Baltic Sea Region – Information Management to Prevent Trafficking BSR IMPT

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A project implemented by the Expert Group for Cooperation on Children at Risk in cooperation with Save the Children Denmark, Tartu Child Support Centre in Estonia and Caritas, Lithuania. The project is funded by the European Commission under the Daphne III programme.

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*'An uninformed person cannot assume responsibility.
An informed person cannot avoid it.'*
Jan Carlzon, 1985

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*'Romeo and Juliet did not die of broken hearts,
they died of lack of information.'*
Unknown

I. Preamble

This report is one of the results of a project implemented by the Expert Group for Co-operation on Children at Risk within the Council of the Baltic Sea States.[1] The project is implemented in partnership with Save the Children Denmark, Tartu Child Support Centre in Estonia and Caritas, Lithuania.

The EGCC consists of senior representatives from ministries responsible for children's issues in the eleven Member States of the Council of the Baltic Sea States and the European Commission. The EGCC identifies issues relating to children at risk and supports cooperation in this field between professionals, agencies, countries and organisations in the region. It also examines areas of concern as identified by its network of National Co-ordinators and experts. The resulting findings lead to initiation of various programmes and interventions, which are pursued together with national governmental bodies and organisations in cooperation with regional and international agencies. Unaccompanied and trafficked children is one of the priority areas for the EGCC.

The "Baltic Sea Region – Information Management to Prevent Trafficking" project explores information structures on child trafficking in the countries which are Member States of or closely affiliated with the EU and also members of the CBSS. The ambition has been to map existing information and intelligence structures and establish how information is managed in the countries in question. The IMPT does not address aggregation of data per se but rather directs the inquiries towards a diagnostic of information streams.

The BSR IMPT – "Baltic Sea Region Information Management to Prevent Trafficking" – is funded by the European Commission under the Daphne III programme.

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[1] Member States of The Council of the Baltic Sea States are: Denmark, Estonia, Finland, Germany, Iceland, Latvia, Lithuania, Norway, Poland, Russia and Sweden. The European Commission is also a member of the CBSS.

DAPHNE

Daphne III is an EU programme, part of the General Programme "Fundamental Rights and Justice" and controlled by the European Parliament and the Council, running for the period 2007–2013. The general objective of Daphne III is to contribute to the protection of children, young people and women against all forms of violence and to attain a high level of health protection, well-being and social cohesion. These general objectives will contribute to the development of EU policies, in particular those related to public health, human rights and gender equality, as well as actions aimed at protection of children's rights, and the fight against trafficking in human beings and sexual exploitation.

II. Acknowledgements

III. Abbreviations

BSR IMPT: Baltic Sea Region Information Management to Prevent Trafficking
CBSS: Council of Baltic Sea States
Children's Unit: Unit at the secretariat of the Council of Baltic Sea States
CMM: Danish Centre Against Human Trafficking
CRIN: Child Rights Information Network
COSUDOW: Committee of the Support of Dignity of Women (West Africa)
DAPHNE: EU Programme under "Fundamental Rights and Justice"
ECCR: European Roma Rights Centre
EGCC: Expert Group for Cooperation on Children at Risk
EU: European Union
Eurostat: European Commission Statistical Unit
GRETA: Group of Experts on Action against Trafficking in Human Beings
ICHRP: International Council on Human Rights Policy
IMPT: Information Management to Prevent Trafficking
IOM: International Organization for Migration
KOM: Coordinating Unit against Victims of Human Trafficking (Norway)
NCP: National Contact Points for Unaccompanied and Trafficked Children
NGO: Non Governmental Organization
OSCE: The Organization for Security and Cooperation in Europe
PICUM: Platform for Cooperation on Undocumented Migrants
SCEP: Separated Children in Europe Programme
TIMS: Trafficking Information Management System
UN: United Nations
UAM: Unaccompanied Minors
UN.GIFT: Global Initiative to Fight Trafficking
UNICEF: United Nations Children Fund
UNIFEM: United Nations Development Programme for Women
UNODC: United Nations Office on Drug and Crime

IV: Content

V. Executive Summary

This report is one of the results of a project implemented by the Expert Group for Cooperation on Children at Risk, EGCC, within the Council of the Baltic Sea States. Unaccompanied and trafficked children is one of the priority areas for the EGCC. The "Baltic Sea Region – Information Management to Prevent Trafficking" project, BSR IMPT, explores information structures on child trafficking with the ambition of mapping existing information and intelligence structures aiming to picture information streams.

Trafficking in children may appear a relatively minor problem. The official numbers – cases brought to trial – are very low. However, there may or may not be a hidden number. In any event, as trafficking constitutes a phenomenon closely associated with exploitation, prevention and protection measures need to address the 'wider pool' of children at risk of exploitation and, possibly therefore, trafficking. This is emphasised in the report.

The report is grounded on information obtained mainly from three expert seminars and around 60 interviews in nine countries within the Council of the Baltic Sea States. Information management, IM, is a complex area, where a number of factors in the end determine how information is managed in terms of stream and channels. This report starts from sectors or groups of professionals involved and the complexity was stressed by many of the professionals, who may not be in a position to see the full picture and therefore are often uncertain where to address suspicions and intelligence which may be vital for other professionals.

Professionals retrieve information from various sources. They may read reports or participate in conferences and seminars, which along with a number of training sessions provide professionals with the opportunity to share information. A number of professionals also engage in networks with colleagues or at a multi-sector level.

Information is categorised. One category is anecdotes and myths; single stories or incidents that may or may not be cases of trafficking of children. There are huge challenges associated with exploring, verifying and making such information available across sectors, i.e. to police, social authorities, NGOs and others. The same is true of the flow of information between national, regional and local levels or across borders. In many

countries reporting mechanisms between the local and national levels seem weak. The report concludes that information flows are facilitated if there is a centralised national organ to manage and orchestrate compilation and dissemination, along with a number of networks feeding it information. Here Denmark, Norway and, to some extent, Finland are well positioned.

Equally CBSS and the EGCC pursue a role of centralised structure, functioning at the regional level as a convenor and amplifier by facilitating information flows across borders between the countries in the Baltic Sea region. National Contact Points, NCPs, have a central position in assuring links with the national level.

VI. Main issues

- All work to prevent trafficking must be based on children's right to protection from all forms of violence.
- Young people up to the age of 18 are children.
- A national co-ordination function is vital in order to manage information on children at risk of trafficking.
- It is important to disseminate numbers on children and young people who are
    – identified as victims of trafficking,
    – suspected to be victims of trafficking,
    – considered to be in abusive or exploitative situations or
    – in contexts that may lead to them becoming victims of trafficking.

Transparency on what the figures are based on is crucial in order to manage the complexities involved.

- Regional/local information collation is essential and there should be open lines of communication with the national level.
- When collecting and managing regional/local information, use should be made of existing professional networks organising professionals working with children.
- NGOs should be involved in information collection at the local/regional and national levels.
- The voluntary sector, faith-based organisations, labour organisations and commercial enterprises should be involved at the local level.
- Information collected should be carefully scrutinised to see if it can be validated through e.g. triangulation.
- National co-ordination should be in contact with research institutions and universities in order to encourage as broad an evidence base as possible.

1. Methodology and entry points

This report is based on input from the following three sources:
• Three expert seminars;
• Approximately 60 interviews in nine Member States of the CBSS[2]; and
• Desk-study reviewing a number of research reports and raw data.

The expert seminars were structured around three entry points in trafficking, entry points chosen as they are forms of exploitation children may face when trafficked as well as contexts in which trafficking is thought to be more prevalent. Each expert seminar started from separate thematic platforms: Prostitution and sexual exploitation of children; Children in migration and in the asylum system; and Children involved in crime and in begging. The entry point for each seminar focused on the exploitation children suffer and ´the wider pool` – children at risk of trafficking because of the particular form of exploitation they suffer. By highlighting diverse acts that may become a part of exploitation, the expert seminars assessed how these may or may not give rise to trafficking situations. The seminars helped in gaining information from professionals from sectors considered key in the prevention of trafficking, and protection services addressing victims or potential victims. In addition, professionals who would not traditionally be considered informants were invited to contribute with lectures, providing valuable new information, which mapped new trends and new routes as emerging traits pertaining to the phenomenon of children at risk of trafficking. Reports from each of the three expert seminars are posted on the website of the CBSS Child Centre.[3]

A number of professionals in Latvia, Estonia, Norway, Sweden, Denmark, Finland, Poland and a few in Germany and Lithuania were interviewed. Interviews intended to discover how and through which formal or informal channels information was shared. The interviews also elaborated on what the interviewees considered useful in handling information in their efforts to combat trafficking or child exploitation in different forms and in different contexts. The professionals interviewed in each country represented a broad range of stakeholders, primarily from the police and the judicial sector, as well as the social sector and from NGOs.

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[2] Latvia, Estonia, Norway, Sweden, Denmark, Finland, Poland and a few in Germany and Lithuania
[3] www.childcentre.info

Representatives were selected with the help of NCPs and other identified key stake-holders.[4] The composition of the group of interviewees in each country differs. Apart from the sectors mentioned, border guards rnment representatives, health sector staff were sometimes also interviewed. In some countries lack of time and other constraints meant that in particular representatives from government and public administration were kept from engaging in interviews.

Interviews were open but semi-structured and based on the following questions that interviewees had received in advance:

- What kind of information on children at risk of trafficking can be found in your particular sector or area of work?
- How is the information processed – who is it handed over to at the local, national and international level?
- Do you have recommendations of any kind that you can share concerning improvement of information structures: How can information be shared and used to improve prevention and protection mechanisms?

Professionals appeared to find the questions very difficult to answer. As experts in one field, most felt that they lacked the full picture making it hard for them meaningfully to account for general streams of information. They were all committed and provided comprehensive and extremely insightful information on individual cases, measures and responses relating to children at risk in their countries. Nevertheless, information streams and information routes are complex issues. Professionals may not always be in a position to gauge their full scope due to limitations inherent in their specific position as well as other constraints.

It is beyond the scope of a study like this, and this report does not pretend to provide an exhaustive and full account of all information streams, routes, channels and networks in the Baltic Sea region. However, it sketches a picture and provides outlines of approaches to the issue of information management among professionals in the field of children at risk of trafficking. The report further presents some related information of significance obtained as a result of using professionals as the main source of information.

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[4] NCPs are appointed by the respective governments to be an entry point to the country's social system. www.childcentre.info/ncp

2. Introduction and framework

This project aims to look into information structures on child trafficking in the countries which are Member States of or closely affiliated with the EU and also members of the CBSS. The ambition is to map existing information and intelligence structures and to describe how these are managed in the countries in question.

Communication and intelligence structures constitute a changeable field. Structures change as a result of *what* is communicated and by *whom*, and also as a result of *how* information is processed.

The ever changeable *what, whom* and *how* suggest that before embarking upon the task of mapping information structures, we should analyse information on a continuing basis: *what* are the main issues, *who* are involved and *how* does information management take place. Moreover, we may at times look into the *where* and *why*. This will help us to identify the incentives facilitating communication in one situation but which may impede it in another.

2.1 Information Management

"Information management (IM) is the collection and management of information from one or more sources and the distribution of that information to one or more audiences. This sometimes involves those who have a stake in, or a right to that information. Management means the organization of and control over the structure, processing and delivery of information" [5].

'IM' was initially used to describe the management of data and documents. With time, however, the term gained acceptance also in the field of behavioural sciences where information on any topic will be held by a number of sources. When using IM in behavioural sciences the focus has been on an individual's ability to process complex information from a variety of sources with a variety of data. It is impossible for an individual to process all relevant information in a field of interest. Equally, the limited ability of organisations to retrieve all the relevant information is why decision-making will always build on some, but not all, the relevant information and facts available. This is where IM becomes important. Widening the range of available information and accepting that we can never claim to be in possession of all the relevant data, we nevertheless need to work with the information available and contextualise it never loosing sight of the fact that the information available will not cover all aspects of interest. Theories about IM also highlight the resource-aspects: The cost for any organisation to access all the available information is too high in terms of time and resources; a decision has to be made when and where to draw the line.

This report puts information management at the core of preventing child trafficking. Our emphasis is on managing the information available and to be open to more sources of data. The illustration below says something about the circularity of information management and serves to emphasise that data used need to be collected. What is not in the model however is the variety of data sources. Later in the report we will discuss how to validate data collected in different contexts and with differing methods, sometimes with a very specific aim.

5 http://en.wikipedia.org/wiki/Information_management retrieved 2010-11-05

The information-managament cycle [6]
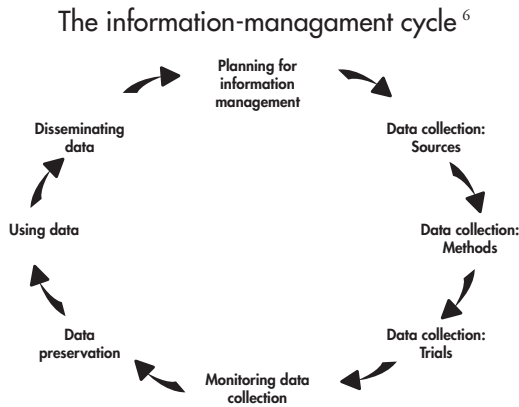
2.2. Complexity

A considerable number of sectors, stakeholders and professionals are involved in communicating information on children at risk of trafficking. Communication patterns are complicated. First there is a range of sectors involved such as border guards, police, lawyers, prosecutors and social workers. Then we have the wide span of *levels* – from the political to the operational level; basically from the UN Secretary General to a youth club assistant in eastern Poland. The extreme complexity is illustrated by the fact that *locations* must also be taken into account when exploring a given piece of information which can be tracked from a village in northern Norway, passing a number of countries and ending up as being useful also on the border between Germany and France. The multidimensionality and complexity resulting from potential links in a spectrum of intertwined *sectors*, *levels* and *locations* make such tasks a challenge.

A case-study from one country presented at a seminar in Tallinn provides an example of how complexity impacts on cases of trafficking in children and young people. A few families bring small children with them and if there are suspicions of abuse and maltreatment, the situation becomes challenging. A baby boy was taken into care by child protection services as the mother was begging in the streets and not feeding or attending to the child properly. The boy had a birth certificate which on inspection was presumed false. The boy had no language and upon medical examination turned

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[6] From Geneva International Centre for Humanitarian Demining (GICHD).
http://www.gichd.org/operational-assistance-research/information-management-imsma/
concepts-of-the-information-management-cycle/

out to be younger than stated. There were also indications that he had been drugged. The alleged mother disappeared and has not been found. The boy has been given a guardian and remains in institutional care. The Court, however, cannot do anything to settle either his present situation or his future: They need the legitimate mother to acquiesce to his adoption which, in essence, means that the child presently resides illegally in the country. In this case a huge number of sectors are involved and need to communicate and share information between them: Municipal health and social workers; hospitals and a number of medical experts; police; intelligence and border guards, the mother's country of origin and Europol and/or Interpol; legal guardians; lawyers and prosecutors; customs and immigration services; NGOs that run children's homes. The levels involved range from the responsible ministry to an assistant at the children's home changing the little boy's nappy. The mother could be anywhere so sophisticated intelligence systems are needed to locate her giving us a hint of the location-difficulty. Contacts with clandestine communities in a number of countries may turn out to be necessary in order to find her. Location in relation to the little boy is an open question: Where does he belong? What is in his best interest? Citizenship is a fundamental right but in this context, origin is a challenging question.

