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Second report of the Inter-Departmental Ministerial Group on Human Trafficking

October 2013



Second report of the Inter-Departmental Ministerial Group on Human Trafficking

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by the Secretary of State for Home Department
by Command of Her Majesty

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Foreword



This is the second report of the Inter-Departmental Ministerial Group (IDMG) on human trafficking – the Group with responsibility for overseeing and assessing the UK’s efforts to tackle human trafficking and modern slavery.

Since the publication of the first report in October 2012, the UK has taken a number of significant steps to strengthen its response to this terrible crime, including in the three areas identified in last year’s report: data, training and awareness, and coordination of prevention activities. But there is still much more to do. The Centre for Social Justice published a comprehensive report, *It Happens Here*, earlier this year which highlighted a number of areas where the UK response could be further strengthened. The UK Government has responded positively demonstrating a continued commitment to tackling the unacceptable abuse and exploitation of men, women and children in our society.

On average three potential victims are referred to the UK’s National Referral Mechanism every day by our front-line professionals and non-governmental organisations. This number continues to increase and, whilst I am pleased that our concerted efforts to raise awareness of human trafficking are showing results, we must do more to tackle the traffickers and prevent this crime from happening in the first place.

The National Crime Agency (NCA) will help us to do that. Its establishment earlier this month not only draws together our intelligence and

expertise in this area, it strengthens and galvanises the good work already underway by law enforcement agencies and their partners across the UK and internationally. The NCA draws on a wide range of capabilities to lead the UK’s fight against serious and organised crime. It will prioritise bringing the criminals involved in human trafficking to justice and will have a powerful intelligence hub that will allow experts to share vital information that will lead to prosecutions and convictions.

In Scotland, the formation of Police Scotland and the National Human Trafficking Unit has supported the coordination of intelligence and information as well as awareness raising opportunities. This is strengthened by its links with the NCA. While the NCA’s role is different in Northern Ireland, it will be represented on the Northern Ireland Organised Crime Task Force Immigration and Human Trafficking subgroup which tackles human trafficking.

The UK Government’s recently published Serious and Organised Crime Strategy sets out how the Government intends to cut serious and organised crime. Human trafficking is always an extremely serious crime. In some of its manifestations it is also organised. The Serious and Organised Crime strategy reflects the CONTEST 4P framework, developed for our counter terrorism strategy, and it is now being adopted across England and Wales. Our response to human trafficking works across this structure. We pursue criminals who seek to exploit others. We work to prevent vulnerable people from becoming victims.

We protect and support those victims when they are identified and we prepare our response to traffickers and how they operate. The 4P approach is implicit throughout this report.

In Scotland, the Serious Organised Crime Strategy, *'Letting our Communities Flourish'*, takes a multi-agency approach to tackling organised crime through four clear objectives: Divert, Disrupt, Deter and Detect. The NCA contributes to this Strategy and works with Police Scotland and other agencies to help drive these objectives forward. In Northern

Ireland, the Department of Justice has published an Organised Crime Strategy for 2012-2014 and Organised Crime Task Force partners are committed to working together to implement the strategy in particular, by bringing organised criminals before the courts and working with communities that have been affected by organised criminal activity.

We will continue to develop the genuinely collaborative and joined-up approach between Ministers, officials, law enforcement agencies and civil society organisations across the UK.

This report has been produced and agreed by all members of the IDMG:

| | |
|-------------------------|---|
| Kenny MacAskill MSP | Scottish Government, Cabinet Secretary for Justice |
| David Ford MLA | Northern Ireland Executive, Minister of Justice |
| Lesley Griffiths AM | Welsh Government, Minister for Local Government and Government Business |
| Oliver Heald QC MP | Attorney General's Office, Solicitor General |
| Rt Hon Damian Green MP | Minister of State, Minister for Policing, Criminal Justice and Victims |
| Edward Timpson MP | Department for Education, Parliamentary Under Secretary of State for Children and Families |
| Jane Ellison MP | Department of Health, Parliamentary Under Secretary of State for Public Health |
| Rt Hon Hugo Swire MP | Foreign and Commonwealth Office, Minister of State |
| Esther McVey MP | Department for Work and Pensions, Minister for Employment |
| Jo Swinson MP | Department for Business, Innovation and Skills, Parliamentary Under Secretary of State Employment relations consumer and postal affairs |
| Baroness Stowell | Department for Communities and Local Government, Parliamentary Under Secretary of State |
| Lynne Featherstone MP | Department for International Development, PUS of State |
| Rt Hon David Mundell MP | Scotland Office, Parliamentary Under Secretary of State |
| Baroness Randerson | Wales Office, Parliamentary Under Secretary of State |

James Brokenshire
Security Minister and Chair of the IDMG

Mark Harper MP
Minister of State for Immigration

Executive Summary

Introduction

This is the second report of the Inter-Departmental Ministerial Group on human trafficking. The report provides an assessment of human trafficking in the UK building on the first report of the Group which was published in October 2012.

Context

Human trafficking remains a threat to the UK. It is an evil crime which is difficult to detect because of its hidden nature. It is a crime affecting communities throughout the world. In many instances it is committed by organised criminals preying on individuals and exploiting their vulnerabilities, for their own personal gain. As a global phenomenon human trafficking requires a strong, coordinated and consistent response from the international community. The UK is committed to tackling this evil by working with partners and agencies at a local, regional, national and international level. This will be done by identifying the threat, seeking out criminal networks to deter and disrupt their activities, and to bringing the perpetrators to justice.

Assessment of human trafficking in the UK – the scale of the problem

Identifying the victims of human trafficking is a vital part of developing the UK's response, along with ensuring appropriate law enforcement action against perpetrators

wherever possible. In 2012, 1,186 potential victims of human trafficking were referred to the National Referral Mechanism (NRM), which is a 25% increase on the number of referrals in 2011. Of these, 786 were females and 400 were males; 815 were adults and 371 were children. The source countries for the greatest number of potential victims referred into the NRM were Nigeria, Vietnam, Albania, Romania and China. Amongst adult referrals, sexual exploitation remained the most common form of abuse identified through the NRM, although reporting of labour trafficking and other forms of criminal exploitation continued to rise. For child victims, both sexual exploitation and forced labour featured prominently. The UK Human Trafficking Centre (UKHTC) Strategic Assessment for 2012 estimated that there are up to 2,255 possible victims of human trafficking in the UK.

Assessment of human trafficking in the UK – the threat

Human trafficking remains a crime that is challenging to detect. It is a crime where both the criminal and the victim may exist at the margins of society and, through deception and coercion, maintain a low profile. While there continue to be cases of personal arrangements to facilitate lone individuals for exploitation, trafficking remains primarily an organised crime coordinated by organised gangs, moving and exploiting numbers of people, often as part of wider criminal enterprises. Understanding how traffickers

operate is essential to pursuing them and putting in place the right measures to protect victims overseas, at the border and within the UK.

Trends and Emerging Threats

The UK remains alive to the threat posed by those who seek to exploit others and seeks to quickly identify and protect genuine victims of trafficking. Since 2009 the UK has seen a significant rise in the number of potential victims referred to the National Referral Mechanism. In total 3,381 potential victims were referred to the NRM 1 April 2009 and 31 December 2012. Early indications suggest that this upward trend will continue throughout 2013. Since the establishment of the NRM in 2009 a large proportion of referrals have been from the same source countries, namely Nigeria, Vietnam, China, Romania and Albania. Poland also features significantly in NRM referrals and the 2012 UKHTC Strategic Assessment. The NRM highlights a continuing trend of referrals from Vietnamese minors for criminal exploitation, UK female minors for sexual exploitation, and East European males for labour exploitation.

The Criminal Justice System's response

It remains a concern that prosecutions and convictions for specific human trafficking offences are relatively low. However, wider data shows that traffickers are being prosecuted and convicted for other very serious offences instead, including, for example, conspiracy to traffic, false imprisonment and rape. In 2012, 70% of cases in England and Wales which were flagged by the Crown Prosecution Service (CPS) as initially linked to trafficking resulted in a conviction for trafficking or another offence. The UK Government will be bringing forward legislation to consolidate trafficking offences, so it will be administratively simpler to investigate, prosecute and convict traffickers. The introduction of a statutory human

trafficking aggravation in Scotland will help provide a more accurate reflection of the scale and extent of human trafficking within Scotland. In Northern Ireland, sentencing guidance has been issued in respect of offences of human trafficking for sexual exploitation making clear the seriousness of such offences and setting out a range of aggravating factors.

The UK's strategic response

The UK is strengthening its capacity to pursue the criminals who seek to exploit others, to prevent vulnerable individuals from becoming victims of human trafficking and to protect and support victims when they are identified. Effective coordination is key and through work with law enforcement, civil society, foreign governments and the private sector, the UK is strengthening capability at a local, national and international level. Preventing people from becoming victims in the first place remains a strategic goal. This requires a concerted and collaborative effort, not only from within the UK but across international borders. The National Crime Agency will play a key role in bearing down on the individuals and organised crime groups involved in this despicable practice using its enhanced tasking, coordination and intelligence capability. The UK Government has also announced that it will be publishing a draft Modern Slavery Bill which will support law enforcement efforts to pursue and prosecute these criminals.

Child Victims

The UK Government is absolutely committed to tackling the trafficking and exploitation of children and vulnerable young people. Since the publication of the first IDMG report in October 2012, the awareness of front-line professionals has increased through training, guidance and support tools. Following the historical cases into child abuse and the recent cases of organised child sexual exploitation, a new National Group for England and Wales led by the Minister for Policing, Criminal Justice

and Victims, reporting to the Prime Minister – has been established to address the missed opportunities to protect children and vulnerable people. Part of the Group’s work will be to consider how the best possible support can be provided to victims, inside and outside the criminal justice system, including child trafficking victims.

Progress on Actions

The IDMG report published in October 2012 highlighted three areas where the UK recognised the need to strengthen its approach: data collection, raising awareness

with front-line professionals, and coordination of prevention activities. The Joint Strategic Group, which brings together Government and civil society groups, has been tasked to consider the three areas in more detail. The Group has set up a number of multi-agency sub-groups to consider the issues, identify the problems and gaps, and generate recommendations. The Chair of the Joint Strategic Group is now a member of the IDMG. This will establish a clear and effective line of communication between the Government and civil society organisations.

Chapter 1: Assessment of human trafficking in the UK – the scale of the problem

Summary

Identifying the victims of human trafficking is a vital part of developing the UK's response, along with ensuring law enforcement action against the perpetrators. In 2012, 1,186 potential victims of human trafficking were referred to the National Referral Mechanism (NRM), a 25% increase on the number of referrals in 2011. Of these, 786 were females and 400 were males; 815 were adults and 371 were children. The source countries for the greatest number of potential victims referred into the NRM were Nigeria, Vietnam, Albania, Romania and China. Amongst adult referrals, sexual exploitation remained the most common form of abuse identified through the NRM, although reporting of labour trafficking and other forms of criminal exploitation continued to rise. For child victims, both sexual exploitation and forced labour featured prominently. The UK Human Trafficking Centre (UKHTC) Strategic Assessment for 2012 estimated that there are up to 2,255 possible victims of human trafficking in the UK.

Trafficking data – 2012

1.1 Data collated from the NRM for 2012 shows that there were 1,186 referrals of potential victims of human trafficking.

1.2 The overall number of referrals rose in England, Scotland and Wales in 2012 and declined in Northern Ireland. As a percentage of all referrals to the NRM there was a decline in referrals from Scotland and Northern Ireland but an overall increase in those from England and Wales. Table 1 below shows the number and percentage of victims referred to the NRM in each country and the percentage change in the number of referrals from 2011 to 2012.

1.3 Information on the police region or country of referral is gathered from data provided by first responders on where the victim was located. This is not necessarily the same location as where the victim was exploited.

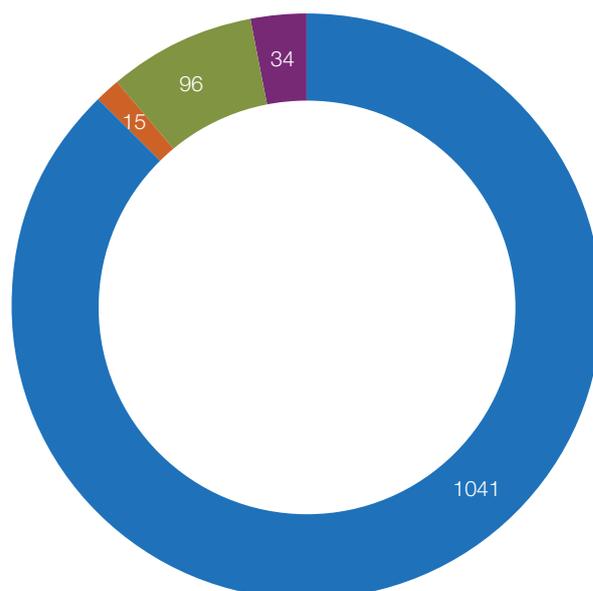


Fig. 1: Breakdown of NRM referrals by UK country



| Country of NRM referral | Total 2011 | % total 2011 | Total 2012 | % total 2012 | % change 2011-12 |
|-------------------------|------------|--------------|--------------|--------------|------------------|
| England | 797 | 84% | 1,041 | 88% | 31% |
| Northern Ireland | 32 | 3.5% | 15 | 1% | -63% |
| Scotland | 93 | 10% | 96 | 8% | 3% |
| Wales | 24 | 2.5% | 34 | 3% | 48% |
| Total | 946 | | 1,186 | | 25% |

Table 1: Referrals by UK country

| Police region/country of presentation | Total 2011 | Total 2012 | % Difference |
|---------------------------------------|------------|-------------|--------------|
| East Midlands | 17 | 17 | 0% |
| Eastern | 67 | 59 | -12% |
| London | 258 | 315 | 22% |
| North East | 132 | 128 | -3% |
| North West | 81 | 72 | -11% |
| South East | 86 | 167 | 94% |
| South West | 28 | 32 | 14% |
| West Midlands | 50 | 94 | 88% |
| Not recorded | 78 | 177 | 126% |
| Wales | 24 | 26 | 8% |
| Northern Ireland | 32 | 12 | -65% |
| Scotland | 93 | 86 | -8% |
| Isle of Man | | 1 | 100% |
| Total | 946 | 1186 | 25% |

Table 2: Breakdown of referrals by UK police region/country of presentation

1.4 London remains the single largest region for referrals. This may reflect the location of the Asylum Screening Unit or a tendency for individuals to gravitate to the capital for work or refuge where they may come to the attention of the police, immigration authorities or non-government organisations (NGO). The high number of international arrival points in the region where a potential victim may be identified on entry may also, in part, account for the high number of referrals in London. The increase in the South East may reflect better detection at ports.

1.5 There has been a significant rise in the number of occasions where the location of a referral has not been provided by the first responder and so this information is not recorded. This creates a challenge when it comes to identifying a possible correlation between the location of exploitation and the location of a referral to support the intelligence-led deployment of resources. This absence of information represents an intelligence gap and the UK continues to work closely with first responders to improve this position.

1.6 Identifying where exploitation occurred remains a challenge. This can be because it is redundant when, for example, an individual is identified on arrival in the UK and before exploitation has taken place. In a number of cases, however, unrecorded information indicates that an individual does not know where the exploitation occurred or, again, that a first responder has failed to record the information on the referral form. Where possible this data is collected subsequently.

1.7 There has been a sharp increase in cases where some or all of the exploitation is reported to have occurred overseas. This is principally due to the rise in Albanians claiming to have been sexually exploited in Italy and Greece before fleeing to the UK. In a number of these cases there tends to be very limited evidence of the alleged crime. Intelligence suggests that some claims are being manufactured in order to further an asylum claim.

| Police region/country of exploitation | Total 2011 | Total 2012 | % difference |
|---------------------------------------|------------|-------------|--------------|
| East Midlands | 6 | 14 | 133% |
| Eastern | 29 | 10 | -65% |
| London | 116 | 131 | 13% |
| Multiple | 63 | 131 | 108% |
| North East | 45 | 59 | 31% |
| North West | 38 | 34 | 10% |
| Northern Ireland | 23 | 5 | -78% |
| Not recorded | 479 | 487 | 2% |
| Overseas | 29 | 161 | 455% |
| Scotland | 41 | 29 | -29% |
| South East | 26 | 56 | 115% |
| South West | 10 | 14 | 40% |
| Wales | 9 | 5 | -44% |
| West Midlands | 32 | 50 | 56% |
| Grand Total | 946 | 1186 | 25% |

Table 3: Police Region/Country of reported exploitation

Competent Authority

1.8 Of the 1,186 referrals received in 2012 the Home Office¹ dealt with 777 (66%) and UKHTC dealt with 409 (34%). Of these, 875 referrals had a linked immigration interest.

