommodation with Meritahti 'sea star', a project organised by the Helsinki Deaconess Institute, collecting information particularly on foreign prostitutes. The results of this project are still being processed. Mobile prostitution has also been surveyed by MONIKA, the Multicultural Women's Association in Finland. This organisation has cooperated with Denmark, Sweden and the Baltic countries with Daphne funding. It specialises in helping immigrant and multicultural women and children in crisis. According to their report in 2000, around 200 women were in the sex restaurants of the Capital area selling themselves daily. Their citizenship was 83% Russian, 13% Estonian, 2% Moroccan, and 2% Ukrainian. The most dominant language among them was Russian. Some of these women had residence and work permits, but most of them had come to Finland on a tourist visa (28%). The fieldwork has so far not indicated that any of the interviewees would have entered the country illegally or been under age.

The report suggests that one of the most recent ways of recruiting women and young girls to Finland is newspaper advertisements looking for 'photo models'. The report also says that once the Finnish economy has improved, families are able to be more active in advertising for maids and nursemaids abroad, but even this can be used for the wrong purposes.

Unpublished surveys

Surveys such as *Rakkaus kaupan - tarjolla rikos 'Love for sale - crime on offer'* by the police is a report on procurement and associated crime, finished in the late winter of 1994 (*Helsingin Sanomat*, 1 December 1996), are not accessible to the public at large. We can assume that ministries, in whose interest it is to survey commercial sex and organised crime in Finnish society, have made several such unpublished surveys.

Academic research

There is no actual academic research on child trafficking in Finland. The scholarly publications have been more concerned with the sex trade, and the minors have largely been ignored. Many academic publications have discussed the change in the social atmosphere towards a more tolerant attitude to commercial sex in Finland. One of the trends in normalising commercial sex is the commercial terminology used on the subject.

Documentaries and newspapers

Several newspapers have written about the sex business, and there are some instances of investigative journalism on the subject. One of the most recent documentaries was a programme on prostitution at the border, and Finnish sex tourists in Russia. One of the main issues was the fact that the people

trading in sex were minors. This situation can be explained by a worse economic situation in cross border areas and by different societal problems. One harsh fact is that after graduation it is pretty hard for the younger generation to find actual work. In the border city of Vyborg, Russian authorities have denied the existence of minor prostitution in the local press. There are probably several reasons for this but prostitution also means money for the city. According to the latest Finnish press information few Finnish men are being prosecuted for abusing minors in the border towns of Vyborg, Sortavala and in Estonia in Tartto.

Surveys of lost children

The National Bureau of Investigation (Keskusrikospoliisi) completed a survey (2001) of the missing children and young people of Somalian origin in Finland 1993-2000. A more comprehensive report also included other children and young people, but it was not available. The reported disappearances included 146 persons. (There were 4.189 Somalians in Finland at the end of 1999.) The survey resulted in the confirmed whereabouts of 35 children and young people. 67 children could be located but this information was not corroborated, because it was only based on the information from their legal guardians. The report claimed that of the 44 children not located 32 had probably moved abroad with their families or their brothers and sisters. The report concluded that their legal guardians had sent most of these children back to their culture, or that they had left the country with them. The report revealed that some children had changed identity.

In spite of there being no suggestion of the possible commercial sexual exploitation of these children, can this alternative be excluded?

4. RESULTS OF THE INTERVIEWS

This section presents the responses to the questions asked. Each question is followed by a summary of the answers. Finland has not yet had its first legal case on trafficking in children. However, nearly all interviewees related their story of sex trafficking, adult prostitution and organised crime to trafficking in children as well.

The general reaction to the interviews was how little information about this phenomenon exists in Finland. The next observation was the small number of foreigners living in Finland (in 1999 only 87.680 foreign nationals). This argument was used to explain that in an ethnically relatively homogenous, small populated and well organised country, a vast trafficking of children would not be a secret for long.

Concepts

There was no uniform definition of trafficking in children for sexual exploitation. Some of the interviewees mixed the concept to the smuggling of people. The sexual exploitation of minors was mostly associated with prostitution. The distinction between 'exploiter' and 'trafficker' was not always apparent according to interviewees.