Beside the professional actors in the above figure a number of other sources of information may be relevant – especially in situations where child exploitation may occur or in contexts where child victims may be identified: Emergency health care clinics, midwives' consultancies, staff at railway stations and on buses, taxi drivers and parental night patrols

and people working in shopping malls may all find themselves in possession of vital information.

Information management should reflect this complexity and dissemination becomes an overarching challenge: How do we get information via the right person to the right place at the right time?

In the countries covered in this study there have only been a handful of confirmed cases of trafficking in children. Each case obviously has its own tragic story but with only a small number, the cases tend to become vignettes rather than data. Learning from these few cases will not be sufficient to assist in preparing the right responses and prevention programmes. Consequently, in order to understand the situations part of the risk children face, the BSR IMPT project looks into children and young people who find themselves in situations of exploitation and abuse and in contexts where protective factors are few and far between – the ´wider pool.'

Trafficking in real life is very different to what can be seen in films where children and young persons are randomly snatched into a passing dark vehicle with anonymous plates. On the contrary, children and young people who become victims of trafficking are recruited from vulnerable groups or in contexts where they can be persuaded or coerced into performing acts which someone else profits from. Often children who are targeted are already familiar with exploitable behaviour: criminality in general, begging, street work. Also at risk are children who have already experienced abuse and children already in movement. Being in movement indicates a loss of one aspect of the safety-net: the community.

Trafficking needs to be understood and approached in its more recent forms. Trafficking is traditionally thought of as a cross-border phenomenon. However, in most countries domestic movement is seen as part of facilitating exploitation. Trafficking takes place in situations where a third party takes advantage and profits from acts undertaken by children and young people. Children begging on others' orders, and to whom they later hand over the money, are trafficked. Polish youngsters who, as part of local tradition, beg in the streets of Warsaw during summertime to collect money for their studies are not. They themselves organise and engage in the begging and they keep the money. The same act can be exploitative and therefore constitute trafficking or not be related to trafficking at all.

2.3 The three P's

Starting from the wider pool implies lifting the focus from conviction to prevention and protection. Focusing on trafficking, an OSCE report classifies entry points as the "three Ps"[7]: *prosecution, prevention and protection.* The Palermo Protocol[8] has been criticised by some for an excessive focus on *prosecution.* Stakeholders have different priorities; the police for obvious reasons focus on *prosecution* whereas social authorities and private organisations focus on *protection.*[9] The focus on *prevention* is claimed by all parties and there is inter-linkage between the three Ps. For example, when the police enhance efficiency in catching the criminals behind trafficking it sends a signal which leads to a decrease in trafficking business and a consequent reduction in trafficking in general.
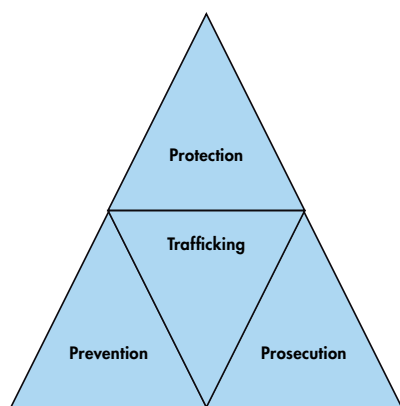
Trafficking is embedded in an international legal framework. The Palermo Protocol,[10] signed by all the Member States of the CBSS calls for signatories to provide social support and protection to trafficked children and young people. Member States of the CBSS have also signed and ratified the Convention on the Rights of the Child and the Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography. CBSS signatories to these conventions and the optional protocol are bound by them as well as by the more recent Council of Europe Convention on Action against Trafficking in Human Beings.

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[7] OSCE: Efforts to combat trafficking in human beings in the OSCE area: Coordination and reporting mechanism. November 2008, p. 24. http://www.ungift.org/docs/ungift/pdf/knowledge/osce_03.pdf

[8] United Nations Office on Drug and Crime (UNDOC): United Nations Convention Against Transnational Organized Crime and the Protocols Thereto. 2004. (Palermo Protocol).
http://www.unodc.org/documents/treaties/UNTOC/Publications/TOC%20Convention/TOCebook-e.pdf

[9] Palermo Protocol is an abbreviation for: Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime

[10] United Nations Office on Drug and Crime (UNDOC): United Nations Convention Against Transnational Organized Crime and the Protocols Thereto. 2004. (Palermo Protocol).
http://www.unodc.org/documents/treaties/UNTOC/Publications/TOC%20Convention/TOCebook-e.pdf

The ultimate aim should be kept in mind: Information and intelligence structures have as their ultimate goal the improvement and refinement of prevention, protection and prosecution. Improving our measures to combat trafficking requires that our information base contain the widest possible range of lessons learned.

Identification of the context of risk – digging deeper

The Head of the Children's Unit at the CBSS secretariat, Mr Lars Lööf, underlines the need to understand the context in which trafficking takes place:

"When the point of entry is to ensure protection of vulnerable children you need to dig a bit deeper than merely set up a mechanism of identification of a child as a victim of trafficking. Analysing signals, signs and indicators of situations where there is an increased risk for children to be trafficked is crucial. One could look into:

• Contexts children and young people may be in that make them vulnerable and possibly receptive to suggestions, persuasions or coercion to commit acts that may put them at harm (UAMs, children running away from home or from an institution, children that are drug dependent, children in prostitution or children whose parents are involved in prostitution).

• Contexts that reduce the general level of protection of children (situations of armed conflicts, natural disasters, severe economic crisis, children left behind by migrating parents, children in orphanages, parent going to prison, abandonment).

Information on the context – and the changes in context – increasing the vulnerability of children should be shared locally, nationally and regionally. For this to happen, the observations made in one local community need to be put into a framework that will allow the individual social worker, police, teacher, doctor, nurse or psychologist to record their observations in a way that do not breach the anonymity act they work under. Information needs to be precise, however, in order for it to be useful to others.

Information should also flow in the other direction: knowledge on situations in one part of the country needs to reach other parts; information on situations in a neighbouring country should reach local groups working to protect children. When national legislation is under review or when the EU decides on a new framework decision, this should also be communicated in a way that the local groups can make use of in their local context. In this way the flow back and forth of information can strengthen the general protection of children and increase available information for police authorities that are continuously looking for bits and pieces of information that can prove to be useful."

2.4 Definition of trafficking

In order to communicate and share information on issues related to trafficking, we need to identify "trafficking" and disseminate this definition. This may be the prime challenge when approaching the issue of trafficking and information streams related to it.

Different countries have different definitions and indicators to define trafficking. On the international level, the definition of the offence of trafficking often overlaps with the offence of smuggling. The Palermo Protocol operates with a number of indicators relevant to the definition of trafficking which, according to some researchers, are difficult to apply in practice. The International Council on Human Rights Policy discuss the fact that the distinction between 'smuggling' and 'trafficking' is very unclear. This is of huge importance, because *"a person's allocation to the status of a smuggled or trafficked person has serious practical repercussions on their access to human rights protection."*[11] The two main topics related to the distinction between smuggling and trafficking are exploitation and consent. Consent, however, is not an indicator when it comes to children. Further, even in relation to adults consent is deemed irrelevant if there has been use of force or coercion, the definition of coercion including 'abuse of a position of vulnerability.' It is difficult to distinguish when an action is the result of informed consent and when it is the result of vulnerability.

The status of a child in trafficking, according to the Palermo Protocol, can be seen as even more complex: *"transfer of a child for the purpose of exploitation shall be considered 'trafficking in persons' even if this does not involve any of the means set forth."*[12] This implies that a child can be defined as trafficked even if there have been no threats or use of force. It will also be deemed trafficking regardless of the possibility of consent from the child concerned.

UNICEF operates with a short definition of child trafficking: *"A child has been trafficked if he or she has been moved within a country, or across borders, whether by force or not, with the purpose of exploiting the child".*[13] The definition appears clear but when one needs to determine how 'exploitation' should be applied to people involved in real actions, it is obviously a challenge.

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[11] The International Council on Human Rights Policy: Irregular Migration, Migrant smuggling and human rights: Towards Coherence, p. 78.
[12] United Nation: Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime. Article 3.
[13] UNICEF: Note on the definition of child trafficking, p 1.

Lars Lööf, CBSS Children's Unit states: *"Movement is not the only way in which a child can be removed from a protective environment. Maybe a stronger definition moving closer to the core of how trafficking is experienced by a child victim, is to use the definition of removing the child from protective contexts into a situation where his or her ability to take informed decisions is seriously damaged. This "measure" could be transportation but could also mean providing tools or creating a situation that destroys the child's sense of coherence."*

One such challenge is that trafficking must be seen as a process rather than an act. A person may at one point fall under the definition of being 'smuggled' but at another point in time s/he is trafficked'. As stated in the book Not One Victim More: *"It is clear that any arrangement that commences with a smuggling arrangement may ultimately become a trafficking situation."* [14] Another example of the change of situation might be a child migrating with his parents who later, for whatever reason, is pushed into forced labour and exploited.

In summary, the definition of "trafficking" differs from country to country and changes over time as it is aligned with policy developments, judicial practice and the developments in the patterns of crime.

The Swedish example

In 2002, human trafficking for sexual purposes was introduced as a new offence in Sweden. In 2004, the list of forms of exploitation that could constitute the offence of trafficking was expanded to include exploitation for non-sexual purposes, e.g. forced labour and organ trade. Moreover, domestic transport was described as an eligible parameter along with what is taking place across state borders. [15]

In order for an act to be classified as trafficking it must include the following elements: a deed such as recruiting or transport initiated through the use of improper means such as threats and deception, for the purpose of exploitation. If the victim is a child, trafficking is made out with only two of the elements established; improper means is not a requisite. [16]

The latest version of the law does not include transportation as a prerequisite but the more neutral term "trade measure" which includes all measures facilitating the act through which the person is exploited. The term now used in Swedish legislation is "facilitating the exploitation". [17]

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[14] Not One Victim More – human trafficking in the Baltic States, p 121.

[15] Kajsa Claude for the Swedish Institute, 2010. http://www.sweden.se/eng/Home/Society/Equality/Reading/Sweden-targets-demand-in-the-battle-against-human-trafficking/

[16] Kajsa Claude for the Swedish Institute, 2010. http://www.sweden.se/eng/Home/Society/Equality/Reading/Sweden-targets-demand-in-the-battle-against-human-trafficking/

[17] Swedish government. 2008: Människohandel och barnäktenskap, Summary p. 21–26.
http://www.sweden.gov.se/content/1/c6/10/35/17/9355e9b2.pdf

In conclusion, one can say that the battle is on the *interpretation* of definitions. This is further complicated as in the means of trafficking change. There are indications that fresh cohorts of young people are engaged in "part-time" prostitution in circumstances that make it hard to establish whether it can be considered trafficking.[18] Also, new groups of children and young people are found to be at risk. An example is children left behind by their parents leaving, for instance, Estonia to go to Norway or the UK to work.[19] These children are not trafficked themselves but are seriously affected by the migration of their parents. We might as well just learn to live with the challenges and, in the words of Birgitte Ellefsen, KOM, Norway: *"… accept the fact that it is a fluent process, we will never finish it but continue to struggle with definitions and this may not at all be a bad thing."*

Recent changes in the way trafficking is defined, most significantly in Norway and Sweden, will have an impact on the identification procedures and might influence the overall international debate on how to address trafficking in the future. It may be that the term "trafficking" will no longer make sense and be abandoned as the designation of a separate criminal offence.

2.5 The battle on numbers

In all the CBSS Member States, children at risk of trafficking is a small and easily neglected problem if our viewpoint is official data on conviction numbers presented on the next page. Very few cases are brought to trial and, possibly, conviction, and official data indicates that the clandestine nature of the activity makes figures unreliable. At the same time, however, it may be a growing problem if potential trafficking is closely linked to migration. There is, for instance, a significant increase in UAM arriving to some of the Baltic Sea countries.[20]

Different stakeholders may have different interests in either exaggerating or understating the problem. A national police authority may at one point in time have an interest in highlighting the problem in order to obtain more resources and yet at another point in time be interested in understating the problem in order to demonstrate efficiency. Social authorities with a main focus on assisting children at risk might have an interest in highlighting the problem in order to secure sufficient public funds for the area.

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[18] Jaana Kaupinen, Finland
[19] Kati Valma, Estonia
[20] See chapter 4.1. General patterns.

Private organisations and NGOs may wish to exaggerate the problem in order to brand themselves as service providers and attract more funds. National governments might have an interest in understating the problem in order to present itself as 'efficient' in the eyes of the international community. As was demonstrated in the report "The Frail Chain" published by the Expert Group for Cooperation on Children at risk in 2008, NGOs working to support and protect victims of trafficking struggle with short funding cycles and onerous reporting procedures. This will also influence data collection and information management when it comes to figures.

Numbers can be approached as illustrated with the pyramid below: The recognised cases (cases where persons are prosecuted) are few in all countries. The second type of cases concerns children who as individuals have been identified as potential victims of trafficking by social services or private organizations. The third group consists of whole groups of children that have not been identified individually, nor are they in contact with police, social services or private organisations.

Official
numbers

Children in individual contact
with social authorities

Various groups of children living outside the society and
with no contact to authorities and/or organizations –
The wider pool
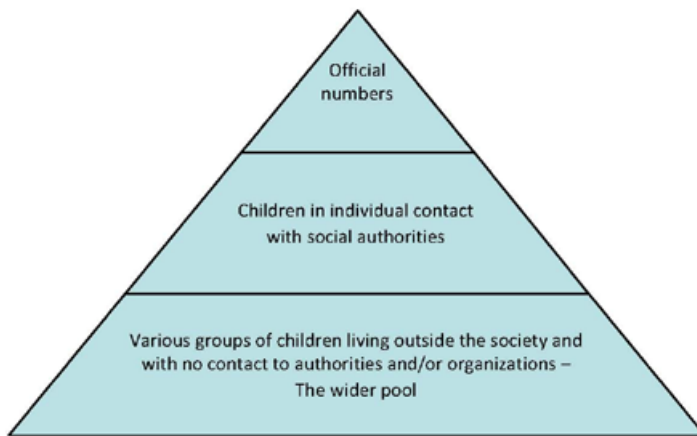
According the UNODC[21] the numbers for the year 2006–2007 for the Baltic Sea countries are:

Country	Number of convicted persons	Number of victims
Denmark	8	11
Estonia	77	7
Finland	4	20 (2005–07)
Germany	140	689
Norway	7 (2005–07)	37
Poland	62 (charged)	102
Latvia	26 (2006)	13 (2006)
Lithuania	3 (2006)	27 (2006)
Sweden	7 (charged 2006)	11 (2006)

It differs how countries use the term 'identified victims'. In some countries it is limited to the number of victimsassociated with cases going to trial. In other countries this figure covers the number of persons recognised officially as victims and consequently entitled to being assisted by social services. In conclusion, numbers are not comparable, which of course constitutes a challenge for communication, information and comparisons between countries.