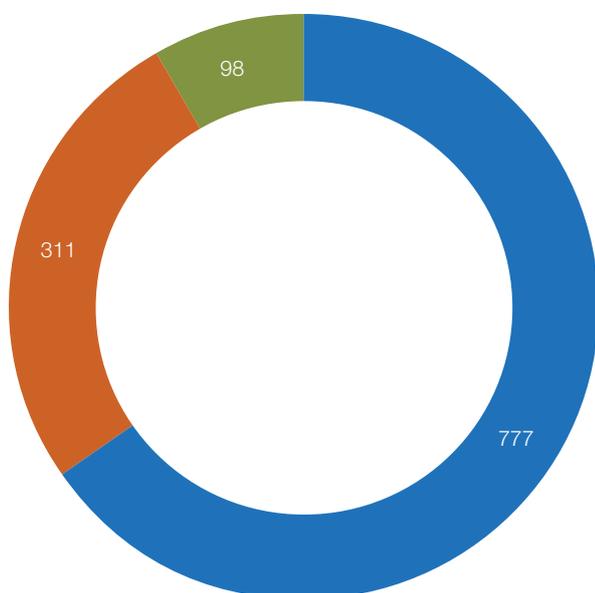


Fig. 2: Breakdown of NRM referrals dealt with by Competent Authority



¹ The term Home Office is used throughout this document to refer to UK Visas and Immigration, Immigration and Enforcement, and Border Force.

1.9 69% of ‘reasonable grounds’ decisions concluded in 2012 received a positive decision, enabling the victim to access support through the National Referral Mechanism.

| Reasonable Grounds Decision | | | | | |
|-----------------------------|----------|---------|-----------|-----------|-------|
| Positive | Negative | Pending | Suspended | Withdrawn | Total |
| 817 | 289 | 44 | 14 | 22 | 1186 |

Table 4: Summary of reasonable grounds decisions 2012

1.10 Subsequently, 59% of ‘conclusive grounds’ decisions concluded in 2012 received a positive decision.

| Conclusive Grounds Decision | | | | | |
|-----------------------------|----------|---------|-----------|-----------|-------|
| Positive | Negative | Pending | Suspended | Withdrawn | Total |
| 481 | 193 | 105 | 33 | 5 | 817 |

Table 5: Summary of conclusive grounds decisions 2012

Source Countries

1.11 The top ten source countries accounted for 68% of all NRM referrals in 2012, with Nigeria remaining the single largest source of potential victims. Vietnam, Romania and China have also continued to be amongst the top five source countries. However, in the last quarter of 2012 a decline in referrals of Nigerians and a steady rise in the number of referrals of Albanians meant that, for the first time, the UK received more referrals from a source country other than Nigeria.

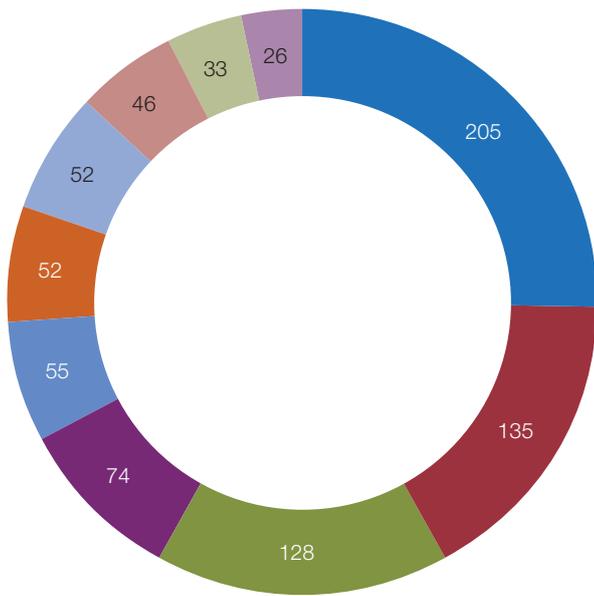


Fig. 3: Top ten source countries for 2012 based on referrals to the NRM



1.12 Early indications for the first quarter of 2013 show that the number of Albanians claiming to be victims continues to rise. There is also a comparable rise in the number of Albanians, particularly females, claiming asylum.

1.13 Fig. 4 shows the number of NRM referrals for each quarter of 2012 for the six most notable source countries. Apart from Nigeria, the numbers of potential victims from the other top five source countries have continued to rise. The number of potential Nigerian victims decreased slightly in Q4 from a peak of over 65 victims in Q3.

1.14 Table 6 below shows the percentage change in number for 2011-2012 for the top ten source countries. As well as a steady increase in potential victims from Albania, there has been a demonstrably sharp increase in those from Lithuania. These shifts should be viewed with caution as an apparently dramatic change may be distorted by a low start point in 2011 or the outcome of a single specific police operation. However, continual assessment of source country information indicating where potential victims are being recruited from helps the UK to understand which the source countries posing the greatest threat are and develop targeted work programmes with them.

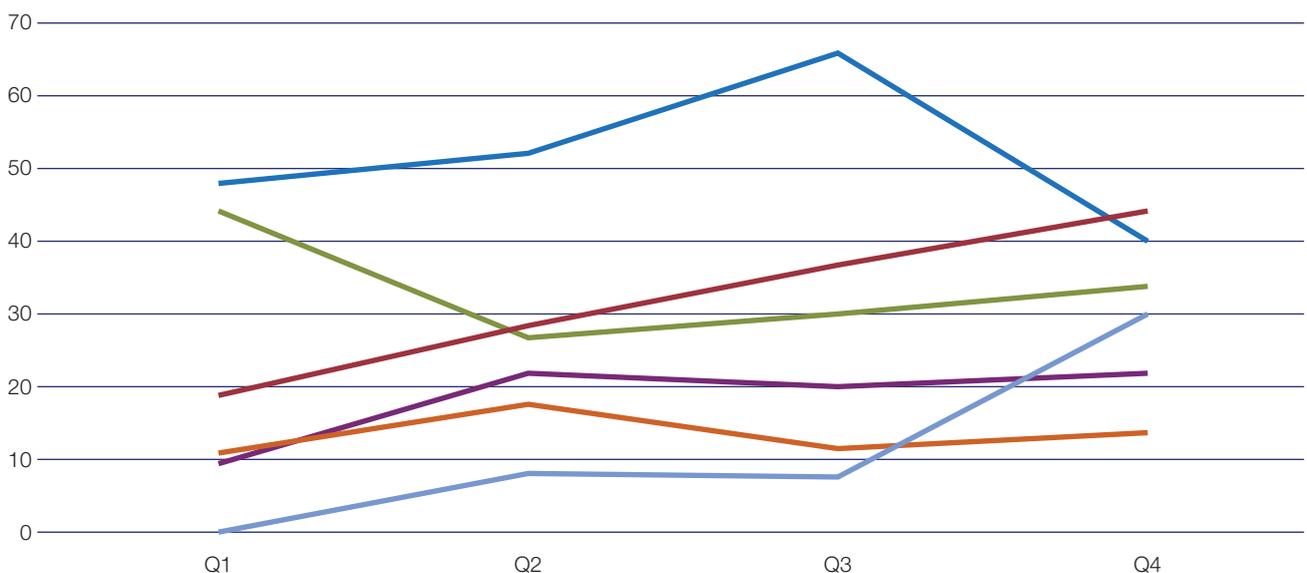


Fig. 4: Source country data for victims based on referrals to the NRM



| Source Country | Total | Percentage change 2011-2012 |
|----------------|-------|--------------------------------|
| Nigeria | 205 | 27% |
| Vietnam | 135 | 47% |
| Albania | 128 | 300% |
| Romania | 74 | -6% |
| China | 55 | -10% |
| Slovakia | 52 | 0% |
| Poland | 52 | 148% |
| Lithuania | 46 | 171% |
| UK | 33 | -18% |
| Pakistan | 26 | 73% |

Table 6: Source country numbers and % change for all victims 2012

1.15 England, Scotland, Northern Ireland and Wales continue to show different patterns in numbers of referrals for their top source countries. The relatively low numbers of potential victims identified in other parts of the UK compared to England mean that shifts in those source countries are more reflective of specific operational activity. This is seen in the position of the Philippines as a high source country in both Scotland and Northern Ireland where a number of victims were identified as part of a particular investigation.

| | England | Northern Ireland | Scotland | Wales |
|---|---------|------------------|-------------|---------------------|
| 1 | Nigeria | China | China | Poland |
| 2 | Albania | Philippines | Vietnam | Albania |
| 3 | Vietnam | Romania | Philippines | Nigeria/ Vietnam |

Table 7: Top three source countries by UK country

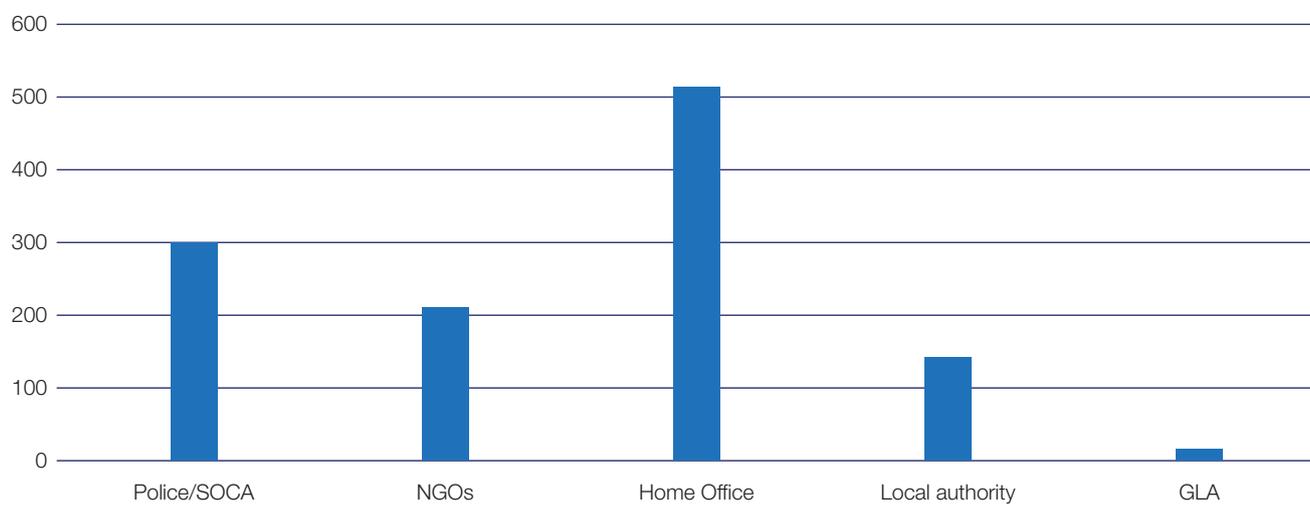


Fig. 5: Number of referrals by first responder in the UK

First Responders

1.16 A number of first responders make referrals to the NRM. By far the largest proportion of referrals across the UK overall is made by the Home Office, who often identify individuals as potentially trafficked at the border or through associated asylum claims. In England, Scotland and Wales, the Home Office made the largest numbers of referrals at 449, 43 and 14 respectively. In Northern Ireland the Police Service of Northern Ireland had a strong contributory role alongside the Home Office. The police also made a relatively significant number of referrals in Scotland (28).

Exploitation Type

1.17 In 2012, sexual exploitation remained the most common exploitation type for adults with 378 referrals. Both sexual exploitation and labour exploitation continue to feature prominently for minors. However, the number of referrals where an exploitation type is unknown or not recorded has increased from 40 to 127 since 2011, particularly amongst children.

1.18 With the exception of adult domestic servitude and labour exploitation of minors, referrals for all other exploitation types have increased. Organ harvesting was not recorded as an exploitation type for adults in 2012 and there is only one recorded case for minors.

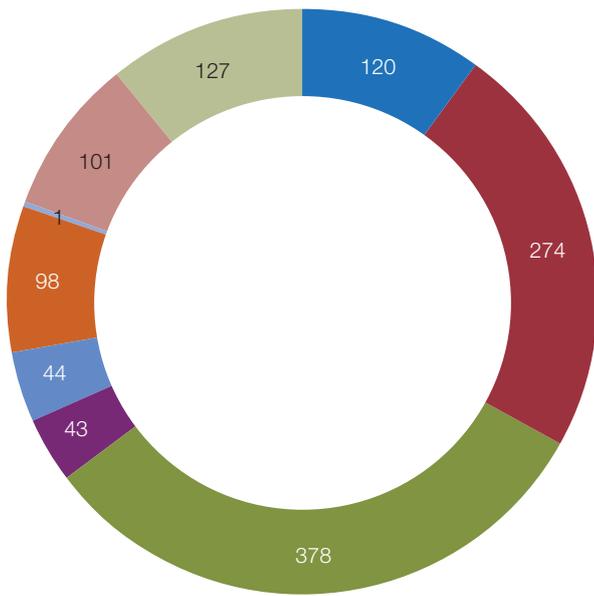


Fig. 6: Total number of NRM referrals by exploitation type in 2012



1.19 The increase in the number of referrals to the NRM suggests that more people are aware of human trafficking as an issue and are reporting it. The rise in the number of potential victims of labour trafficking may also reflect that this type of exploitation tends to involve multiple victims so greater numbers are identified during targeted operations against such activity.

Child data

1.20 Of the 371 minors referred to the NRM, 210 were recorded as female and 161 as male.

1.21 Table 9 shows a breakdown of referrals to the NRM of minors by nationality, gender and exploitation type.

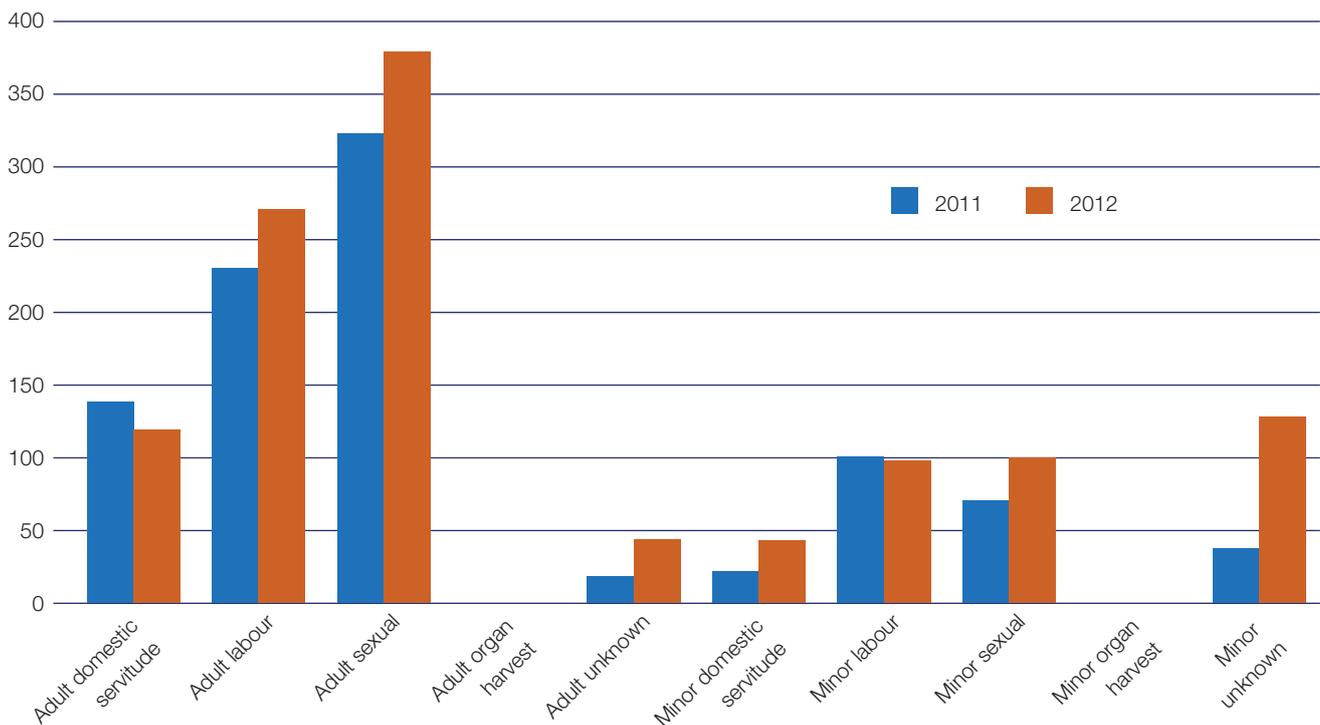


Fig. 7: Comparison of referrals by exploitation type 2011-12

| Exploitation Type | England | Northern Ireland | Scotland | Wales | Total |
|---------------------|------------|------------------|-----------|-----------|------------|
| Domestic servitude | 37 | 0 | 5 | 2 | 44 |
| Labour exploitation | 83 | 0 | 11 | 4 | 98 |
| Sexual exploitation | 90 | 0 | 9 | 2 | 101 |
| Organ Harvesting | 1 | 0 | 0 | 0 | 1 |
| Not recorded | 120 | 1 | 4 | 2 | 127 |
| Total | 331 | 1 | 29 | 10 | 371 |

