

## TRAFFICKING AS A MAJOR SOCIAL ISSUE: RETHINKING THE MANAGEMENT POLICY AND PRACTICES TO FACE THIS PHENOMENON, WITH THE IMPLEMENTATION OF PROJECTS ORIENTED ORGANIZATIONAL STRUCTURES AND STRATEGIC PROCESSES

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### Abstract

The multidimensional phenomenon of trafficking and specifically trafficking in human beings for sexual purpose is a major social problem in a domestic and international level. The conception of that issue is rooted in the participants' interest about the size and intensity of this phenomenon in a country that is plagued by a strong economic and social crisis, Greece, where it now seems infeasible to use effective coping mechanisms during this growing situation, so sexual trafficking, causes today a number of ethical, social, cultural and ethnic issues. This paper starts with a thorough literature review as the introductory step of reference, understanding and consolidate this phenomenon and continues with scientific recording and evaluating all the parameters that generate it. Additionally, this paper collects information and utilizes research results regarding in approach policies and management practices of the responsible government agencies and NGOs to date, and finally proposes the implementation of specialized organizational structures oriented projects and innovative operational and communication procedures as the best practice of dealing with the difficult and uncertain conditions prevailing in that country.

**Keywords:** Sexual Trafficking, Range and Intensity of the Phenomenon, Management Policy, Management Practices, Organizational Structures, Strategic Processes, Uncertainty Conditions, Greece.

### 1. INTRODUCTION

According to experts, trafficking and specifically trafficking in human beings for sexual purposes, is considered as the largest slavery of modern times, creating a series of very painful effects and

consequences for individuals and society. It is considered as a form of organized crime and a very profitable one, which violates human rights of women, children and generally vulnerable groups, forcing them consciously or unconsciously to their sexual exploitation, which in recent years expands and grows faster than any other kind of digressive behavior and illegal trade (Hodge, 2008; .Kortla, 2010).

In many countries, exploitation of prostitution and commercialization children for sex, are considered entirely abhorrent process. However, in some other countries, there is a fairly large tolerance level. Assessments are often differing and as an affect of the asymmetric results, regarding the "moral" limits of permissible behavior, the zeal of developing countries to attract sex tourism and the vision of emerging consumers of child prostitution to be moved out of moral restrictions and legal limits of their communities, have contributed to the rapid development of this odious phenomenon (Emke-Poulopoulos 2001; Friesendorf 2009).

Typically, individuals that are selected for sexual trafficking and exploitation, are people with a history of dysfunction in their family environment, people with lack of education and generally people that are living in countries affected by deprivation and poverty. Cunning traffickers exploit these situations and economic need of individuals, using various means, persuasion and attraction techniques while several times use blackmail and coercion both to the victims and their families (Hodge, 2008, p. 147-152; Kortla, 2010, p.184-187).

Successful treatment of the phenomenon of sexual trafficking, requires political will and cooperation at all levels, particularly at points of origin, movement and destination. A large number of international bodies are established for this purpose. Indeed, the protocol that is established for trafficking, entitles international legislation to require from signatory states to incorporate into practice their international institutions to address this category of crime. These bodies are responsible to constantly provide a framework of rules and procedures in those States to address trafficking in women and to protect victims from a future re-victimization (Friesendorf, 2009, p.26-27).

After the collapse of communist regimes in Europe, Greece faced with a tremendously large in size wave of illegal entrants and miserable situated human masses, coming from the countries of the Eastern bloc. Within these clumps, several people, mainly women, were sent by organized networks of traffickers for sexual exploitation. The problem of sexual Trafficking became more extensive when, at the following years, thousands of illegal immigrants from countries of Central Asia and Africa, flooded the entire Greek territory mainly through Turkey and even in a difficult period for the country by its own unaffordable economic and social problems. The plausible question that is often made and requires urgent investigation, is whether Greece can face this problem by alerting the appropriate mechanisms, adequate means and resources to address it effectively.