2.6 Best interest of the child

As mentioned, convictions are few. In Denmark the Danish Red Cross is in charge of the reception of UAM. In 2009 they assessed that 50 children out of the group of UAM could be defined as victims of trafficking based on a number of indicators.[22] On the other hand, the Danish Migrant Authority's assessment of these cases led to the conclusion that only two out of the 50 children were recognised as victims of trafficking. The gap is considerable. This is also the case with data from Norway and Poland,

[21] United Nations Office on Drug and Crime (UNDOC): Global Report on Trafficking in Persons. February 2009. (UN.GIFT – Global Initiative to fight Human Trafficking). http://www.unodc.org/documents/Global_Report_on_TIP.pdf

[22] A long list of indicators is being used when assessing whether or not a person might be trafficked. In Denmark the indicators can be found on the website of the Danish centre Against Human Trafficking: http://www.centermodmenneskehandel.dk/Menu3/hvordan-identificeres-en-handlet-person/indikatorer-pa-menneskehandel

where estimates from, for instance, NGOs are published together with official data on convictions. The significant gap undermines the force of any submissions to politicians and the general public. In that sense, one could ask: Will we continue to be able to claim that we have a legitimate case regarding trafficking, also in times when state budgets everywhere are under pressure?

Eva Biaudet, previously OSCE Special Representative and Coordinator for Combating Trafficking in Human Beings states: *"Empirical evidence shows that only a small proportion of the total number of persons trafficked are identified, adequately assisted or compensated for what they have suffered. There are hundreds and hundreds of thousands of victims of THB, and yet only a few criminals are brought to justice – only a few members of the whole global criminal network"* [23].

The focus on numbers is divisive and drains positive energy out of collaborative environments among professionals who are all assumed to work for the best interest of the child. The recurrent discussion about numbers seems to be a result of vagueness resulting from different ways of interpreting the definition of "trafficking". For example, an adult, say an uncle, is suspected of having taken measures enabling a young teenage boy to steel. When interviewed by the police and by social workers the boy gives slightly inconsistent statements but stays firm in claiming it is all of his own free will. On this ground the police and prosecutor find it difficult to press charges against the uncle. A social worker from the municipality may maintain her suspicion of trafficking. The discrepancy we witness is then one where child protection concerns point in a different direction to the criminal judicial process. This is not specific to trafficking and is not a result of basic differences in attitude. Social workers and NGO staff work in different contexts to police and prosecutors. All professionals expressed compassion for children and passion for the cause of combating trafficking.[24] The social worker in the mentioned example is not naïve. She takes a legitimate stand. Accepting that different contexts will provide different indicators and that they may all be valid is one important aspect of gathering information on trafficking and children. The social worker may have pursued a number of interviews with the thieving teen-ager the result

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[23] OSCE: Efforts to combat trafficking in Human Beings in the OSCE area: Coordination and Reporting Mechanisms, p. 7. http://www.ungift.org/docs/ungift/pdf/knowledge/osce_03.pdf
[24] Professionals did in general, regardless of their professional background, express compassion for children and clear ethical standards against exploitation and trafficking. However, one bias should be considered: Those appointed to be interviewed and to participate in seminars can be assumed to be selected among particularly committed members of staff.

of which provides clear indications that the uncle imparted skills used by the teenager to get close to people and to steal from them.

Looking into information management among professionals, one obviously also looks at the what – what kind of information is being processed, what are professionals discussing? The issue of numbers seems in all cases the most prominent. A legitimate question is: How does this focus on numbers comply with a rights-based approach and the best interest of the child? There is a risk that the best interest of the child is confused with an "obsession" with numbers. Efforts to protect children exposed to exploitation are not improved by increasing the number of convictions. Rather, it is a question of significantly improving the care and protection for children at risk in general.

Differentiated social service provisions linked to trafficking may distort the focus and lead to trafficking being assessed beyond a reasonable level. Some countries provide extra social benefits – apart from extra safety protection measures for victims of trafficking … measures that are not accessible to persons not recognised as victims. An example of looking into the field of child protection comes from Karin Norlin Bogren, stating that the stated objective of the social services in Stockholm, Sweden, is to secure a city by 2030, *"where no child is being exploited"*. [25]

Trafficking cases comes out of the ´wider pool` of children at risk, implying that prevention and protection at a more general level needs to be addressed in parallel with identification of trafficking. The pyramid (see above) does not pretend to lead us closer either to the real magnitude or a qualified estimate of the magnitude.[26] However, it is useful to illustrate the existence of a pool (the wider pool) of children at risk where some are victims of trafficking.

In conclusion: To advocate for differentiation in statistics is viable as it allows systems to include numbers from different stakeholders. Accepting different numbers should bring us a step closer to understanding how child trafficking relates to abusive and violent experiences. Norway and Poland include numbers from different stakeholders allowing for official data on conviction along with numbers provided by NGOs.

[25] Interview with Karin Norlin Bogren, Head of the Youth Emergency Unit, Stockholm, Sweden.
[26] The hidden number is a term employed by criminologists and sociologists to describe the amount of unreported or undiscovered crime.

Arguments for this method of looking at numbers where only a few of the victims are confirmed by convictions are first and foremost that the reason for using any number is that our starting point should be protection. To respond correctly what we need is information on risk factors.

Good practice

The Coordinating Unit Against Victims of Human Trafficking, KOM, in Norway is responsible for collating and presenting data on trafficking in Norway. KOM operates with both data from convictions and with data where there are suspicions of trafficking but no conclusive evidence. Poland also reports data from different stakeholders. Besides the figures from the police and convictions related to trafficking, numbers of persons who have been assisted in their capacity as potential victims of trafficking also form a part of the statistics. The latter category includes not only data from official social services, but also information obtained from NGOs providing services to vulnerable persons. In this way Norway and Poland allows official statistics on human trafficking to reflect a broader picture and it is openly acknowledged that statistics can be a negotiable issue.

3. Trends, emerging issues and narratives

Modes of trafficking in children are mutable. The field adjusts along with measures taken to counteract specific trafficking practices, suggesting that we witness an ever-changing arena with new tendencies popping up all the time. For obvious reasons, it is important to identify upcoming tendencies at an early stage, and, ideally, the measures necessary to respond efficiently to them even before the trend becomes established.

So what was learned with regard to emerging trends across the interviews and seminars involving professionals from nine of the CBBS Member States? We identified a considerable number of anecdotal reports and a sizeable amount of "maybe-information" – the latter suggesting a potential importance requiring further exploration to confirm. Some of the "maybe-information" could ideally be substantiated to some extent by other professionals providing similar or parallel information that fits in with the case or assumption in question. However, some such information stands alone as just a narrative from a single person that cannot be confirmed by other testimonies. It should nevertheless be acknowledge that a single case may represent the start of something and consequently constitute information that the entire community of professionals should be informed about.

Recurrent statements from professionals in the interviews provided information on trends that can be further verified via official mapping and research In order properly to address it all, we operate with three main categories: *general trends* based on data from multiple sources, *emerging issues,* which describes phenomena backed by some scattered reports, and *incidents and narratives* which here refers to single cases with only one or two examples. In all categories the main source of information is professionals. There may, however, be a few issues derived from literature reviews.

3.1 General patterns

Specific patterns regarding children potentially being exploited and trafficked show that UAM and Roma children and young people make up significant segments. The rising numbers are confirmed by a variety of data: Official documents, statistics, thematic reports and narratives.

UAM: In the past years we have seen a significant rise in the number of unaccompanied asylum seeking children who come to the Scandinavian countries from Afghanistan, Iraq and a number of African countries. In Norway the number of Afghan UAM has increased from 89 in 2007 to 1719 in 2009. The Afghan children and young people account for 69% of all UAM in Norway.[27] Recent figures from Norway indicate that the number of UAM seeking asylum in the country has dropped during the second half of 2010. It is a general challenge all over Europe how best to ensure adequate care and protection for these young persons. In Estonia, Latvia and Lithuania the number of UAM remains low. According to UNHCR, the number of Afghan UAM to Europe exceeded 6,000 in 2009 due to an increase of 64% as compared to 2008.[28] The Council of the European Union stated in June 2010 that the issue of UAM was a growing challenge within the EU.[29] The EU decision to launch an Action Plan 2010–2014 addressing the challenges posed by UAM is based on Eurostat[30] statistics showing an increase in the number of UAM coming to Europe by 13% from 2008 to 2009 making a total of 10,960. Casper Smidt from the Danish Red Cross states: *"Three years ago only 20 UAM arrived to Denmark. Now it is 4–500 a year. Danish Red Cross has right now to open a new reception centre every 6 weeks."* [31]

In summary, it is very difficult to assess to what extent UAM fall victim to trafficking. It is clear that the very situation UAM find themselves in makes them vulnerable to trafficking. For example, in Denmark in 2007, 74% of UAM disappeared from the reception centres while in 2010 so far only 10% have. This may come down to the fact that Denmark at the moment has stopped sending Afghan UAM back to Afghanistan. No one knows where the vanished minors are and the figures above suggest that policies at times may be instrumental in increasing the number of children that go missing, something which further exacerbates an already extremely precarious situation.[32]

Roma children and young people: There has in Europe been an increased focus on the movements of the Roma population. The fact that Roma children have been seen acting as street kids, beggars, forced labour and – in the case of Berlin, Germany – male prostitutes has been noticed and discussed during recent years and in particular 2010.

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[27] Boland, Kerry. 2010: Children on the move. UNICEF.
[28] UNHCR. 2010: Global trends 2009. http://www.unhcr.org/4c11f0be9.html
[29] EU. 2010: Council conclusions on Unaccompanied Minors.
[30] European Commission: Press release on the 6th of May 2010: European Commission calls for increased protection of unaccompanied minors entering EU.
[31] Interview June 2010 with Casper Smidt, Danish Red Cross.
[32] Casper Smidt, Danish Red Cross.

In 2007 UNICEF published a report assessing that as many as one million Roma children were unaccounted for in official statistics in South Eastern Europe.[33] The Child Rights Information Network (CRIN) has repeatedly published analyses of the situation of Roma children in Europe.[34] Lisa Jordan, executive director of the Bernard van Leer Foundation, stated in May 2010: *"Within Europe, many of the 16 million Roma children are living in conditions that are worse than in Bangladesh or Papua New Guinea."* [35]

Research in 2010 by the European Roma Rights Centre (ERRC) found that Roma individuals are estimated to represent 50–80% of victims of trafficking in Bulgaria, 40–80% in Hungary and 70% in Slovakia.[36]

During the summer of 2010 the treatment of Roma's within the European Union became a hot political issue due to the controversial French decision coercively to repatriate groups of Roma to Romania. A similar situation occurred in Denmark. The discussion mainly focused on two issues: (i) the legality, as the Roma population of Romania and Hungary are EU citizens enjoying the right to free movement, and (ii) the situation for the Roma children with special focus on the role of their parents.

To what extent there is a direct link between Roma children and trafficking is very difficult to assess. There is a significant number of reported incidents where Roma children are involved in criminal activities. A TV documentary on the situation of Roma children in Milan claims that this is part of trafficking.[37] The validity of the documentary has been questioned by Roma organisations.

3.2 Emerging issues

Beside the documented general trends there are a number of emerging issues where a few incidents have been reported but for which there is insufficient data to make them into general trends.

An example of one such emerging issue is week-end prostitution, a phenomenon that was described to exist among young girls in some countries. In Denmark, Finland,

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[33] UNICEF. 2007: Breaking the cycle of exclusion. Roma children in South East Europe.
[34] Child Rights Information Network. 2008: Roma and Child Rights. CRIN 1009.
[35] Jordan, Lisa. 2010: Helping Roma children break the cycle of exclusion. Bernard van Leer Foundation.
[36] European Roma Rights Centre. 2010: Fact sheet: Roma Rights Record. ERRC.
[37] Tipurita, Liviu. 2010: Gypsy Child Thieves. TV documentary.

Estonia, Latvia and Poland informants on the phenomenon were social workers from either municipalities or NGOs. Social workers and outreach workers supported the fact that prostitution, drug abuse and crimes have become part and parcel of a modern party culture among groups of young persons in larger cities. In Finland the phenomenon has been named ´mixed sexuality`, indicating that the young person at one point was paid for sex, but, albeit with the same partner, not on another occasion. Sex is also part of barter deals where drugs are often involved. [38] As the phenomenon of part time prostitution was accounted for by a number of professionals, it could be considered a general trend. Whether it is part of trafficking is less clear and as yet it appears to rest solely upon anecdotal evidence and must be considered an emerging issue with an unclear link to trafficking.

3.3. Incidents and narratives

The idea behind focusing on single incidents is the assumption that we may only discern the tip of the iceberg – a case we encounter may represent a number of similar cases and hence a little further down the road turn out to be significant and inform us of an emerging trend. Stories and incidents were presented during the expert seminars and interviews. The following is only an example:

One narrative relates to marriages between men from the Nordic countries and Thai and Russian women. The men later turned out to be paedophiles, and the real motives were not marriage but to get access to the children of the Thai and Russian woman. Once settled, the women were sent into the labour market, preferably with long days and nightshift work, allowing the husband easier access to the children. This story was presented at a seminar[39] and inspired a few others to consider, whether cases they had come across were in fact similar ones.

It is unknown if this constitutes a possible trend. This is an example – out of several – that one specific incident occurring in a specific country may or may not be of importance to other countries or to other actors in the same country. It is very difficult to handle this kind of narratives, as they on the one hand need to be handled with care so that the informant does not violate secrecy acts, and on the other the examples need other types of data in order to substantiate whether the one incident is a sign of an emerging issue and if this is an issue that would legally be considered trafficking.

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[38] Jaana Kauppinen, Pro-tukupiste ry, Finland
[39] Niaracha Srinakron, Copenhagen

3.4. How to validate and disseminate information

Validation of information is a key issue in information management of trafficking as we in many cases rely upon indications or unsubstantiated suspicions. Cases brought to trial resulting in convictions are, as has already been pointed out, few. If we talk about general trends, with exploitation and potential trafficking being an expanded risk, the trends as such are validated through a number of sources like official data, research reports, public media etc. There is no doubt that there is an increase in the number of UAM arriving in Europe and that there is a significant increase in the political and public attention to the situation of the Roma children moving around in Europe. The main challenge is to assess to what extent this has an impact on the number of trafficked children and young people in Europe.