Many interviewed wanted to analyse the trafficking phenomenon in relation to sex tourism to neighbouring countries. Some of the interviewees separated the concepts of trafficking and paedophile rings. The trafficking phenomenon was often connected to minors over 14 years old because teenagers can be more easily and 'openly' moved around than young children. Also the risks for traffickers are smaller. The exploiters of minors were seen to be normal members of a society who were willing to use sexual services from minors (teenagers) since these are available but who did not belong to a category of paedophiles.

Interviews

This section contains the outcomes of the interviews.

A. Children

How do children enter your country?

The assumed countries of origin for children possibly involved in sex trafficking in Finland were Russia and Estonia. The minor was expected to enter the country within a 'tourist' group or alone. Finland as a transit route for this trafficking was not excluded. According to Russian experts they considered the Baltic Countries (especially Latvia) and Poland the main transit countries from Russia to Western Europe. Bus, train or boat transport was mentioned as a means of travel to Finland. Flights were regarded as possible, but considerably more expensive. In general, public transport is frequent in Finland and in the neighbouring countries. Two Russian law enforcement authorities mentioned that in general trains (closed wagons) are used as transport when people are smuggled abroad or to Russia (illegal immigration), but these experts thought that illegal immigrants are mainly adults. As for problem groups, many interviewees mentioned the offspring of the Ingrian Finns,¹ and were possibly having problems with the means of support, and integration into Finnish society, which makes the group vulnerable to recruitment.

Do you know for what purpose?

The differences in living standards and numerous social problems cause migration pressures on the wealthier areas. Also changes in values were mentioned. There was mention of young girls stopping cars and offering sex on stretches of the road and at the service stations after the frontier transit points between Finland and Russia. The experts could not agree on whether the minors were transported to the frontier from somewhere else.

What happens once they are in the country?

In the cases of sexual exploitation the minor had possibly been promised a purpose for the trip, which subsequently proved to be a lie according to some Finnish experts. In some cases the minor might know in advance the purpose of trip. The authorities cannot suggest a simple formula for how these children get involved in the sex trafficking, because each is an individual case. One law enforcement expert commented in general that the situation is well organised international trafficking: either you are willing to do what they want or you will be dead.

Where do these children come from originally?

Most foreign adults involved in sex trafficking in Finland originate from the neighbouring countries, and these countries of origin were mentioned for minors as well. A Russian NGO-worker mentioned Ukraine and Tchetchenia as possible sources of children for sex trafficking to Western Europe. Of the asylum seekers arriving alone, clearly the most significant group by July 2000 were Polish children, 46 cases. The next were children from the former Yugoslavia, but there were only six of them. In 2000, there were 3.170 asylum applications submitted, of which 2.121 were rejected, and 1.049 were invalidated. The applicants withdrew and left the country; the most numerous groups being Poles and Slovaks (*Alaikäiset turvapaikanhakijat*, Ministry of Labour, 2000). The experts did not regard the refugees or asylum seekers as a significant risk group in Finland, in spite of the fact that missing children have been reported. One person of the law enforcement sector mentioned a suspicion of trading in organs in association with lost children.

What was the legal purpose for the children to enter your country: refugee, temporary work permit, cultural or sporting exchange, medical treatment or other?

Minors often enter the country without their legal guardians. as refugees, asylum seekers, adoptive children, for family re-union, holidays, visiting relatives, study, camps, summer work or language courses. Sexual exploitation was regarded as possible in recreation (as sport events/camps etc.)

¹ The biggest group of foreigners who have settled down in Finland are from the area of former Soviet Union. The most largest group of them are Ingrian Finns returnees, who are descendants of Finns who lived/are living in Carelia, St. Petersburg province and Estonia.

addressed to children and young people. A couple of foreign and local experts mentioned strawberry picking as a possible summer job favoured by the young associated with this kind of activity. Holiday trips, and shopping tours by bus from Russia to Finland for a couple of days were obvious to the Finnish and foreign experts. Two Russian NGO-workers of those interviewed also mentioned language courses as a potential pretence for recruiting in sex trafficking.

