

# MIGRATION INFORMATION PROGRAMME



IOM International Organization for Migration

## TRAFFICKING IN WOMEN TO AUSTRIA FOR SEXUAL EXPLOITATION

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## EXECUTIVE SUMMARY

In 1995 MIP published a study<sup>1</sup> which indicated that there has been an enormous increase in the number of women being trafficked to Western Europe from Central and Eastern European Countries (CEECs). This study examined how women are trafficked to Belgium, the Netherlands and Switzerland. In this report we look at the situation in Austria which, given its geographical location, is one of the countries in western Europe which has been most affected by the growth in East-West trafficking in women.

The Austrian case is particularly interesting because last year the authorities established an inter-ministerial group to propose measures to combat trafficking in women. Furthermore, Austrian law makes a distinction between two aspects of trafficking in women which are often confused; the act of bringing a foreign woman to Austria for prostitution irrespective of whether she has been deceived, and the act of sexually exploiting women in Austria.

This exploratory study describes how women are trafficked to Austria from the CEECs. The ways in which these women were recruited and transported to Austria, and the methods which are used to control and exploit them are discussed. We then consider how the police and the legal system have responded to this new trend, and discuss other policy issues which arise as a result of this development. The study is based on an analysis of official statistical data, and interviews with a small sample of "trafficked" women from three Central European countries: the Czech Republic, Hungary and Slovakia. These three countries are the most important sending countries in the CEEC region as far as Austria is concerned. Interviews were also conducted with police officers and immigration officials in Vienna and Graz.

The trade in women for the Austrian prostitution industry has changed significantly in recent years. In the past, this business tended to be dominated by Austrian women and women recruited from Latin America, especially the Dominican Republic. Although the trafficking of women from the Dominican Republic remains significant, at least in one area of Austria (the north-west), the majority of prostitutes in many areas of Austria are foreigners from Central and Eastern Europe. There has been a significant rise in the number of cases of trafficking in women in Austria since 1990 as a result of the arrival of large numbers of illegal foreign prostitutes from the East. In 1994 and the first half of 1995 the cases of trafficking in women which were discovered resulted in the identification of 752 trafficked women from some 35 countries. Roughly three-quarters of these women were recruited in the CEEC countries.

Virtually all of these cases refer to the illegal recruitment and transportation of a woman from another country to Austria for the purpose of prostitution. Whether or not the women were deceived does not have to be proven according to the law, although in practice there has been much discussion in court cases about the extent to which a woman may or may not have been coerced into prostitution. There is considerable legal debate in Austria about how this part of the law should be interpreted, and whether or not there should be a broader definition of trafficking to make it easier to obtain convictions, especially against persons who coerce women into prostitution. In 1994, only two people were convicted of forcing a woman into prostitution, out of a total of 49 convictions against traffickers.

Interviews with the police suggest that foreign prostitution is generally tolerated, and investigating possible cases of trafficking in women has not been seen as a priority for the police. There are several reasons for this. First, prostitution as such is a legal and taxable source of income in Austria provided that women register with the authorities and undergo health checks. Second, women from Central Europe can easily enter Austria legally as tourists and then engage in prostitution. Strictly speaking this is an illegal activity which infringes both migration and prostitution laws, but in practice it tends to be tolerated. Indeed, this study shows that in the case of Graz the police are prepared to register women as legal prostitutes even though these women do not have either an Austrian residence permit or work permit. Third, the police state that little action is taken against owners of sex establishments because it is difficult to obtain the cooperation of female witnesses, and difficult to prove that a woman has been severely exploited. Fourth, it is believed that if tougher action were taken by the police, the sex industry might be forced underground and might fall under foreign control which would make it more difficult to combat organized crime. However, there is already concern within the Austrian Ministry of Interior about the ways in which the profits from trafficking in women are being used to strengthen the power of criminal groups originating from the CEEC countries.

The final part of this study reports on interviews with Central European women in Graz who are legally registered as prostitutes, even though they have probably been trafficked to Austria, and do not have residence permits. The interviews suggest that most of these women have chosen to come to Austria to engage in prostitution for economic reasons. Most of the women were brought to Austria by men who could have been charged with breaking the trafficking law concerning the bringing of a foreign woman to Austria for the purpose of prostitution. All of the women were subject to the control of pimps, but there were no indications that these women were tricked or forced into prostitution. This is not unexpected, since women who have had such experiences are not easily identified and are often not prepared to discuss their ordeal. In Austria, trafficked women from the East do not have any NGO to turn to for help. Thus, cases of severe exploitation of women from the CEEC countries remain largely unknown. More is known about cases of women trafficked from Latin America because there is an NGO in Austria, LEFÖ, which provides various forms of social support to Latin American women. In a recent study, LEFÖ reports on a number of cases of women trafficked from the Dominican Republic to Austria which involved severe sexual exploitation, deception, coercion and brutality.

The authorities in Austria have begun to combat the trafficking of women from the Dominican Republic by restricting the entry of Dominican women. But little has been done yet to tackle the now much larger problem of trafficking from the East, which is more difficult to control since many of these women do not require a visa to enter Austria. Several proposals are being discussed by the authorities which may be of interest to other countries. These include the possible introduction of a witness protection programme for trafficked women, and the introduction of a temporary resident permit for such women. At present, most trafficked women are expelled from Austria, and this makes it more difficult to obtain evidence to convict traffickers. Other proposed measures include the setting up of special shelters for trafficked women linked to a system of social, medical and financial support; and the development of a broader legal definition of trafficking in women.

# CHAPTER ONE

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## INTRODUCTION

The following report is an explorative analysis of the problem of trafficking in women to Austria. As illegal prostitution is the context in which trafficking occurs, Chapter One deals with the situation of prostitution in Austria as a whole, with an emphasis on illegal prostitution.

The problem of trafficking is then analysed from the legal point of view. Starting from the legal definition and the administration of justice, a stocktaking of trafficking is done in terms of quantitative data, including the number of cases, the perpetrators and the victims.

Convictions for trafficking mostly result from efforts carried out by the police, and therefore a separate Chapter deals with the problem of trafficking from a police perspective.

Next follows an analysis of trafficking networks and the situation of trafficked women. Interviews with prostitutes show how women are contacted in other countries, how they come to Austria and into prostitution, and how they work and live.

The final section consists of conclusions and recommendations drawn from the analysis. These include activities in various areas such as migration, judicial proceedings, social work and police action.

## **SHARP RISE IN ILLEGAL FOREIGN PROSTITUTION IN AUSTRIA**

A major characteristic of prostitution in Austria, where it is possible to be legally registered as a prostitute, is the growing rate of illegal (unregistered) prostitutes, most of them from Central and Eastern European countries. Illegal prostitution is the framework for trafficking and for this study, for all trafficked women in Austria work as illegal prostitutes and many have no legal residence status. The illegality of the women's situations protects the traffickers.