Emerging issues and single narratives are as categories challenging areas. We will in most cases have to pursue systematic scrutiny and examination in order to acquire sufficient information – which might not always be possible. One example of such a process relates to rumours circulating in the Copenhagen-area, insinuating that young Asian women worked under exploitive conditions and had been trafficked to work as au pairs in Danish households. A study was commissioned to further explore these allegations. The study concluded that all legal requirements had been complied with and work permits were in place. Here we have an example of an emerging issue where systematic explorations were initiated ultimately providing new and valuable knowledge. Allegations of trafficking were disproved.[40]

However, the study delivered important side-information on the situation of these girls. In their countries of origin they had had to take loans in order to travel leading to the build up of debts. This new knowledge suggests that authorities should interfere and that proper measures to further protect these girls should to be taken. Moreover, the study compiled some indications that legal Nordic au pair permits may at times be a step to facilitate the opportunity for the young person to migrate elsewhere. There were indications that such "next steps travelling" from Nordic countries onwards to, for instance, Canada may involve exploitation and trafficking. With the report we gained validated information. So the question raised is: How is this information disseminated, how is information passed on? In this case the report can be found at the

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40 Korsby, Trine Mygind: "Au pair and trafficked? Recruitment, residence in Denmark and dreams for the future". National Board of Social Services. 2010.

website run by the Danish Centre against Human Trafficking who commissioned the study. It has further been passed on to the CBSS webpage. Moreover, some of the people reading this report may look for it and disseminate it within their own professional circles, implying that it in theory can be circulated quite widely.[41]

In principle we can operate with three ways of validating and handling information:
- Thoroughly substantiated data. This leaves us with sufficient information and an evidence base that could lay the groundwork for political and strategic actions.
- Information we may term "maybe-information" like the example of au pairs in Denmark. Here enquiry and research were needed in order to prove whether and to what extent a narrative can be proven to be true and represent a trend or not and, consequently, lead to informed decisions being taken.
- Anecdotes and single narratives. This is for instance the narrative about paedophile Danish men taking advantage of marriage to Thai women in order to gain access to and abuse their children. In such a case we can decide either to initiate an investigation, preferably cross-border, or we can decide to leave it as one story among the many. Some anecdotes may be possible to validate through triangulation, using a number of anecdotes from sources which, independent of each other, relate similar cases and where one source has a more official standing. This can lead to the anecdote being upgraded to "maybe-information" and possibly researched as such.

Information building on anecdotal evidence is often powerful since it is frequently retold as if building on personal experiences. It can however also cause harm. Anecdotes sometimes cast a dubious light on groups of people, on children or on entire communities. That is why anecdotal evidence must be treated carefully and validation through triangulation be sought. Once information has been researched and compiled into a report, it is in principal easy to disseminate – the network supporting such actions and makes the scope infinite. The Separated Children in Europe Programme (SCEP) has tried to exchange information about emerging issues and anecdotal incidents through their website. According to Lise Bruun the Danish coordinator, the initiative was stopped mainly because of problems regarding how to inform about incidents without breaking the confidentiality code and it was ultimately not clear whether resources spent on managing it were worth the effort.[42]

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41 It is impossible to estimate outreach of publications, however, tracer studies can be of help and trace routes and outreach and review the range of our materials.
42 Lise Bruun, SCEP/Save the Children Denmark. SCEP website: http://www.separated-children-europe-programme.org/index.html

In conclusion: There exists a huge amount of information related to children at risk of trafficking. As we have seen some of this information is validated and compiled into written materials that can be accessed via websites and disseminated without, in principle, any limits. At the same time we see a lot of information in the form of "maybe-information". It is not possible or feasible to ensure evidence-based validation of it all and it further proves very challenging to disseminate this kind of information. Due to the few convictions in cases of trafficked children, we should nevertheless acknowledge and recognise the importance of this kind of information, which is generally best processed and shared in face-to-face meetings among professionals. This is in turn a significant argument for supporting networks, meetings, seminars and conferences. In the field of children at risk of trafficking we need to nurture and treasure the oral tradition in information sharing.

Good Practice

In 2008, the Council of Europe introduced the so-called TIMS (Trafficking Information Management System) with the aim of systematising the handling of data relating to human trafficking.[43] The Group of Experts on Action Against Trafficking in Human Beings (GRETA) discussed the progress at a meeting in March 2010.[44] The focus on enhancement of handling of information is an integrated part of the National Coordination Mechanisms that have been recommended as a follow-up to the Palermo Protocol.

The Danish Centre Against Human Trafficking has set up an information system whereby all relevant information about trafficking in Denmark should, in principle, be gathered. The systematic data-collection on identified victims of human trafficking and the assistance programmes combating trafficking is pursued through the compilation and analysis of electronic registration forms, filed by outreach workers. All actors in the field are encouraged to make use of the special hotline in order to report all kinds of incidents, suspicions and other relevant information. The information is subsequently made available to relevant target groups either through the website or (if sensitive information) through the national group and the six regional reference groups.[45]

[43] http://www.coe.int/t/dg2/trafficking/campaign/docs/activities/Current_en.asp
[44] http://www.coe.int/t/dghl/monitoring/trafficking/docs/GRETA_MeetingDocs/Lists%20of%20decisions/THB-GRETA(2010)LD5_en.pdf
[45] Interview with Ms. Hanne Mainz and website: http://www.centermodmenneskehandel.dk/in-english/in-english

4. Information management

Material on trafficking can be divided into categories, each category featuring specific characteristics. The categories this report will deal with in this section are: Official data; research; reports; tools and manuals; media reports and public information; anecdotes and myths and information for migrants. In the previous section we focused on the first step in the information management: the collection of diverse data from different informants and the division of the data according to its validity. In this section we will look at how information is passed on.

4.1. Official data

At the official level information and data distribution is basically linked to monitoring of governmental action plans in one way or another and a number of countries publish annual monitoring reports which also include national statistics.

Police reports and court rulings also constitute official data and official records. These reports are respected since court rulings will commonly describe the criminality and thus the victimisation. In some countries the court rulings are the only numbers that are truly relied on: Only victims appearing in court cases where the court found the perpetrator(s) guilty of trafficking are considered victims of trafficking. In countries where this method is relied upon the number of victims of trafficking is low and will not include victims that have been exploited before coming to their present country of residence, nor will they include cases where the alleged offender was convicted of another crime or, indeed, acquitted. The court rulings and the police reports have a high standing in most countries even in those where data and numbers from different sources are aggregated.

Apart from evaluations of plans that are official data, government policies and strategies are also considered official data. This also applies to strategies launched by international institutions such as the UN system, where UNODC and IOM play a particular role.[46]

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[46] UNODC is United Nations Office on Drugs and Crime and IOM is the International Organization for Migration

Good practice

In the field of human trafficking one often sees lack of trust between e.g. NGOs and the authorities. In 2009 the Finnish parliament established a National Rapporteur on Trafficking in Human Beings, in line with recommendations from the Council of Europe. The Rapporteur is placed in the Office of the Ombudsman for Minorities. In the first report (2010) to the parliament, it is noted that "the Rapporteur strives to bridge the gap between the authorities and the NGOs".[47] The Rapporteur is part of the government structure albeit with an independent status. The Rapporteur is mandated to report to the Finnish parliament (instead of the government) and has the opportunity to highlight challenges and aspects concerning children and youth at risk of trafficking in a way that is considered less biased by all parties. The Rapporteur notes in the report that a number of measures have been adopted, but states that "a lot remains to be done, however, before the activities to combat human trafficking have achieved the level of effectiveness that we should expect".[48] According to several interviewees, the report has in itself created a platform for constructive and fruitful debate in Finland, not only in parliament, but also among all relevant professionals.[49]

4.2. Research

Professionals will in many cases be required to present scientific and evidence-based data and research to substantiate their statements. Scientific research however is not very prominent within the field of children in migration and trafficking. Materials on a PhD. level are few and networks are small.[50] The field would benefit significantly from more research and evidence-based knowledge, as a result of the weight and legitimacy the involvement of research and academia brings. Moreover, the engagement of academia is presumed to bring new and critical perspectives and challenge untested assumptions. Justyna Frelak, Head of Section, and Maryla Koss-Gortszewska, researcher

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[47] Finnish National Rapporteur on Trafficking in Human Beings: Report 2010, p. 4.
http://www.intermin.fi/intermin/vvt/home.nsf/files/Ihmiskaupparaportti%202010_englanti_nettiversio/$file/Ihmiskaupparaportti%202010_englanti_nettiversio.pdf
[48] Finnish National Rapporteur on Trafficking in Human Beings: Report 2010, p. 172.
http://www.intermin.fi/intermin/vvt/home.nsf/files/Ihmiskaupparaportti%202010_englanti_nettiversio/$file/Ihmiskaupparaportti%202010_englanti_nettiversio.pdf
[49] All interviewed persons from Finland expressed this opinion (see appendices for list).
[50] Venla Roth, Finnish national Rapporteur on Trafficking and Ombudsman for Minorities, herself holding a Ph.d. accounted for a Helsinki based research-circle.

at the Institute of Public Affairs in Poland gave a number of examples on surveys and in-depth research on exploring attitudes, approaches and images linked to trafficking, providing a better foundation for confronting various myths.[51]

Good practice

In Denmark the media recently reported on a police raid against a group of African street prostitutes and fielded headlines such as: "18 belligerent, aggressive and for-ward African hookers arrested in a raid". Based on short interrogations, only one was considered trafficked. However, what is at stake here is an abusive media discourse, where these women were presented as aggressive offenders. A researcher suc-ceeded in attracting some attention arguing against the shrill headlines and managed to add nuance to the picture as she focused on some of the victim aspects: These women, she claimed, should be seen as victims of exploitation trapped as debt-migrants with prostitution being their only way of repaying their debt. The researcher further questioned the way investigations regarding potential trafficking had been conducted in relation to these Nigerian prostitutes.[52] The fact that these criticisms were based on comprehensive research and sound methodology gave an obvious weight to her arguments. This shows how research can provide alternative and valid perspectives.[53]

4.3 Reports

The Council of Europe and the UN system publish a number of reports and so do organisations like PICUM. The number of reports is immense – it is outside the scope of this study to review this field in its entirety. However, the variety is notable as the collection of reports ranges from general information like the UNODC/UN.GIFT Global Report to a small PICUM seminar report on Undocumented Children in Europe.[54]

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[51] Monitoring reports of various kinds are produced by academics, often brought in as external consultants, and such reports are often very critical. However, as opposed to free academic research, issues and scope will be pre-determined.
[52] Plambeck, Sine: Ph.d. at Danish Institute for International Studies in the Danish newspaper "Informa-tion" on 2. September 2010.
[53] In this case, one of the "usual NGO suspects" was commenting and contributing absolutely relevant viewpoints, however, somehow biased by an agenda, she was assumed to implicitly promote.
[54] Picum. 2009. Undocumented Children in Europe: Invisible Victims of Immigration Restrictions.

A number of smaller studies dealing with national and specific themes are published. Such studies include the previously mentioned diagnostics on the situation of au pairs in Denmark and a conference report from a Lithuanian conference: "Keeping the door open – support to young people leaving care."[55] Such small studies will often be prompted by a concrete problem or knowledge gap. Having their roots in real life challenges, small thematic reports are particularly important for professionals at the operational level.

4.4 Tools and manuals

Tools and manuals are instructive information material. The number of tools and manuals linked to trafficking is overwhelming.

One prominent source is the UN.GIFT website with information on indicators, standards, training kits etc. However, in most countries NGOs and other actors have developed their own materials in the national language with various versions adapted to different groups. As these materials are in national languages, they can't be shared across borders with the exception of the Nordic countries where the languages are close enough for people to read and understand materials from neighbouring countries. According to Venla Roth, The National Rapporteur in Finland, there *"are lots of good materials, but too seldom these are shared. Hopefully websites can help us share more. I believe that networks and collaborative forums are important as these give us the opportunity to share what is being published."*

[55] CBSS. 2009. Keeping the door open – support to young people leaving care & Trine Korsby Mygind. 2010. Au pair and trafficked? – Recruitment, residence in Denmark and dreams for the future?

Good practice

Children and young people at risk of exploitation and trafficking can in many cases only be found and related to if we seek them out in their hideouts outside of office hours. Consequently outreach street workers are our main information source, suggesting that all countries should invest in designing outreach programmes.[56] NGOs and other civil society institutions can play an essential role as can faith-based organisations that, in some countries, have a tradition and expertise in outreach work.[57] Outreach work holds its own methodological base – to embark on outreach programmes requires methodologies that are adapted and staff that is provided with information kits and training. It may appear a challenging task but the effort will pay off and support can be found in for instance an exemplary instruction guide from Norway. The guide is in Norwegian but ought, if translated, be useful outside the Scandinavian countries. The title of the Norwegian booklet is: "Social outreach work in multi-national street environments – work with young asylum seekers, irregular migrants and possible victims of human trafficking".[58] (Free translation from Norwegian). There are a number of features that make this booklet particularly useful. One is that it sets the target groups to include the broad spectrum of those at risk, the "wider pool", as it takes on an integrated approach. It is short and precise when balancing between ethical challenges and easily comprehendible guidance to social workers. It is operational in the sense that it includes instructions and checklists. It presents the methodologies in a do's and don'ts style providing direct and immediate guidance to practitioners. It further approaches the target group of young people with respectful realism making use of their potential agencyand their strengths.

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[56] Unfortunately, the three Baltic countries pursue none or very limited outreach services. They could benefit from professional partnerships with Scandinavian countries where professionals have a long tradition of outreach programmes.

[57] Anna Olufsson, Norge.

[58] Vollebæk, Line Ruud. 2010. Oppsøkende sosialt arbeid i et internasjonalt gatemiljø – Arbeid med unge asylsøkere, irregulære migranter og mulige ofre for menneskehandel. Kompetansesenter rus – Oslo.

4.5 Media and public information

Most of the stories published in European media about trafficking come from court rulings and police work leading up to the arrest of suspected traffickers. The media also report on official data, on research reports, on websites and on information received from NGOs. In some countries, newspapers and television prioritise news that are sensational and spectacular, often adding to the public misconception of what it means to be a child victim of trafficking. The media also carry the role as information manager as some journalists and the media they work with have considerable knowledge and expertise on these issues and their reports from across a given country are used by professionals to signal trends and hitherto unknown forms of trafficking. This is obviously not a sustainable way of managing or disseminating information since journalists often need to work with other issues and the newspaper's interest in reporting on new aspects of trafficking may change.