Table 8: NRM referrals of minors by UK Country and Exploitation type

| Country | Domestic Servitude | | Labour exploitation | | Organ harvesting | Sexual exploitation | | Not recorded | | Total |
|-------------------------------------|--------------------|-----------|---------------------|-----------|------------------|---------------------|----------|--------------|-----------|------------|
| | Female | Male | Female | Male | Female | Female | Male | Female | Male | |
| Vietnam | 1 | 4 | 4 | 51 | | 9 | 1 | 9 | 17 | 96 |
| Nigeria | 12 | 2 | 4 | | | 25 | 1 | 14 | 9 | 67 |
| Albania | | | | 5 | | 11 | | 2 | 7 | 25 |
| UK | 1 | | 1 | | | 20 | | | | 22 |
| China | 1 | | 4 | 4 | | 6 | | 4 | 1 | 20 |
| Romania | 2 | | 3 | 2 | | 4 | | 4 | 1 | 16 |
| Bangladesh | 1 | 1 | | 1 | | | | | 8 | 11 |
| Slovakia | | | 6 | 2 | | 2 | | | | 10 |
| Afghanistan | | | | | | | 2 | | 8 | 10 |
| Somalia | 3 | | 1 | | 1 | 1 | | 1 | | 7 |
| Pakistan | 2 | | | 1 | | 1 | | | 2 | 6 |
| Sierra Leone | 2 | | | 1 | | 1 | | 1 | | 5 |
| Gambia | 1 | | | | | 2 | | 1 | 1 | 5 |
| Eritrea | 2 | | | | | | | 3 | | 5 |
| Morocco | | | | 2 | | | | | 3 | 5 |
| Ghana | 1 | 1 | | | | | | 2 | | 4 |
| Cameroon | | | | | | 2 | | 1 | 1 | 4 |
| Guinea | | | | | | 1 | 1 | 2 | | 4 |
| Democratic Republic of the Congo | | | | | | 2 | | 2 | | 4 |
| UK (Claimed) Nigeria (Possible) | | | | | | | | 1 | 3 | 4 |
| India | | | | 2 | | | | 1 | | 3 |
| Ethiopia | 1 | | | | | 2 | | | | 3 |
| Haiti | | | | | | | | 3 | | 3 |
| Bulgaria | | | | 1 | | | | 1 | | 2 |
| Iran | | | | | | 1 | | | 1 | 2 |
| Uganda | | | | | | 2 | | | | 2 |
| Congo | | | | | | 1 | | 1 | | 2 |
| Ivory Coast | 1 | | | | | | | | 1 | 2 |
| Tanzania | 1 | | | | | | | | 1 | 2 |
| Italy | | | | | | | | 1 | 1 | 2 |
| Libya | | | | | | | | | 2 | 2 |
| Hungary | | | | | | 1 | | | | 1 |
| Lithuania | | | | 1 | | | | | | 1 |
| Zimbabwe | | | | | | | | | 1 | 1 |
| Algeria | | | | | | | | | 1 | 1 |
| Unknown | | 1 | | | | | | | | 1 |
| Liberia | | | | | | 1 | | | | 1 |
| South Africa | 1 | | | | | | | | | 1 |
| Ukraine | | | | | | | | 1 | | 1 |
| China | | | | 1 | | | | | | 1 |
| Gambia (claimed) USA (suspected) | | | | | | | | | 1 | 1 |
| Ghana (claimed) Nigeria (Suspected) | | 1 | | | | | | | | 1 |
| Jamaica | 1 | | | | | | | | | 1 |
| Somalia/UK claims Ethiopia | | | | 1 | | | | | | 1 |
| St Lucia | | | | | | | | 1 | | 1 |
| UK (claimed) Brazil (suspected) | | | | | | | 1 | | | 1 |
| UK (claimed), Namibia (Suspected) | | | | | | | | 1 | | 1 |
| Total | 34 | 10 | 23 | 75 | 1 | 95 | 6 | 57 | 70 | 371 |

Table 9: NRM referrals of minors by nationality of gender and exploitation type

Case Study

In March 2013 Odoosa Usiobaifo was sentenced to the maximum 14 years for being involved in the trafficking of two Nigerian teenagers following a joint Home Office and Sussex Police investigation. He was convicted of conspiring to traffick for the purposes of sexual exploitation and pleaded guilty to conspiring to facilitate illegal immigration.

Two girls, aged 14 and 15 at the time, were identified by Border Force officers at Heathrow Airport in September and November 2011 using false passports showing they were adults. They had arrived on flights from Lagos and were attempting to transit to Paris. In interviews with the Serious Organised Crime Agency's Vulnerable Persons Team it became clear that the pair were being trafficked to mainland Europe for the purposes of sexual exploitation. They were placed in local authority care but on 6 April 2012 were reported missing to Sussex Police by their respective foster carers. Investigation revealed that contact had been made with the girls and Usiobaifo had collected them from a pre-arranged meeting point before they were given false passports and tickets and placed on a flight to Spain. One of the girls was refused entry to Spain and returned to the UK. She remains in the care of the UK authorities. The other passed through Spanish border controls and is still missing. It appears that the girls had been subject to JuJu rituals prior to coming to the UK. Usiobaifo was part of an organised crime group trafficking young girls for sexual exploitation.

Additional data from the UKHTC strategic assessment 2012

1.22 The inclusion of the data collected by the UKHTC to inform its 2012 strategic assessment provides a wider view of the potential scale and extent of human trafficking in the UK. The strategic assessment uses data from the NRM supplemented by additional information captured through intelligence reporting. However, the strategic assessment uses information collected from a variety of sources that may not have had any qualitative analysis. This means it may be less statistically rigorous.

1.23 Fig. 8 provides a breakdown of the nationalities recorded in the strategic assessment.

1.24 For the second consecutive year, Romania remains the most common country of origin for potential victims of trafficking identified as part of the UKHTC's annual assessment. There are also notable increases in the number of Albanian victims (180%) and in the number of victims from the Philippines,

largely as a result of one significant police operation which identified 18 victims alone.

1.25 The strategic assessment shows that the most common exploitation type continues to be sexual exploitation. However, in a large proportion of the reported instances (360), the type of exploitation was not recorded or is unknown.

1.26 Fig. 10 shows the type of labour exploitation recorded through the strategic assessment. The most prevalent subtype recorded was block paving/ground work, followed by food processing, maritime and agriculture. The increase in maritime was as a result of one particular large-scale operation in Scotland.

1.27 Of the 2,255 potential victims reported in the UKHTC strategic assessment, 549 (24%) were children. This is an increase of 12% on 2011 figures.

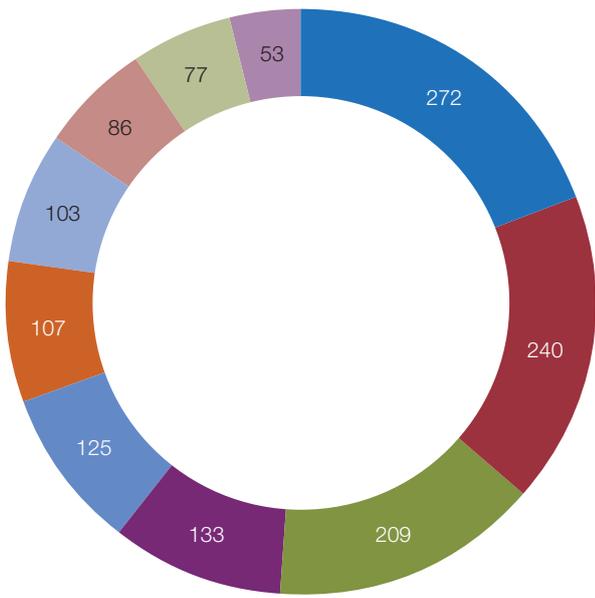


Fig. 8: Top ten nationalities of potential victims according to the UKHTC 2012 strategic assessment

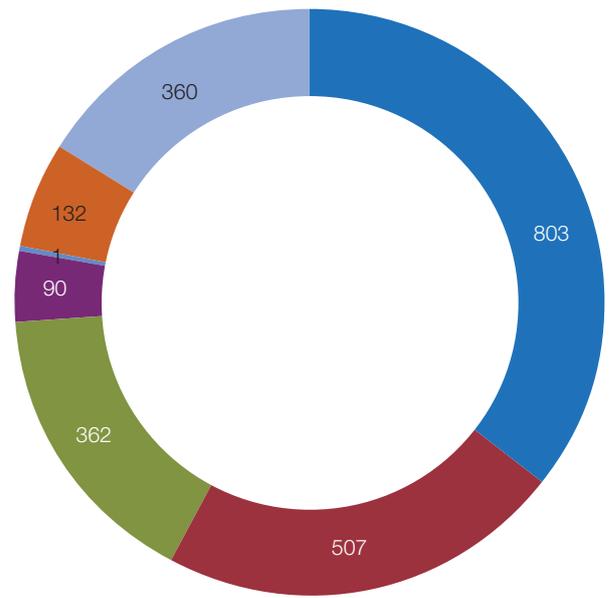


Fig. 9: Breakdown of exploitation type according to the UKHTC 2012 strategic assessment

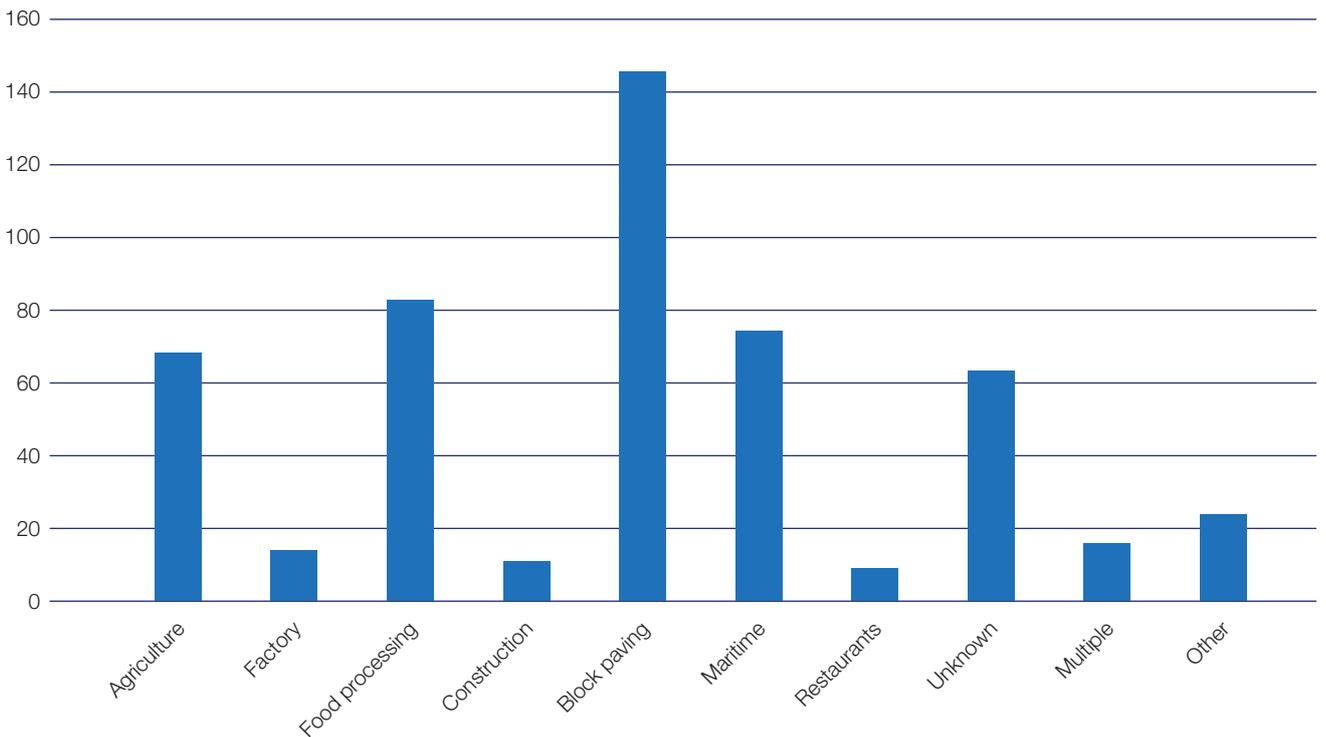


Fig. 10: Indication of the type of labour exploitation as reported by the UKHTC 2012 strategic assessment (including NRM referrals)

| Position 2012 | Country of origin | Position 2011 | Number of potential victims | Percentage change |
|------------------|-------------------------------------|------------------|-----------------------------------|----------------------|
| 1 | Vietnam | 2 | 103 | +58% |
| 2 | Nigeria | 3 | 78 | +44% |
| 3 | Slovakia | 5 | 43 | +2% |
| 4 | Romania | 1 | 39 | -59% |
| 5 | UK | 4 | 38 | -17% |
| 6 | Albania | 9 | 22 | +144% |
| 7 | China | 7 | 13 | No change |
| 8 | Bangladesh | 12 | 10 | +66% |
| 9 | Democratic republic of the Congo | 10 | 10 | +25% |
| 10 | Somalia | 31 | 8 | +700% |

Table 10: Top ten source countries for minors reported in the UKHTC strategic assessment in 2012

1.28 The top five source countries reported in 2012 for minors are the same five countries reported in the 2011 baseline assessment. Albania has seen a notable increase in the number of potential victims reported, up by 144%. Although Somalia has seen a marked increase of 700%, in reality this only equates to a small number of victims.

Chapter 2: Assessment of human trafficking in the UK – the threat

Summary

Human trafficking remains a crime that is challenging to detect. It is a crime where both the criminal and the victim may exist at the margins of society and, through deception and coercion, maintain a low profile. While there continue to be cases of personal arrangements to facilitate individuals for exploitation, trafficking remains primarily an organised crime coordinated by organised gangs, moving and exploiting numbers of people, often as part of wider criminal enterprises. Understanding how traffickers operate is essential to pursuing them and putting in place the right measures to protect victims overseas, at the border and within the UK.

Trafficking Routes

2.1 Traffickers continue to exploit both legal and illegal methods of entry to the UK. Victims may be deceived into travelling through legitimate routes for what they believe are genuine job opportunities; or can be complicit in entering the UK clandestinely or fraudulently but still unaware that they will be exploited upon arrival.

2.2 Where illegal activity has played a part in entry to the UK, traffickers may use threat of exposure as a means to exercise control over victims who may not be predisposed to trust and confide in law enforcement authorities. It is particularly important that where an NGO has identified potential victims, they actively encourage them to engage with the authorities if the police and others are to build the best possible evidence base to identify and combat the criminals.

2.3 The UK also continues to be alert to the threat of internal trafficking, particularly in relation to children and organised child sexual

exploitation. Following a number of historical and recent child exploitation and abuse cases, a new National Group – Sexual Violence Against Children and Vulnerable People National Group – has been set up to address the missed opportunities to protect vulnerable children. The work of the Group is explained more fully in Chapter 6 – Child Victims.

Organised crime groups

2.4 In June 2013, a significant number of organised crime groups (OCG) were reported to be linked to human trafficking in the UK. Intelligence suggests that the largest numbers of criminal groups are of the same nationality as the top five source countries for victims in 2012. However, for more than half of the OCG identified as engaged in trafficking there is either no predominant nationality or nationality is unknown or not recorded. This represents a sizeable statistical gap in the intelligence which presents a challenge when it comes to identifying and understanding the way in which these groups operate.

2.5 It may be that victims are primarily being trafficked and exploited by an OCG of their own nationality but it could be misleading to draw a definitive conclusion from this potential correlation. Victims may be recruited and exploited by separate criminal networks and passed from group to group as they are moved around.

2.6 Intelligence shows that OCG are regularly involved in a range of criminal activities. Those involved with human trafficking are no different. OCG involved in human trafficking have links to wider immigration crime and are associated with other sexual offences. A large amount of violent criminal activity associated with trafficking may be indicative of the control that is exercised. Similarly, specialist money laundering may reflect the need to legitimise the profits of exploitation.