These trends are a consequence of the opening of the Eastern borders. An East-Central European woman is allowed to enter Austria with a valid passport and stay as a tourist for a maximum of three months. The influx of foreign workers -- legal and illegal -- from the Eastern neighbouring countries to the Austrian labour market in the early 1990s brought an influx of prostitutes to the red-light scene as well. This led to an increase in the total number of prostitutes, a rise in the number of foreign and illegal prostitutes, and a fall in the price level for prostitution services.

In Graz, for example, the number of registered prostitutes in the late 1980s was 120, most of them Austrian. Now it is over 300, and the rate of Austrian prostitutes has fallen to 55 per cent.

In Vienna, an increase was observed as well, but the structure was affected differently. In 1990 there were 800 registered prostitutes and about 2,800 illegal prostitutes. By 1995, the number of registered prostitutes had declined to 670, but the number of illegal prostitutes had climbed to 4,300. Registered prostitutes, mostly Austrian, are being replaced by illegal foreign prostitutes.

The reason for the divergent developments between regions is a difference in the police policy toward prostitution. Registration in Vienna is only possible if a woman has a residence permit; if she does not, she is expelled from Austria. This explains the low rate of legal (registered) foreign prostitutes. In Graz (Styria), on the other hand, the police are primarily interested in registering all prostitutes and they do not check whether the women have residence permits. Thus the rate of foreigners among the registered prostitutes in Graz is high.

Despite this liberal police strategy in some areas, the fact is that nearly all foreign prostitutes have an illegal status in Austria. Either they are illegal residents, or more often they are breaking the law because they are engaging in prostitution without being registered. According to current legislation, a residence permit is closely linked with a work permit. Before the new residency law (Aufenthaltsgesetz) came into effect in 1993, foreign women could easily register as prostitutes. This was considered proof of a certain income, and so they obtained residence permits. Now women are in danger of deportation if they want to be registered as prostitutes, so prostitutes try to get work permits for quite different jobs. There is also now a quota for immigrant labour which makes it nearly impossible for foreigners to obtain regular work in Austria.

One exception is for artists. Artists have a legal right to work permits and do not need residence permits. The special status of artists is derived from the principle of freedom of the arts contained in the Austrian Constitution. This loophole fosters illegal prostitution in the form of night-club dancing, because for most foreign women it is the only way to receive work permits and therefore residence permits. They obtain contracts with bars and night-clubs in which their work is described as that of a dancer, which is an artist.

Another possibility for obtaining a residence permit is to be married to an Austrian. This option increases a woman's dependence on a man, since in the case of divorce, such women lose their legal residence status.

The illegal status of foreign prostitutes protects traffickers from being revealed and fosters women's dependence on their pimps.

## **CHAPTER TWO**

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### **THE LEGAL DEFINITION OF TRAFFICKING IN WOMEN**

Trafficking in women is defined very broadly in the Austrian Penal Code (Strafgesetzbuch - StGB). The relevant paragraph is No. 217, which defines the offence of trafficking. Although the

law is not restricted to trafficking in women, it mentions prostitution and refers mainly to women, although it covers prostitution of young boys as well.

The crucial point of Section 1 of § 217 is the definition of leading someone into or recruiting someone for prostitution in a country other than the person's own (citizenship) or that where the person normally resides. This definition does not include forcing a woman into prostitution, but refers mainly to the migration aspect of trafficking. No distinction is made between legal and illegal prostitution. In both cases, § 217 is applicable. Punishment is from 6 months to 10 years.

Another type of trafficking is defined in the second part of § 217. A person is taken to another country after being misled about the real purpose of the journey or by force or the threat of force. This section of § 217 refers mainly to the aspect of violence and threats in the context of women coerced into prostitution. It also covers, for example, cases where women abroad were offered employment as dancers in Austria and, after arrival in Austria, were forced to work as prostitutes. Not covered by this paragraph are cases in the grey areas of prostitution such as trafficking in housemaids or marriage partners.

Most of the convictions for trafficking in the past five years have come under the first section of § 217. There has been considerable legal debate, however, on how § 217 (1) should be interpreted. In the draft of § 217 in 1971, it was stressed that "leading to" was to be understood as described in § 215 (promotion of prostitution as business) which states that to "lead to" means to influence a person to change her entire lifestyle for the purpose of practising prostitution. Influence is here taken as being a matter of word and deed, and not merely an offer of help or the supply of information.

Concerning this premise, the decisions of the Supreme Court (OGH) show various interpretations. The question is usually whether the entry of a foreign prostitute into an Austrian brothel is sufficient for sentencing traffickers under § 217. In some decisions of the OGH it is not, because it has been argued that a person who has already decided to become a prostitute cannot be influenced or seduced into prostitution merely by being given the means to practise it. In other cases, the complete integration of a foreign woman into a brothel is seen by the OGH as leading her into prostitution.

In the recent decisions under § 217, it has been stressed that the creation of a specific relationship of dependence is the most important factor for decisions. But again, interpretation of this has varied in court decisions. Some courts do not agree that integration in a brothel constitutes creating a relationship of dependence. Some courts, however, rule that poor economic conditions in the country of origin and certain living situations (e.g. dependent children in the country of origin) together with integration in a brothel are sufficient for conviction under § 217.

In 1994, a proposal was put forward to clarify the definitions in Section 1 of § 217. Under this proposal, the act of leading to or recruiting for prostitution is fulfilled if it is carried out with intent to sever the significant social ties of the person and render her helpless or dependent. But the Minister for Women's Affairs objected to this proposal, arguing that this definition would make trafficking even more difficult to prove than it is already. Thus, the new law was not passed.

A court decision in 1994 focused upon the aspect of dependency. Two club owners were convicted because they offered two women from the Dominican Republic rooms for prostitution. The women came to Austria of their own accord but were isolated and treated as slaves. The club owners were convicted because the court found that the lives of the women did not constitute "a normal nature of residence". This was the first time that not the act of leading women into prostitution but of forcing them to remain in prostitution resulted in a conviction.

## CHAPTER THREE

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### THE GROWTH IN TRAFFICKING IN WOMEN TO AUSTRIA

#### Quantitative trends

In the 1990s, there has been a remarkable increase in cases of trafficking registered by the police. According to the statistics of the Ministry for Interior, the number of cases in 1994 was 316.

### QUANTITATIVE TRENDS

In the 1990s, there has been a remarkable increase in cases of trafficking registered by the police. According to the statistics of the Ministry for Interior, the number of cases in 1994 was 316.

**TABLE 1**

#### NUMBER OF CASES OF TRAFFICKING REGISTERED

Year	Cases registered	Cases investigated
1990	50	50
1991	98	93
1992	161	160
1993	88	87
1994	316	313

*Source: Ministry for Interior*

Most of the cases were discovered when illegal prostitutes were arrested in a raid and the interrogation revealed that they had been trafficked. There were only

individual cases where men were reported to the police for leading or transporting a woman to Austria for sexual exploitation. An example is a Styrian case: a pimp transported an ailing Czech prostitute to Prague for medical treatment. He subsequently took the woman back to Graz by car. The man was reported to the police for trafficking by another pimp.