The attraction to drama is stipulated by Jørgen Carling in commenting the way media handle the situation with trafficking of Nigerian women to Europe: *The magic-religious element in Nigerian trafficking has received much attention in Europe. What is seen as a mixture of "voodoo," organized crime, and the sex trade appeals to the media. The police and policymakers in Europe have embraced the notion that the women are driven by* fears of magic – *a convenient explanation for enigmatic behaviour.*[59]

> **Good practice**
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> In some cases investigating journalism may work to document various aspects and spur debates. This is for instance what the film director Liviu Tipurita intends with the previously mentioned TV documentary from 2009 about Roma children: "Gypsy Child Thieves". The award-winning documentary describes the situation of a number of Roma children and follows tracks to Romania, the native country of the film director. Broadcasting of the movie has caused intense debate – with both positive and negative reactions. On the one hand the documentary is seen as an important piece of documentation on the life of Roma children in present day Europe; on the other a number of organisations, such as the Roma human rights charity, Chachipe, accused the programme of helping to "promote and perpetuate stereotypes against Roma".[60]

[59] Carling, Jørgen. 2005: Trafficking in Women from Nigeria to Europe. International Peace Research Institute. PRIO. Oslo. http://www.migrationinformation.org/feature/display.cfm?ID=318
[60] Source: http://www.foreignersinuk.co.uk/videoblog-gypsy_child_thieves_controversy_over_bbc_documentary_1383.html

Sometimes media stories might have a negative effect on the situation of children at risk of trafficking. Mike Dottridge: *"Sometimes media reports end up doing more damage than good, particularly when newspapers have published photographs of children that have been trafficked or revealed details about where they come from".*[61]

It is well known that stories published in the media have a significant impact on political decision-making. One example is the ongoing attention to the Roma issue in various European media. Another example is from Lithuania and was presented by Mr. Evaldas Karmaza at one of the expert seminars. He explained that until 1999/2000 trafficking was not a concept ever used in Lithuanian media and the phenomenon was widely ignored by politicians. The change came when media stories from Germany reported that the majority of prostitutes in German brothels were Lithuanian women. This came as a shock and Lithuanian media kept the issue on the agenda.[62]

Outside of the media public information can be of an informative character provided by official institutions.[63] One should bear in mind that although information provided by official authorities tends to present itself as valid and factual there is no such thing as 'objective information`. When, for instance, a government presents the official figures of trafficking there may follow a debate fuelled by alternative interpretations of data and discussions on how data is aggregated. Such discussions are often initiated by NGOs.[64] The criticism might not question the actual figures but rather procedures in collecting data. Public information is always provided on the basis of a certain intention, and this intention might be of political character using data for "proof". In analysing data, the point of intersection is always the choice of what to present and, equally important, what not to present.

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[61] Mike Dottridge in an interview: http://tdh-childprotection.org/news/anti-child-trafficking-projects-seven-criteria-to-define-good-practice

[62] Mr. Evaldas Karmaza at the BSR IMPT expert meeting in Vilnus, March 2010.

[63] See for instance: www.gvnet.com/humantrafficking/Lithuania or www.humantrafficking.fi or www.childcentre.info

[64] A number of interviewees accounted for debate linked to data being presented: Patrick Cederlöf, Sweden; Peter Grannars, Sweden; Stana Buchowska, Poland, Maryla Koss-Goryszewska, Poland; Maria Althe, Norway, Birgitte Ellefsen, Norway; Casper Smidt, Denmark, Morten Hjorth Jahnsen, Denmark; Malle Roomeldi, Estonia; Sandra Zalcmane, Latvia; Venla Roth, Finland, Tero Mikkola, Finland; Kristina Misiniene, Lithuania, Rimante Salaseviciute, Lithuania.

4.6. Anecdotes and myths

The field of children at risk of trafficking is packed with anecdotes. Anecdotes sometimes develop into myths. Unfortunately some of these myths are discriminatory and stigmatising. We have this one story of Roma parents cutting off the thumb of their child in order for him to be more efficient in pick pocketing and in begging, as people would pity him more. Professionals interviewed could at times support the fact of a myth of Roma parents mutilating their children. However, we never came across any kind of proof and none of the professionals in question had ever met a severely mutilated child. Browsing literature and research does not help either, as there is no documentation testifying to the existence of such practices. Such stories prevail and need to be met with attempts either to substantiate or to refute the allegations contained in them.

4.7. Migrant information materials

Quite another type of information management is when countries of destination produce materials targeting migrant people arriving in the country. These are produced with the specific aim of preventing vulnerable people from coming to harm as they are thought to be unaware of the true purpose of their journey. These folders are interesting to look at since they mirror the knowledge base at the particular time in one particular country. For years these folders and stickers built on the belief that most women and young people were coerced and deceived into travelling, and that they did not know the true exploitative purpose of their travel. It was hoped that placing telephone numbers in women's restrooms on boats and other areas where the women were believed to have a moment on their own, would permit women to memorise a telephone number for future use. Recently produced materials focus on the violence that is often part of trafficking crimes and attempt to provide affected women with a way out via a telephone hotline. The fact that some people may have committed a crime as part of their exploitation is seldom touched upon in these leaflets.[65] Some recent information materials focus on giving general information on human rights and on legal and social assistance available to people in difficult circumstances. Generally these information leaflets are translated into several languages, produced in several countries and are handed out at specific points where people that may be at risk of trafficking are. Websites is yet another channel of communication used to reach vulnerable

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[65] See for example the recent Swedish campaign "Safe trip" http://safetrip.se

groups and constitute another information source for migrants. These also reflect the knowledge and level of information on trafficking in the specific country. As Internet access becomes cheaper and penetrates more countries this is assumed to be a source of increasing importance. Children and young people also benefit from general information but information targeting young people may at times be more useful as rights and services offered to adults and to children are different. Shelter and counselling opportunities for young people under the age of 18 are often not the same as those offered to adults.

Quite another kind of material for migrants is material distributed in the countries of origin for the purpose of prevention. These also in a general way indicate the kind of accepted truths there are on people trafficking. Such materials as small folders and labels aim to provide those travelling with proper and reliable information on the situation they enter into if heading for a certain country in Europe. One example of this is how IOM in Norway runs a project in co-operation with a West African women's organisation COSUDOW also with offices in Nigeria. This organisation hands out leaflets among vulnerable and particularly exposed groups of women in various settings with texts such as: "Nigeria caught in new slavery: Sex for export – let's say no!" and "Europe not a paradise – don't believe all the stories!" Such information and awareness-raising are complemented by counselling services, suggesting that young Nigerian women are better protected from being groomed into situations which leave them even more exposed to trafficking.[66] Maria Althe from IOM Norway stressed this kind of preventive work implemented in countries like Romania and Nigeria as very important. Sven-Erik Nagelgaard, Police Superintendent, Norway, emphasises the preventive work made via so called PTN representatives around the world. A recent example he gives is Cambodia. [67]

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[66] Danish Immigration Services. 2008. Protection of victims of trafficking in Nigeria. Report from Danish Fact-finding mission to Lagos, Benin City and Abuja, Nigeria.
[67] The Scandinavian police and customs forces started to cooperate some twenty years ago to make the fight against drug trafficking more effective. Now the cooperation covers all organised crime connected to the Nordic countries. Currently the so-called PTN is represented in seventeen countries.

5. Professionals in learning and information sharing

This section turns to the third aspect of information management: identifying those in possession of crucial information as well as looking at them as important recipients of information. The section also scrutinises the different fora and contexts used for sharing information and looks at how these can be strategically utilised.

5.1 Who are they?

A range of sectors and staff groups are directly engaged in trafficking issues: police, intelligence services, border guards, customs officials, lawyers, prosecutors, judges, labour inspectors, social workers and outreach workers, etc. Focussing on the wider pool (children that are exploited and abused and at risk of trafficking) also those professionals who are in daily contact with children play an important role. These can be teachers, staff in day care centres and youth clubs, school nurses and family doctors.

In terms of identifying dubious cases there may be alternative sources of information. The following professional groups that are rarely involved in discussing trafficking have been mentioned during interviews and expert seminars: midwives, emergency ward nurses (including staff at emergency mental health wards), bus and taxi drivers, clerks and kiosk holders at railway stations, parental night-patrols,[68] and staff in shopping malls. Moreover, shop keepers and bartenders in cafes who know their area will easily spot if new children hang around. Such informants were emphasised by Danish and Swedish experts undertaking mapping exercises in the streets.[69]

Professionals will seldom know what kind of information can be linked to trafficking. Trafficking being such a complex crime where victims will experience a diversity of exploitative practices is not easily deconstructed into its constituent parts. A shop-keeper will not be able to tell if the 14-year old boy he sees every evening talking to an

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[68] Night ravens are local parents' groups that in some Scandinavian cities organise shifts "patrolling" streets during week-ends to provide support in disco and bar areas.
Danish website: http://www.natteravnene.dk/; Norwegian: http://www.natteravn.no/ and Swedish: http://www.nattvandring.NU/
[69] Tine Lindebjerg, Denmark and Johanna Ek Westerlund, Sweden

older man before heading off on his own into a district where boys his age should not find themselves, is involved in criminality. Not until this little piece of information is merged with other observations may it become useful in efforts to support the young person. However, the shopkeeper may be the first person who can call on outreach workers to engage with the 14-year old, starting a process that may lead to the boy being assisted and the prosecution of the perpetrators that took the boy from his family to this new place where he is completely without protection. The information may also be useful if considered alongside similar bits of information from other cities or regions for the purposes of triangulation. In the latter case, more generalised use will make professionals more aware of the fact that several young boys have been observed in situations that would merit further investigation. The different actors should not assess if what they see is of profound value since this can only be determined further down the information management process. Obviously, however, the persons asked to contribute their observations would require some basic knowledge on what the core indicators are, the signs that would be valuable to note when establishing whether an incident involving a young person may be a sign that this person may be exploited and possibly trafficked. This report does not deal with the investigations necessary in order for the prosecution to build a case that will stand up in court. Obviously the complexity of trafficking cases, like most criminal cases, requires this to be handled by the legal authorities.

There is also a pool of information of a more generic character. In order for this to be used in information management regarding child trafficking however, possible informants need to be more aware of the indicators that are of interest.

Interviews with professionals have given clear indications that information – both basic information and continuous updates – is accessed in various ways: informal instructions received within organisations, learning when collaborating with colleagues, more formalised training, and attending seminars and conferences. All of these function as vital sources of knowledge where information is accessed but also constructed. Narratives and anecdotal evidence may be validated and transferred to the category of an emerging issue as a result of professionals meeting and collectively consolidating their experiences.

5.2 Conferences and seminars

Conferences and seminars take place at international, regional, national and local levels. Trafficking generates high political attention with funding opportunities available for a range of activities as part of the actions to combat the phenomenon. International conferences and seminars are often launched by international organisations such as ILO or in co-operation similar to that when the British Embassy recently organised a conference with the independent Institute of Public Affairs in Poland. Only larger NGOs will have the capacity to pursue such events on an international scale but they are often active contributors at the national level. The majority of conferences appear to be multi-thematic and cater for a broad spectrum of issues with children as one part of the agenda.

Recent examples of multi-thematic conferences in the Baltic Sea Region include:
• Polish Integration Forum arranged, with financial support of the EU, a conference on the 28th and 29th of June 2010 with the title: "Human trafficking and migration. Support and reintegration of trafficking survivors."[70]
• The Danish Centre against Human Trafficking arranged on the 14th of April 2010 a conference: Human Trafficking – a complex reality. [71]

Examples of child focused international conferences are:
• OSCE high-level conference in Vienna 26th to 27th of May 2008, with focus on combating human trafficking in children at local level. [72]
• The European Union, through the Fundamental Rights Conference, will focus on child-friendly justice and protection of children in vulnerable situations in December 2010.[73]

Conferences are often big and based on a broad agenda. Seminars, on the other hand, tend to be more focused. The three recent seminars arranged by the EGCC and the project partners in the Baltic Sea Region are examples of focused seminars, assembling professionals involved with children at risk of trafficking in their daily work.

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[70] http://ec.europa.eu/ewsi/UDRW/images/items/even_14288_778546730.pdf
[71] http://www.centermodmenneskehandel.dk/menu1/konference-human-trafficking-a-complex-reality
[72] http://english.szw.nl/index.cfm?menu_item_id=14640&hoofdmenu_item_id=14632&rubriek_item=392437&rubriek_id=391971&set_id=4119
[73] http://fra.europa.eu/fundamentalrightsconference/index.html

The thematic seminars ensured focus by each having a specific starting point: Sexual exploitation of children; Children in migration and Forced child labour and crime, respectively. [74]

5.3 Training

Training sessions are basically an instrument in amplifying the knowledge base on children and young people at risk of trafficking. It was reported in every country that such training session are vital for the simple reason that they bring together people that would not otherwise meet and share information.

The Action Plan Against Prostitution and Trafficking in Human Beings for sexual exploitation in Sweden 2008–2010[75] established 36 measures, some being training where various actors were tasked to train within their fields of expertise. This resulted in a surge in awareness-raising activities in Sweden during the plan's two year-duration. Unfortunately this entire effort has not yet been evaluated in the round. Such an evaluation would provide useful information on the potential outcome in terms of information management from a programme with a national scope. A first follow-up was published by the Swedish Crime Prevention Board early 2010,[76] and the full follow-up will be finalised in 2012.

UNICEF in Sweden undertook a major role in relation to the training of professionals on children and trafficking, in co-operation with the National Board for Health and Welfare. These training courses should in particular be recognised for their strong multi sector approach and the systematic way in which they pursued training in various local counties around Sweden. Not least, the commitment by UNICEF has led to country-wide training which has had particular impact with regards to promoting information on children and young people.[77] A number of informal networks at local level were established as a result of this effort, bringing people together.[78]

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[74] http://www.childcentre.info/

[75] http://www.regeringen.se/content/1/c6/11/06/28/c77ec2bb.pdf (accessed 2010-11-05)

[76] http://www.bra.se/extra/measurepoint/?module_instance=4&name=2010_05_Prostitution_ och_m_nniskohandel_f_r_sexuella_ndam_l.pdf&url=/dynamaster/file_archive/100817/4cdfbda98f5 c15749af68eb973c76c6a/2010%255f05%255fProstitution%255foch%255fm%255fnniskohandel% 255ff%255fr%255fsexuella%255fndam%255fl.pdf Swedish only. (Accessed 2010-11-05)

[77] Interview with Christina Heilborn, Senior Child Rights Officer, UNICEF-Sweden.

[78] Interviews with Karin Norlin Bogren and Charlotta Thorelius, Sweden.

In most countries, national action plans outline objectives for training, although ambitions vary. In Norway, ministries are allocated responsibilities for training of certain sectors. According to the Danish action plan, the Ministry of Social Affairs and the Ministry of Justice shall undertake training of professionals. In Estonia, it is stated that the Ministry of Social Affairs shall organise two trainings per year for specialists and involve these in identifying training needs.[79]

In essence, training aims to provide knowledge and skills and expand and deepen proficiency. There appears to be a lot of criticism throughout all the countries covered in this report that training is insufficient, patchy, thinly spread and with no monitoring provisions in place. Finland has set up a working group under the National Steering Committee[80] which seeks to plan and monitor training to obtain a global overview. The effort is explained as follows: "According to the Plan of Action we shall monitor information, awareness raising and training. We are twelve in the group, each representing a stakeholder. At the end of the year, our effort will be evaluated".[81]

In the context of training, NGOs should be considered prominent stakeholders and information managers as they, in many countries, provide the majority of training. However, NGOs should not be expected to have systematic national coverage as their main concern. NGOs focus on selected target groups and have strategic – legitimate – interests in selected constituencies. This implies that NGOs should not be held accountable for patchy training; governments as duty-bearers should ultimately bear this responsibility.