## 2. LITERATURE REVIEW

The term "trafficking" is an English-speaking term that has prevailed and established throughout the world to denote the social phenomenon of international trafficking. Etymologically, it derives from the word "traffic", ie the process of motion, while metaphorically we mean illegal recruitment, transportation, handling, installation or receipt of persons from country to country.

Differences in wealth and living conditions of the country of origin and destination, various kinds of social inadequacies and limited education opportunities, problematic cultural attitudes and perceptions regarding the role of women and underage children in many societies that are treated as second-class citizens, patriarchal attitudes and perspectives that even today enhance the belief that the main raison d'être of the female is to provide sexual satisfaction to male, and other various causes in countries of origin, are easy prey for traffickers who often hold the root of evil of specific human groups migratory flows which are involved in forced prostitution (Beare, 1997; Williams, 1997; Emke-Poulopoulos, 2001).

Individual who fall into the nets of sex trafficking networks, come from poor backgrounds and families with problematic psychological and social background. Deception with false promises of a better way of living, mostly for economic reasons, is the main motive in deciding to follow traffickers and make their dream come true in Greece or any other country and for most of them looks like an unexpected opportunity (Emke-Poulopoulos, 2001, p.161). Cheating, using force, threats, abduction, abuse of power and strength of the persons that teke advantage of controlling them, lead weak and vulnerable victims to accept the offer and benefits, economical or otherwise, for the purpose of sexual exploitation (Vartelatou, 2013).

Process of trafficking is well organized and developed in three stages. The first stage is the stage of recruitment of individuals, through the methods of deception and the economic weakness. In the second stage, transfer is made by the countries of origin and many times in intermediate countries, known as transit countries, until they reach the final destination. The third stage, which refers to host countries, includes

commercialization of victims who bear not only sexual and economic exploitation but also social exclusion of mental and physical abuse. Abuse was implemented mainly through intimidation, violence, withholding of personal and travel documents, extortion, and inhuman living conditions to control and make people dependence on the trafficker (Lazos, 2002, p.127).

The victims that are forced into prostitution, suffer the double form of exploitation of the term, with the sexual and physical exploitation of the customer from the one hand (e.g. Sexual harassment, voyeuristic or pornographic lust, etc.) as a simple "use value" and international trafficker on the other hand to operate the body, sexuality, soul and even their lives, for economic benefit, as a valuable "exchange value" (Lazos, 2002, p.127). Victims of trafficking, suffer with a negative image of themselves as strongly a sense the feeling of a breach of their human dignity, and not very often even the loss of their identity itself. Depression, guilt, shame, anxiety, low self-esteem, and the intense post-traumatic stress are some of the emotions experienced<sup>1</sup> (Dimitriou, 2014).

### **3. THEORETICAL APPROACH**

#### **3.1 The Phenomenon of Sexual Trafficking in Greece**

The advantageous geographical position of Greece on the one hand and being a member of the European Union on the other that makes it the most important crossroads between East and West, are the reasons for Greece to be the main gateway transit of trafficking. It has been repeatedly identified that there exist two major trafficking routes through Greece, which have for destination the European Union. The first route takes place in the Balkans where victims trafficked from Slovenia, Hungary, land in Greece and later to Italy from where they are distributed to other European Union countries, while the second path, the path of the Eastern Mediterranean, the selected countries for trafficking victims are Turkey, Bulgaria, Romania and of course Greece (Konrad, 2002; Papanikolaou, 2008; Jeong-Yeoul, 2010).

Besides adults, mostly women, who are forced to these forms of slave exploitation, it is recently observed an influx of a large number of unaccompanied underage children in our country, for exactly the same purpose. Children victims are trafficked illegally to our country and undergo any form of sexual, physical and economic exploitation. These children are powerless and incapable to react because of their age. The results of these forms of exploitation and miserable living conditions are obvious, regarding their own mental health, physical and emotional integrity, while their future is usually predestined, ominous and several times it ends up being macabre (Koffas, 2011 , p.8).