2.7 Significant attention has been given to a number of cases involving potential victims, often children, who have been identified apparently working in drug cultivation. Intelligence does not show such a clear relationship between OCG engaged in human trafficking and drug activity. This may indicate that this area of exploitation is not as widespread as anecdotal reporting suggests although the trend in exploiting Vietnamese minors for cannabis cultivation is evident.

Recruitment

2.8 Potential victims of EEA origin often report that their trafficking experience began with the offer of a legitimate job in the UK. Amongst Romanian females targeted for sexual exploitation, the job offer often originates from within the extended family or village groups purporting to have the necessary links to the UK.

2.9 Of those victims trafficked for labour exploitation, some Polish males reported an initial package deal offering transportation to the UK, accommodation and full-time employment. In practice, individuals were placed in substandard accommodation, paid a low wage and charged high living costs.

This can either place a debt bond on the individual or increase the debt bond already in place as a result of the trafficker charging for the initial organisation and cost of travel to the UK.

2.10 In a number of cases where individuals have been trafficked by the UK traveller community for labour exploitation, potential victims were recruited at homeless shelters and other locations in the UK frequented by people who are destitute.

Case study

Lithuanian males responding to adverts placed on the internet and in Lithuanian newspapers were brought to the UK by minibus for employment catching chickens. An agent's fee of £350 was charged to be deducted over time from the workers pay. A further £120 was charged for travel.

The workers were bussed to locations across the UK to catch and crate chickens ready for transportation to slaughter. They would spend several days at a time in vans, including for sleep. Food was limited and no washing facilities were available. Other accommodation was squalid with shared mattresses on the floors sleeping up to 9 people per room. Further deductions from wages were made to pay for this accommodation and related heat and power costs.

The workers were "kept in line" by a Lithuanian working for the company. Threats, intimidation and violence were used to ensure compliance.

In October 2012, 28 Lithuanian and one Moldovan male were recovered in a police operation and attended a reception centre. All consented to referral to the National Referral Mechanism and moved to Salvation Army accommodation.

Chapter 3: Trends and Emerging Threats

Summary

The UK remains alive to the threat posed by those who seek to exploit others and seeks to quickly identify and protect genuine victims of trafficking. Since 2009 the UK has seen a significant rise in the number of potential victims referred to the National Referral Mechanism. In total 3,381 potential victims were referred to the NRM between 1 April 2009 and 31 December 2012. Early indications suggest that this upward trend will continue throughout 2013. Since the establishment of the NRM in 2009 a large proportion of referrals have been from the same source countries, namely Nigeria, Vietnam, China, Romania and Albania. Poland also features significantly in NRM referrals and the 2012 UKHTC Strategic Assessment. The NRM highlights a continuing trend of referrals from Vietnamese minors for criminal exploitation, UK female minors for sexual exploitation, and East European males for labour exploitation.

Trends 2009-2012

3.1 Since the introduction of the NRM in 2009 the number of potential victims referred into the NRM has increased in total by over 100%.

3.2 The table below shows how the referrals have increased over time. Early indications suggest that the number of referrals for 2013 could be in excess of 1,500.

| | 2009* | 2010 | 2011 | 2012 | Total |
|-------|-------|------|------|------|-------|
| Adult | 387 | 528 | 648 | 815 | 2378 |
| Child | 148 | 186 | 298 | 371 | 1003 |
| All | 535 | 714 | 946 | 1186 | 3381 |

Table 22: number of adult and child NRM referrals 2009-2012

*NRM figures for 2009 are for the period April-December only.

3.3 The continuing increase in the number of referrals to the NRM suggests that more front-line officers and workers are aware of human

trafficking, the potential signs and what they should do if they suspect they are faced with a victim. However, the UK must remain alive to the possibility of further increased trafficking activity and new or emerging threats. This includes identifying any change in those countries that pose the greatest threat. Work in this area includes analysing the information gleaned from potential victim referrals to feed into wider intelligence. This helps to ensure that law enforcement agencies can respond quickly and effectively to stop the threat early.

3.4 Table 23 shows the number of adult NRM referrals for the top ten source countries for each year since 2009.

3.5 Overall the number of potential victims referred to the NRM between 2009 and 2012 from Nigeria far outweighs referrals from any other country. Since 2009, there has been a significant rise in the number of potential Albanian victims and an overall decrease in the

| Top 10 Countries 2009-2012 (combined) for Adult potential victims | | | 2009 | | 2010 | | 2011 | | 2012 | |
|--|----------------|-----|------------|----------|------------|----------|------------|----------|------------|----------|
| | | | No of PVOT | Position |
| 1 | Nigeria | 427 | 81 | 1 | 89 | 1 | 119 | 1 | 138 | 1 |
| 2 | China | 191 | 47 | 2 | 62 | 2 | 47 | 3 | 35 | 8 |
| 3 | Albania | 155 | 11 | 9 | 17 | 10 | 24 | 8 | 103 | 2 |
| 4 | Romania | 140 | 16 | 5 | 8 | 18 | 58 | 2 | 58 | 3 |
| 5 | Slovakia | 124 | 28 | 3 | 24 | 4 | 30 | 6 | 42 | 6 |
| 6 | Czech Republic | 101 | 21 | 4 | 32 | 3 | 30 | 5 | 18 | 12 |
| 7 | Vietnam | 92 | 11 | 10 | 18 | 8 | 24 | 7 | 39 | 7 |
| 8 | Poland | 90 | 4 | 18 | 13 | 11 | 21 | 10 | 52 | 4 |
| 9 | Uganda | 86 | 14 | 7 | 21 | 5 | 35 | 4 | 16 | 13 |
| 10 | Lithuania | 82 | 3 | 22 | 18 | 9 | 16 | 13 | 45 | 5 |

Table 23: Number of adult NRM referrals for the top 10 countries 2009-2012

number of referrals from potential Chinese victims. NRM referrals are monitored on a regular basis so that changes relating to a particular source country can be identified quickly and acted upon immediately.

3.6 For example, a recent rise in Albanian nationals claiming to have been trafficked was picked up by the Home Office and the UKHTC. Analysis of a number of the claims was quickly undertaken. This identified that a significant number of the victims were giving a very similar account of their experiences. Intelligence suggested that some claims were being enhanced or manufactured in order to further an asylum claim. This is a potential emerging issue that we will seek to understand through the enhanced intelligence gathering of the NCA. To respond to the immediate issue immigration officials have put in place measures to identify Albanian nationals and to deal with their situation promptly. The Home

Office has put in place a specific returns package to assist Albanian nationals to return home safely.

3.7 Table 25 below shows the number of potential child victims by top ten source countries referred into the NRM. During the period 2009 to 2012 Vietnam consistently remained the country with the greatest number of child referrals. Nigeria, China, UK and Bangladesh have also been consistently in the top ten countries.

3.8 The UK has consistently appeared in the top ten source countries of referrals to the NRM. For adults this largely consists of males being trafficked for labour exploitation primarily within the UK but also to northern European countries to undertake block paving or ground works. For minors there has been a number of high profile cases involving young vulnerable females who are preyed upon or taken

| 2009 | | 2010 | | 2011 | | 2012 | | |
|------|----------------|------|----------------|------|----------------|------|-------------|-----|
| 1 | Nigeria | 81 | Nigeria | 89 | Nigeria | 119 | Nigeria | 138 |
| 2 | China | 47 | China | 62 | Romania | 58 | Albania | 103 |
| 3 | Slovakia | 28 | Czech Republic | 32 | China | 47 | Romania | 58 |
| 4 | Czech Republic | 21 | Slovakia | 24 | Uganda | 35 | Poland | 52 |
| 5 | Romania | 16 | Uganda | 21 | Czech Republic | 30 | Lithuania | 45 |
| 6 | Zimbabwe | 16 | India | 20 | Slovakia | 30 | Slovakia | 42 |
| 7 | Uganda | 14 | Hungary | 19 | Vietnam | 24 | Vietnam | 39 |
| 8 | India | 14 | Vietnam | 18 | Albania | 24 | China | 35 |
| 9 | Albania | 11 | Lithuania | 18 | Hungary | 22 | Philippines | 23 |
| 10 | Vietnam | 11 | Albania | 17 | Poland | 21 | Hungary | 22 |

Table 24: Number of adult potential victims, by top ten countries, referred to the NRM between 2009-2012

| Top 10 Countries 2009-2012 (combined) for Child potential victims | | | 2009 | | 2010 | | 2011 | | 2012 | |
|--|------------|------------|----------|------------|----------|------------|----------|------------|----------|----|
| | | No of PVOT | Position | |
| 1 | Vietnam | 253 | 36 | 1 | 53 | 1 | 68 | 1 | 96 | 1 |
| 2 | Nigeria | 154 | 12 | 4 | 33 | 2 | 42 | 2 | 67 | 2 |
| 3 | UK | 83 | 27 | 2 | 11 | 4 | 23 | 3 | 22 | 4 |
| 4 | China | 75 | 23 | 3 | 18 | 3 | 14 | 6 | 20 | 5 |
| 5 | Romania | 53 | 8 | 8 | 8 | 5 | 21 | 5 | 16 | 6 |
| 6 | Slovakia | 37 | 1 | 12 | 4 | 11 | 22 | 4 | 10 | 8 |
| 7 | Albania | 35 | 1 | 13 | 1 | 19 | 8 | 9 | 25 | 3 |
| 8 | Bangladesh | 35 | 8 | 6 | 6 | 6 | 10 | 7 | 11 | 7 |
| 9 | Somalia | 21 | 5 | 7 | 6 | 7 | 3 | 15 | 7 | 10 |
| 10 | Eritrea | 17 | 0 | N/A | 5 | 9 | 7 | 10 | 5 | 12 |

Table 25: Number of child victims by top ten countries referred to the NRM between 2009-2012

advantage of by groups of males for the purpose of sexual exploitation.

3.9 In Scotland there is little specific intelligence relating to internal trafficking. However information suggests that vulnerable individuals are subject to sexual exploitation, often by individuals known to them, for financial gain or payment in the form of alcohol or drugs.

3.10 Work is underway to develop a profile of victims of human trafficking who have been identified in Northern Ireland over the four year period from 1 April 2009 to 31 March 2013. The research will look at a range of factors and will help to map the human trafficking picture in Northern Ireland in order to inform policy development and operational response.

Type of Exploitation

3.11 In 2012, the UKHTC dealt with referrals involving exploitation for sex, labour, domestic servitude, organ harvesting and criminal exploitation. There is some correlation between potential victims from particular source countries and the type of exploitation they experience, for example sex trafficking of Nigerian females and Vietnamese children trafficked to work on cannabis farms.

3.12 Although sham marriage, forced marriage, and illegal adoption are not types of exploitation it is recognised that they may be the means through which a person is

exploited. However, where sham marriage, forced marriage or illegal adoption have occurred evidence of all the constitutive elements of trafficking (movement, control and exploitation) would also need to be present for it to be considered to have a trafficking dimension. This could include the presence of exploitation for sex, labour trafficking, domestic servitude, criminal exploitation or organ harvesting.

3.13 In Northern Ireland specific work is underway to develop a profile of victims of human trafficking who have been identified there over the four year period from 1 April 2009 to 31 March 2013. The research will look at a range of factors and will help to map the human trafficking picture in Northern Ireland in order to inform policy development and operational response.

Sexual exploitation

3.14 Sexual exploitation remains the most common exploitation type reported in the UK, particularly affecting females including children. Adult females trafficked for sexual exploitation continues to account for the majority of non-EEA cases. Victims have predominantly been Albanians followed by Nigerians and Ugandans. There was an increase in the number of females subjected to this form of trafficking in 2012. This was largely driven by a rising number of Albanians exploited for sexual purposes.

3.15 Sexual exploitation of females was also the most prevalent form of trafficking for minors. Victims were most commonly Nigerians followed by Ugandans and Vietnamese. Intelligence gathered from the 2012 UKHTC Strategic Assessment provides a picture of the subtype of sexual exploitation reported by potential victims in the UK. Of the 803 reported encounters of victims of sex trafficking both adult and child: 204 (25%) were in a brothel, 90 (11%) were in a private residence, 9 (1%) on-street prostitution, and in 458 (58%) of cases the subtype was not recorded.

3.16 In Scotland the online industry remains a significant area of exploitation. Mostly this is through individuals, pre-dominantly females, being advertised as escorts but thereafter being subject to sexual exploitation by individuals or organised crime groups who pay for these adverts. Control is then maintained over the individual, their movement, finances and the services they provide.

Labour exploitation

3.17 Vietnamese males who were forced to work in cannabis farms account for the majority of forced labour cases. A number of victims have also been identified from the Philippines as a result of cases of forced labour in the fishing industry, although the majority of these are connected to a specific fishing company. A number of operations have been undertaken to act on intelligence suggesting that victims of trafficking were being forced to work in appalling conditions on board UK flagged vessels off the coast of the UK.

3.18 Trends in labour exploitation remain constant with a significant number of potential victims reporting that they had been trafficked to lay block paving or do ground works. The most common countries of origin for those believed to have been trafficked for labour include East European countries such as Poland, Lithuania and Romania. Trafficking for labour is also well established as a domestic issue in the UK. This is a trend that is continuing.

3.19 In Scotland the agricultural and fishing industries remain an area of concern where foreign workers continue to be brought there as a cheaper alternative to local labour. They are then subject to substandard working conditions and poor pay. Nail bar premises and take away food outlets are on the increase and may prove problematic in the future in relation to labour exploitation and immigration issues, although there has not yet been any indication that this is the case. Low wage costs and low charges for the services provided will ultimately result in higher demand by the public leading to the potential for exploitation.

Domestic servitude

3.20 Domestic servitude is often perpetrated by individuals or families rather than organised crime groups. Most confirmed victims of domestic servitude have originated from Nigeria. It is recognised that in some countries it is tradition to have a domestic worker. This can often lead to the exploitation of females and in particular children.

Criminal exploitation

3.21 Victims forced to undertake criminal activities are often involved in street begging, cannabis cultivation or financial exploitation. A significant number of reported instances of benefit fraud have been recorded as potential trafficking cases. Although a person may be exploited and trafficked for the purposes of benefit fraud, there is concern that a number of these cases are opportunistic and do not fulfil all the constitutive elements of trafficking for exploitation.

3.22 Organised shoplifting and begging gangs remain a significant threat in Scotland. They are governed by organised crime groups and often subject to violence and threats to compel them to carry out these criminal acts without financial reward. Fraudulent activity in relation to bogus clothing collection on behalf of charities is on the increase and would appear to be conducted by organised crime groups and individuals.

Emerging trends

3.23 Three nationalities emerged in the first part of 2013 as having an increased number of victims. These are Filipinos, Indonesians and Ghanaians. There have been more confirmed victims from these countries during the first half of 2013 than for the whole of 2012. The increase is primarily linked to an ongoing operation investigating trafficking in the fishing industry.

3.24 Another emerging trend during 2013 has been a rise in Afghans referred to the NRM. Between 2009 and 2012 only two victims had been confirmed as victims. However, during the early part of 2013 three confirmed victims of trafficking were identified. Whilst numerically small this will be monitored

Transit routes

3.25 A number of potential victims encountered in the UK have transited through other European countries first before arriving here and some are exploited in other countries before being moved to the UK. It is vital that UK law enforcement agencies work collaboratively across Europe to identify favoured transit routes and to deter and disrupt trafficking activity. A number of transit routes have already been identified and measures put in place to reduce the threat. These include routes into, out of and through Cyprus, the Netherlands, France, and Spain.

2014 Commonwealth Games

3.26 The Scottish Government worked closely with the police and other law enforcement agencies on security planning for the London 2012 Olympics. This has continued post-Olympics and throughout the planning operation for the Glasgow 2014 Commonwealth Games.

3.27 Police Scotland has overall responsibility for the coordination and delivery of the Glasgow 2014 Commonwealth Games safety and security operation. An established governance framework is in place. Human

trafficking is an integral part of crime and intelligence planning and has been one of the strands of the Commonwealth Games Strategic Intelligence Requirement throughout the planning phase. Whilst there is no intelligence at this stage to suggest a threat to the Commonwealth Games from human trafficking, the intelligence requirement continues to be driven across all internal and external stakeholders to ensure that any emerging issues are addressed.

3.28 The Police Scotland Commonwealth Games Delivery Team and Police Scotland National Human Trafficking Unit (NHTU) has reviewed lessons learned from the London 2012 Olympics to inform their approach. Best practice from the multi-agency Human Trafficking and London 2012 Network Group have been factored into the planning process for the Glasgow 2014 Commonwealth Games.

3.29 A Commonwealth Games Action Plan has been developed to address specific issues in the lead up to and during the Games from a trafficking perspective. This includes prevention work to ensure that Glasgow and beyond is a hostile environment for such activity.