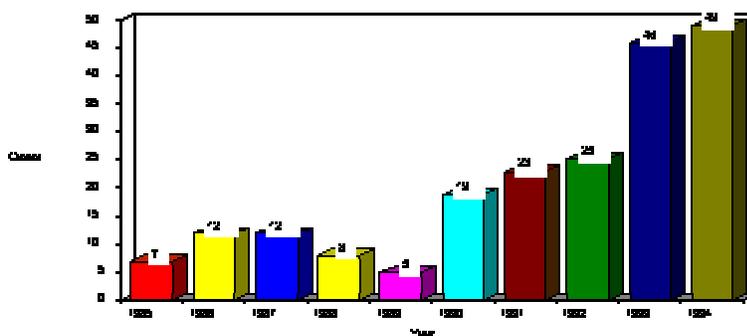
But the persons or organizations involved in trafficking often remain unknown, partly because the women only know small traffickers such as the middlemen and drivers, and do not know their real names and where they come from. Even if women know the traffickers, they are often not prepared to cooperate with the authorities for fear of revenge. Thus, a great number of cases of trafficking are registered as charges "against unknown persons" and only if there is evidence which provides a likelihood of finding the traffickers. In the other cases, no charges are made and no court trial follows. According to data of the Ministry for Interior (for the period 1 January 1994 to 30 June 1995), only every second registered case resulted in charges. In this one-and-a-half-year period, charges were made in a total of 205 cases.

## CONVICTIONS

Since 1990, there has been a remarkable increase in convictions as well. In 1994, 49 persons were convicted pursuant to § 217. Only two cases came under Section 2 of § 217. This is an indication that more and more prostitutes were trafficked to Austria by individual persons or organizations.

**CHART 1**

**NUMBER OF CONVICTIONS PURSUANT TO § 217**



*Source: Ministry of Interior*

Compared with the number of cases reported, however, the number of convictions was very small. In about one-third of the cases, reports lead to conviction. In fact, many convictions were obtained because the police were able to prove that foreign

women had been brought to Austria in order to work as a prostitutes in red-light establishments, e.g. brothels or night-clubs. But in many cases, the police could not prove that a woman had been led or forced into prostitution, because the prostitute herself would not testify against the defendant.

A major problem in cracking down on trafficking is the fact that prostitutes affected by trafficking do not have residence permits and are therefore illegal migrants. In the present legal situation, practising illegal prostitution (i.e. unregistered prostitution) is grounds for expulsion from the country. If trafficked women decide to report the situation to the police, they risk being deported because of their illegal status. This is a crucial point. To make a report means to give up anonymity and to make the illegality public. This precarious legal status is a major reason why women are not prepared to support police investigations and to act as witnesses in court trials.

Illegal status is also a problem for an effective court trial because, by the time the trial begins, the women have usually already been deported. But even if they still live in Austria, the pimps or owners of the brothel may quickly transfer them to other countries in order to save them for further activity. These transfers from one brothel or night-club to the next make it very difficult for the police to gather sufficient evidence against the pimps or criminal organizations.

## **TRAFFICKERS**

Most of the traffickers who are caught by the police are Austrians, but the percentage of foreigners is significant. Interviews with the police have revealed that there is cooperation between domestic and foreign pimps for organising the transfer of prostitutes from abroad to Austrian towns.

In the following table, the rate of foreign traffickers is quite low because only convictions are shown. Most traffickers remain unknown and escape trial.

**TABLE 2**

### **CONVICTIONS PURSUANT TO § 217 (ABSOLUTE FIGURES)**

	1990	1991	1992	1993	1994
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Austrians	11	13	19	25	35
Foreigners	8	10	6	21	14
<b>Total</b>	<b>19</b>	<b>23</b>	<b>25</b>	<b>46</b>	<b>49</b>

*No data is yet available for 1995.*

*Source: Court Statistics on Crime, Austrian Central Office of Statistics*

It is evident that there are many repeat offenders in the area of trafficking. Of the 49 persons convicted, 27 had previous convictions, and 10 of these for the crime of trafficking. This confirms that many persons in the network of trafficking organizations are involved in such activity again and again, perhaps in different regions and at other times.

## SENTENCES

The majority of the sentences have been imprisonment, mostly suspended. That means perpetrators remain free unless they commit another crime in a certain period. Only in one case was a prison sentence for over 12 months. These facts show that, in most cases of trafficking, only the minimum sentences foreseen by law are imposed. Six cases resulted in fines. In only one case was the fine over ATS 50,000 (approximately US\$ 5,000). Profits from the business are usually so high that these fines present no problem.

**TABLE 3**

### TYPES OF PENALTY AGAINST TRAFFICKERS BY CRIMINAL RECORD (1994)

	Total	Suspended	Fine			Imprisonment	
			Un-conditional	Partly suspended	Suspended	Un-conditional	Partly suspended
Previous conviction	27	-	1	2	11	5	8
No previous	21	-	2	1	15	-	3

conviction							
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*Source: Court Statistics of Crime; Austrian Central Office of Statistics*

## **The victims**

In the period from 1 January 1994 to 30 June 1995, there were 205 cases charged under B+217. In these cases, 751 victims were found, which works out to a very low number of victims per case. One explanation is that when one illegal prostitute is captured by the police and trafficking is evident, the other women trafficked by the same person are quickly transferred to other provinces so that the police have no chance to find other victims. The real number therefore may be many times higher than shown in the statistics.

**TABLE 4**

**NUMBER OF VICTIMS ACCORDING TO CHARGES UNDER § 217  
IN THE PERIOD 1 JANUARY 1994 TO 30 JUNE 1995**

Home country	Number of victims
Czech Republic	133
Dominican Republic	120
Hungary	118
Slovakia	112
Poland	60
Russia	43
Bulgaria	23
Rumania	23
Brazil	18
Thailand	17
Croatia	16
Ukraine	12

Slovenia	7
Austria	6
Former Yugoslavia	5
Other	38
<b>Total</b>	<b>751</b>

The majority of victims of trafficking come from Eastern Europe. In total, 48 per cent of the registered victims come from Austria's direct neighbours, the Czech and Slovak Republics

and Hungary. Another important group is prostitutes from the Dominican Republic. The latter made up 16 per cent of all victims in a one-and-a-half-year period.

The six Austrian victims stem from a case where Austrian prostitutes were trafficked to tourism centres in Italy with Austrian red-light districts. Austrian pimps who organized the transfer were brought to court.

According to one of their own reports, the police have information on the working area of certain groups of trafficked women. Of 133 Czech victims in the whole of Austria, 93 have been counted in Vienna. It is clear that much of the Czech prostitution is what is known as daily shuttle-sex-tourism. Women are brought to Vienna by their pimps by car and leave town at night. They mostly work in the streets of the second district (near the Prater amusement park) and in night-clubs.

Slovakian prostitutes work mainly on the streets. The women are brought to Vienna by car and live in small hotels with their pimps. The police are aware of some group activities, which imply trafficking.