Forged travel documents were mentioned as an illegal means of entry. Some interviewees emphasised that it is easy to get false documents for minors, bribing customs officials in Eastern Europe. Some Russian experts mentioned Poland as a source of falsified documents, but also Russian social workers mentioned that with the help of modern technology false documents can be easily made in smaller circumstances as well.

In general, if the passport does not have a photo of the child, the border control will find it difficult to clarify whether a child is travelling with his or her real parent. Some Finnish law enforcement authorities argued that silence about these means of illegal entry is a problem.

Smuggling people is still an insignificant form of hidden crime compared with other European countries. In 1998-1999 the police was informed of about 30 suspected cases of arranged illegal immigration. These involved a couple of hundred people imported altogether. None of the interviewees referred to above mentioned these fragments of information (*Helsingin Sanomat*, 10 July 1999 and 21 June 2000).

Usually the minors were believed to use the official channels for entry. One interview with an official mentioned the rough terrain and environment reducing the number of attempts of illegal entry (smuggling) at the frontier (of around 1.300 km) between Russia and Finland. The frontier region is also strategic for national security, and thus carefully controlled.

Can you explain how minors who entered your country legally are then recruited for illegal activities such as commercial sexual exploitation?

The presence of under-age foreigners in sex trafficking is almost always considered as being organised among adults. These minors are recruited by some means in their country of origin and their route is planned. Most often they probably came as tourists, but they were directed on to the sex trade. Another possible explanation was false promises of work, where a minor had answered an invitation in a newspaper advertisement. Two of the Russian law enforcement authorities emphasised that some of the foreign firms who advertise job opportunities abroad in the local press are in reality non-existent firms.

Some foreign experts think that there is often somebody to meet the child at the airport, the ferry terminal or the railway station. The adult foreign women who had entered the sex business in Finland have had calendars with addresses, and appointments with their customers. The same would probably be found in the possession of the minors. Nowadays even mobile phones and pagers can be used as 'calendars', where instructions can be sent by text/e-mail.

The suggested ethnicity of the recruiters was Finnish, Russian or Estonian. Some claimed that the foreign recruits and the recruiter often came from the same ethnic background as in adult prostitution, while the Finns recruit all ethnicities. The interviews also suggested that some of the (middle level) recruiters were former prostitutes themselves in the countries of origin. Some Finnish experts thought that there is peer-recruitment among immigrants in Finland. In general the organisational level of trafficking in Finland was characterised as small-scale, micro criminal activity.

The STOP 1-report (1999) established that the young people were recruited in the countries of origin in such places as student parties and restaurants, where they were persuaded to act as 'escorts'. In Russian club life they seldom check people's identity, so that the nightlife can include very young people, who are easy to recruit into mobile prostitution.

Can you give any idea of

Numbers

One of the experts said that they knew of around one thousand prostitutes from Russia who visit Finland regularly. (According to the local police, the number of prostitutes operating in the Saint

Petersburg region is somewhere between 2.000 and 5.000.)

The STOP-research reports weekly arrivals of 400-500 Russian prostitutes in Finland both from Russia and Estonia. The percentage of Russians in the Estonian sex trade is significant, because the Russians in Estonia are becoming marginalised as a result of the changes in the 1990s. The Finnish experts sometimes emphasise that some of the adults come to the country on their own initiative; some however thought that this initiative leads to organised prostitution.

There is no statistical material available on extraditions, because the reason for these may also be dishonest conduct (Aliens Act).

Ratio of children to adults

None of those interviewed wanted to give any numbers. One of the reasons for this was that the number of adults involved in the sex trade was not known either. The number of minors involved in the trade was definitely regarded as smaller than the number of adults. The time of the year is relevant, because the number of minors in the sex trade is likely to increase in the school holidays. The children's movements were also reported to be regular.

One Estonian expert mentioned that it is relatively easy to find minors in the sex business in Estonia. Many Finnish experts thought that those Finns who wanted to obtain sexual services from minors would travel to neighbouring countries since the risks of being caught for illegal activities were smaller abroad.