#### **3.2 The "Systemic Approach" of the Phenomenon of Sexual Trafficking in Greece**

The process of "systemic approach" recognizes and records a set of specific elements that coexist in a broad environment and identifies the variables and their interdependence and interaction. The more complete the collection and recording of variables involved in this environment, the more successful and efficient will be the determination and the results of their relationship (Staehele, 1990; Mullins, 1993).

The phenomenon of sexual trafficking, undoubtedly, owes its existence to a multifaceted domestic and international "loose" environment. The full understanding of the phenomenon often comes into conflict with the inability to take into account all parameters that create and influence it (political, economic, social, cultural, educational, legal, etc.). For that reason it is required a detailed detection, study and prediction, in other words an "environmental research" (Brownline, 1998), which as an early warning function is implemented through a broad and intrusive process of identifying abovementioned parameters, that determine even the smallest part, capable of directing the results to a more efficient application prospect of necessary procedures for a much more efficient organizational, productive and operational redesign of responsible bodies and repression mechanisms of this phenomenon.

Beginning with the above mentioned structured approach of basic variables of the General Domestic and International Environment that constitute sexual Trafficking in Greece, it is firstly been explained the miserable living conditions of human "victims" prevailing in their countries of origin, conditions exploited by various criminal groups under a well organized and coordinated action and then a number of different environmental conditions and other variables are described below:

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<sup>1</sup> Psychosomatic problems, according to several surveys, are shown even to groups of people (police officers, lawyers, providers of care and support services, etc.) that deal professionally with victims of trafficking. This is because the situations that is faced by these groups is so emotionally intense that causes the so-called substitute trauma (vicarious trauma) which usually and fortunately does not display the characteristics of a permanent psychosomatic aggravating situation (Dimitriou, 2014).

- *The international activities of criminal organizations in Greece*

According to data of law enforcement authorities, it appears that large international networks operating in Greece as well organized companies in the industry of trafficking, which often enjoy diverse "high" coverage, having important economic convenience in the countries of origin, the intermediate countries, final destination countries and of course Greece itself if it is the host country (Greek Police, 2005, p.10-14).

For trading those victims, various criminal groups cooperate combinatorial. Responsible persons or teams are defined for the various stages of trading such as mode of transport, control, manipulation, prostitution, corruption of politicians and state officials. Local networks of intermediaries that work with traffickers, are responsible for finding the mode of transport, escorts and place of residence of these persons. Many businesses and offices are covered by the legitimate legal frameworks when in fact cooperate with the criminal groups of trading and trafficking. Such companies may be travel agencies, job agencies, modeling agencies, search partner offices with a marriage purpose, several nightclubs and others (Desfinitou, 1999, p.9-10).

- *The strong growth differentiation of countries from Greece as intermediary handling station or final destination*

Large differences in wealth of origin and destination country, in this case Greece, the various kinds of social differences or deficiencies in the countries of origin, but also local traditions and doctrines regarding sexism and gender roles that are taught and embedded from a very early stage, contribute willingly to a forced prostitution of some vulnerable human groups (Beare, 1997; Williams, 1997; Emke-Poulopoulos, 2001).

- *The outdated legal regime in Greece*

Despite clear directives of the European Union on the necessary arrangements of legislation at European level to tackle the sexual trafficking (n.4198 / 2013; n. 4216/2013) and making this a criminal act, in Greece it appears that there is still a comprehensive legal framework that can fight human trafficking (Frageti and Krokida, 2013). Thus, the position of judicial bodies is often dire since the law is outdated and enforcement of penalties proportionate to the crime is difficult and necessarily lesser than appropriate. The credibility of witnesses is often disputed, customers victims usually do not attend the courtrooms due to the fear of illegal entry into the country, the various threats to the circuit of traffickers and linguistic deficiency, while most often the victims have already been deported due to illegal entry into the country (Tamichtsis, 2008).