Because of the considerable concentration of Dominican prostitutes in Upper Austria (97 of 120 Dominican victims were in Upper Austria), the police suspect organized trafficking. This is confirmed by press reports which state that, in 1994, an Austrian keeper of an illegal brothel in a town in Upper Austria was accused of having forced about 100 Dominican women into prostitution. Although the police discovered that this had been well known throughout the town for years, they were unable for a long time to gather evidence of trafficking. Now the numbers are greatly reduced because visas<sup>2</sup> have been made compulsory and the police have

brought many charges.

Hungarian prostitutes mainly work in bars. They were often already working as prostitutes elsewhere when they were hired to work in Austria. In most cases, Hungarians were contacted by prostitutes already working in Austria. Only a few organized groups have been found.

Polish prostitutes work in various localities in Vienna, but no particular groups have been recognized. The same can be said for women from Croatia and Thailand. In the western provinces (Salzburg, Tyrol), some prostitutes from Brazil have been registered. The police know of good contacts between Salzburg pimps and pimps in the German red-light scene. There are some groups from CIS states which commit trafficking in the context of general organized crime. The police state that most of the women come to Austria with the intention of working as prostitutes. There are only individual cases where women were lured to Austria under false pretences and forced into prostitution.

The fate of the women is unclear. As it can be supposed that nearly all of them are illegal in Austria, they are subjected to proceedings initiated by the Aliens Police. These could include a broad variety of means such as proceedings against a person still at large, an official recommendation or instruction to leave Austria immediately or, as the strongest, detainment for deportation. There are no statistics on what has happened to the women who have been expelled from Austria.

In 1995, a total of 4,525 deportations were carried out from Vienna. The rate of women was approximately 15 per cent, i.e., 680. These were not only illegal prostitutes, however. According to the information of police experts, the number of victims of trafficking in 1995 was approximately 300.

## **CHAPTER FOUR**

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### **THE SITUATION OF FOREIGN PROSTITUTES IN THE CONTEXT OF TRAFFICKING**

For the analysis of recruiting strategies, transport routes and the experiences of women trafficked to Austria there are two sources of information. The counseling centre of LEF/ (Lateinamerikanische Exilierte Frauen in /sterreich = Exiled Latin American Women in Austria) has information on cases of trafficked women from the Dominican Republic. Another source is interviews carried out by IOM in Graz with 17 women from Central European countries.

These women were legally registered as prostitutes, although they did not have either an Austrian residence permit or work permit.

## **THE SITUATION OF TRAFFICKED WOMEN FROM THE DOMINICAN REPUBLIC**

A recent LEFÖ report describes, among others, 6 case studies of women from the Dominican Republic (LEFÖ, 1996).

The material from LEFÖ reports on special and severe cases of trafficking. Many women were exposed to violence and brutality, treated as slaves and kept under inhumane conditions by their pimps, brothel keepers or men from trafficking organizations. The interviews were made at the end of long-term counseling, when there was an atmosphere of confidence between the women and the counselors.

### **Motivation of the Women**

The reasons the six Dominican women gave for being open to recruitment were exclusively economic. The women had to provide for their whole families, children (up to 4), parents and grandparents. This was especially a burden for the single mothers, who in most cases had been abandoned by their husbands. Because of childcare duties and the limited number of jobs available, the women could only get casual work (washing, sewing, etc.). One woman tried dealing in cheap clothes but was not successful. In many cases, income was not enough to pay for food. Coming from situations of great poverty, the women hoped to improve their lives by going to Europe for work.

#### **Contact Persons**

In most cases, the women were contacted by persons who lived in the same town and had good reputations. An important role was played by friends or relatives who reported on a rich life in Europe. The women were told that they could rely on acquaintances living in Europe for accommodation and support in finding social and business contacts.

In no cases were the women told the real job they were being recruited for. The offers were described as dancing or waitress jobs; in some cases there was only talk of work in Italy or Europe.

The women were informed that the contacts to employers and the transfer to

Europe would be expensive. Addresses of employers, for example, would cost ATS 2,000 (US\$ 200). To finance the flight to Europe, the women had to incur high debts. One possibility was to borrow money from acquaintances, another was to mortgage the family home. One woman was required to pay ATS 50,000 (US\$ 5,000) for tickets and a visa, another was charged on credit US\$ 2,900, for which she had to pay back US\$ 5,400. Many women had to pay for their transfer within Europe in addition to their plane ticket from the Caribbean. Upon arrival, they were picked up by a Dominican man and woman who demanded exorbitant prices for transfer services (ATS 12,000 (US\$ 1,200) for a train ticket to Austria and a room for one night or, in another case, US\$ 350 for a shuttle service).

## **Routes to Austria**

For four of the Dominican women described in the LEFÖ report, Switzerland and Germany were the initial destinations in Europe. Only in two cases did the women then come directly to Linz; one of these learned of her destination at the airport in the Dominican Republic. Neither of these women planned to work in Austria. They wanted to go to Italy by train but were turned away at the border because they had no visas (which were already necessary at that time).

The women landing in Zurich were picked up by 2 persons, one of them from the Dominican Republic but always unknown. The women were told immediately or one night later that they could not work in Switzerland and that they would have to move to Austria. Thus for most of the Dominican women in the LEFÖ sample, Austria was not the land of their own choice.

### **Prostitution**

Women arriving by train in Austria were picked up by Dominicans who took them to a bar or night-club where they were forced to work as prostitutes. Two women met the men who owned the bar or night-club. They had to work for these men, who were brutal and inconsiderate. In one case the woman was beaten and mistreated so badly that she tried to commit suicide.

Two other women in the LEFÖ sample were forced into prostitution as well. They worked in bars under harsh conditions. They had to live in the rooms where they worked and suffered from insufficient hygiene. One woman had to cook and wash the dishes for the whole bar in addition to being a prostitute. Both women had a strict schedule and were not allowed to go anywhere on their own.

Typical of the lives of the prostitutes was the high level of exploitation. Women had to pay considerable amounts for their food and rooms and received only a small percentage of the money paid by customers. The visa was an additional expense. In one case, it was ATS 3,500 (US\$ 300) for a 3-month visa, with ATS 5,000 (US\$ 500) for the extension. Another woman had to pay ATS 18,000 (US\$ 1,800). The women's passports were taken away so that they were completely dependent on the pimps.

## **THE SITUATION OF TRAFFICKED WOMEN FROM EASTERN EUROPE**

Of 17 interviews with trafficked women from Eastern European countries conducted by IOM, 14 were conducted in the STD centre in Graz and 3 were arranged by the Graz police. In the case of the STD centre, the social worker was familiar with the problems of some women. She was asked to arrange an interview with those coming for health checks whom she believed might have been trafficked. It was the same situation with the prostitutes contacted for interviews by the police. The policemen were asked to select women who were thought to be involved in cases of trafficking. According to their descriptions, at least 12 of the women interviewed were trafficked according to section 1 of paragraph § 217 of the Austrian Penal Code. They were recruited abroad and transported to Austria for the purpose of prostitution. For four women it had not been quite clear that they would have to work as prostitutes. As they had been deceived about the real purpose, they came under section 2 of § 217. In one case of the interview sample, there did not seem to be a case of trafficking, for the woman decided on her own to work in a bar.