Period of time covered, time span, setting?

The experts thought that those recruited in the country of origin were active in a network, and immediately in business, but the immigrants were recruited later.

As for mobile prostitution, the minors were believed to spend a couple of days, or up to two or three weeks in Finland as the adult prostitutes do. The minors were often thought to be lodged in private quarters. The making of pornographic material was thought to be possible as well.

An NGO working in Murmansk, Russia did not have any information about the involvement of minors in the northern sex trade. However, in general they lack proper information about the whole phenomenon.

B. National legislation and law enforcement

In your opinion, is existing legislation adequate and properly applied in practice?

Most of those interviewed regarded the current Finnish legislation as pretty adequate, after the reforms in the sex crime legislation of 1 January 1999. Some were critical and thought that the absence of a definition of trafficking in the law to be the most considerable disadvantage. Criminalising of the sex services customers was also supported.

What are the loopholes?

Some of those interviewed thought that the Finnish legislation is tempting in the sense that prostitution is legal, but the new Aliens Act makes extradition possible. Some experts also regard it as a loophole that the customer has not been fully criminalised as is the case for under 18 year olds.

Almost all those interviewed mentioned the lack of witness protection, so that those forced into prostitution often dared not give evidence. One researcher argued that the Finnish legislation on sexual crimes demanded absurd efforts from the victim to convince the police to start proceedings.

What measures exist specifically directed at traffickers?

A procurement crime is a punishable offence according to the Finnish Crimes Act. Almost all non-police officials criticise non-interference with procuring.

Do you have information about conviction rates? How do you think the conviction rates can be improved?

Recent suspicions of procuring in Finland:

Year	Cases
1996	2
1997	14
1998	27
1999	12

Source: information from the police

The increase in the number of investigations of procurement can be regarded as a result of the pressure on the police to detect prostitution and associated crime in Finnish society. Nevertheless, the number of investigations of procurement is insignificant, because it is difficult to get the evidence for this crime. There have been suspicions about Finnish and foreign citizens alike.

One researcher mentioned that the victims often do not know that they could demand economic compensation from the violator. Raised awareness of this could increase the number of notifications, but the false ones in the hope of economic gain would cause problems.

The importance of cooperation between national and international authorities was emphasised, and some experts reminded us of the importance of having a couple of persons in the police concentrating on investigation of different forms of sexual crime.

When a minor comes illegally into your country, what laws apply

to prosecuting the child for being illegal?

to protecting minors?

The Aliens Law can be applied to minors. The illegal, under-age immigrant can be extradited in theory, but the Foreigners' Ombudsman and the Social Service will be contacted to guarantee legal protection. In general it was believed that if a case of sexual exploitation would come out the child could stay in Finland.

Are there any special laws concerning minors?

The Finnish experts mention the Finnish Child Protection and Welfare Act.

What do you see as the barriers?

One of the experts said that the Finnish legislation is not always problematic, but the society has no appropriate working models and methods to deal with the problem. The atmosphere in sexual crime prevention, control and research was regarded as a problem, because the victim of a sexual crime is made guilty: "she can blame herself". It was also claimed that the authorities are more interested in economic and narcotic crime than sexual crimes. In spite of this, all these crimes can be associated with prostitution. Some authorities commented as a counter-argument that trafficking in women and children in Finland is seldom seen as a part of organised crime, which is actually the case. Professional secrecy was also mentioned as a problem, because it protects the offenders at the same time as it secures the victims.

What improvements in existing legislation do you consider necessary?

Police should have more authority to infiltrate the trade. The protection of the witnesses was also

mentioned.

C. Childcare/protection

Are there:

effective prevention programs?

All those who answered the question thought that there are no efficient prevention programs in Finland. One of the experts claimed that the best prevention would be to do away with the myth that 'there is nothing going on here'. A few experts mentioned good legislation and proper implementation of it as deterrence. The STAKES preventive program was regarded as an introduction to discussion in Finland, and thus the information associated with it was also part of prevention.

effective rehabilitation programs?