- *The geographical position of Greece*

As mentioned above, the prominent position of Greece, since it is the main crossroads between East and West, and as a member of the European Union, contribute significantly to constitute the crossing gate migration and simultaneously sexual trafficking. According to Ministry of Citizen Protection, 80% of human trafficking are women from foreign countries. From the early 1990s until today, it is recorded a sharp rise of Greek customers of almost 600%. The Ministry believes that even approximately 1,700,000 Greeks recourse to sexual services of victims of trafficking, while they have placed until now the staggering amount of € 6 billion by buying the forced prostitutes and children services (Vartelatou, 2013; Xygaki and Samantoura, 2013) ..

- *The problematic policy of Greece regarding illegal immigration*

It is true that the Greeks as a people always show an excessive sensitivity to human groups that experience misery, poverty, political persecution in their country and seek their temporary or permanent refuge in Greece. In recent years, however, the intense international conflicts, wars, repressive policy of various poor countries, political, ethnic and religious conflicts and natural disasters, have contributed to rapid development of the phenomenon of trafficking "white" flesh (Savona et al., 1996, p.8; Beare, 1997, p.21-22; Caldwell et al., 1997; Emke-Poulopoulos, 2001), leading into the hundreds of illegal immigrants that Greece receives or is forced to accommodate every day due to circumstances, several of them are forced in order to survive to be the easy prey of traffickers, and in fact, in a country that today suffers from strong economic crisis, social uncertainty and is weak to invoke self-protection mechanisms in all these facts (Triandafyllidou, 2009, p.160; Blanas, Grigoriou, Kyriakou and Belias, 2014).

- *The highly corrupt socio-political system of Greece*

The (often provocative deliberately) reluctant government will, exorbitant bureaucracy, inefficiency of competent governmental and private departments and institutions, widespread corruption of social structures, the loosening of morals and the relative impunity, undoubtedly contribute to inadequate

suppression of the phenomenon of trafficking throughout the Greek territory (Frageti and Krokida, 2013).

### **3.3 Consequences of the Phenomenon of Sexual Trafficking in Greece**

Sexual Trafficking undoubtedly create in poor and deprived Greece a lot of powerful and painful, social, economic, moral and other consequences. Specifically:

To begin with, trafficking is an important threat to public health since, according to epidemiologists, the risks of HIV / AIDS, tuberculosis and hepatitis, evolve with tremendous speed (Phongpaichit, 1997; Emke-Poulopoulos, 2001). This creates so-called "external costs" in economy. That is, the cost to the taxpayers for the costs of hospitalization (mental or physical form) of thousands of "victims" of sexual Trafficking, citizens who do not have any responsibility for this situation (Sdrolas, 1994; Emke-Poulopoulos, 2001).

It also incubates new people-victims that this time has a domestic origin since young people and vulnerable social groups mimic and create sick standards that are addicted to prostitution and eventually they are an easy prey for traffickers. Certainly, it is understood that the social status and prestige of a woman weakens and often the fundamental and overarching role of a mother and a wife is disputed as well, after demotion and rediculation of body and personality from media, which show voyeuristic and pornographic versions on television, in advertisements, etc. (Tamichtsis, 2008, p.10).

Additionally, it creates a series of problems in economy and particularly in the market environment, since traffickers tend to invest dirty money of the purchase from sexual trafficking and exploitation, often using violence, extortion and usury, property and companies. Studies have even shown that from this form of trafficking in human beings derives a rapid rise of a peculiar shadow economy (Phongpaichit, 1997; Emke-Poulopoulos, 2001). This illegal money, proved that can buy the consciences of several perjury or deeply corrupt government officials (e.g. Government officials, police officers, court officials, officials of local government, etc.) that are involved in the whole system which deals with organized crime, since in Greece a lot of audit mechanisms have loosen their control system after the emergence of economic and as a result, impunity grows.

Intensely xenophobic and racist sentiments are born from greek society that enhance obnoxious and hatred perceptions against the unfortunate migrant modern slaves, which often are forced to serve as "bait" in coercion and threats of citizens, in promoting all forms of gray economy and in approaching young people in order to use drugs (Beare, 1997, p. 34; Phongpaichit, 1997, p.94-96; Van Impe, 2000, p.120; Emke-Poulopoulos, 2001). Eventually Greece's history and timeless culture are weakened and discredited in an international level, since in the eyes of younger generations seem as a country that tolerates or even variously fosters organized crime of sexual Trafficking.