Of the 17 women, 8 came from Hungary, 3 from the Czech Republic and 6 from the Slovak Republic.

The women interviewed ranged in age from 19 to 42, most of them being in their early twenties. They mostly come from regions near the border or from the capital cities of Austria's Eastern neighbours (see Annex for further details).

### **Motivation of the Women**

The reasons of the women for accepting the recruitment offers or -- if the type of work was made clear -- working as a prostitute were, without exception, economic. Austria was portrayed by the contact persons or by friends already working as prostitutes here as a prosperous country where one could become rich very quickly.

Often, prostitutes were engaged as decoys to attract other women. They presented themselves as living examples of wealth in Austria.

Many women from Eastern European countries were confronted with high debts at home. These women realised that, with an ordinary salary in their country, they would never be able to change their economic situation. Women with completed vocational training reported that in their home countries, they earned only about ATS 1,000 to 1,200 (US\$ 100 - US\$ 120).

In some cases, unemployment was the prime reason for the poor economic situation. This was the case for women who had finished basic vocational training. From their point of view, prostitution was the only way out. But one must consider that prostitution was chosen not only in the cases of severest poverty. Many of the women interviewed came from the middle- and upper-class families which had in former times enjoyed a relatively high standard of living. This standard could not be maintained, however, because of the present labour market conditions, although the women had high qualification levels. Three of the women, for example, are university graduates. Moreover, nearly all of the women spoke quite good German.

## **Family Background**

In the interviews it was revealed that some of the women (5) from Hungary, the Czech or the Slovak Republics came from difficult homes. They had experienced authoritarian and sometimes violent fathers, a circumstance that often had led to the divorce of the parents. The majority of the women interviewed described their childhood and parental homes as harmonious.

Most of the women had no children and were involved in casual relationships with a boyfriend; some women became acquainted with boyfriends who brought them to Austria and lived with them in Graz. Only 3 women had children in Hungary and Slovakia, where their partners lived.

In nine cases, the family in the home country did not know what the real work of the woman was. The relatives were told that she was working as a waitress, dancer or baby-sitter in Graz. In the other cases, the relatives knew the truth and accepted prostitution as the only chance of improving the economic situation of the family as a whole. These women were not burdened with hiding their real reasons for going to Austria. Women hiding their real reasons were often ashamed and lived in fear that the family would find out the truth from someone else.

## **Contact Persons**

For women from Eastern Europe, various strategies were observed. The first contact which led to information about the chances to earn money abroad was with an acquaintance or girlfriend already working as a prostitute in Austria. These persons told of the good opportunities for making money quickly, always making clear that the business was prostitution and nothing else. The women were not deceived about the real nature of the work. But the majority of the women, 11 out of 17, reported that they had not engaged in prostitution in their own country.

In four cases, the husband or boyfriend of the Hungarian, Czech or Slovak woman had contacts with pimps in the same country or in Austria. These pimps persuaded the women -- mostly with the help of the husband or boyfriend -- to go to Austria. If the pimp was the contact person, it was also the pimp who brought the women to Austria by car. The pimps crossed the border with only one new prostitute each time, never with a group of women.

In three cases it was the husband or boyfriend who persuaded his partner to become a prostitute because of the precarious economic situation in the country of origin.

These cases show that friends or acquaintances involved in the prostitution scene play an important role in leading women into prostitution in Austria. For the women it is not always clear which relations between the contact persons and the Austrian red-light scene exist.

## **Entry into Austria**

Only in four cases were the persons who contacted the women for the first time the same persons who brought the women to Austria. In two cases out of these four, it was the girlfriend who travelled with the recruited woman to the same location.

In all other cases, other persons accompanied the women or the women travelled on their own to Austria (5 cases). Of all 17 cases analysed, 11 women came with the contact person or another person to Austria. But in none of these cases was the person an anonymous driver. Three women were transported by an acquaintance or friend. In one case, it was the father who brought his daughter to Graz. In 5 cases, it was pimps who accompanied the women to Austria and took them directly to their new jobs. All these "helpers" could have been charged with an offence pursuant to § 217 (1).

Direct evidence of organized trafficking could not be found in the descriptions of the women. One possible explanation is that the women were not aware of relationships probably existing between contact persons and organizations. In any case, during the contact, there did not appear any sign of a connection to an organization. It could also be that the women were afraid to give detailed background information on organized trafficking. The interviewers did not get the impression, however, that the women were trying to hide anything.

It did become clear that women are aware of the internationalization of trafficking. One woman told of a pimp network that worked across borders. As proof she mentioned the case of a prostitute who went home from Graz to Hungary on foot, was caught by unknown pimps and taken back by them to Graz. This international network makes it difficult for prostitutes to become independent of their pimps, even if the pimps live in other countries.

The women interviewed entered Austria legally and with valid passports. From the police's point of view, the introduction of a visa requirement would not change the situation. Quite apart from damaging the political relations between Austria and other countries, such a measure would not be practical. not be practical.

## **Routes to Austria**

The entry of women from Central and Eastern European countries is always by an overland route. They come directly from the countries of origin across the border to Austria. One Slovak prostitute had worked as a prostitute in Switzerland before being sent to Austria by her pimp. One woman had worked before in Germany. These two countries were attractive for the women because of their high wage levels.

Few problems were reported crossing the border. For women from Eastern Europe, the trip is not very expensive. It is quite different for women from Latin America, whose flights or "transport fees" are expensive and place the women in greater debt to their pimps.

## **The Legal Status of Women**

Women from Eastern Europe enter Austria as tourists. Of those interviewed, only one had a residence permit. This was not an omission on the part of the women. Regular health checks in the health centre had a high priority for the women, for health certificates are strictly inspected by the police. Applying for a visa was not

seen as an urgent matter as long as the women did not have any problems with the police. One woman stated that she had good contacts to the prostitution business and was therefore warned whenever a raid by the Alien Police was planned.

## **The Financial Situation**

The income situation and financial conditions of work as a foreign prostitute in Graz were overestimated by some women. This shows that the descriptions of friends led to overly-high expectations. Especially women who had already worked in Switzerland or Germany were disappointed, because in Austria they earned less than before, although in comparison to an average income in Eastern Europe they still earned much more. The net income (what remained for the prostitute) per customer was about ATS 600 (US\$ 60). From the gross income of ATS 1,000 to 1,500 (US\$ 100 - 150) they had to give 30 to 50 per cent to the pimp. Prostitutes working in apartments had to pay ATS 300 (US\$ 30) per day to the owner and 30 per cent to the pimp.

The women described themselves as living frugally. Necessary purchases such as clothing were made in their home countries because of price differentials. The income made it possible for them to supply their relatives with money. Many women from Latin America as well as from Eastern Europe confirmed that they made money transfers to their home countries regularly. Women from the Dominican Republic reported that they transferred US\$ 1,000 home to their relatives monthly.