The rehabilitation centre for victims of torture of the Deaconess Institute was regarded as possible help for victims of child trafficking as well. Most interviewees however answered that rehabilitation programs are largely lacking.

effective repatriation programs

Finnish experts did not mention any repatriation programmes, and Russian and Estonian experts in the countries of origin confirmed the lack of these. But in Russia and Estonia victims of trafficking in general can have a some kind of help from the NGO-sector, since statutory services are non-existent or limited when victims are returned to their home country.

Finnish experts in this context mentioned also the Migrant Integration and Asylum Seeker Reception Act.

Can measures be introduced into the immigration process to improve or strengthen procedures and keep children safer while in custody?

The importance of good contact between the authorities was emphasised.

D. General observations

Where is the demand coming from? Who is interested in having sex with girls/boys?

The researchers claimed that the masculine social models are narrow stereotypes, emphasising men's sexual lust as a basic biological need. The sex traders also create the market, emphasising that it is perfectly acceptable to buy sex. The more acceptable the sex trade becomes, the more women are likely to be customers as well, as one of the researchers commented. The prevailing myths and stereotypes of the experience of buying sex maintain the structure of the trade in general.

In relation to paedophiles the experts used the term distorted demand. One of the experts said that sexual exploitation of children is no longer a question of sexuality, but violence, total subjugation of another person. Personal experiences of sexual exploitation were suggested in association with paedophiles. As for the prostitution taking place in the border region, the customers used the disguise of a benefactor, as if they were helping the disadvantaged by remuneration for their services.

In the St. Petersburg, region according to one social worker, more and more boys are getting involved in the local sex trade. Also in Tallinn or in other tourist areas in Estonia young children are found in the sex business. In the sex tourism phenomenon one can speak about 'normal' sex tourists who will buy sex from minors because they are involved in the sex trade among adults, as well as paedophiles who are searching particularly for young children.

According to a Russian researcher in the cross border regions Finns are the biggest tourist group buying sexual services but other nationals can be found too.

Can you give an indication of the prices paid? Is there a difference in price between young

girls and the older prostitutes?

On the whole, the price level was affected by various physical characteristics and the nature of the services demanded. Young prostitutes are more costly, but if the buyer realises that the young person is a drug user, the customer can haggle over the price because of the desperate situation, as one of the interviewees put it.

In extreme cases a child can be drawn into the sex trade by merely offering him or her a meal or accommodation, or even without compensation. A Russian study published in 2000 reports street children in the border prostitution on the Russian side, selling sexual services for as little as USD 1,5, or some other form of compensation. The price level is comparable for minors in parts of Estonia as well. In St.Petersburg Russian researchers estimated that sex services vary from USD 3 to USD 20 depending on the services and their length. In general they characterised the prices of sexual services from USD 1 to USD 1.000 in the North-West of Russia.

In Finland girls at 10-14 years of age were given compensation such as clothes for their sexual services (according to the newspaper Helsingin Sanomat).

The price for foreigners involved in Finnish mobile prostitution can be around FIM 300-600, depending on the nature of the service. The pimps take their share, which can be 50% or more.

What is the role of:

The police

The police are the competent authority for getting evidence and conducting a viable investigation for the legal process.

The NGOs

The Finnish NGOs play a less significant role, since the social welfare authorities have the power to deal with sexual exploitation of children. In Russia and Estonia however, the NGOs are regarded as important, because people do not necessarily trust the authorities. The NGOs are the helpers to whom people can turn and to whom they dare talk. The source countries particularly emphasised the role of the NGOs in crime prevention.

Children themselves

One of the researchers emphasised the importance of campaigns informing the young of the risks, when they are planning things such as going to work abroad. Many authorities however said that the children could be in such subordinate positions that they cannot possibly control their own lives.

What special difficulties do you face in your work/organisation?

The authorities said that since the phenomenon is relatively new in Finnish society, it could be unclear which the competent authority is. Those interviewed in the neighbouring countries claimed that financial difficulties make life hard for the NGOs. Those who had run into organised crime said that it could be difficult and dangerous to get information.

What have they found?