3.30 As Games infrastructure is developed, Police Scotland has been working with the construction industry to raise awareness of human trafficking and forced labour issues. A Games-specific toolkit has been prepared by the Police Scotland Delivery Team for all officers, designed to incorporate all relevant national guidance into a bespoke human trafficking guide for officers and staff deployed to the Games.

3.31 The situation is monitored closely and reviewed quarterly by a multi-agency partnership meeting chaired by the Police Scotland NHTU.

Chapter 4: The Criminal Justice System's response

Summary

It remains a concern that prosecutions and convictions for specific human trafficking offences are relatively low. However, wider data shows that traffickers are being prosecuted and convicted for other very serious offences instead, including, for example, conspiracy to traffic, false imprisonment and rape. In 2012, 70% of cases in England and Wales which were flagged by the Crown Prosecution Service (CPS) as initially linked to trafficking resulted in a conviction for trafficking or another offence. The UK Government will be bringing forward legislation to consolidate trafficking offences, so it will be administratively simpler to investigate, prosecute and convict traffickers. The introduction of a statutory human trafficking aggravation in Scotland will help provide a more accurate reflection of the scale and extent of human trafficking within Scotland. In Northern Ireland, sentencing guidance has been issued in respect of offences of human trafficking for sexual exploitation making clear the seriousness of such offences and sets out a range of aggravating factors.

Legal Changes

4.1 In England and Wales a number of legislative measures have been introduced designed to make the operating environment of traffickers more hostile and to give the police and Crown Prosecution Service the power to take action in areas where there were gaps previously.

4.2 Trafficking specific measures in the Protection of Freedoms Act 2012 came into force on 6 April 2013. These measures enable law enforcement to prosecute UK nationals who commit trafficking offences abroad and to prosecute non-sexual trafficking offences that occur wholly within England and Wales.

4.3 The internet is being used more frequently in the facilitation of trafficking offences. For example it is being used to

arrange the travel of victims. To combat this, the Government has criminalised the use of such methods.

4.4 In England and Wales, the UK Government's proposed Modern Slavery Bill will seek to consolidate existing offences on human trafficking making the options available to law enforcement, when investigating and pursuing trafficking related charges, administratively simpler and operationally clearer. The Bill will also seek to introduce Trafficking Prevention Orders to place restrictions on those convicted of trafficking offences to prevent them from continuing such criminal activity upon their release.

4.5 In Northern Ireland, the Criminal Justice Act (Northern Ireland) 2013 created new human trafficking offences, ensuring that traffickers operating across international

borders, or internally within the United Kingdom, are not immune from prosecution in Northern Ireland. The Act also provides that human trafficking offences prosecuted in Northern Ireland are now triable on indictment only. The human trafficking provisions of the Act came into force in April 2013. The Public Prosecution Service for Northern Ireland has also recently published a new Policy for Prosecuting Cases of Human Trafficking which will provide important guidance on these types of offences.

4.6 In Scotland, the Criminal Justice and Licensing (Scotland) Act 2010 contain provisions that are mirrored in the Protection of Freedoms Act 2012. The Criminal Justice (Scotland) Bill includes provisions for two statutory aggravations for human trafficking. The general statutory human trafficking aggravation will apply for offences where there is evidence indicative of human trafficking but there is insufficient evidence to prove an offence under existing human trafficking legislation. The other aggravation will require courts, when sentencing for a specific human trafficking offence, to consider whether to 'aggravate' the sentence when the person who committed it did so by abusing his or her position as a public official. This reflects the seriousness of corrupt public officials using their positions to help facilitate human trafficking.

4.7 These two aggravations do not change the courts' sentencing powers. However, the aggravations require the court to consider the background to the offence and record whether it has taken this into account when exercising its existing sentencing powers. This will help provide a more accurate reflection of the scale and extent of human trafficking within Scotland.

Prosecution

4.8 Human trafficking requires the prosecution to prove all the constitutive elements including facilitating the movement of an individual, through coercion or deception, for the purpose of exploitation. Demonstrating this combination can be complex and time consuming and often traumatic for the victim. To offer the maximum opportunity for successful disruption, traffickers may be investigated and charged for a range of offences aside from, or in addition to, trafficking. The UK remains committed to using the full range of legal options at its disposal to prosecute and deter traffickers.

4.9 Where the police refer a case to the CPS in England and Wales as trafficking, it is recorded as such regardless of whether the eventual prosecution is for trafficking or another offence. Between January and December 2012, 148 cases were flagged. Convictions were secured in 103 of these (70%) cases. Six of these were prosecuted in Wales, of which four were convicted. The IDMG has asked the Ministry of Justice and Crown Prosecution Service to look in more detail at these 148 cases to analyse how they were dealt with by the criminal justice system in order to get a better understanding of offences associated with human trafficking. This work will be published during 2014.

4.10 The tables below show the number of prosecutions for specific human trafficking offences² in England and Wales, Northern Ireland and Scotland.

| Year | Trafficking for sexual exploitation | Trafficking for other exploitative purposes | Offence of forced labour and servitude |
|---------|-------------------------------------|---|--|
| 2011-12 | 112 | 37 | 15 |
| 2012-13 | 43 | 25 | 20 |
| Total | 155 | 62 | 35 |

Table 11: Offences charged and reaching first hearing in Magistrates courts in England

² On a principal and all offences basis.

| Year | Trafficking for sexual exploitation | Trafficking for other exploitative purposes | Offence of forced labour and servitude |
|---------|-------------------------------------|---|--|
| 2011–12 | 1 | – | – |
| 2012–13 | – | 1 | – |
| Total | 1 | 1 | – |

Table 12: Offences charged and reaching first hearing in Magistrates courts in Wales

| Year | Trafficking for sexual exploitation | Trafficking for other exploitative purposes | Offence of forced labour and servitude |
|---------|-------------------------------------|---|--|
| 2011–12 | 1 | – | – |
| 2012–13 | 1 | – | – |
| Total | 2 | – | – |

Table 13: Number of decisions to prosecute in Northern Ireland

| Year | Trafficking for sexual exploitation | Trafficking for other exploitative purposes | Offence of forced labour and servitude |
|---------|-------------------------------------|---|--|
| 2011–12 | 1 | – | 2 |
| 2012–13 | 4 | 6 | – |
| Total | 5 | 6 | 2 |

Table 14: Number of decisions to prosecute in Scotland

4.11 In Scotland, the Crown Office and Procurator Fiscal Service (COPFS) decided to prosecute ten individuals for trafficking offences (table 13 above). Four of those individuals were convicted; two were acquitted; proceedings are ongoing against three and no further proceedings were instructed against one (where, following an initial decision to prosecute, further investigation and consideration of the available evidence led to a subsequent decision not to continue the prosecution on account of insufficient evidence).

4.12 Table 15 shows the number of convictions in England and Wales in 2012 for specific human trafficking offences, where they were classified as the ‘principal offence’ for which an offender was dealt with. When a defendant has been found guilty of two or more offences, it is the offence for which the heaviest penalty is imposed. For example, if the defendant was convicted for a human trafficking

offence and rape, rape would be recorded as the principal offence. Where the same sentence is imposed for two or more offences, the ‘principal offence’ is the offence for which the statutory maximum penalty is the most severe.

| Year | Trafficking for sexual exploitation | Trafficking for other exploitative purposes | Total |
|-------|-------------------------------------|---|-------|
| 2009 | 23 | 2 | 25 |
| 2010 | 10 | 6 | 16 |
| 2011 | 8 | 0 | 8 |
| 2012 | 10 | 2 | 12 |
| Total | 51 | 10 | 61 |

Table 15: Number of human trafficking convictions in England and Wales^{3,4}

4.13 Table 16 provides the total number of human trafficking convictions, whether they were classified as ‘principal offence’ or not.

| Year | Trafficking for sexual exploitation | Trafficking for other exploitative purposes | Offence of forced labour and servitude | Total |
|-------|-------------------------------------|---|--|-------|
| 2009 | 44 | 12 | 0 | 56 |
| 2010 | 22 | 7 | 0 | 29 |
| 2011 | 34 | 4 | 0 | 38 |
| 2012 | 29 | 3 | 2 | 34 |
| Total | 129 | 26 | 2 | 157 |

Table 16: Number of Human Trafficking convictions (on an all offence basis) in England and Wales⁵

4.14 In Northern Ireland in 2012, there were two convictions for trafficking for sexual exploitation.

| Year | Trafficking for prostitution | Trafficking for other exploitative purposes | Total |
|-------|------------------------------|---|-------|
| 2010 | 2 | – | 2 |
| 2011 | – | – | – |
| 2012 | 1 | 3 | 4 |
| Total | 3 | 3 | 6 |

Table 17: Number of Human Trafficking convictions in Scotland⁵

³ MoJ data for the number of defendants found guilty at all courts, on a principal offence basis.

⁴ No human trafficking conviction were recorded as handed down in Wales in 2012.

⁵ According to the date the police report was received by COPFS.

Victims

4.15 Decisions on investigation and prosecution are not dependent on victim participation in the process. However, evidence from victims in court remains one of the best ways of securing both prosecutions and convictions.

4.16 In April 2013, the UK Government introduced *The Trafficking People for Exploitation Regulations 2013*⁶. These regulations made provisions to protect victims participating in court proceedings in England and Wales in line with measures available to victims of sexual offences. Victims may give evidence by video link or through pre-recorded testimony, from behind a screen or with the public removed from the court. It is hoped that by putting measures in place to minimise the risk of secondary victimisation, more victims might be encouraged to give evidence in court.

4.17 The Northern Ireland Minister for Justice has indicated his intention to make similar statutory provision in respect of special measures in court and to minimise the rise of secondary victimisation. However, work to progress this has been paused pending the outcome of a Private Member's Bill, which is currently before the Northern Ireland Assembly and which seeks to legislate on this issue.

4.18 The Victims and Witnesses (Scotland) Bill⁷, extends the definition of vulnerable witness in criminal proceedings to provide that victims of human trafficking, are deemed vulnerable and as such have the right to use certain special measures (screen, live TV link, supporter) when giving evidence. They will also be able, at the courts discretion, to use the special measures of giving evidence in chief in the form of a prior statement, taking evidence by commissioner and having a closed court. The Bill also provides that these categories of victims will have the right to specify the gender of the investigating officer carrying out their interview.

⁶ <http://www.legislation.gov.uk/uksi/2013/554/made>

⁷ <http://www.scottish.parliament.uk/parliamentarybusiness/Bills/59133.aspx>

Asset recovery

4.19 Criminal convictions are just one means of taking action against perpetrators of trafficking. Investigating authorities also have the power to use financial investigation measures in trafficking cases and to seize and confiscate assets, where appropriate. Table 19 provides information on assets seized in the UK in 2012.

| | England and Wales | Northern Ireland | Scotland |
|------------------------------|-------------------|------------------|----------|
| Number of cash seizures 2012 | 9* | 4† | 2** |
| Value of cash seizures 2012 | £24,609 | £7,516 | £10,781 |

Table 19: Cash seizures in the UK in 2012

*Two seizures, representing £4,000 are going through the court process.

†Three seizures, representing £5,265, are going through the court process.

**One seizure, representing £7,061 is going through the court process.

4.20 Between January and August 2013, police and other law enforcement agencies in England and Wales recovered assets to the value of £836,624 in relation to human trafficking offences.

4.21 In Northern Ireland, in 2012, the courts granted a confiscation order of £68,081 against a convicted trafficker. Of this sum, half is available to the Assets Recovery Community Scheme (ARCS). ARCS distributes funding which has been recovered through the courts from criminals. Funding can be used to prevent crime, reduce the fear of crime or to support the recovery of criminal assets.

4.22 Two confiscation orders with a total value of £46,940 have been obtained in Scotland against individuals convicted of human trafficking offences. Monies recovered through criminal confiscation, civil recovery or cash forfeiture processes in Scotland all go to the Scottish Consolidated Fund which in turn finances Cashback for Communities.

Victims who may be prosecuted

4.23 Identifying genuine victims of human trafficking is a complex task. In some cases there is no initial disclosure of the person's trafficked status. Even where an immediate claim of human trafficking is registered it will require careful investigation to ensure that false claims do not become a means to evade the criminal justice process. This has meant that genuine victims have been subject to prosecution in a small number of cases. The UK Government is taking action to minimise the risk of this happening.

4.24 In May 2013, the Lord Chief Justice held a special court to consider the appeals of four victims of human trafficking who had been prosecuted for involvement in criminal activities. The Crown conceded three of the appeals where new information about the appellants' trafficked situation had come to light whilst they were serving sentence.

4.25 As a result of the judgment, the Director of Public Prosecutions (DPP) for England and Wales will issue revised prosecutorial guidance on the exercise of discretion in relation to victims of trafficking. It will emphasise that all those in the criminal justice system need to consider at an early stage whether a defendant could, in fact, be a victim of trafficking and ensure that proper investigation is carried out. It is essential that prosecutors understand the complexities of cases involving potential victims of trafficking. Changes to prosecutorial guidance may additionally require some amendments to the referral process through the NRM to inform the prosecution decision.

4.26 A programme of awareness-raising has been developed to take the relevant messages to partners in the criminal justice system, including legal practitioners and judges. As part of this, regional seminars sponsored by Grays Inn, one of the barristers professional associations, are being held in Bristol and Birmingham in 2013, with plans to hold a further session in Manchester in 2014. Articles to further raise awareness have been prepared for a number of relevant publications for legal

practitioners and the police, to be published in the coming months.

4.27 In Scotland, Crown Office and Procurator Fiscal Service (COPFS) issued a further instruction to prosecutors earlier this year reminding them of their duty to be alert to the possibility that an accused might be the victim of human trafficking and advising them of their obligation to investigate such concerns. A process has been established to ensure that every case in which there is a concern that an accused may be the victim of trafficking is referred to the national lead prosecutor for human trafficking offences for instructions. This process ensures that COPFS has a robust and consistent approach in the identification of potential victims of trafficking.

4.28 Police Scotland National Human Trafficking Unit (NHTU) has links with the three identified geographical human trafficking leads within Crown Office and Procurator Fiscal Service. A meeting structure has been established between COPFS and NHTU to enhance investigations, maximise opportunities for prosecutions and ensure victims of human trafficking are not unnecessarily criminalised.

4.29 In Northern Ireland, the Department of Justice has written to stakeholders across the criminal justice system to highlight recent court of appeal judgments and any potential implications they might have for future case management.

Prisons

4.30 The National Offender Management Service (NOMS) currently deliver training for prison staff which includes a module on human trafficking, to help staff understand its various forms. NOMS is also considering ways to improve the identification and referral of potential victims to the National Referral Mechanism.

4.31 Interaction has taken place between the NHTU, the Police Scotland Prison Intelligence Unit and the Scottish Prison Service surrounding general awareness of human trafficking and indicators relating to new arrivals within the prison estate. A close working relationship between the NHTU and the Prison Intelligence Unit allows for the collation and dissemination of information and intelligence when required. It is further intended that all Scottish Prison Service staff receive the recently published information leaflet on human trafficking⁸.

4.32 In Northern Ireland, the Department of Justice has highlighted issues relating to human trafficking to the Northern Ireland Prison Service (NIPS) and, through the Organised Crime Task Force, is now working with NIPS to identify training and awareness needs for both new recruits and existing staff.

⁸ <http://www.scotland.gov.uk/Topics/Justice/crimes/humantraffick/humantraffickleaf>

Chapter 5: The UK's strategic response

Summary

The UK is strengthening its capacity to pursue the criminals who seek to exploit others, to prevent vulnerable individuals from becoming victims of human trafficking and to protect and support victims when they are identified. Effective coordination is key and through work with law enforcement, civil society foreign governments and the private sector the UK is strengthening capability at a local, national and international level. Preventing people from becoming victims in the first place remains a strategic goal. This requires a concerted and collaborative effort, not only from within the UK but across international borders. The National Crime Agency will play a key role in bearing down on the individuals and organised crime groups involved in this despicable practice using its enhanced tasking, coordination and intelligence capability. The UK Government has also announced that it will be publishing a draft Modern Slavery Bill which will support law enforcement efforts to pursue and prosecute these criminals.

5.1 A number of activities have been undertaken across the UK to strengthen the capability of law enforcement, to share intelligence, coordinate activity and disrupt traffickers. The framework to support victims is also being strengthened to ensure that the UK can identify and care effectively for those victims found in the UK and referred into the NRM. The sections below provide an update on the activities undertaken to strengthen the UK's response based on the four key strands of the human trafficking strategy.