## **Working Conditions**

Eight of the women interviewed work in a bar or a night-club, nine in apartments. The flats of the bar prostitutes were provided by the bar owner. They were picked up and carried to and from work.

The prostitutes from Eastern Europe were subjected to work regulations by their pimps, but in no case did they give the impression of living under slave-like or bad conditions. The prostitutes in Graz declared that they were not under constant supervision. Some of them (8) worked daily, with no day off, so they had no chance to develop contact with persons outside the prostitution scene. Six women had a five-day week.

On the average, the women had 2 to 8 customers a day. Five women were not allowed to reject customers. Eight interviewed did not answer this question, but it may be assumed that they did not have the right to reject customers. Some women

applied special strategies to get rid of unwanted customers, such as demanding exaggerated prices.

## **Health Considerations**

The majority of the women questioned stated that they used condoms without exception. Many customers offered much more money for intercourse without condoms, but the women were aware of the health risk and did not change their minds despite attractive financial offers. Four women did not answer this question.

The real psychological and physical conditions were not easy to assess. Ten women did not answer the questions at all. Only two complained of physical problems. Seven women felt themselves adversely affected psychologically to a medium or great degree. It can be supposed that, in such interviews, the women tried to gloss over their real problems and conditions. One indication of this is that 10 women said that they would take advantage of a counselling and care institution for prostitutes if it were available.

## **Plans for the Future**

There was a remarkable readiness to talk about the future. Prostitution was always seen as a temporary job for bridging a difficult economic period. The majority of the women intended to leave prostitution within 12 months. Fifteen women had concrete goals such as opening a café, founding a business, buying an apartment or finishing construction of their houses. The partners and the family played an important role in the plans. This explains the high rate of women (8) who wanted to return to their home countries. Four women wanted to stay in Austria and work in other professions, but it became obvious that they were not fully aware of the problems of obtaining work and residence permits. The women had clear ideas concerning when they intended to stop working as prostitutes. Seven women only wanted to work for 3 to 6 more months, seven for one year. Two women intended to work for 2 to 3 more years.

## **CASES OF TRAFFICKING IN COMPARISON**

A comparison of the cases from LEFÖ and the women from East-Central European countries shows that there are some points in common and some differences. The cases of LEFÖ were cases of trafficking pursuant to § 217, section 2, where violence, deception and threats played a role. The prostitutes from East-Central European countries were cases according to section 1 of § 217 because there was the act of leading into prostitution, although it did not apparently come about by

violence or threats. Nevertheless, there were some signs of organized trafficking. It became clear that a characteristic of a trafficking network is the splitting of information and tasks into very small operational cells. The effect is that women are only in contact with middlemen such as drivers or recruiters. The network behind remains invisible to them, and the link between the middlemen and the trafficking network is hard to prove.

A common point is that economic reasons motivate the women to leave their countries. It has become clear that not only the poorest countries are a source for trafficking, but even countries with relatively high standards of living such as the Czech Republic. Women from East-Central European countries come to Austria because the network connections exist and the country is quite close to their country of origin. Short distances make regular visits at home possible. Women from the Dominican Republic come to Austria more by chance and in some cases Austria is a transit location.

An important actor -- in both types of trafficking -- is the person who gives information on possibilities of earning money in Austria or Europe. It is evident that these persons are acquainted with the trafficked women themselves or with the partners of these women. This close relation seems to be an important aspect of creating confidence and persuading women to leave their home country even if a financial burden is involved.

## **CHAPTER FIVE**

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### **THE PROBLEM OF TRAFFICKING FROM THE PERSPECTIVE OF THE POLICE**

It is a growing challenge for the police to combat trafficking. Interviews conducted with seven representatives from different levels and departments of the police illustrate the problems involved. The following Chapters show the experience of the police with trafficking to Austria.

#### **Levels of intervention**

The Austrian police is concerned with the problem of foreign prostitutes on various levels. The task force EDOK, which belongs to the criminal investigation department of the Ministry of Interior, has responsibility for the whole of Austria. It deals with all forms of organized crime, including trafficking, drug dealing, weapons trading and money laundering. The investigations, which are long-term

and not connected to specific crimes, aim to gather information on national and international levels and to reveal the organizational structures of criminal activities. For this reason, investigations are of an integrated nature, with all types of crimes included.

The State Security Offices (Sicherheitsdirektionen) are concerned with the investigation of specific crimes. The range of activities includes all acts connected to prostitution and related offences. Police officers of the Security Offices monitor bars, night-clubs, brothels and street prostitution. If there is suspicion of trafficking, the state prosecutor as well as the Ministry of Interior are informed. In addition, the information network of Interpol is used. The routine work is done by the local district police stations, which carry out patrols and inspections. If an illegal prostitute is caught, she is interrogated at the police station. A report is written and the affair is passed on to the Security Offices.

The Aliens Police (Fremdenpolizei) enforce the Aliens law, which regulates entry into Austria and residence permits for foreigners. From the point of view of the Aliens Police, it does not matter whether a person is a prostitute, a waitress, a salesperson, etc. An alien without a residence permit is subjected to police proceedings and may be expelled from the country.

### **VIEWS RE: § 217**

According to the experiences of EDOK, § 217 does not reflect the modern type of trafficking. Because the referral agencies are in the countries of origin of the women, it is difficult or nearly impossible to catch the relevant persons.

In the view of the Aliens Police, the usefulness of § 217 is limited. When illegal prostitutes are picked up and detained for deportation, they nearly always declare that they came to Austria voluntarily and were not forced by anyone. As the women are afraid of the police, they are not prepared to say what they know about bar owners, pimps or organizations which arrange the trips to Austria.

According to information from one Viennese police station, about 20 to 30 per cent of the women explain the background of their work and route to Austria. The women they arrest who are victims of trafficking are relatively cooperative. This is especially the case when they are promised deportation to their home countries very quickly, thus keeping their detainment brief.

In 1995, there were 140 cases of police reports against illegal prostitutes. The

police officers have no information on subsequent convictions, but as the figures show, reports seldom lead to trials because the traffickers cannot be caught. Thus, at the local level, the usefulness of § 217 is seen less positively.

According to the Office of Criminal Investigation, finding evidence of trafficking is simple, for the offence is committed whenever a foreign prostitute entering Austria is accompanied by another person. Obtaining proof, however, is hard work. The Office criticises the differences in the interpretation of prostitution between the federal and provincial levels. On the provincial level, a prostitute is seen mainly in the role of a culprit, whereas under criminal law (federal level) she is seen more in the role of a victim. The Security Offices take a sceptical view of the provincial laws, maintaining that prostitutes who are under psychological and physical pressure cannot be held accountable for unlawful behaviour.