## **4. ORGANIZATIONAL RESTRUCTURING STRATEGIES AND EFFECTIVE TREATMENT OF THE PHENOMENON OF "TRAFFICKING" IN GREECE**

Like most developed countries in the world, so in Greece, management practices and policies that dealing with the phenomenon of sexual Trafficking are oriented through various actions and approaches in the following basically points: Prevention, protection and prosecution. It is actually a confirmed truth the fact that even at the outbreak of the economic crisis, Greece had made some positive steps to reduce it.<sup>2</sup> Exploring and reviewing the whole situation and the resulting effects, however, several more delays are found regarding to the effective treatment of this phenomenon, lags that in order to overcome them, requires new strategies that are based on dynamic organizational and operational structures and innovative communication-informative techniques ( Patta, 2013).

### **4.1 Organizational and Operational Restructuring of Services and Organizations**

The government departments and the various NGOs which focus on the phenomenon of sexual Trafficking so far took over the subject of direct or indirect addressing of such social situations-criminal misconducts. In order to overcome such conventional management practices and policies, addressing the phenomenon of sexual Trafficking, an organizational and functional schema that will display as a basis a complex Matrix Organisation is proposed (Figure 1).

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<sup>2</sup> Indeed, according to the annual report of the Ministry of Foreign Affairs of the US, regarding the comparative monitoring of various countries and their efforts worldwide to combat human trafficking (Tier), Greece's position in the world rankings during 2001-2003 period was in category TIER 3 (i.e. difficult position) while in period 2004 to 2013 the position had significantly improved in category TIER 2 (i.e. rapid recognition of efforts) (Karakatsanis and Swarts, 2003; Papanikolaou , 2008).

The main point of this organization is both the orientation to specific projects and also the equal in hierarchical power and authority coupling of three dimensions, of specialized Project Dimension, the supporting Functional Dimension and the dimension of geographical segmentation into united production and business activities i.e. the Geographical Segmentation Dimension. On the one hand, the creation of specialized project teams with a wide range of expertise knowledge and skills which show results quickly and measurably, is achieved and on the other the development and support of these groups with new and restructured Addresses that are able, based on the last aforementioned dimension, to penetrate into the specificities of each geographical area into the Greek territory and not only to those who interest them and deal with them considering the conditions (Frese, 1998; Burke, 2014).

The low level of hierarchical structure that displays in the Matrix Organisation, helps to alleviate the complex project of senior management and to control better the total and the individual projects. Also ex-formed and pre-defined objective of the project teams can be better assessed for performance and final results. Indeed, the lifetime of the project teams depends on the necessary course of completion of individual projects. When some of the individual projects is completed, the project team stops. Some executives returning to positions of departments of the Functional Dimension that held before, and as a result, important experience is transferred, while the remaining executives (i.e. Consultants, scientists and highly qualified employees of the broader public and private sector of Greece and abroad) that were recruited for the project, are released in order to recruit new ones that will become part of a new project of the complex phenomenon of sex Trafficking (Burke, 2014).