Coordinating our law enforcement efforts

5.2 Working collaboratively to pursue and tackle the perpetrators of human trafficking and bring them to justice is paramount. A number of government departments and

partner agencies work collaboratively to deter and disrupt the activities of traffickers.

The National Crime Agency and the UK Human Trafficking Centre

5.3 The National Crime Agency became operational in October 2013. It has a key role in using its enhanced intelligence capabilities and coordination functions to target the organised crime groups involved in human trafficking, wherever they are. The UK Human Trafficking Centre has moved into the National Crime Agency as part of the Organised Crime Command.

5.4 Working across the Agency's internal structures (such as CEOP, the NCA's Border Policing Command, and the National Missing Persons Bureau) and with external partners such as Border Force, the NCA will help identify trafficked individuals who are being brought into the UK, or trafficked across the

country and ensure that the appropriate action is taken to protect them, pursue those involved and disrupt their activities.

5.5 The UKHTC will continue to develop as a national law enforcement hub for the support and coordination of tactical, operational, and intelligence activity on human trafficking. The NCA's enhanced international focus will support closer working with overseas law enforcement, particularly in key source countries for the UK. The objective is to identify, pursue and disrupt the individuals and organised crime groups involved in human trafficking.

5.6 Through its position in the NCA Organised Crime Command the UKHTC will continue to work closely with partners in the UK and internationally to both investigate criminal activity and, where possible, use intelligence-based activity to disrupt before exploitation takes place. The reach and resources of the NCA will enable the UKHTC to improve its collection, coordination and sharing of data and intelligence between all relevant authorities in law enforcement and government.

5.7 The formation of Police Scotland has strengthened the previous working practices between SOCA (the NCA's predecessor) and previously individual Scottish police forces. The UKHTC will have a direct link to a single Scotland focused National Human Trafficking Unit that can disseminate, or react to, any information and intelligence that they provide. The NCA will have an officer embedded in the Police Scotland National Intelligence Bureau which will enhance the direct sharing of information and intelligence.

5.8 The Scottish Government is taking a multi-agency approach to tackle the harm caused to communities by organised crime, including human trafficking. This is led by the Serious Organised Crime Taskforce, chaired by the Cabinet Secretary for Justice. The taskforce brings together law enforcement and non-law enforcement bodies to take concerted action to arrest and convict organised

criminals, and to take innovative approaches to disrupt the activities of serious organised crime groups. This includes maximising the opportunities to track down and recover the profits of criminals through the Proceeds of Crime Act making it harder for them to operate and at the same time diverting young people away from organised crime.

5.9 The Police Service of Northern Ireland will continue to work closely with UKHTC on all aspects of human trafficking, and will also have access to NCA information and advice. While the NCA's role in Northern Ireland will be different it will be represented on the Northern Ireland Organised Crime Task Force's Immigration and Human Trafficking subgroup to ensure that relevant knowledge and information is shared.

Case Study

In 2012, working with the Gangmasters Licensing Authority (GLA), the UKHTC acted on intelligence that workers from rural areas of Poland were being offered transport and accommodation to the UK to work for a soft fruit company. Enquiries revealed that the company had no vacancies, nor did it anticipate having work for an additional 150 workers in the near future. The UKHTC and GLA concluded that there was an intention to recruit, transport and debt bond migrant workers to the UK where the potential victims could be vulnerable to exploitation. Within 24 hours of receiving the intelligence, the UKHTC worked with the Polish Human Trafficking Centre and National Crime Squad to disrupt those involved at both the UK and Polish ends of the planned activity.

The police

England and Wales

5.10 In April 2013, the police launched Operation Eagle in England and Wales as a model for forces to implement procedures to

improve their response to human trafficking and organised immigration crime. This includes improved detection, investigation and prosecution levels.

5.11 The objective is to raise police awareness, intelligence and operational coordination over 12 months so that the UK becomes a more hostile place for traffickers to operate. Forces have developed local delivery plans many based on the national Operation Eagle strategic plan, and are already making real progress in their response by collating and sharing data internally and with partners. Operational activity has increased as a result. In support of this, over 26,600 police officers and staff have completed the police e-learning package on human trafficking. A number of forces are also developing and delivering specialist training to police officers and staff locally, often assisted by NGOs. Avon and Somerset Police have provided seminars jointly with Unseen UK to custody staff, safeguarding units, and Senior Investigating Officers. The Salvation Army has assisted training in Sussex Police and West Yorkshire Police. The Police and Crime Commissioner for West Midlands will launch a conference in October regarding CSE and Human Trafficking, which will be attended by local authorities, voluntary sector and surrounding forces.

5.12 Every force now has a senior and a tactical lead for human trafficking to help improve knowledge and understanding amongst staff, gather intelligence, and identify criminals and victims. These single points of contact provide a link to other forces, partner agencies and strengthen the relationship between the police and the UKHTC. A flagging system to identify intelligence related to trafficking under Operation Eagle on the Police National Database has been introduced. This means data can be searched more efficiently locally as well as nationally. Greater intelligence join-up will support coordination and cooperation between forces.

5.13 Delivery of the objectives for Operation Eagle and implementation of the strategic plan will be monitored through the National Policing

Business Area regional representative's group led by the National Policing lead for Migration and Associated Matters. Representatives of Police Scotland and the Police Service of Northern Ireland also participate in this group. A review of the impact of Operation Eagle will be conducted next year to identify strategic and operation lessons.

5.14 To complement police operational work, border and immigration authorities have enhanced their use of alerts, risk profiles and intelligence to give officers the information they need to intervene and ensure an effective law enforcement response by Home Office Criminal and Financial Investigation Teams (CFIs). This has resulted in a number of recent successes including Operation Hudson – in which the main conspirator was sentenced to 14 years in March 2013 for his role in the trafficking of young Nigerian females (see case study page 14) – and an increase in organised crime groups under investigation for involvement in human trafficking.

Northern Ireland

5.15 The Organised Crime Task Force (OCTF) is a voluntary coalition of statutory bodies and law enforcement agencies, chaired by the Minister for Justice, which provides strategic direction on tackling organised crime through multi-agency partnership. The OCTF has established an Immigration and Human Trafficking Subgroup, chaired by the Police Service of Northern Ireland, which brings together stakeholders from a range of statutory bodies and law enforcement agencies including An Garda Síochána develop a comprehensive multi-agency response and to share best practice on trafficking issues. Key actions for the PSNI over the year ahead are set out in the Northern Ireland Human Trafficking Action Plan 2013-14⁹.

5.16 The OCTF and PSNI have identified training as a priority and initiated a Training Needs Analysis for front-line professionals.

⁹ <http://www.octf.gov.uk/Publications/Human-Trafficking/Annual-Human-Trafficking-Action-Plan-2013-14.aspx>

To date almost 4,000 PSNI officers and staff have successfully completed an online training package to assist in the recognition of signs of trafficking and plans to issue operational guidance on human trafficking to all officers are also well developed. PSNI officers have participated in joint training with An Garda Siochana to ensure a coordinated cross border response and partnership to tackle human trafficking.

Scotland

5.17 The Police Scotland National Human Trafficking Unit (NHTU) has been established by merging the Scottish Crime and Drug Enforcement Agency Human Trafficking Co-ordination Unit and Strathclyde Police Vice and Anti-trafficking Unit. The NHTU is the single point of contact between Police Scotland's 14 divisions and the National Referral Mechanism within the UKHTC. This single point of contact allows for intelligence and information to flow freely between the NCA and NHTU for further dissemination throughout Scotland. The NHTU have established a human trafficking partners group which works on a multi-agency basis to tackle emerging issues, share information and promote better working practices. Human trafficking champions within the respective 14 divisions are single points of contact through which information is disseminated to first responding officers.

5.18 NHTU have conducted joint operations with Home Office and Police Scotland's Border Policing Command to increase knowledge and awareness of what is involved in human trafficking and the associated issues that may be encountered at ports and airports across Scotland. They have also input to the Scottish Police College courses on human trafficking including.

5.19 Police Scotland is committed to embedding awareness of human trafficking throughout the force. There is a mandatory e-learning programme supported by a quick reference card on indicators of human trafficking and emergency contact details of

victim support agencies. A public facing version of the quick reference card has been developed and distributed to businesses and the community to increase awareness and help disrupt criminals who seek to exploit human beings for profit.

5.20 The NHTU has attended a number of engagements throughout the year and provided suitably tailored presentations on human trafficking to specific groups including:

- Justice of the Peace training day in Stirling focused on the definition of human trafficking and the non-criminalisation of potential victims;
- Judicial Institute of Scotland event focused on Equality and Diversity issues;
- meeting of the Glasgow Bar Association including defence solicitors; and
- seminar series by the Scottish University Insight Institute.

5.21 Police Officers during their Probationer Training also receive a distance learning package from the Scottish Police College on Human Trafficking. Their subsequent understanding is knowledge checked through an exam during local training. A Police Scotland standard operating procedure on human trafficking was produced by the NHTU and is available for all police officers via the Police Scotland intranet.

Improving our identification of victims and responding to their needs

England and Wales

5.22 The period from 1 July 2012 to 30 June 2013 was the second year of the Government's contract with The Salvation Army (TSA) as the body responsible for overseeing and coordinating care for adult victims of trafficking in England and Wales. TSA contracts and coordinates accommodation and support services for adult victims who consent to be referred into the

NRM and who receive a positive ‘reasonable grounds’ decision. This ensures that each identified victim receives support tailored to their individual needs.

5.23 In this period, 746 potential victims were referred to TSA. The majority of referrals were made by the Home Office (25%), police (25%) and NGOs (20%). Not all of these potential victims met the criteria for receiving support (a positive ‘reasonable grounds’ decision) and some may decline the offer of support. This means that 550 victims of trafficking were supported by TSA and its sub-contractors. Of those, 348 were female and 202 male.

5.24 Action is being taken to ensure timely NRM decisions are made following multi-agency consultation and engagement. A Home Office human trafficking hub has been set up to clear a number of outstanding NRM decisions in England and Wales. Since its inception in April 2013 to September 2013 it had cleared 77% of the 384 cases it inherited and is helping to establish a centre of expertise in the Home Office.

5.25 Alongside this work is the existing commitment to ensure that any associated asylum decision is cleared within 30 days where the particular case circumstances allow. Many non-EEA victims highlight their trafficking experience when they are in the process of making their asylum claim. This means that the asylum claim is often the first point at which UK authorities are made aware of someone’s claim to be a victim of human trafficking. The hub is helping to ensure that timing is coordinated in cases where there are related facts to be considered.

Support Provision

5.26 Table 19 shows the regions from where victims were referred into TSA and the number of cases where support was provided either through managed accommodation or outreach work.

| Region | Numbers |
|---------------|------------|
| East | 15 |
| East Midlands | 17 |
| North East | 24 |
| North West | 64 |
| Not known | 14 |
| South | 50 |
| South East | 301 |
| South West | 17 |
| Wales | 25 |
| West Midlands | 102 |
| Yorkshire | 117 |
| Total | 746 |

Table 19: Region from where victims were referred into The Salvation Army

5.27 The current contract with the TSA comes to an end on 30 June 2014. Since 2011 the contract model has delivered a more bespoke care service for adult victims in England and Wales who have been referred into the NRM. Through its 12 sub-contractors, TSA provides victims with access to tailored support and advice in a safe environment. Later this year the Ministry of Justice will tender a contract to provide services from 1 July 2014.

5.28 Funding for the contract is provided jointly by the Home Office and the Ministry of Justice. Table 20 shows funding provided to TSA since the start of the contract in July 2011.

| Actual Spend 2011-12* | Actual Spend 2012-13 |
|-----------------------|----------------------|
| £2m | £4m |

Table 20: Level of joint funding provided to TSA by the Ministry of Justice and Home Office

* for the contract year running from July – June each year

Scotland

5.29 The Scottish Government continues to provide funding to Migrant Help and the Trafficking Awareness Raising Alliance (TARA) to provide support to potential and confirmed victims of trafficking. The current funding arrangement has been granted for a two year period. In financial years 2013-14 and 2013-14 funding of around £723K per annum will be

available. TARA supports female victims of trafficking for the purpose of sexual exploitation and Migrant Help supports all other victims of trafficking. Both organisations provide support tailored to a victim's individual needs in accordance with the Council of Europe Convention on Action against Human Trafficking and the EU Directive.

5.30 During the financial year 2012/13, 40 referrals were made to Migrant Help for support. Of these referrals 35 were adult victims and 5 were dependents. The gender split of the total referrals was 30% female and 70% male. A large proportion of the referrals came from a single large planned operation. 38 cases were concluded during the course of the year with 32 victims resettled in the UK, three victims returned to their countries of origin, and three victims voluntarily left support. Two cases are ongoing.

5.31 Migrant Help is developing a four strand volunteer programme to provide ongoing additional care to victims after support through the NRM comes to an end. This builds on work done by Migrant Help advisers, Police Scotland and Renfrewshire Council with the University of Strathclyde. The aim of this project is to offer continued care to victims by building confidence, motivation, empowerment, independence and education for as long as the person needs it. These tools will equip the victims to begin to see themselves as a survivor and not as a victim which in turn will decrease the chances of further victimisation. Migrant Help will seek to provide these services for the length of time required by the individual. This will mean they deliver a more of an end- to-end service.

5.32 In 2012 TARA provided short and long term support to a total of 69 women. 24 of these women were entered into the NRM process during 2012 and 11 had been entered into the NRM process during 2011. 31 cases were closed during 2012. 19 women no longer required specialist support and were resettled in the UK, three women accessed mainstream support, four women voluntarily disengaged from the service, three women were

repatriated by TARA and two women were repatriated by the Home Office. 38 cases were ongoing at the end of the year. 10 women who were provided with support did not consent to enter the NRM.

5.33 In response to rising requests from victims to be repatriated, TARA has developed a risk assessment tool for returns. The assessment is designed to establish the conditions for a safe return which will also minimise the risk of the individual being re-trafficked. It uses information from TARA's work with potential victims and input from Police Scotland to ensure that any return takes place to a safe and supported environment.

Northern Ireland

5.34 The Department of Justice (DoJ) provides funding to Migrant Help and its delivery partner, Women's Aid, to provide a comprehensive range of support services for adult potential victims of human trafficking during the recovery and reflection period. DoJ will procure a new contract to deliver the support service from 1 February 2014. The Northern Ireland Minister of Justice has indicated that he intends to put support for adult victims of human trafficking onto a statutory footing. However, work to progress this has been deferred pending the consideration of a Private Member's Bill that includes provisions to legislate for victim care arrangements. Table 21 shows funding provided by DoJ to Migrant Help for support provided to potential victims of human trafficking since 2011.

| 2011-12 | 2012-13 |
|---------|---------|
| £137.7k | £57.3k |

Table 21: Funding provided to Migrant Help for provision of adult victim care support in Northern Ireland*

* for the contract year running from February – January each year

5.35 In 2012, ten potential victims of human trafficking received support through the contract four male victims (all in respect of labour exploitation) and six female victims (all in respect of sexual exploitation). The average

length of stay in support services was 73 days. Support included the provision of accommodation for all of the male victims and the five female victims who required it. Medical, psychological and legal support, re-integration assistance, access to religious services, translation and interpretation support and access to education were also provided according to individual need. When they exit from the support service's care provision most clients have been assisted to resettle into independent living either in the UK or in their country of origin. Depending on the outcome of the NRM decision victims may exit with full access to mainstream support and others may be repatriated.

5.36 The Department of Justice recognises that part of protecting victims is about ensuring that they are informed of their rights. To this end the Department has also produced a rights-based information leaflet available in eight different languages, including English, for potential victims of human trafficking. It helps them identify if they have been trafficked and how to access help. Information through the 'Visitor or Victim' range of leaflets is also accessible at all Northern Ireland points of entry.

Working upstream to stop the threat early

5.37 The UK Government's human trafficking strategy noted the importance of tackling human trafficking early to prevent people from becoming victims in the first place. Engaging with priority source countries overseas to protect vulnerable individuals from falling prey to traffickers and strengthening the response at source is essential, as well as understanding the push and pull factors for those who choose to come to the UK. Entry clearance officers working in source countries play an important role as they may have a unique opportunity to spot warning signs. To support entry clearance officers and border staff we will strengthen the use of risk profiling to ensure an appropriate level of scrutiny is applied to those that fit the risk profile.