It is important to consider the impact of training on developing a more systematic management of information on trafficking and especially trafficking in children. In this respect, specific training designed to deal solely with children and trafficking will undoubtedly make it easier to gather child professionals that do not work specifically with trafficking. The information they have is vital and raising their awareness on the topic will give them an impetus to share their data. As with all information management, the information available, building on data sets and data sources of various kinds, needs to be validated and collated in order to become useful. In the area of child

[79] Signe Riisalo, Estonia.
[80] The National Steering Committee comprises representatives from all actors involved with trafficking. It is headed by Ministry of Interior and holds a mandate on monitoring the National Plan of Action, each year issuing a monitoring report.
[81] Jouko Ikonen, Chief Inspector.

trafficking there is a distinct need for hitherto unknown incidences to be added to the knowledge-base.

Training is not one-size-fits-all applicable in all settings. New training needs arise, following the patterns of the ever-changeable trafficking phenomenon. In 2010, the surge in numbers of UAM has challenged not only the migration systems in the Baltic Sea region. The reception system faces serious challenges in absorbing and catering for UAM. New staff have been hired, many of whom lack information on trafficking and on vulnerability in children and young people in migration at risk of trafficking.

Training targeting professionals meeting with children generally emphasises the identification of child victims of trafficking. Due to the fact that examples of identified and confirmed child victims in the region are few the examples used on these occasions will often be the same case told in ways to suit the audience. This is an example of information management when too little data is accessible. The cases used are the least dubious ones, or so they are often portrayed, leading the audience to conclude that since they have never met children exploited in the commercial sex market, they do not meet with child-victims of trafficking. There are two sides to this: One is that the more intricate issues in the cases are lost as they are retold to different audiences. The other is that the specifics of the cases are adapted to fit the audience. This is a common way in which we all adapt our behaviour and our message to the people we are talking to and does not necessarily mean that the basic facts told are false, but it is undeniable that the facts of the cases are distorted in the process.

Training materials have been developed by a number of organisations. All appear solid but somewhat biased due to a particularly strong focus on identification and very little on how to handle information acquired during the course of your work and how this can be managed. Professionals in training will speak of the lack of clear guidance on how to forward partial information on events which do not fit into the regular framework of their activities. Often they do not know if this kind of information should be forwarded to their manager or not. As a result, much of this information stays with individual care workers or migration officials. Examples of information materials regarding child trafficking produced in the Baltic Sea Region can be found in Annex I: List of documents.

Good practices

According to Ms. Henna Mustonen, "All our Children", Finland, training in interviewing technique and skills for professionals who meet with and support asylum seeking minors might be as critical as knowledge on how to identify victims of trafficking, . Ms. Mustonen's NGO is about to launch a tool kit on caring for children in unaccompanied migration. They consider the care unaccompanied minors are met with after having been identified as victims of trafficking or as asylum seekers with a legitimate claim as "vital but often lacking in quality".

A Swedish film is also an example of good practice in this field. It is as important to address the frustration and the ethical dilemmas faced by the professional as it is to address the identification process itself. The training of newly employed professionals should also enable the insecurity, the dilemmas and the practical problems they will face to be discussed. A recent film produced by UNICEF Sweden: "Bogdan – can it be trafficking?" can be used as a starting point for such a discussion on these challenges. The film portrays a realistic situation, including problems encountered by police, social workers and prosecutors as they are faced with an ambiguous situation of a migrant boy that has committed a crime. The film is available on YouTube. It facilitates reflection processes rather than presenting rigid solutions. [82]

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[82] http://www.unicef.se/nyheter/2010/09/30/unicef-lanserar-film-om-manniskohandel-i-sverige

6. Organising information and mobilising professionals

Co-ordination and organisation constitute the core of information management. Co-ordination can be seen as a process of designing and establishing a structure for information flows. In designing the structure, a number of choices are made. As seen in chapter 2, such choices basically determine the *what* (issues selected), the *who* (sectors and agencies included), the *how* (means of dissemination), the *where* (local level stakeholders included) and the *why* (motives behind processing a certain piece of information). This section will look at different needs professionals may have in order for information to be accessible to them.

6.1. Professionals in information management

Professionals from Denmark, Norway and Finland, countries with established centralised systems, praised these systems in the interviews. In countries where no such centralised system is in place, professionals seldom voiced claims for national centralised cross-sector co-ordination during the interviews. In some countries co-ordination was described as only existing on paper. Someone who engaged in discussions in centralised structures for data collection was Hanne Ingerslev, Senior Advisor, Norway. She pointed to the fact that for such data to have any impact and for it to be made useful for protection purposes, it must be analysed and modelled for it to function as a guide for practitioners: "We need to look into how different child protection policies and guidelines in Denmark, Norway and Sweden may 'promote' certain forms of trafficking by the way in which they are structured."

Professionals were all enthusiastic about their own sector-specific circles some of which were simply an informal selection of colleagues. For information management to be effective, individual professionals involved in coordination need institutional backing from their managers and workplaces. This is why there is a need to secure functional feed-back and feed-forward mechanisms. It is the only way programmes counteracting child trafficking can be sustainable.

Professionals in informal groups and networks undertake a vital task in processing and organising information so as to be able to update each other. One such group could

be called the 'usual suspects', the few real experts in child trafficking who are known and referred to by a much larger community of professionals. Professional networks, including the more informal ones, are vital as they are fuelled by genuine enthusiasm and there are indications that such settings in particular allow for anecdotal narratives to be passed on and shared.[83] It is not possible to establish the extent to which information on cases or narratives is passed on to official structures in order for a validation process to start.

In summary, networks are vital but their efficiency could be enhanced if the anecdotal evidence shared is managed in such a way as to reach official structures. The outreach and scope of the networks are obviously limited to contingent private preferences.

Systematised information management and coordination is of importance in order to follow and manage pieces of information that will in many cases be fundamental in order efficiently to prevent trafficking in children. Efficient information management can only be achieved via national and centralised structures within stable institutional frameworks.

Centralised structures are seen as essential in order for professionals to navigate efficiently and governments should assume this responsibility. As stated by Kim Kliver from the Danish Police: *"The creation of the Danish Centre Against Human Trafficking (CMM) has been very good. The cooperation between the police and CMM is excellent and very focused."*[84]

In conclusion, regarding efforts to enhance and steer flows of information, two parameters in particular seem relevant: co-ordination and centralised systems at the national level, and the level of networking existing in a specific country.

6.2. Centralised structures

A recent UNODC report assesses the cooperation between NGOs and government structures in the Baltic Sea Region.[85] This report confirms the findings from the

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[83] Christina Heilborn, Sweden; Arthur Vaisla, Latvia; Gabriela Roszkowska, Poland; Morten Hjorth Jahnsen, Denmark and Henna Moustonen, Finland
[84] Interview with Kim Kliver, Director, National Centre of Investigations, Danish Police.
[85] UNODC. 2010. Human trafficking in the Baltic Sea Region: State and Civil society Cooperation on Victim's Assistance and Protection.

interviews conducted for this report, that the existence of national coordination on trafficking along with a high level of professional networking are important indicators for a more structured approach to prevention of trafficking. Only two countries in the region have centralised systems, Denmark and Norway. However, others have some co-ordination at central level, but no centralised system. The second parameter; the level of networking has not been possible to assess or exhaustively map due to the informal character of networking.

In 2007 the Danish government established The Danish Centre against Human Trafficking.[86] The centre is organised within the National Board of Social Services. It reports to the Minister of Gender Equality who is the minister responsible for the implementation of the Danish National Action Plan to Combat Trafficking in Human Beings 2007–2010.[87] The Danish Centre has been critical in the collection, compilation and dissemination of information from various actors. This has enabled operating and handling various datasets: the number of cases brought to court or reported to social services, trends and tendencies as well as reports commissioned by the centre from NGOs the centre liaises with. The Centre operates a telephone hotline that victims of trafficking and actors within the field can turn to in order to report suspicions and to seek assistance. Reviews of the impact of the hotline show that the vast majority of calls are from social workers seeking assistance in casework.

The Danish Action plan against Trafficking of Human Beings was externally evaluated in 2010 and the report from this evaluation states:
"An important result has been the establishment of the Centre against Human Trafficking (CMM). The Evaluation Team considers that the Centre should take a large part of the credit for the improvements in Denmark's response to trafficking and it is difficult to see how the protection activities undertaken would have achieved the same level of success without CMM's contribution." [88]

Norway also has a central co-ordination unit, the National Coordinating Unit for Assistance and Protection.[89] The unit is administered by the Directorate of Police but its advisory board includes civil servants from several ministries. The Coordinating Unit

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[86] The website of the Centre: http://www.centermodmenneskehandel.dk/in-english/about-us
[87] http://uk.lige.dk/files/PDF/Handel/Menneskehandel_4K.pdf
[88] COWI.2010: Evaluation of the Danish Action Plan Against Human Trafficking 2007-1010. P. 4. http://www.lige.dk/files/PDF/Handel/summary_evaluation_trafficking.pdf
[89] The website of the Coordinating Unit (in Norwegian): https://www.politi.no/strategier_og_analyser/strategier_og_tiltak/Tema_18.xml

assists in providing methods for identification of victims and for planning and mobilising assistance and protection services for victims of human trafficking. The Coordinating Unit, which is one aspect of the Norwegian Action Plan to Combat Trafficking[90], is organised in two groups: the Project Group and the Reference Group. The Project Group consists of representatives from Ministries and public bodies, including police. The Reference Group has representatives from all governmental and non-governmental organisations and institutions involved in combating trafficking. The Coordinating Unit has established regional groups across Norway in order to secure the flow of information to and from national and local level.

Finland has recently boosted their central activities against trafficking. One measure in establishing a more centralised structure is the recent launch of a website gathering all relevant information about trafficking in Finland in one place.[91] Finland has, as the only country in CBSS, established a National Rapporteur on Trafficking in Human Beings as an independent institution based within the institutional framework of the Ombudsman for Minorities.[92] Unlike Denmark and Norway where the national co-ordination is either a part of the governmental system or, as is the case in Norway, closely linked to the civil service, the National Rapporteur in Finland has an independent status and reports directly to the Finnish parliament.

Good practice at the overall level has been defined by two parameters: Centralised national structures and a number of active networks consulted by the central national structure. The countries that have been looked at could roughly be divided into categories considering the central co-ordination, regional and local input and the existence of dynamic professional networks in the field. [93]

Denmark and Norway both have a national centralised unit with national coverage where local and regional structures are involved in the information flow. Professional networks exist and are involved in the information process.

[90] Norwegian Action Plan: Stop Human Trafficking. http://www.regjeringen.no/upload/BLD/Rapporter/2010/cedaw_rapporten/Annex_18.pdf
[91] Finnish website: http://www.ihmiskauppa.fi/haetko_tietoa/in_english
[92] Duties and powers of the National Rapporteur: http://www.intermin.fi/intermin/vvt/home.nsf/pages/B18A77703165A335C22576C500365E8F?opendocument
[93] See also United Nations Office on Drugs and Crime (UNODC). 2010: Human Trafficking in the Baltic sea Region: State and civil society cooperation on victim's assistance and protection.

In Finland and Poland there is national coordination which in the case of Finland has just been established. The coordination does not however reach into regions across the two countries. The national co-ordination is independent in Finland and in Poland run by the Ministry.

In Sweden, Estonia and Latvia there is some national co-ordination but a lack of structured regional/local approaches to information management. Professional networks assist in the dissemination of information but they are not involved in the national co-ordination in a structured way.

In Lithuania and Germany there is presently no national co-ordination. In Lithuania it is claimed that a system fo national co-ordination exists but some professionals claim that it is not functional. The networks are not involved in national co-ordination. In Germany the federal structure makes national central co-ordination difficult. Some exist and so do networks.

This very rough categorisation shows that all countries have a level of co-ordination but that the management of information and the involvement of regional structures have come further in Norway and Denmark. It also indicates areas for improvement.

The UNODC/CBSS report "Human Trafficking in the Baltic Sea Region: State and civil society Cooperation on victim's assistance and protection" makes the observation that among the CBSS countries only Norway and Denmark have national co-ordination in place. It is mentioned that Sweden has the so-called "National Support Operations against Prostitution and Trafficking" and that proposals for national co-ordination are on their way in Latvia and Lithuania. National co-ordination in Finland is not mentioned, but with the recent introduction of a single state-run website on trafficking and, not least, the establishment of an independent National Rapporteur, it is deemed that co-ordination and information management on a national level is in place. [94]

An integral part of the police and judicial structures is a well-functioning exchange of information within all CBSS countries. There is a reporting system related to the police authorities on investigated cases by virtue of which knowledge of one case of trafficking in one part of the country is made visible elsewhere. The police authorities

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[94] UNODC/CBSS: "Human Trafficking in the Baltic Sea Region: State and civil society Cooperation on victim's assistance and protection," p. 16. http://www.unodc.org/documents/human-trafficking/CBSS-UNODC_final_assessment_report.pdf

as part of Europol[95] have good information-sharing across borders both in the region and with Europol.

In conclusion: All professionals interviewed in Denmark and Norway agree that the establishment of a national co-ordination unit has had a significant impact and that it improves the fight against trafficking. They further praised the improved efficacy as national co-ordination enables a more comprehensive flow of information both between levels and across different sectors. In Finland, the appointment of a National Rapporteur is quite recent, but the first report from the institution has initiated a valuable and necessary debate according to all Finnish interviewees.[96] "The report from the National Rapporteur is a genuine, well founded report that has generated a sound debate. It is recognised by us all, from Immigration Services to NGOs"."[97]

> **Good practice**
> The National Centre Against Human Trafficking in Denmark has set up a co-ordination system reaching out to the county/local level. Besides the National Reference Group, six regional groups cover all Danish counties. Regional groups consist of representatives from all relevant sectors and from the local municipalities in the area. The regional groups meet every three months and the functionality of the groups is the responsibility of the national centre which ensures streamlining and that the relevant information flows from one region to another. These local groups may differ in their composition as the aim is to adapt and to comply with local demands and differences. This adaptation to local circumstances ensures that the regional groups function optimally. One important task for the regional groups is to enhance the capacity within the municipalities in relation to the identification of and the subsequent processing of cases of suspected trafficking.

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[95] Trafficking in Human Beings – A Europol perspective: http://www.europol.europa.eu/publications/ Serious_Crime_Overviews/Trafficking%20in%20Human%20Beings%20June%202009.pdf
[96] Vähemmistövaltuutetti: Report 2010: Trafficking in Human Beings, phenomena related to it, and implementation of the rights of human trafficking victims in Finland. The Finnish National Rapporteur on Human Trafficking.
[97] Marjo Mäkkelä.