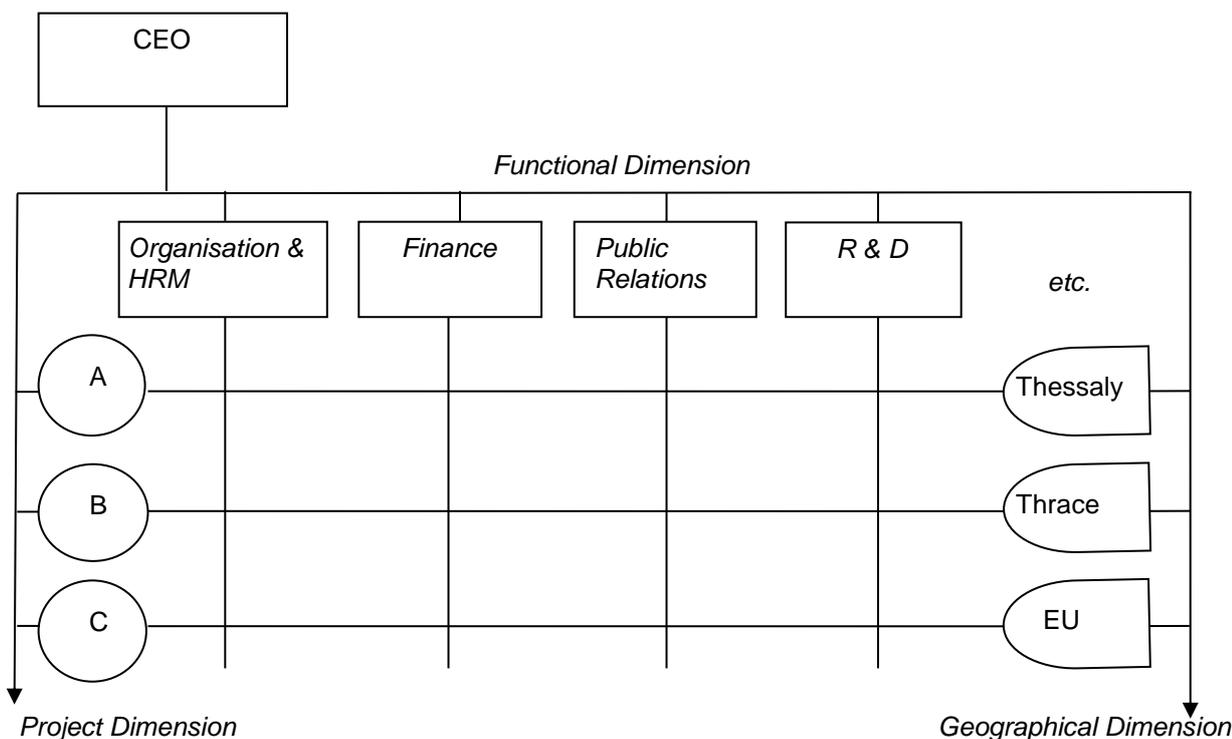


Figure 1: Structural Composition of Sexual Trafficking Response Service Based on Matrix Organisation

Final target of all this organizational and operational effort is the sexual trafficking phenomenon itself to be in line with the wishes of the Ministry of Public Order and Citizen Protection, from crime of “low risk-high profit” in crime of “high risk-low reward”.

#### 4.2 Creating a Guiding Coalition

Each effort that evolves organizational and operational restructuring, especially under uncertain conditions, is bound to fail if the persons who are involved are not highly skilled and experienced, do not have vision and lack team spirit. When these three fundamental elements do not exist, transformations do not lead to the expected results because those who are really interested to get involved and offer are very few (Kotter, 1996; Belias and Koustelios, 2015).

The sense and acknowledgment of the need for change is very easy to set up by a group of people who have the availability, reliability, wider acceptance by the members of the organization and the power to be able both to direct the efforts of change and to transmit that vision to all the members of the organization. Therefore there's a vital need a well- composed, trustful and with a common objective powerful guiding coalition to be created. (Kotter, 1996).

According to the above mentioned declarations, a specialized Secretariat would rather be created in the Ministry of Citizen Protection. This Secretariat, in the form of a guiding coalition, would consist of very qualified people that are widely politically accepted to ensure the acquired extensive experience and the uninterrupted continuation of the work concerning fighting effectively against illegal and criminal sexual trafficking.

The basic guidelines of the specialized Secretariat duties will be planning, programming, organizing the whole project and controlling its performance, while some individual activities should be included:

Urgent upgrading of transnational coordination and the necessary procedures in order to increase the response speed in cooperation with European and other international organizations that tackle this phenomenon, since it is very difficult to eradicate it by tackling it unilaterally.