5.38 In April 2013 the Home Office amended the list of priority source countries to reflect the volume of potential victims referred into the NRM, intelligence gathered, and the known strategic threats from organised crime groups. The priority source countries for 2013/14 are:

| | | |
|----------|-----------|---------|
| Nigeria | Vietnam | Romania |
| Albania | China | Poland |
| Slovakia | Lithuania | Hungary |

International engagement and tackling root causes

5.39 The Foreign and Commonwealth Office (FCO) coordinates the delivery of a programme of Government activity to tackle human trafficking overseas to deter individuals and disrupt routes coming into the UK. It also supports the return and reintegration of victims of trafficking who wish to return home. Working with relevant authorities, civil society groups and potential victims the FCO has delivered a range of activities designed to strengthen cooperation with international partners. Work has included:

- *Nigeria*: Joint FCO/Home Office work in Abuja has three identified objectives: reducing vulnerability to exploitation; increasing disruption and deterrence; and enhancing our understanding of human trafficking in Nigeria to inform more effective UK border controls. The NSPCC is to train UK and Nigerian officials to better identify counterfeit or fraudulent documentation based on intelligence profiles of trafficked minors.
- *Romania*: Romanian National Police have been seconded to London in a project arranged by the FCO and the Metropolitan Police. This complemented a joint Crown Prosecution Service – Romanian Ministry of Justice project to strengthen the capacity of Romanian law enforcement authorities to seize the proceeds of trafficking related crime. The Romanian National Police and a Romanian NGO visited the UK Human Trafficking Centre to strengthen bilateral cooperation and

develop ways to improve information sharing. There is also work to develop training for airline staff operating in Romania to identify cases of concern and how to respond.

- *Vietnam*: On 3 June 2013, the British Ambassador opened a UK-funded shelter, in Lao Cai for young female victims of trafficking. It is operated in partnership with the local Vietnamese government authorities and an NGO. Training sessions conducted by an NGO and sponsored by the FCO have taken place in Can Tho and Hue.
- *Hungary*: The British Embassy in Budapest has assisted British police in finding Hungarian victims and witnesses linked to a suspected international trafficking network. Five people, including four Hungarians, have been charged with trafficking in human beings and their trial in the UK starts in November 2013.

Strengthening law enforcement and justice systems in source countries

5.40 The Crown Prosecution Service (CPS) as the leading prosecution authority in England and Wales has a key role in working with criminal justice partners overseas on rule of law and capacity building work. The aim of the CPS international work is twofold: firstly, to improve the gathering of evidence from overseas to support prosecutions in the UK and protect victims; secondly, to share our experience with partners overseas to enable them to strengthen their criminal justice systems and rule of law so that the traffickers can be stopped and prosecuted before they come to the UK. This work is essential. Many of the source and transit countries for trafficking are targeted by organised criminals due to the perceived weakness of the rule of law in those countries. The CPS has a positive programme in many of these countries.

5.41 There are currently 17 prosecutors working as criminal justice advisers in 15 countries, with a further two to be appointed

shortly. They advise law makers on changes in legislation and policies, they work with practitioners to train them, and they identify and assist in removing key strategic blockages to successful prosecutions within the court system. This work is essential to ensuring that there are no safe havens for traffickers and is key to our aim of seeking to protect victims.

Joint investigations

5.42 A number of UK law enforcement agencies have been involved in joint investigations with counterparts in other jurisdictions. Since the publication of the last IDMG report, the UK has operated six Joint Investigation Teams in partnership with seven countries. Five of these are ongoing and two further agreements are currently being negotiated.

Working smarter at the border

5.43 The UK must seize every opportunity presented at the border to prevent people from being trafficking into or out of the UK. Spotting the signs of trafficking at the border can be extremely difficult. This is made more complex given the number of passengers who travel into and out of the UK each year and the fact that at the point of arrival many victims will not recognise that they have been subjects of human trafficking. The Home Office is increasing the use of intelligence and profiling to support staff at the border to identify high risk individuals who may be involved in or victims of trafficking.

The Home Office's Risk and Liaison Overseas Network

5.44 The Home Office's Risk and Liaison Overseas Network (RALON) utilises emerging intelligence to identify profiles of high risk victims linked to trafficking. Profiles are shared with partners in order to disrupt upstream activity.

Case Study

Applications by Nigerian females for a visa as a housewife to accompany businessmen CEOs (with an existing visa) on short term tourist visits were identified as being used as a route to traffic women through the UK for sexual exploitation elsewhere in Europe. Sharing this risk profile meant Entry Clearance Officers could give such applications more rigorous scrutiny leading to increased refusals.

Closing the route had the effect of displacing the risk to females in their late 20s (in reality often much younger) applying for visas as single professionals on short term visits to UK hotels.

A new risk profile was circulated and as a consequence cases of trafficking victims linked to genuinely held (but fraudulently obtained) UK visas from Nigeria have dropped significantly. This suggests that trafficking networks have been deterred from exploiting perceived vulnerabilities in the UK visa operation.

5.45 Intelligence targeting is just one part of RALON's bi-lateral work with Nigeria. It also works closely with the Nigerian authorities, specifically the National Agency for the Prevention of Trafficking in Persons (NAPTIP), on investigations to identify and prosecute the Nigerian end of trafficking networks including the trafficking of children. This has had some success and two individuals are currently on bail having been arrested in Nigeria on suspicion of involvement in trafficking in separate cases. One relates to the movement of four children to the UK under the guise of a scout jamboree, and the second is linked to an investigation of the movement of a female identified as a victim of trafficking for sexual exploitation.

5.46 RALON routinely undertakes training to raise awareness amongst operational partners in key countries and organisations who could play a role in disruption activities. To counter

the movement of victims on forged documents, RALON provided training to profiling teams working for airlines based at Abuja airport in Nigeria. RALON has also trained 120 airline profilers working at Lagos Airport. Training includes human trafficking awareness raising and highlighting risk profiles from a UK perspective. As part of the session, a NAPTIP officer provided a briefing on the support available to profilers when faced with a potential victim of trafficking at the airport. Training also addressed the need to try and identify potential accomplices supporting trafficking networks at the airport for subsequent RALON/NAPTIP investigation. The initial training in Lagos has led to an increase in referrals. Liaison with the airlines continues to help build up the intelligence picture. Operations and investigations have also benefited from the provision of airline documentation to support UK end prosecutions.

5.47 A proposal to provide human trafficking focused training to the Nigerian Immigration Service (NIS) and State Security officers operating at both Abuja and Lagos airports has been agreed in principle by NIS and is awaiting the outcome of a funding bid through the Foreign and Commonwealth Office.

5.48 To strengthen the UK's response to trafficking the RALON network must be utilised fully where possible in all priority source countries, to build intelligence, assess risk and provide visa officers and airlines with advice on potential victims and traffickers before they seek to enter the UK.

NCA Border Policing Command

5.49 The Border Policing Command will deliver a new strategic response to border policing and enable the UK to better address the security threats from serious and organised crime, including human trafficking. It will be responsible for increasing knowledge about how criminals operate and how they exploit vulnerabilities and opportunities to transit the border. It will also better coordinate intelligence and operational activity through co-location

with Border Force intelligence officers and other partners into Joint Intelligence Units.

The Centre for Social Justice Report

5.50 In March 2013 the Centre for Social Justice (CSJ) published, *It Happens Here: Equipping the United Kingdom to fight modern slavery*¹⁰, a comprehensive policy report on the response to human trafficking within the UK.

5.51 The report identified the challenges of tackling human trafficking, in particular the difficulty in building a clear picture of the number of victims involved in this crime given the secrecy in which perpetrators operate. The report made 79 recommendations on a range of strategic and operational issues to strengthen and enhance the UK Government's response.

5.52 A number of the objectives of the report's recommendations are already in place, such as; single points of contact in police forces, clear training to all frontline Home Office Border and Immigration staff and the use of Joint Investigation Teams with European partners in support of international investigations. We continue to review these arrangements to seek improvements.

5.53 The UK Government's draft Modern Slavery Bill will address several of the significant legislative measures proposed in the CSJ report. Current criminal offences will be brought together in one place to provide additional clarity for law enforcement and prosecutors. To support the UK's efforts an Anti-Slavery Commissioner will be introduced to work with the Government, law enforcement and civil society. The Commissioner will focus monitor and challenge work to tackle trafficking, in particular the work of law enforcement agencies to improve investigation procedures and subsequent prosecutions and convictions. The Scottish Government is giving careful consideration to the UK Government's Bill and exploring with the UK Government the possibility of legislation covering Scottish interests. In Northern Ireland the Department of Justice is currently considering the case for replicating the proposed legislation.

¹⁰ <http://www.centreforsocialjustice.org.uk/publications/it-happens-here-equipping-the-united-kingdom-to-fight-modern-slavery>

Chapter 6: Child Victims

Summary

The UK Government is absolutely committed to tackling the trafficking and exploitation of children and vulnerable young people. Since publication of the first IDMG report in October 2012, the awareness of front-line professionals has increased through training, guidance and support tools. Following the historical cases into child abuse and the recent cases of organised child sexual exploitation a new National Group for England and Wales – led by the Minister for Policing, Criminal Justice and Victims, reporting to the Prime Minister – has been established to urgently address the missed opportunities to protect children and vulnerable people. Part of the Group’s work will be to consider how the best possible support can be provided to victims, inside and outside the criminal justice system, including child trafficking victims.

Child Sexual Exploitation, child protection and trafficking

6.1 Child trafficking is a form of child abuse and the Government is committed to tackling it no matter when or where it occurs.

England & Wales

6.2 Following a number of historical and recent child exploitation and abuse cases, a new National Group has been established across the Government to urgently address the missed opportunities to protect vulnerable children. The group is led by the Minister for Policing, and Criminal Justice and Victims in the UK Government.

6.3 The National Group has three key aims to: improve cross-Government delivery, identify problems and solutions, and act swiftly to resolve them. The group has identified nine key areas for action: prevention; online; policing; criminal justice system; culture

change; supporting victims; offenders; institutions and local implementation. It has already published its first progress report and action plan¹¹ which include measures to prioritise action to prevent abuse happening in the first place, protect children online, make sure the police can identify and deal with problems and ensure victims are at the heart of the criminal justice system. The action plan includes a number of measures about how the criminal justice system can better support victims. The Group will also consider how the best wider support to victims, including child trafficking victims, through the supporting victims’ action strand of its work, can be provided.

6.4 The UK Government’s commitment to working together is reflected in the group’s membership which includes key partners such

¹¹ <https://www.gov.uk/government/publications/sexual-violence-against-children-and-vulnerable-people-national-group>

as the police, the Crown Prosecution Service (CPS), Government departments and experts in this field such as the Child Exploitation and Online Protection Centre (CEOP), Barnardo's, Rape Crisis and the NSPCC. It is building links with the many other stakeholders who also have an interest and want to contribute.

6.5 Good progress has already been made including increased police activity, more cases before the courts, heavy sentencing and recognition that CSE is an organised crime threat. Compared to three years ago perpetrators are now being caught and victims feel able to come forward. There is now a need to harness this change in attitude and go further to deliver both immediate and longer term change.

6.6 Since the establishment of the National Group in April 2013, the UK Government has delivered in a number of priority areas:

- Prevention: consultation on new guidance on protecting children who go missing or run away from home or care¹² closed in September and feedback is now being analysed. The UK Government is already leading work to support local areas to develop better multi-agency approaches on information sharing (Multi-Agency Safeguarding Hubs) to help identify and prevent abuse happening in the first place;
- Policing: the College of Policing and the Director of Public Prosecutions launched a public consultation on revised guidance for those working with sexual violence victims on 11 June 2013 which ran until September. The revised guidance will be available on the College of Policing website¹³ from 24 October 2013. This is critical if we are to move the focus of investigations away from testing the credibility of victims onto the credibility of the allegation and ensuring victims are listened to by the police;

- Criminal Justice System: the UK Government has improved the experience of victims in the criminal justice system by launching a new criminal justice strategy and action plan including significant measures to improve the court process for victims of sexual abuse and exploitation¹⁴. This follows the announcement by the Secretary of State for Justice, on 11 June to pilot measures for recorded pre-trial cross-examination of vulnerable and intimidated witnesses; and
- Online: leading companies have pledged £1m to the Internet Watch Foundation (IWF) which will strengthen its work with the CEOP to identify images before they are widely distributed online.

6.7 In the past year work to raise awareness amongst front-line professionals who may come into contact with victims of child trafficking has continued, including through the London Safeguarding Board Trafficking toolkit¹⁵ which is an aid for practitioners in identifying and safeguarding trafficked children.

6.8 The Department for Education (DfE) supported a Barnardo's project through an investment of £1.4m over two years from 2011-2012 to 2012-2013 to develop specialised foster care placements for victims of trafficking and child sexual exploitation, and a high quality two-day training course for foster carers. The project finished at the end of March and evaluation of the project by the University of Bedfordshire was published on 7 October 2013.

6.9 Over the next two years, the DfE is providing £1.8 million in grants to voluntary and community sector organisations, including Barnardo's for projects to combat child sexual exploitation.

6.10 DfE has continued to work on improving and bringing greater consistency to the quality of foster care, children's homes and social

¹² <https://www.gov.uk/government/consultations/statutory-guidance-on-children-who-run-away-or-go-missing-from-home-or-care>

¹³ <http://www.college.police.uk/>

¹⁴ <https://www.gov.uk/government/publications/transforming-the-criminal-justice-system>

¹⁵ <http://www.londonscb.gov.uk/trafficking/>

workers. In doing so they published a number of consultations on relevant issues this year including:

- strengthening safeguarding in children's homes via amendments to regulations;
- strengthening safeguards for looked-after children placed out of authority via amendments to regulations. This consultation also contained proposals to strengthen scrutiny of decisions to cease looking after 16 and 17 year olds; and
- revised statutory guidance on *Children Who Run Away and Go Missing from Home or Care*¹⁶.

6.11 Other guidance which has been prepared or updated this year includes:

- revised statutory Guidance, *Working Together to Safeguard Children: A guide to inter-agency working to safeguard and promote the welfare of children*¹⁷ was published on 21 March 2013, and came into effect on 15 April 2013;
- guidance for frontline practitioners, outlining the role of a first responder, the use of children's services and when and how to refer a child to the national referral mechanism (NRM) was disseminated to front line practitioners and published in August 2013¹⁸.

6.12 The Government is also delivering an ongoing programme of reform of social work, including:

- appointing Isabelle Trowler as Chief Social Worker for Children and Families to provide expert advice to Ministers and support and challenge the profession;

¹⁶ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/208528/Statutory_guidance_on_children_who_run_away_or_go_missing_from_home_or_care_consultation_-_final.pdf

¹⁷ <http://media.education.gov.uk/assets/files/pdf/w/working%20together.pdf>

¹⁸ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/244697/NRM_First_Responder_Guidance.pdf

- commissioning Sir Martin Narey to carry out a review and identify what further improvements can be made to initial social work training;
- supporting a new College of Social Work (launched January 2012) to act as the voice of the profession and drive improvement;
- continuing to invest in the social work bursary, *Step Up to Social Work*, and induction support to new social workers via the Assessed and Supported Year in Employment (ASYE), introduced in England in September 2012, to help newly qualified social workers to develop their skills, knowledge and capability and strengthen their professional confidence.
- improving the quality of those coming into social work, for example through Frontline, a fast-track entry to a social work programme for talented graduates

6.13 In Wales, the Anti Human Trafficking Leadership Group¹⁹ includes the Children's Commissioner for Wales, the Head of Children's Safeguarding for the Welsh Government, and the Wales Anti Human Trafficking NGO Forum in its membership. The Leadership Group's delivery plan has a number of child focused actions including the development of child specific training supported by Barnardo's Cymru and the NSPCC Cymru. Anti-human trafficking training is also to be delivered to schools on the All Wales Police Liaison Programme.

Northern Ireland

6.14 The Department of Health, Social Services and Public Safety (DHSSPS) has lead responsibility for child protection policy, which extends to the protection of children who are the victims of trafficking. Responsibility for provision of care and support to these children, including access to health and social care, falls to Health and Social Care Trusts (HSCT).

¹⁹ <http://wales.gov.uk/topics/housingandcommunity/safety/human-trafficking/what-are-we-doing/?lang=en>

6.15 The Health and Social Care Board (HSCB) and Health and Social Care Trusts (HSCT) have championed a number of initiatives over the past 12 months including:

- the introduction of quarterly reporting measures on separated/trafficked children across HSC Trusts from April 2012. This provides the HSCB on a quarterly basis with recent data on separated children who are identified in Northern Ireland, including the number of children where trafficking is suspected or proven, the number of children who are looked after, and placement type;
- the coordination of Age Assessment Training across the five HSC Trusts in October 2012 supporting 20 social workers across the region to develop skills and competencies in this area of work with separated / trafficked children. The training was delivered by the Refugee Council;
- the development of a Service Framework for Children & Young People. This is currently in draft form and includes a Standard on Separated Children and Young People. Subject to Ministerial approval the Department will launch a framework for public consultation in November. Further detail of the draft Framework and the draft standard on separated Children and Young People can be sought from the DHSSPS²⁰.
- the development of operational practice guidance for staff on separated/trafficked children by a regional group comprising the main statutory agencies and chaired by HSCB. The document will be issued in autumn 2013.