6.3. Informal networks

In all the CBSS countries there are a number of more or less informal networks consisting of persons from various sectors, especially among civil society organisations and social workers. It is, however, only in Denmark and Norway that such networks are part of a formal government-run structure. The UNODC/CBSS report concludes that networking in Denmark and Norway is well organised as a result of national co-ordination, with structured, regular meetings. In the other CBSS countries meetings take place "a few times a year" or "as needed."[98]

Besides the National Contact Point structure described below in section 7 and the two involved Expert Groups of the CBSS[99], there is no formal cross-border networking in the CBSS region within the social sector. Some of the NGOs have their own networks, but the tendency is that the focus on trafficking of children is supplanted by a more general focus on the rights of children in migration.[100] This is the case with Save the Children organisations in the Nordic countries.[101]

The information sharing in the informal networks in the CBSS countries results in information being passed around in a somewhat uncoordinated and patchy manner. The value of networks, formal or informal, single-sector or multi-sector, local or national should be recognised as it is an important addition whereby specific information and policy is generated and shared. Networks are often propelled by social indignation and a political drive related to the issue of trafficking in children – in some cases also fuelled by the fact of being part of an avant-garde movement due to the character of the issue. This may be the case with some of the 'usual suspects', some of whom will stay involved for years. They become real experts and are renowned for their expertise.

[98] UNODC/CBSS: "Human Trafficking in the Baltic Sea Region: State and civil society Cooperation on victim's assistance and protection," p. 22. http://www.unodc.org/documents/human-trafficking/CBSS-UNODC_final_assessment_report.pdf

[99] EGCC and the Task Force Against Trafficking in Human Beings – TFTHB www.cbss.org/Civil-Security-and-the-Human-Dimension/the-task-force-against-trafficking-in-human-beings-with-focus-on-adults

[100] Only a few NGOs have institutionalized networking across borders. There are Pro Centers (NGOs supporting prostitutes) in most Nordic countries. Jaana Kauppinen from the Finnish Pro Centre accounted for good and stable cooperation for years.

[101] Lars Lööf, Sweden, and Vibeke Lubanski, Denmark.

7. Information flow across borders: An example of a regional system

Trafficking in children is a truly international phenomenon. This is often repeated and almost a truism. Some would argue that the international level has obscured that aspect of trafficking which occurs within countries. The cross-border manifestations of trafficking are addressed by a number of supranational structures. One such at a regional level is the Council of the Baltic Sea States with its Expert Group for Cooperation on Children at Risk, EGCC. The CBSS Secretariat hosts the Children's Unit and also the Task Force Against Trafficking in Human Beings, TFTHB, fighting trafficking of adults. The EGCC is the only stakeholder with a regional agenda on issues of children and young people and the ways in which they come to harm. The EGCC, through the Children's Unit, functions as a facilitator of information flows in various ways and constitutes an official structure and a system that holds a particular strength. A strength much like the national systems described in the previous chapter that are highly acclaimed for being well established and visible.

CBSS, through the EGCC, has become part of a vast international framework with a selection of actors within the field of child trafficking. Numerous international organisations play a role in addressing the issue with the UN system as the body behind conventions and protocols and the EU as the most important player within the field of policy-making and legal frameworks in Europe. Specialised UN-organisations like the International Organisation for Migration (IOM), the International Labour Organization (ILO), UNICEF and OSCE, an organisation to which all CBSS member states are affiliated, play significant roles. International networks of NGOs like the Save the Children Alliance, Terre des Hommes and ECPAT International have played important roles in relation to children at risk of trafficking.

With the EGCC within the CBSS working at regional level vis-à-vis a number of other international actors the best possible collaboration can be pursued. On the one hand to avoid any form of duplication of activities and on the other to ensure targeted information compilation and exchange for the benefit of professionals working in the field and, ultimately, to the benefit of the children at risk of being trafficked.

The EGCC and the Children's Unit is a platform with a number of entry points. The group does not only work on trafficking but also on challenges related to the wider pool of children at risk of abuse, violence and exploitation. A particular strength is that the group organises its programmes and interventions so that these include representatives at government level. This inclusion is ensured by the EGCC which decides on actions to be taken within the co-operation. The EGCC consists of representatives of ministries responsible for children's issues in the member states. This also includes the issue of children at risk of trafficking. In each of the Member States of the CBSS except Russia and Germany we find the NCP – the National Contact Point for Unaccompanied and Trafficked Children. Ukraine and Belarus have both appointed such NCPs as they are part of the implementation of the EGCC's work against trafficking in children. As the role of the NCP is subject to a review as an inherent part of mapping out systems of information management in the region, the NCP system in the following will be given a brief examination.

7.1 The role of the National Contact Points

It is stated in the IMPT project application that: *"The network of National Contact Points, NCPs,[102] in the CBSS member states are naturally important stakeholders in this chain of information and may be the node through which the relevant information passes."* Further, on the Childcentre website it is stated that: *"National Contact Points should be used in order to find the best way of bilateral and multilateral cooperation in cases of unaccompanied and trafficked children. The National Contact Points should be used when no other contact is available."* The NCP structure was established as part of an endeavour to amplify and strengthen the focus on children in relation to trafficking.

At the first NCP meeting in 2003 the NCPs discussed their role and defined two potential tasks, albeit not mutually exclusive: (i) to engage in case work, and (ii) to function as a *highway for information and a gate-opener* into the particular national context. No NCP is engaged at the level of casework. Assessing their role as *'highways of information'* and *'gate-opener'* to the various national contexts, it should be observed that basically a *highway of information and a gate-opener* represent quite different functions even if both roles are prominent among NCPs.

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[102] NCPs are appointed by the respective governments "to assist and coordinate questions and requests for information having to do with unaccompanied and trafficked children." (www.childcentre.info)

NCPs are placed in different ministries.[103] NCPs investigated considered the task as NCP only to constitute a small part of their total workload. For some, the task of being an NCP is stipulated in job descriptions and contracts while for others it is just an oral and more informally agreed assignment.[104] There are great variations in how the NCP is involved in each country's national co-ordination structures. Some governments have coordination among Ministries, for example Sweden, which is led by the NCP. [105]

Limitations of this kind have implications for the ability of NCPs to pursue a role of being a *highway for information and gate-opener.*[106] Due to insufficient resource allocation NCPs have very limited time to retrieve information and to engage in collaboration within existing trafficking fora something which would otherwise nurture their professional networks and deepen their proficiency with regard to the issue.

The original idea of benefitting from NCPs as highways of information has to some extent been achieved – even though it is mostly a one-way highway. It would be a well-placed effort to reinforce communication and to make, synergise and enhance the flows of information. This necessarily needs to be orchestrated by the EGCC through the Children's Unit. However, in this regard the limitations in resources of this small office become apparent.

The role as NCP easily becomes an isolated task, which implies that NCPs should be motivated by acknowledgement of the role they play. NCP training and co-ordination meetings cater for such recognition and should be undertaken on a regular basis. There is a high turnover among NCPs which suggests that the opportunity for face-to-face meetings provided by co-ordination meetings and training events is even more essential. New NCPs need to be introduced and meetings always facilitate collaboration and networking. This would assist the EGCC to keep the NCP system alive. To make such seminars a priority for busy NPCs it is important that meetings are called in good time and that they result in valuable outcomes. Seminars must be: *"…focused and provide*

[103] For the nine countries part of this study, four are placed in Ministries of Interior, three in Ministries of Social Affairs, one in the Ministry of Justice and one in the Ministry of Education.
[104] NCPs assess official allocation of time to pursue the task as NCP to range from "close to Zero" to 20% of total time available.
[105] Maria Nordin Skult, Sweden.
[106] Some NCPs, from Sweden and Latvia, for instance, have received a few requests from other NCPs or governmental representatives from CBSS countries; examples of NCPs acting as gate-opener.

new and applicable knowledge and tools".[107] To keep awareness high, the system may boost the NCP identity now and again. A number of NCPs called for more communication and information in the form of small, filtered and targeted bits of information now and then. In particular, filtered and timely information to notify them of vital official data and reports would be appreciated, as they will often not be in a position where they automatically notice such information. In return they would be able to collate national reports and send these to the Children's Unit. Only a few NCPs asked for anecdotes and narratives to be passed around even though some would appreciate it as a part of shared information along with a much higher level of activity and involvement.[108]

NCPs within the EGCC co-operation are considered a valuable tool, however at present suffering from limited opportunities and mechanisms to engage with the collection of information on a national basis and to ensure that information flows across borders.[109] Despite its weakness it is vital to maintain a structure of national representatives on child trafficking. The EGCC is presently assessing its national representation but judging by the interviews with national stakeholders, this report can say that the NCPs as a structure with the specific aim of providing a point of contact in individual cases are a vital instrument. As trafficking in children and the prevention of trafficking in children become more an issue of looking at contexts where children may suffer exploitation as the protection of children is weak, it is logical to consider having one entry point to a country for issues concerning children at risk. Information on trafficked children can thus be merged with information on children in abusive or exploitative contexts, moving away from the specifics of "trafficking" and towards a more comprehensive rights-based approach where trafficking is one crime that children may be victims of. National representatives are valuable as gateways to the Ministerial level; questions and referrals are noticed within the governmental administration. This brings validity and weight to the regional co-operation as such and adds to the view of the countries as putting weight behind the political declarations on the importance to fight all forms of human trafficking. The regional co-operation would benefit from a strategic boost in order to re-vitalise the NCPs' role as *highways of information*.

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[107] Tiina Palonen-Roihupalo, Finland (Helsinki, August 2010)
[108] Lasma Stabina, Latvia
[109] The viewpoint of the consultant, based on interviews with a number of NCPs

7.2. CBSS as regional convenor for professionals

CBSS and the EGCC should continue to pursue the role of convenor and intensifier and continue to create opportunities and make space for face-to-face meetings for professionals in the region. The EGCC funds and arranges various seminars and conferences, hence tapping into a significant demand among professionals. There is a fundamental and continuous call for transfer of information within the field of protecting and responding to children at risk and, specifically, for children at risk of trafficking. In particular staff groups working directly with children praise the opportunities to meet with colleagues from neighbouring countries to learn about approaches, methodologies, guidelines, cases and new tendencies. In the interviews, border guards and migration officers in particular praised the collaboration, as proximity was seen as vital. It was clear during the expert seminars that the information about certain trends in one country was considered highly valuable and in some cases a real eye-opener for persons from other countries. Due to the field being highly changeable, protection of children requires up-dated information and the opportunity to come together and construct new knowledge along with others in face-to-face meetings. *"Other professionals may have a number of cooperation opportunities at international level – for us working as Border Guards, the regional perspective and the proximity in the Baltic Sea area makes cooperation meaningful and efficient, facilitating mutual exchange of intelligence. For us the regional level is key."* [110]

In conclusion, the EGCC plays a vital role as a regional amplifier and convenor. Not least does it hold a prominent role with regard to professionals engaged with children at risk of trafficking at the regional level. This was summarized in the following way in one of the expert seminars: *"Systems to facilitate information flows are vital, and the EGCC has organised a considerable number of events and meeting in order to facilitate discussions and information addressing various issues such as child rights violations linked to trafficking and exploitation, new trends, various return systems and other issues."* [111]

[110] Interview with Veisturs Bredikis, Latvia.
[111] Ms. Anniki Tikerpuu, Estonia.

8. Information management: Concluding remarks

Throughout the process of collating data for this study, hundreds of small pieces of information were handed over and a number of issues were raised. Virtually all of them require further exploration. This is not possible due to the limited scope of the report. We will cluster some of it into two main challenges: First, the challenge linked to the status of trafficking – what happens to our ability to mobilise public opinion and political action on the issue of child trafficking if the phenomenon is considered as one aspect of child exploitation and is linked to the different ways children come to harm, rather than a phenomenon in its own right? How does that affect our ability to grasp and process pieces of information? Second, and linked to the diversity involved (countries, sectors and systems of information management and collaboration differs immensely) how do we best compare and conclude on good practices of a more generic and transferable character, as systems, culture and traditions vary considerably?

8.1 Trafficking in the light of conceptual changes

There are indications that conceptual clarity on trafficking is fading, which may have particular implications on child trafficking. The definition is being revisited in some Scandinavian countries.[112] Another example is from the UN.GIFT seminar in Cairo, Egypt, on the 11th and 12th of January 2010: *"All experts acknowledged that there is ambiguity in the current use of the definition of trafficking for the purpose of research. The difficulty of using the Palermo Protocol definition uniformly for research purposes means that researchers often need to use a wider definition to identify trafficking cases. The experts think that from a research perspective it often makes sense to start with a broader definition of trafficking and include a spectrum of softer and more severe forms of exploitation and trafficking-like practices in their fieldwork. Therefore, although the experts recognized the importance of using a definition of trafficking, which was in line with the Palermo Protocol, they also recognized the importance of conducting studies, which take a broad focus and study "trafficking-like" situations. This is because it is not always easy for researchers to establish at the outset of a project that trafficking is taking place according to the internationally agreed legal definition".*

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[112] This was indicated at a UN.GIFT expert meeting in Cairo in 2008. This is also the preliminary finding by the ongoing UNICEF Innocenti study on Child Trafficking in the Nordic countries.

This has bearing on information management. Information management is basically communication, and lack of conceptual clarity hampers our ability to identify and share an understanding of the pieces of information we wish to pass on.

Trafficking is a very complex phenomenon which should be analysed as a part of a process. If definitions and indicators become difficult to distinguish from other forms of exploitation, the level of sophistication will hamper our ability to mobilise sufficient support from both professionals and the wider public.

8.2 Summing up: Good practice in Information Management systems

This study has identified a number of challenges for the countries in the region when it comes to implementing a system of information on children at risk of becoming victims of trafficking. The study has looked at some issues and concepts that are not yet agreed upon by stakeholders and it has also shown that information comes in different forms. An information system needs to be able to pick up details from a variety of sources and different groups of professionals. If this information is managed it will present a more comprehensive picture that can assist national, local and regional actors to respond effectively. The report suggests that such a system would need to be a sophisticated and centralised national structure, but at the same time founded in local municipal practices. The report has looked at the Danish system and the Norwegian system with interest. Both of these are models prioritising the identification of victims for the purpose of their protection, and the co-operation between actors on the national level in order to protect victims and prosecute perpetrators. Independently the two models have come to the conclusion that protecting victims of trafficking and prosecuting the traffickers require more than the identification of indicators on who may be a victim of trafficking. Dynamic models have been set up; concerted models of co-operation where the local municipalities along with governmental and non-governmental organisations and agencies have been called upon to contribute with the information and intelligence they have. The report sees these two models as worthy of replication in other countries. The particular feature making these models interesting is their ability to compile and process existing data and information as it has systematised its outreach also to the local level. The information collected can then be fed back to the local level through the systems that generated the pieces it builds on thereby allowing agencies and organisations to act on a more solid basis.