## **STRATEGIES OF THE POLICE**

The police have information on the overall situation of trafficking in Austria. According to the different police institutions, the red-light scene is mainly controlled by Austrians. The EDOK is aware that in order to provide new prostitutes for the local scene the Austrians must cooperate with partners in Eastern Europe. The men behind the criminal organizations are serious businessmen, with front men who do the "dirty work". The trafficked women themselves normally only have contact with transporters and recruiters and do not get any insight into the organizational structure. Thus they can provide only limited information that might lead to the dismantling of trafficking rings. To discover the structures of these organizations, EDOK tries to glean information from the medium-level management.

Some information on trafficking results from the fight against illegal prostitution. Illegal prostitution is a breeding ground for trafficking, since all trafficked women are forced to work illegally. In Vienna, many foreign prostitutes are employed as bar waitresses in establishments which have only entertainment licences. One possibility to destroy the illegal structure would be more police raids. If there were more raids, the number of deportations would increase, because most of the women have no residence permits and work illegally as prostitutes in places where it is not allowed. The consequence of more inspections and more deportations would be a higher fluctuation of such women and therefore a rise in trafficking in this field. Such a development is not in the interest of the Viennese authorities, who prefer a stable red-light scene; on the local level they already know most of the bartenders, brothel managers and prostitutes.

In Graz, the situation is similar. The only thing that is controlled very strictly in Graz is the registration of prostitutes by the police and the certificate that they must obtain from the health centre, where prostitutes have to go weekly to be checked for sexually transmitted diseases. Because of the approach of the local police authorities, the owners of the night-clubs and brothels try to cooperate and fulfil regulations as well as possible. The fact that women are illegal residents from the point of view of the Aliens Police is accepted in the interests of more effective control. Thus, in Graz, only a few inspections are carried out by the Aliens Police; nor do the tax authorities try to audit the situation.

The strategy of the police in Graz and Vienna shows that the legal possibilities of combating illegal prostitution and tracing traffickers are not completely exhausted. The police prefer a more-or-less complete overview of the prostitution scene to punishment of illegal prostitution and strict investigation of trafficking. The police are very sceptical of getting real information on cases where persons can be captured and brought to court. The experience of investigators is that several women under police interrogation state that they came to Austria on their own and remain voluntarily.

Most of the police representatives interviewed were of the opinion that it did not make sense to sentence the women, the weakest link in the whole chain. Moreover, as stated above, the deportation of illegal prostitutes would be counterproductive, for those deported would be replaced by other trafficked women.

Another reason for the lack of action against illegal prostitution and trafficking is low motivation on the part of the police. According to information from interviewed policemen and a press report quoting a leading policeman, it is becoming very difficult to arrest illegal prostitutes in bars and night clubs because there are secret exits and alarm systems used for raids. Apartment prostitution is also difficult to investigate, because the police are only allowed to take action if there are complaints from neighbours because of the noise.

Additionally, police charges against prostitutes working naked in bars have been deemed to be against the law by an Independent Administrative Board. Such decisions on what seem to be obvious cases of illegal prostitution are demotivating for police officers. One policeman complained that there was no coherent action against organized crime, illegal prostitution and trafficking. Some departments demanded stricter enforcement, while others would not allow more raids.

The low level of activity even in the context of suspected trafficking is due to the knowledge that there is very little chance to catch traffickers living abroad. The police of Graz are quite aware that the high turnover of prostitutes from the Eastern European countries can only be possible with an organization behind it. And the police know, for example, that a brother of a female brothel owner from Graz lives in the Slovak Republic and regularly advertises in newspapers to find women prepared to go to Austria and work in his sister's brothel. According to a leading policeman in Graz, it is impossible to catch the man living abroad. Even if the Graz police cooperated with the Slovak police, they would probably not succeed in proving activities which fall under the Austrian Penal Code No. 217 (trafficking), and even if they did, it would be very difficult to bring the man before an Austrian court.

There is another reason for the police strategy of tolerance. At the moment, the red-light scene in Graz and Vienna is in domestic hands. If the police acted more rigidly, closing down illegal bars and jailing the owners, a new scene would arise. It is expected that this would be dominated by foreigners, e.g., by mafia members.

## CHAPTER SIX

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### **POLICY ISSUES: THE INTER-MINISTERIAL WORKING GROUP ON TRAFFICKING OF WOMEN**

Towards the end of 1995, the Austrian authorities decided to take a number of measures to try to combat trafficking in women, especially because of a concern about links between this trade and organized crime. At the end of 1995, the Government of Austria introduced a visa requirement for Dominican nationals, and, in the autumn of 1995, the Ministry of Interior decided to create an inter-ministerial working group.<sup>3</sup> One of the tasks of the working group is to explore effective ways of assisting trafficked women in order to encourage them to provide evidence which could be used to prosecute traffickers.

The measures to be discussed by the group included:

the introduction of special shelters for trafficked women, these would be run by NGOs and would cooperate with the courts and law enforcement agencies;

a legal temporary residence permit for trafficked women;

women would be helped to escape the influence of, and break their ties with the criminal organization through:

personal protection (particularly a special witness protection programme) by the authorities;

accommodation in safe houses, possibly in other countries (requiring bilateral agreement) where necessary;

financial assistance medical and psychological treatment;

possible assistance with integration;

waiver of penalties for illicit prostitution activities.

At the time of writing the inter-ministerial group is still discussing various options and a final report has not yet been prepared.

## **CONCLUDING REMARKS**

This preliminary report has highlighted two different aspects of trafficking in women which are distinguished according to the definitions of Austrian law. First, trafficking as a migration process which involves the bringing of foreign women to Austria illegally for the purpose of prostitution; and second trafficking as a process whereby women are coerced into prostitution or forced to remain in prostitution on arrival in Austria. In recent years, most cases of trafficking in women which have been discovered refer to the first definition. Critics argue, however, that many more cases of trafficking according to the second definition would be discovered if tougher penalties were imposed against traffickers, and if the authorities gave greater priority to combating this problem.

This preliminary study has shown that thousands of women from Central and Eastern Europe are illegal prostitutes in Austria. Given that such large numbers of women are involved in this form of migration, this is undoubtedly an organized activity involving traffickers and trafficking organizations. Traffickers exploit the fact that there is a demand for migrant prostitutes in Austria, which cannot be met openly through the legal recruitment of foreign women for such purposes.

For some commentators the movement of women from one country to another for "voluntary" prostitution is not regarded as a significant problem, provided that the

women are not severely exploited or coerced into prostitution. However, for the authorities this trend may nonetheless pose several difficulties. It may contribute to the spread of health risks since illegal prostitutes, unlike legal prostitutes in Austria, do not undergo regular health checks. It strengthens the power of organized criminal groups which make huge profits from illegal prostitution. And it undermines attempts to control migration and contributes to the creation of clandestine migrant communities. Moreover, for some commentators, even cases of "voluntary" prostitution involve the exploitation of women. The fact that these women are in an illegal situation makes it easier for traffickers to exploit them, and increases the risk of violence against women.