- Strengthening and monitoring of cross-border cooperation at the level of both human resources and in terms of sharing knowledge, information and experience as well as applied efficient practices, since Greece's important geographical position is not only the main gateway but also trafficking of illicit phenomenon in Western Europe and other destinations.
- The design and planning of the appropriate actions in order educational institutions and law enforcement officers to be updated and informed about sexual trafficking. Needless to say that the adoption of expertises and technologies, applied to other countries with effective results in the management and treatment of trafficking, is thought to be necessary.
- Monitoring and evaluation of all actions against sex trafficking. Also it is supposed to be important the recording of victims experiences both of those directly and indirectly involved with it.
- The official statement of the actual annual results-accomplishments, which can be monitored by the competent at European and international level and evaluate objectively the speed and efficiency of the implementation of planned actions against sex trafficking in Greece.
- The recording of the annual need for tools and resources, while mentioning the demand for greater strengthening of the sectors which fight against this phenomenon.
- Constant updating and sensitization of the public and especially of children and young people through forced or not activation of the media, the Internet, and social media for various negative effects and dangers of sexual trafficking.
- Regular programming of conferences, seminars, informative events, research projects and other actions related to this phenomenon. It is worth mentioning that despite the non inconsiderable funding of European programs related to the topic, there are no official results which monitor and evaluate the implementation of planned actions. Perhaps this confirms the research ascertainment, concerning the lack of awareness of Greek citizens regarding the phenomenon of sexual trafficking (Patta, 2013).
- The strengthening of facilities offering assistance to victims of sex trafficking in connection with the consecutive training and specialization of staff, so that it does not remain in outdated perceptions, knowledge and skills concerning the object.
- Planning and design of interstate and transnational plans and actions with medium and long term perspectives which can be adapted and finally applied to the conditions of each country according to the changes and developments presented regarding this phenomenon.

### **4.3 Communication and Informative Innovation of the Involved Services and Organizations**

As it has been noted through research, the communication policy on issues related to the phenomenon of sexual trafficking seems to move at an extremely low level as several government and political officials and especially the community do not seem to be informed about this phenomenon (Patta, 2013). The participation of the media, including the internet bear responsibility for the lack of relevant information, which redounded to deliberately not informing and not sensitizing the Greek society.

Therefore, the ultimate aim of the communication policy that should be applied to Greece to tackle sex trafficking is to strengthen the targeting communication and its quality in order to increase the efficiency of dealing practices. The strengthening of the communication quality means achieving a level of communication with specific groups fully trained and focused on their work. For this purpose it is necessary to use the above proposed guiding coalition and specifically the General Secretariat of the Ministry of Citizen Protection.

According to the previously mentioned, the latter could and should exercise regularly qualitative and enhanced intra and transnational communication policy and continuous cooperation against trafficking in human beings for sexual exploitation. Alongside, extra measures should be applied by the above General Secretariat, towards the establishment of a mechanism at national level, aiming at recording and then processing not only the qualitative and quantitative data but also the information regarding the phenomenon of sexual exploitation of human beings.

## 5. CONCLUSION

The phenomenon of sexual Trafficking is a major social problem both in domestic and international level. Its size and intensity, in a country beset by a strong economic and social crisis, Greece, is so large, so that the country seems powerless to oppose effective mechanisms against the phenomenon, thus resulting in a range of ethical, social, cultural and national issues. The extensive international activities of criminal organizations in Greece related to sexual trafficking, its prominent geographical position since it is the main crossroad between East and West which contributes significantly to be the main country of transit street or holder and trading of sex trafficking, the outdated legal status, the lack of financial resources for the implementation and staffing of appropriate tools and education infrastructure, law enforcement bodies and finally the official corruption, create auspicious conditions of its existence and maintenance. The application of specialized organizational and operational structures and strategic processes orientated to projects, as well as a number of innovative communication and IT management policies, can be the best practice of dealing with the difficult and uncertain economic conditions prevailing in that country.

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