As a supplement to the centralised system we have in this report advocated the facilitation of informal groups and networks. Such groups may cater for sector-based co-operation on the local or even regional level, or they may be multi-agency and cross-sector groups. These groups are often fuelled by strong commitment where particularly specialised information or anecdotal narratives are first presented. We have argued that this kind of information, individual cases, anecdotes and narratives, pose a challenge and need to be treated respectfully and with care since they are powerful. With a central structure in place, triangulation of bits of information is made possible and can lead to phenomena being systematically scrutinised, thus avoiding unsubstantiated anecdotes fuelling popular myths and hampering possible misconceptions. Two examples of how this can be done are the Danish study on Au-pair girls in Denmark and the Norwegian recent study on young Afghan refugees.

For information on suspected cases of trafficking where the victim may be a person below the age of 18 there are in many countries in the region a similar situation. Frequently these cases are never filed. Police and social workers, especially outreach workers, are central when collecting "maybe-information" through contacts with key informants. Police officers are very important as they receive a large chunk of "maybe-information", such as inquiries on whether an allegation or a certain suspicion should be taken seriously or if information from a victim is sufficient for prosecution. Such information will in many cases never be registered and when it is, it is only accessible to other police agencies in the same country.

We found that in some countries and contexts there are challenges linked to collaboration and information flows between sectors. Sectors differ in that they are influenced each by their specific agenda and professionals have diverging objectives. Kristina Mišinien , Caritas, Lithuania, has throughout the process focused on this issue: *"It is extremely difficult and a main challenge, we face in working with child trafficking. Multi sector co-operation is necessary, yes we all know but in reality it is very hard to bridge the divisions in approach. NGOs and official state actors have a dispute regarding numbers of trafficked children. NGOs are frustrated when co-operating with police since implementation of laws is lacking in terms of convictions and punishment."*

It is vital that all sectors involved with children at risk of trafficking come together and share information. It has a significant negative impact if certain groups are excluded from the information loop. In some countries, NGOs can easily become marginalised because of this. Knowledge is not an absolute – it is a construct. ´Construction´ of knowledge is a socially defined phenomenon and a result of collaborative action – also when it comes to the issue of children at risk of trafficking.

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- Nobody's Child Foundation, Poland: "Children are not for sale – a Polish awareness raising campaign" with strong elements on how to identify victims.[113]
- Centre of Migrant Research Poland: "The identification of Victims in Poland – selected aspects." [114]
- KOM Norway: "Guide to identification of possible victims of trafficking." [115]
- Centre Against Human Trafficking Denmark: "Human trafficking: Definition and identification." [116]
- UNICEF Sweden: "Could it be human trafficking?" [117]
- Government of Latvia: "Identification mechanisms." [118]

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[113] http://webcache.googleusercontent.com/search?q=cache:LjXlj5wX8oEJ:www.childcentre.info/projects/traffickin/education/poland/dbaFile11755.doc+poland+identification+trafficking&cd=1&hl=da&ct=clnk&gl=dk
[114] http://web.natur.cuni.cz/ksgrrsek/eurocore/illegal/prezentace/Prague%20PD.ppt
[115] https://www.politi.no/vedlegg/rapport/Vedlegg_41.pdf
[116] http://www.centermodmenneskehandel.dk/for-fagpersoner/meneskehandel-definition-og-identifikation
[117] https://www.unicef.se/assets/kan-det-vara-mannisohandel.pdf
[118] http://www.trafficking.lv/index.php

Annex II:
List of interviewed persons

EGCC
Mr. Lars Lööf, Head of Children's Unit, Council of Baltic Sea States Secretariat

Denmark
Ms. Anette Hammershøj, National Contact Point, Ministry for Social Affairs
Ms. Hanne Mainz, Danish Centre against Human Trafficking (CMM)
Mr. Kim Kliver, Director of National Centre of Investigations, Danish National Police
Mr. Casper Smidt, Project Coordinator, Danish Red Cross
Mr. Morten Hjorth Jahnsen, Save the Children Denmark
Ms. Lise Bruun, SCEP (Separated Children in Europe Programme)
Ms. Inger Neibull, Head of Section, Save the Children Denmark
Ms. Michelle Mildwater, Daily Leader, HopeNow
Ms. Anne Brandt Christensen, Chairperson, HopeNow

Estonia
Signe Riisalo, National Contact Point, Specialist, Children and Family Unit, Ministry of Social Affaires
Kati Valma, Social worker
Lea Pähkel, Senior Prosecutor, Juvenile Crimes Department
Ruth Soonets, Doctor, Tartu Child Support Centre
Malle Roomeldi, Psychoteraphist, Tartu Child Support Centre
Kärt Käesel, School Psychologist, Estonian Union of Child Welfare

Finland
Ms. Tiina Palonen-Roihupala, National Contact Point, Senior Adviser, Ministry of Interior
Mr. Tero Mikkola, Senior Adviser, Migration Department, Ministry of the Interior
Mr. Jouko Ikonen, Chief Inspector, National Bureau of Investigation, Human Trafficking, Intelligence Police
Ms Marjo Mäkelä, Senior Adviser, Finish Immigration Service
Ms. Kukka Krüger, Head of Section, Asylum Unit, Finnish Immigration Service
Ms. Venla Roth, Senior Officer, Office of the Ombudsman For Minorities
Ms. Jaana Kauppinen, Pro-tukipiste ry (NGO)
Ms. Henna Mustonen, Project Manager, All our Children NGO

Latvia
Mr. Dimitrijs Trofimovs, National Contact Point, Director, Ministry of the Interior
Mr. Sandis Barks, Senior Desk Officer, Ministry of interior
Ms. Lasma Stabina, Senior desk officer, Ministry of the Interior
Ms. Lauris Neikens, Senior desk officer, Children and Family Department, Ministry of Welfare
Ms. Jelena Kaminska, Prosecutor, Office Combatting Organized Crime
Mr. Arturs Vaisla, Head, Organized Crime Enforcement, State Police

Mr. Viesturs Bredikis, Chief of Removal Service, Latvian Borderguard

Mr. Edgars Jakubauskis, Latvian Borderguard

Ms. Sandra Zalcmane, Chairman, Drosa Maja Asylum Safe House

Lithuania

Ms. Rimante Salaseviciute, Ombudsman for Children Rights

Ms. Kristina Misiniene, Coordinator, Caritas Lithuania

Mr. Evaldas Karmaza, psychologist, NGO Child House (Vaiko Namas)

Norway

Mr. Per-Aubrey Bugge Tenden, Advisor, Min. of Children, Equality and Social Inclusion, Nat. Contact Point

Ms. Birgitte Ellefsen, Head, KOM (Koordineringsenheten mot Menneskehandel)

Ms. Hanne Ingerslev, Senior Advisor, Children, Youth and Family Unit

Mr. Sven-Erik Nagelgaard, Police Superintendent, National Criminal Investigation Service

Ms. Maria Althe, IOM-Norway, International Organization for Migration

Ms. Anna Olofsson, Deputy Head, Kirkens bymisjon (NGO)

Ms. Tone Salthe, Asylmottak (Reception of asylum seekers)

Ms. Ann-Cathrin Marcussen, Solicitor

Ms. Line Ruud Vollebæk, Head of LOSU (Landsforening for Opsøgende Socialt Arbejde)

Poland

Ms. Aneta Suda, Expert, Unit for Trafficking Human Beings, Ministry of Interior and Administration

Ms. Stana Buchowska, National coordinator, La Strada Foundation

Ms. Gabriela Roszkowska, Nobody's Child Foundation

Ms. Agnieszka Kosowicz, Polish Migration Forum (Foundation)

Ms. Justyna Frelak, Head, Migration and Development Policy Programme, Institute of Public Affairs

Ms. Maryla Koss-Goryszewska, Researcher, Institute of Public Affairs

Sweden

Ms. Maria Nordin Skult, National Contact Point, Ministry of Justice,
Division for Migration and Asylum Policy

Ms. Karin Norlin Bogren, Head of Section, Youth Forum

Ms. Charlotta Thorelius, Head of Section, Socialjouren

Mr. Peter Granners, Detective Inspector, Border Police Department, Investigations Unit

Mr. Patrick Cederlöf, National Coordinator against prostitution and human trafficking

Ms. Christina Heilborn, Senior Child Rights Officer, UNICEF

Ms. Emma Kristiansson, trainee, UNICEF

Dr. George Joseph, Migration Expert, Caritas and Catholic Church of Sweden

Ms. Ingrid Åkerman, Private Consultant, former CBSS expert

Annex III:
List of participants in
Expert seminars

Expert Seminar, Vilnius, 24th to 25th of March 2010
Mr. Morten Hjorth Jahnsen, Save the Children, Denmark
Ms. Pernille Matejka Ploug, midwife, Copenhagen University, Denmark
Ms. Maja Christensen, social worker, Frederiksværk Crisis Centre, Denmark
Ms. Niracha Srinakron, Cultural mediator, Copenhagen municipality, Denmark
Ms. Signe Riisalo, chief specialist, Min. of Social Affairs, Estonia
Ms. Lemme Haldre, Head, Tartu Child Support Centre, Estonia
Ms. Liia Kilp, Social worker, Police Child Protection Service, Estonia
Mr. Markus Klein, Hilfe für Junge, Berlin, Germany
Mr. Arturs Vaisla, Head of organized crime dep. XXX police
Ms. Vineta Polatside, Member of the Board, Shelter "Safe House"
Ms. Anastasija Mihailova, Senior Inspector, State Inspectorate for protection of children
Ms. Kristina Misiniene, project coordinator, Caritas, Lithuania
Ms. Evaldas Karmaza, Director, NGO Child House
Ms. Giedre Uleviciute, Chief specialist, Public security police dep. Min. of Interior, Lithuania
Ms. Odeta Tarvydiene, Director, State Child Rights Protection, Min. of Social Security
Ms. Ruta Pabedenskiene, Senior specialist, Children & Youth div., Min. of Social security
Ms. Asta Sidlauskiene, Senior specialist, Children & Youth div., Min. of Social security
Mr. Evaldas Karmaza, Director, NGO Child House
Mr. Svein Mosige, Research Director, Norwegian Social Research (NOVA)
Ms. May-Len Skilbrei, Managing director, FAFO, Inst. For Appl. Int. Studies, Norway
Ms. Birgitte Ellefsen, Project Manager, National Coordinating Unit for VOTs
Ms. Charlotta Thorelius, social worker, Stockholm emergency Social burau, Sweden
Ms. Maria Stensson Andersson, social worker, Barncentrum City, Sweden
Ms. Annette Danielsen, Consultant
Mr. Lars Lööf, Head of Children's Unit, CBSS

Expert seminar, Copenhagen, 15th to 16th of June 2010
Ms. Lemme Haldre, Head, Tartu Child Support centre, Estonia
Ms. Pille Teder, Tallin Child Support centre, Estonia
Ms. Signe Riisalo, Chief specialist, Min. of Interior, Dep. of children and family, Estonia
Ms. Sandra Zalcmane, Expert from the society „Shelter" Safe House
Ms. Anželika Alika, State Border Guard, chief inspector
Ms. Kristina Stonyte, Caritas Lithuania
Ms. Beatrice Bernotiene, Refugees Reception Center, Deputy director, Lithuania
Ms. Audrone Bedorf, Adviser of the Ombudsman for Children, Lithuania

Ms. Tone Salthe, Human Trafficking Team, Norway

Ms. Cecilie Øien, Research Director Fafo, Norway

Mr Marcus Johansson, Sweden

Ms. Gunnel Svedberg, Expert, Verksamhetsområde Mottagning, Sweden,

Ms. Marjo Kaarina Mäkelä, Finnish Immigration Service

Ms. Mari Pyy, Head of family group home

Ms. Katarzyna Ejdys, Nobody's Children Foundation, Poland

Ms Stana Buchowska, Head La Strada Foundation, Poland

Mr. Thomas Gittrich, Germany

Mr. Morten Hjorth Jahnsen, Save the Children, Denmark

Ms. Lise Bruun, SCEP, Denmark

Mr. Casper Smidt, Red Cross, Denmark

Ms. Astrid Nybro, Save the Children, Denmark

Ms. Annette Hammerhøj, National Contact Point, Denmark

Mr. Mikael Bjerrum, Consultant

Ms. Annemette Danielsen, Consultant

Mr. Lars Lööf, Head of Children's Unit, CBSS

Expert seminar, Tallin, 14th to 15th of September 2010
Ms. Ann Susanne Dueholm, Police Officer, Danish National Police

Ms. Vibeke Lubanski, Save the Children, Denmark

Ms. Tine Lindebjerg, Consultant, Danish Centre Against Human Trafficking

Ms. Signe Riisalo, Chief Specialist, Min. of Social Affairs, Dep. Of Children and families, Estonia

Mr. Anu Baum, Chief specialist, Estonian Police

Ms. Lemme Haldre, Head, Tartu Child Support Centre

Ms. Malle Roomeldi, Tartu Child Support Centre

Mr. Tarmo Areng, Leading Crime Officer, Police and Border Guard Board, Estonia

Ms. Sandra Zalcmane, Representative, Association "Patverums Drosa Maja," Latvia

Mr. Arturs Vaisla, Styate police chief, Organised Crime Enforcement Dep., Latvia

Ms. Kristina Misiniene, Caritas Lithuania

Ms. Audrone Bedorf, Consultant, Children's Rights Ombudsman, Lithuania

Ms. Kristina Stepnova, Save the Children, Lithuania

Ms. Kjersti Fykse, Police officer, Section for organized crime, Norway

Ms. Aneta Suda, Expert, Migration Policy Department, Min, of Interior and Administration, Poland

Ms. Barbara Lech, La Strada Foundation, Poland

Mr. Maciej Romanowski, Member of Central team combating trafficking, Polish Police

Ms. Johanna Ek Westerlund, Social Worker, Stockholm, Sweden

Ms. Katarina Junestedt, Detective Inspector, Swedish Border Police

Ms. Annemette Danielsen, Consultant

Mr. Lars Lööf, Head of Children's Unit, CBSS

The Expert Group for Cooperation on Children at Risk, EGCC

The Expert Group for Cooperation on Children at Risk, is a group of senior officials from the ministries responsible for children's issues in the member countries to the CBSS and the European Commission. Member countries are: Denmark, Estonia, Finland, Germany, Iceland, Latvia, Lithuania, Norway, Poland, Russia and Sweden.

The EGCC identifies, supports and implements cooperation on children at risk between countries and organisations in the region. It also examines and reviews areas of concern with regard to children, as identified by its network of National Coordinators and experts. Based on these findings the EGCC adopts programmes and implements actions within areas of concern. Activities and programmes are carried out together with national authorities, agencies and organisations in cooperation with regional and international organisations.

Prioritised areas for the the EGCC are:
• The protection of children from all forms of sexual exploitation
• Unaccompanied and trafficked children
• Children abused by being offered money or other forms of remuneration in exchange for sex
• Children and online sexual exploitation
• The protection of children from all forms of sexual abuse and sexual violence
• The rights of children in institutions and in other forms of out of home care

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