The IOM study indicates that there is relatively little emphasis on certain types of prevention, but more on others, such as identifying trafficking routes and recruiting mechanisms. Many institutions collect information on the characteristics of victims.

What are these institutions? Please give contact details.

The Coalition against trafficking, and the Nordic Council of Ministers were mentioned, but many said that other European countries have collected some information on the subject. In Finland STAKES, the Pro support centres, the Sea Star project, Save the Children and Tukinainen ('Support for Victims of Sexual Violence') have accumulated some information.

In your opinion, what responsibility is shared by the source country(ies)?

How and what should they do to help solve the problem?

All countries should guarantee the safety of the victims and increase the number of information campaigns. The local authorities should share information, and investigations should be organised in such a way prosecutions are made. One problem is that the legislation is different from one country to another, making prevention and control difficult. A point about value differences between societies were raised as well.

The cooperation between Finland and its neighbours is hampered by the frequent shifts among the competent authorities in countries such as Russia. The Estonian experts complained about their country's political reluctance to admit the problem. If the problem does not officially exist, there is no need for financing the operations of the well-informed NGOs, or for concentrating police investigation on the matter either.

E. Organised crime, or how the trafficking 'system' operates

It is believed that the child's onward route may be pre-arranged before they enter the EU. Can they say whether or not this is always the case?

As for minors, organisation was considered very likely. The routes were thought to shift in order to be sure to circumvent the authorities, and minors probably used legal points of entry. One of the foreign experts mentioned that there are also Finnish owners behind the sex trade in places such as Tallinn. International ownership facilitates the easy movement of people.

Mobile prostitution (which can include a few minors) in Finland, according to several experts, can be characterised as micro level criminal activity, because the sex trade is possibly only organised by a few persons.

Once these children are in your country...

It was believed that people from Eastern Europe moved to and from between the EU and Eastern Europe, because it is easier to move than if a person comes from Africa or Latin America.

All interviewees believed that minors are moved around within the EU from one country to another. Some of the experts also mentioned that all countries are transit countries nowadays. If minors are personally involved with the procurer, the experts think that they have accommodation chosen by the procurer.

In the country of origin the minors may have backgrounds that are used for threatening them and forcing them to participate in the sex trade. The customers were believed to find the minors via advertisements, the Internet and the so-called '*word-of-mouth*'. The customers were characterised as normal members of society, and in some cases paedophiles.

The cooperation between various authorities and a successful integration process were considered important in preventing the involvement of children in the sex trade.

Interference with the procuring networks was not considered to be dangerous, if done professionally. Organised mobile prostitution was also associated with other kinds of criminal activity, such as transporting drugs, tobacco, alcohol and stolen goods. People involved in mobile prostitution may have to smuggle things such as narcotic drugs on their person.

5. CASE STUDIES

So far no one has been charged for trafficking in children. One reason for this is probably the poor quality of the evidence given to the authorities. Almost all admitted the possibility that minors are imported for sexual exploitation.

Case 1

A Russian researcher knew a case where a Finnish man had transported under-age boys and girls from Saint Petersburg via Vyborg to Finland. This Finn lived both in Vyborg and in Finland (according

to Finnish police information around 200 Finns live more or less permanently in Vyborg). An under-age boy who had visited Finland reported the case to the interviewee who did not want to say more about it.

Case 2

An Estonian NGO-worker reported a case where an adult man had tried to travel with two 15 year old Russian girls from Tallinn airport to Thailand. The police had however received information that the girls were to be transported there for sexual purposes. When the man was arrested, he denied knowing the girls, and they denied knowing him, even though the officials had seen them chatting together previously. The girls stayed in Tallinn, but the man flew to Thailand. Because the girls did not dare to give evidence against him, the police could pursue the matter no further.

The Estonian expert also described a case in which a 19 year old Estonian girl had answered an advertisement in the newspaper and gone to London to work as a waitress. The girl called her parents weekly from England, but was suddenly cut off. Then she called about her problems: *"the owner took my ticket, my passport, lowered my pay, threatening that if I complain to the police, he would hand my passport over to the police, and I would never be able to return to England..."*. The embassy did not leave any details about the owner, and the girl was deported after two months. It was sex work. She never mentioned it to her parents, but it was easy to find out by talking to her. Finally a local NGO came to the rescue so that the girl could be safely returned to her native country. The girl never told her parents about the 'requirements' associated with her job in London.