Thus far, the trafficking of women to Austria remains a phenomenon which is poorly understood, and a coordinated strategy to combat this illegal trade has yet to be developed. This report suggests that the police seem unsure how to act, since Austria's attitude towards trafficking in women and foreign prostitution is ambivalent. In theory, prostitution is a legal activity in Austria, and is generally tolerated, whilst foreign prostitution is illegal if the women are not registered, or are not legally resident in Austria. However, this report suggests that in practice few attempts are made by the authorities, either to prevent the entry of these women to Austria or to control their behaviour in the country.

Whilst views differ regarding the best way to tackle trafficking in women, all agree that present policies offer insufficient protection to migrant women, whilst doing little to deter traffickers.

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# LISTING OF CHARTS AND TABLES

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1. Number of Cases of Trafficking Registered
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## ANNEX I

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### Interviews

*Number of interviewed foreign prostitutes: 17 (6 Slovaks, 3 Czechs, 8 Hungarians)*

#### 1) Age

	19 - 21	22 - 24	25 - 28	29+	N.A.
Slovak/Czech	3	3	2	-	1
Hungarian	3	-	2	3	-

#### 2) Marital status

	Single	Married	Divorced	N.A.
Slovak/Czech	8	-	1	-
Hungarian	4	4	-	-

#### 3) Number of children

	No children	1 child	2 children
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Slovak/Czech	9	-	-
Hungarian	5	1	2

#### 4) Working as prostitute in Austria

	1992	1993	1994	1995	1996	N.A.
Slovak/Czech	1	-	-	3	3	2
Hungarian	1	-	2	-	5	-

#### 5) Working as prostitute in the country of origin

	Yes	No
Slovak/Czech	3	6
Hungarian	3	5

#### 6) Education

	Secondary school	Apprenticeship	Higher level/ secondary school	University
Slovak/Czech	1	6	1	2
Hungarian	2	4	-	1

#### 7) Personal economic situation in the country of origin

	Rather bad	Rather good	N.A.
Slovak/Czech	5	3	1
Hungarian	6	2	-

#### 8) Family situation

	Harmonious	Problematic	N.A.
Slovak/Czech	5	4	-
Hungarian	5	1	2

#### 9) Family knows that woman is working as a prostitute

	Yes	No	N.A.

Slovak/Czech	1	7	1
Hungarian	6	2	-

### 10) Before coming to Austria, woman was aware that the job was prostitution

	Yes	No	N.A.
Slovak/Czech	5	-	4
Hungarian	8	-	-

### 11) Knowledge of German

	Bad	Good	Very good	Other language	N.A.
Slovak/Czech	2	4	3	1	-
Hungarian	1	5	1	-	1

### 12) Working place

	Bar	Apartment
Slovak/Czech	5	4
Hungarian	3	5

### 13) Working days per week

	5 days	6 days	7 days	N.A.
Slovak/Czech	3	1	3	2
Hungarian	3	-	5	-

### 14) Working days per week by working place

	5 days	6 days	7 days	N.A.
Bar	4	1	3	-
Apartment	2	-	5	2

### 15) Customers per day

	2-5 customers	6-8 customers	N.A.
Bar	4	1	3

Apartment	2	4	3
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### 16) Use of condoms

	Yes	No	N.A.
Slovak/Czech	7	-	2
Hungarian	6	-	2

### 17) Experience with customers

	Positive	Mixed	Negative	N.A.
Slovak/Czech	4	2	-	3
Hungarian	3	2	-	3

### 18) Gross income per half-hour

	1,000.- ATS	1,000 - 1,500 ATS	> 1,500.- ATS	N.A.
Slovak/Czech	3	5	-	1
Hungarian	1	6	1	-

### 19) Gross income per half-hour

	1,000.- ATS	1,000 - 1,500 ATS	> 1,500.- ATS	N.A.
Bar	2	6	-	-
Apartment	2	5	1	1

### 20) Rate of income passed on to the pimp/bar owner

	0	30 %	40 %	50 %	N.A.
No. of women	1	3	4	6	3

### 21) Health condition

	No problems	Problems	N.A.
Slovak/Czech (Bar)	3	1	1
Slovak/Czech (Apartment)	1	1	2

Hungarian (Bar)	-	-	3
Hungarian (Apartment)	1	-	4

## 22) How much longer woman plans to work as a prostitute

	3 - 6 months	1 year	Approx. 2 - 3 years	N.A.
Slovak/Czech	3	4	1	1
Hungarian	4	3	1	-

## 23) Intent to return to country of origin

	Yes	No	Don't know	N.A.
Slovak/Czech	3	2	3	1
Hungarian	5	2	1	-

## 24) Debts

	Yes	No	N.A.
Slovak/Czech	1	3	5
Hungarian	4	1	3

## 25) Need for psychological care or support to stop working as a prostitute

	Psychological care	Support to stop	No help needed	N.A.
Slovak/Czech	5	-	2	2
Hungarian	5	1	-	2

## *ANNEX II*

*A.1. Nationality of prostitutes in Vienna, Graz and Salzburg*

	Vienna Legal P.	Vienna Bar P.	Vienna Illegal	Graz	Salzburg
Country of origin	%	%	%	%	%
Hungary, Czech Republic, Slovakia, Ex-Yugoslavia	4	<b>36</b>	20	19	?
Romania, Bulgaria, Poland	1	<b>26</b>	9	3	?
Caribbean Islands	1	<b>11</b>	1	<b>15</b>	?
Africa	3	3	-	2	?
Other countries	2	3	2	3	?
<b>Total foreign prostitutes</b>	<b>11</b>	<b>79</b>	<b>32</b>	<b>42</b>	<b>90</b>
<b>Total Austrian prostitutes</b>	<b>89</b>	<b>21</b>	<b>68</b>	<b>58</b>	<b>10</b>

*Source: L&R Studie: Soziale Aspekte der Lebenssituation von Prostituierten*

*A.2. Convictions under § 217 Trafficking (1990 - 1994)*

	1990	1991	1992	1993	1994
Native citizen	11	13	19	25	35
Foreigner	8	10	6	21	14
<b>Total</b>	<b>19</b>	<b>23</b>	<b>25</b>	<b>46</b>	<b>49</b>

*For 1995 no data available.*

*Source: Gerichtliche Kriminalstatistik, Österr. Stat. Zentralamt*

*A.3. Sex of convicted persons (1994) under § 217 Trafficking*

Male = 38

Female = 11

Source: *Gerichtliche Kriminalstatistik, Österr. Stat. Zentralamt*

**A.4. Nationality of convicted persons (1994) § 217**

§ 217 Trafficking

Native citizen	Foreigner	Total
35	14	49
	(Yugoslavian 1) (Turkish 2) (Other 11)	

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1 "Trafficking and Prostitution: The Growing Exploitation of Migrant Women from Central and Eastern Europe", IOM, 1995.

2 In November 1995, the Government of Austria established a visa requirement for Dominican nationals. At the same time, the *idancer* visa was abolished.

3 The Ministries represented in the working group are: the Ministry of Interior, the Ministry of Justice, the Ministry of Labour and Social Affairs, Ministry Women's Affairs, the Ministry of Finance and the Ministry of Health, Sport and Consumer Protection.

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