There were some further examples, such as Estonian minors from children's homes being recruited to internal, mobile prostitution. Similar things take place in Russia as well. Exporting street children demands either forged documents or smuggling, because Russian street children only rarely have an identity card, essential for getting a passport. Thus transporting and recruiting a street child is more complicated than persuading children with their documents in order.

Case 3

In 1997 a married couple - a Finnish husband and a Russian wife - were suspected of procuring. All women working for them were adults, but this is a good example of small-scale trafficking in women in Finland, where there may be also minors involved. The women had been recruited to Helsinki by the cultivation of friendship and the giving of false promises. The married couple had contacted their customers by newspaper advertisements, recruiting Russian women in Estonia to Helsinki. The massage had cost USD 43, and sexual intercourse USD 71. This couple usually took their own share of the money in the evenings. They had lodged the girls in two flats in the city centre, but they were caught when the landlord's agent reported their suspicious operations to the police. One of the witnesses said that the couple locked the door in the evening, so that the women could not manage to get out. The captured women were deported to Estonia after giving their statements to the Finnish police. These women were questioned in the court in Tallinn where they gave their testimony once again. Two of the women changed their testimonies in Tallinn and denied that the sex trade had occurred in the flats. (From the official documents of legal case R 98/647 in Finland.)

Case 4

A story told by a social worker in Finland: *"I was in a one place in centre, very centre...It was like a brothel - it was a hostel or a such...I do not know who owns the place...It is a place were the Russian speaking girls are coming together...I understood that in that places visits also girls who have come abroad to Finland, from Russia and Estonia, because they are lacking residence permit...I understood that most of those girls did not have a residence permit and that why they agreed to sell sexual services...Most of those young girls were Russian speaking...That place is very convenient for a business like that because there is showers and rooms...I saw there only Russian speaking girls and they all were under-aged...."* (Nurmi 2001).

6. CONCLUSIONS AND RECOMMENDATIONS

A short summary of interviews

According to experts the few supposed minors involved in trafficking for sexual purposes to Finland are mainly from neighbouring countries and they are supposed to enter the country by legal means. Many of the experts 'defined minors' age as 15-17 years when it is already hard to say if they are adults or not from their appearance and/or documentation. To date there have been no court cases for trafficking in minors.

Experts frequently say that it is possible for minors to enter the country either using forged travel documents or a permit for travel signed by a parent, possibly forged as well. In theory, an adult stranger can also pretend to be the parent, since there are no photos of the children in the passports. Getting forged travel documents is no problem in the countries neighbouring Finland.

The minors can be misled with false promises of a trip, trickery or in some cases they might know in advance the purpose of the journey.

However, trafficking in minors was not seen as a large-scale problem in Finnish society, although it is admitted that information is scanty because of lack of research or investigation. In general it was thought that the involvement of foreign minors (trafficking) in the Finnish commercial sex business was rare. The weekly arrivals of prostitutes are probably around 400-500 adult women (STOP 1, 1999), but no one wanted to start estimating the number of minors. Involvement in making pornographic recordings was also considered likely.

The organisers of the sex trade were described as not only Russians and Estonians, but Finns as well. The organisers may be few in number, and the route was always regarded as planned in advance. People thought that Finland was a transit country, but the experts had no information about the extent of this.

According to experts those foreign minors (teenagers) involved in mobile prostitution (few) could be moved around the country and between the Nordic countries for a couple of days or some weeks among adults.

Beside the internal, mobile prostitution, the immigrant group of Ingrian Finns was regarded as a particularly likely source of under-age recruits. The Finnish authorities find that this group has had some difficulty in adjusting to Finnish society.

The possibility of sexual exploitation (sexual abuse) was also considered in various forms of recreation for children from neighbouring countries. Among summer jobs strawberry picking was mentioned as well as language courses for the young were also mentioned.

There have been reported cases of refugees and asylum seekers disappearing, but the only available material was an investigation on Somalian children, who mostly returned to their native country according to officials.

In general, respondents thought that the minors are presumably often lodged in private quarters, or hidden behind newspaper advertisements and sex phone lines. The fact that there are minors in the sex trade in the country of origin was ascribed to various social and economic factors, it being regarded as a result of the changes in people's values.

The current Finnish legislation was regarded as reasonably adequate, but witness protection and the absence of an actual definition of trafficking were mentioned as problems. As for minors, experts said that in general only the merest few dared give evidence against the procurer. It was thought as well that most often the under-age teenagers claim that they are grown-ups.

Many experts thought that the Finnish legislation forces those interested in under-age-sex become sex tourists in the neighbouring countries. Importing minors and having them stay in the country is a risky business. The Finnish population is small and ethnically homogeneous, which makes the exploitation of foreign children easy to detect according to officials.

The social climate in Finland towards minors in the sex trade is negative but the theme is hardly

discussed openly. The problem for the investigators is a lack of special resources in the police. Cultural values do not always contribute to disclosure of exploitation associated with societal structures. Embarrassing things are easier to deny collectively. The fact that resources are not allocated to socially sensitive and innovative subjects does not necessarily reflect ignorance, but rather repression.

Recommendations

Juridical:

- Concerning national legislation the definition of trafficking must be introduced in a law (Brussels, Palermo);
- Program of protection of the witnesses must be introduced (Brussels, Palermo);
- Sentences given to offenders should be harder;
- Is the 18 years not too low age limit in laws to protect the minors (should it not be 20 years)?

General Campaign of Awareness Raising

In origin countries:

- Videos and plays can be used to make people aware of the problem and dangers of trafficking (also radio programs);
- Inform returning victims from where they can help whenever it is needed;
- rehabilitation centres;
- Targeting the 'risk groups' for prevention.

In transit and destination countries:

- Raise awareness of the problem with the general public;
- Inform victims of their rights and addresses from where they can obtain help in destination countries;
- Make people who work in the embassies aware of the problem.

Others:

- There should be special law enforcement authorities in origin, transit and destination countries that are specialised in the issues of trafficking;
- Police should have more resources directed towards investigation of sex crimes in Finland;
- There should be some kind of available statistics, not lack of these.

Social:

- Reintegration assistance (Europe-wide) for all who want to return to home countries;
- Sheltering services or network throughout Europe;

Further research:

Because so little is known about the role of Finnish and foreign children in the sex trade in Finland, and the role of Finland as a place of transit, a long-term research project in cooperation with various authorities is required to obtain some substantial knowledge of this phenomenon. The grass-roots fieldwork in Finland and in the neighbouring countries would make it possible to get in touch with the minors involved in the sex trade, allowing identification of the recruiting channels and routes.

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8. ANNEX

List of interviewed experts

I would like to thank all the people both mentioned and unmentioned who participated in the survey. I would also like to express my especial gratitude to the Finnish representative of ECPAT, and the Children's Ombudsman of the Mannerheim League for Child Welfare, Helena Molander, for her valuable comments and support.

Participating organisations

List of participating organisations in interviews:

- ECPAT;
- Police Department of the Ministry of Interior;
- Immigration Department of the Ministry of Interior;
- Frontier Guard Headquarters of the Ministry of Interior;
- Directorate of Immigration;
- National Bureau of Investigation;
- Ministry of Labour;
- Project for the Prevention of Prostitution 1998-2002;
- STAKES - National Research and Development Centre for Welfare and Health;
- National Research Institute of Legal Policy;
- Pro-Centre for prostitutes;
- St.Petersburg Psychological Crisis Centre for Woman;
- Consulate General of Finland in St.Petersburg;
- Consulate General of Finland in Tallinn;
- Diakonia Centre in Lahti (Finnish organisation for social work in Vyborg);
- AIDS Information & Support Centre in Estonia;
- Aseman Lapset (organisation for social work);
- Ministry of Federation Affairs, Ethnic and Migration Policy of Russian Federation;
- Maloxtinskii Youth House, Russia.