6.16 In recognition of the need for a comprehensive, coordinated and consistent approach to safeguarding and promoting the welfare of children and young people, the independent Safeguarding Board for Northern Ireland (SBNI) was established on 17 September 2012 under the Safeguarding Board Act (Northern Ireland) 2011. The SBNI

²⁰ http://www.dhsspsni.gov.uk/index/contact_us.htm

has identified Child Sexual Exploitation (CSE) as a key area to be addressed in the coming year. The Board and Police Service of Northern Ireland (PSNI) convened a workshop on CSE on the 29 July 2013 to highlight key strategic objectives to be taken forward by all key partners.

6.17 On 10 September 2013 the Northern Ireland Minister for Health, Social Services and Public Safety and the Minister of Justice convened a Ministerial Summit specifically in relation to Child Sexual Exploitation and the actions being taken on a multi-agency basis to tackle the issue. Subsequently the Minister for Health, Social Services and Public Safety announced the establishment of an independent, expert-led inquiry into child sexual exploitation in Northern Ireland jointly with the Minister of Justice. The remit of this inquiry is wide-ranging and is intended to address both broad concerns regarding child sexual exploitation and current responses to it as well as specific concerns about the protection of children in care. The Minister also directed the Safeguarding Board for Northern Ireland (SBNI) to undertake a thematic review of the cases that triggered the on-going police investigation into child sexual exploitation in order to identify lessons from the management of those cases to both inform and improve future practice.

6.18 The SBNI has identified a strategic priority of working with member agencies to develop a coordinated strategy and working model to protect and safeguard children who go missing from home and care and/or at risk of sexual exploitation.

Scotland

6.19 The Scottish Government commissioned the University of Bedfordshire to research the scale and nature of child sexual exploitation in Scotland²¹ and how child trafficking relates to this. The findings of the research identified that, in common with the rest of the UK, the problem is not easily visible.

²¹ <http://www.scotland.gov.uk/Resource/0040/00404853.pdf>

The university has more recently been commissioned to adapt its data monitoring and self-evaluation tools for use in Scotland and work is underway to ensure that local areas across Scotland have protocols in place on child sexual exploitation and child trafficking. An Anti-Child Trafficking toolkit is also being developed and the National Child Protection Guidance²² in Scotland is being reviewed to ensure the relevant sections properly reflect the agreed approach and importance of taking appropriate action.

6.20 Scotland's first Ministerial working group on Child Sexual Exploitation chaired by the Chief Executive of Children in Scotland, has been established bringing together police, social work practitioners and children's charities. The group is reviewing and learning from developments in other parts of the UK and considering the wider issues relating to vulnerable young people and how services support them.

6.21 Scotland's Minister for Children and Young People is supporting the Scottish Parliament's Public Petitions Committee Inquiry²³ into tackling child sexual exploitation in Scotland. The Committee is due to report its findings towards the end of 2013.

Missing Children

6.22 The UK Government recognises the risks of trafficked children going missing. The UK Government's Missing Children and Adults Strategy²⁴ was published on 5 December 2011²⁵. It highlights the need for all agencies to work together proactively to minimise the risks of children going missing through the

prevention, protection and provision of support for missing people and families.

6.23 The UK Government has provided key leadership and support to local areas in delivering the aims of the strategy through raising awareness, spreading effective practice, providing periodic national assessments and ensuring continued targeted national capability. Ministers also host an annual roundtable to assess joint efforts to deliver the strategy's objectives. The last roundtable was hosted in April 2013 to take stock, consider next steps and agree the priorities for year 2.

6.24 Year 1 has seen a natural focus on the particular vulnerabilities of children. Moving forward, partners will continue to work together to drive the aims of the strategy and the focus of child vulnerabilities as well as look to do more on sharing good practice on missing and multi-agency working.

6.25 The UK Government also continues to take forward work on improving the sharing and collection of national data on missing children. Ministers have agreed some important proposals that have been piloted with a view to reducing the current anomalies in the national data set. Final proposals will be announced by Ministers later this year.

6.26 The DfE consultation on statutory guidance on children who run away or go missing from home or care closed on 17 September 2013²⁶. The guidance is intended to provide a national framework within which local agencies and professionals can draw up and agree ways of working together to prevent and safeguard children who go missing from care. It will replace existing guidance, providing greater focus on key areas, such as data sharing, risk assessments and working with national agencies to protect trafficked children.

6.27 The Scottish Government works closely with the UK-wide Child Exploitation and Online Protection Centre (CEOP). This includes

²² <http://www.scotland.gov.uk/Resource/Doc/334290/0109279.pdf>

²³ <http://www.scottish.parliament.uk/parliamentarybusiness/CurrentCommittees/60242.aspx>

²⁴ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/117793/missing-persons-strategy.pdf

²⁵ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/117793/missing-persons-strategy.pdf

²⁶ <https://www.gov.uk/government/consultations/statutory-guidance-on-children-who-run-away-or-go-missing-from-home-or-care>

sharing best practice to tackle very serious, sensitive, borderless crimes. CEOP is represented on the Scottish Government led Stakeholder Group on Internet Safety.

Assessing support arrangements for child trafficking victims

6.28 The UK Government is committed to ensuring we gain a better understanding of how current policies are operating in practice and get to the heart of children's experiences to ensure they receive the care and support they require.

6.29 The UK Government awarded a grant to the Refugee Council and The Children's Society to carry out an independent review of the practical care arrangements for trafficked children. The review looked at the experiences of victims and the work of practitioners to identify how improvements and greater consistency can be brought to the existing system. The subsequent report of the review '*Still at Risk*'²⁷ was published on 12 September 2013.

6.30 The report's key findings include the need to increase awareness of statutory agencies to protect trafficked children and ensure all statutory and practice guidance is implemented. The UK Government is already taking action on a number of fronts and we are working with front-line professionals to help them better identify and support potential victims, particularly children. The report also calls for an independent trusted adult to be appointed. The UK Government is currently carefully considering the findings of the report.

Child Trafficking Advice Centre (CTAC)

6.31 The Home Office continues to provide partnership support to the NSPCC CTAC. CTAC provides practitioners with active support to safeguard children suspected of being trafficked as well as making a positive difference to outcomes in individual case referrals. As part of this, the Home Office funded CTAC to deliver awareness-raising sessions to students completing a social work degree in Higher Education institutions and qualified social workers as part of their professional development. The Home Office continues to support and co-chair the Child Trafficking Information Forum (CTIF) with CTAC. The group meets quarterly and provides practitioners and NGO's a unique opportunity to share their expertise with members of the group and discuss any practical problems they face.

Work overseas

6.32 New support from DFID announced in 2013 will help to tackle child trafficking in Nepal, Bangladesh and India. As part of the wider, five-year *Work in Freedom* programme led by the International Labour Organization (ILO), this UK support will help thousands of girls under 16 years old to stay in school so they are not compelled to enter the labour market where they can suffer exploitation and hazardous conditions. By staying in school longer, they will be better able to make informed choices about their lives.

6.33 The FCO has supported training workshops in Hanoi and Ho Chi Minh City delivered by the Child Exploitation and Online Protection Centre (CEOP) focused on the on-line protection of children against UK paedophiles and traffickers.

²⁷ http://www.childrenssociety.org.uk/sites/default/files/tcs/still_at_risk_-_briefing_on_a_review_of_support_for_trafficked_children_2013.pdf

Chapter 7: Progress on Actions

Summary

The IDMG report published in October 2012 highlighted three areas where the UK recognised the need to strengthen its approach: data collection, raising awareness with front-line professionals, and coordination of prevention activities. The Joint Strategic Group has been tasked to consider the three areas in more detail. The Group has set up a number of multi-agency sub-groups to consider the issues, identify the problems and gaps, and generate recommendations. The Chair of the Joint Strategic Group is now a member of the IDMG. This will establish a clear and effective line of communication between the Government and civil society organisations.

7.1 The UK continues to recognise the importance of tackling human trafficking particularly where it involves the exploitation of vulnerable young people. Since the last IDMG report work has continued with key partners towards fulfilling the commitments made in the UK Government's Human Trafficking Strategy. This has included a continued effort by various organisations including the Government, NHS, the police and NGOs to raise awareness of front-line professionals to help identify and tackle this abhorrent crime. A table summarising the key activities undertaken to improve data collection, awareness of front-line professionals, and coordination of prevention activities is set out at Annex A. A key feature of the work to better coordinate prevention activities is the establishment of the Joint Strategic Group which provides a focal point for officials and NGO partners to discuss issues, share ideas and identify solutions.

Coordinating prevention activities

7.2 The Joint Strategic Group (JSG) was established in December 2012 as a forum for Government and civil society groups to work together to identify challenges and opportunities in the coordination and delivery of anti human trafficking activity. The Group provides suggestions and feedback to support the work of the Inter-Departmental Ministerial Group (IDMG) chaired by the Security Minister.

7.3 Recognising the importance of engaging with civil society organisations the Home Office invited NGOs to express an interest in chairing the JSG. Andrew Wallis, CEO of Unseen, was appointed chair in March 2013. The JSG has identified several key areas to focus work on and has established a number of sub groups to take forward key actions. The sub groups are:

- International Engagement (chaired by the FCO and Anti Slavery International): to improve cooperation between Government and NGO activities internationally, share areas of knowledge, and formulate joint projects;

- Training (chaired by Unseen and SOCA): to identify essential training messages and successful methods of delivery to support provision of a core package of high quality training for use with key sectors;
- Children (chaired by the Home Office and ECPAT UK): to address the particular challenges around identification, care, support and prevention as they affect child victims of trafficking;
- Private Sector (chaired by SOCA and Unseen): to identify means to secure greater input from business in identifying and addressing human trafficking as an issue within the private sector;
- Forced labour (chaired by Anti Slavery International and the Gangmasters Licensing Authority): to identify on a short term basis and bring into mainstream consideration particular challenges related to the increase in forced labour; and
- Data (chaired by the UKHTC and Stop The Traffik): to address immediate issues for the improvement and better collection of data on human trafficking.

7.4 In Northern Ireland in recognition of the role played by NGOs in the fight against human trafficking, the Minister of Justice has established an NGO Engagement Group. The Group meets regularly and has established three sub-groups focusing on education, raising awareness, and training. The education sub-group has produced a multi-media educational resource pack on human trafficking²⁸. The pack was launched by the Minister of Justice on 7 August 2013 and is available free of charge to schools across Northern Ireland for use with pupils at Key Stage 4. This is complemented by a series of events with schools to mark EU Anti-Trafficking Day 2013.

7.5 On EU anti-trafficking day in 2012, the Scottish Cabinet Secretary for Justice hosted a trafficking in human beings summit for senior

representatives of organisations with a role in tackling trafficking and supporting its victims. Those attending included the Scottish Minister for Children and Young People, Chief Constable of Police Service of Scotland, Scotland's Commissioner for Children and Young People, the Advocate General for Scotland and representatives from the Northern Ireland Assembly, Crown Office Procurator Fiscal Service, Convention of Scottish Local Authorities, Migrant Help, TARA, the Equality and Human Rights Commission, the Scottish Chambers of Commerce, Scottish Trades Union Congress and the UK Human Trafficking Centre.

7.6 The summit identified 11 action points to be taken forward in four key areas:

- awareness raising and training of frontline professionals;
- data collection and analysis;
- victim care and support; and
- legislation/ enforcement/ prosecution²⁹.

7.7 A working group chaired by the Scottish Government is taking forward these actions and will report on progress made to a reconvened summit around the summer of 2014.

7.8 The Welsh Government aims to make Wales hostile to human trafficking and to provide the best possible support to victims who have been trafficked. In 2012, Wales established an Anti Human Trafficking Leadership Group supported by the Chief Executive of Denbighshire County Council as Wales Public Services Leadership Group lead on Anti Human Trafficking. The group works on a multi-agency basis and adds value by coordinating collaboration between devolved and non-devolved partners and NGOs, to raise awareness, tackle human trafficking and support delivery of support to victims. It has a number of strategic objectives including building a stronger evidence base, conducting a training needs analysis and standardising

²⁸ [http://www.octf.gov.uk/Publications/Human-Trafficking---Teacher-s-Resource-Pack-\(1\).asp](http://www.octf.gov.uk/Publications/Human-Trafficking---Teacher-s-Resource-Pack-(1).asp)

²⁹ <http://www.scotland.gov.uk/Topics/Justice/crimes/humantraffick/Actionpoints>

training, developing intelligence/information sharing protocols, and the development of both a communications engagement plan and a victim care pathway.

Data Capture and Intelligence Sharing

7.9 The collection and sharing of data is a constant challenge because of the number of different data systems and ways of working in operation across partner agencies and organisations. During the past year, the UKHTC, as the UK's central data collection hub, has continued to work with front-line responders such as the police and law enforcement agencies, local authorities and civil society groups, to overcome this.

7.10 A sub group of the JSG was established to review issues of data collection and sharing. The group has undertaken a review of the level and type of data required including consultation with law enforcement agencies, local authorities and civil society groups. To improve knowledge and understanding the data group has proposed to implement a consistent set of data questions which will be collated by the sectors on a regular basis and shared with the UKHTC.

7.11 Work to improve and strengthen data sharing arrangements remains a challenge and will need to involve other sectors, such as the business sector. As part of the NCA, the UKHTC will draw on the wider intelligence and investigative resources of that agency to strengthen existing data capture and intelligence sharing.

Raising awareness of front-line professionals

7.12 In the first quarter of 2013, the Home Office awarded grants totalling £75,000 to three organisations – Eaves, the NSPCC, and Stop the Traffik – to develop and deliver training and awareness raising activity for a number of different front-line professionals. This activity included training and awareness to the police, youth offending teams, social work students, environmental health officers,

and NHS professionals. In total, over 1,000 individuals received specific human trafficking training or awareness as a result of these initiatives.

7.13 To ensure a legacy, a number of train-the-trainer events were held to increase the scope and reach of the training that had been developed. Training materials were also provided to a number of universities in England and Wales to assist them in raising the awareness among social work students.

7.14 To mark Anti-Slavery Day 2012, the FCO and Home Office hosted a Human Trafficking event. The Minister of State in the Foreign and Commonwealth Office and the Minister of State for Immigration highlighted the importance that the UK places on tackling human trafficking and invited foreign Governments to help facilitate victims' safe return home. The event was attended by representatives of NGOs active in this work and London based Ambassadors and High Commissioners from key countries for the UK anti-trafficking effort.

7.15 In March 2013, the Home Office held a conference focused on the private sector to raise awareness and to provide a number of tools to support businesses in identifying individuals who may be victims of trafficking and to help them raise the awareness of their staff.

7.16 In October 2013 the FCO hosted an event entitled '*Business, Human Rights and Human Trafficking*' at Wilton Park to mark Anti Slavery day. The event brought together key interlocutors from the business, NGO, diplomatic and international communities. The aim was to raise awareness of human trafficking and labour exploitation in the context of business and to consider practical ways forward to tackle this including developing and promoting new networks aimed at future cooperation. The FCO will monitor the implementation of this work as it moves forward.

7.17 In April 2013 the Department of Health in collaboration with the non-governmental

organisation Platform 51 launched an awareness-raising package for the health sector. The package provides information and advice to a diverse range of health sector workers to help them understand the indicators of trafficking and to know what to do if they suspect someone is a victim.

7.18 Police Scotland in conjunction with the Scottish Government launched a public facing human trafficking awareness leaflet³⁰ with the assistance of the Scottish Business Resilience Centre. The leaflet is being distributed throughout various businesses to enhance awareness of human trafficking and the key indicators.

7.19 A number of Scottish health boards have developed care pathways to support staff to identify and respond to victims of trafficking in human beings. This includes an e-learning module³¹ developed in collaboration with NHS Education with localised information added to ensure they have the most relevant internal links. A concise leaflet and poster to raise awareness of the issue amongst staff and provide information about resources available were launched in July and have been disseminated to all boards. The University of the West of Scotland has agreed to make this material available to all nursing and midwifery students undertaking graduate and post graduate studies. NHS Scotland has prepared short evidence brief for staff on the health impact of human trafficking complemented by specialised training to NHS Sexual Health Clinical Leads network to raise awareness of the issue. This is currently being rolled out.

7.20 In Northern Ireland the Department for Justice and its OCTF partners have initiated a number of awareness raising and training initiatives. This work and work to support victims of trafficking in Northern Ireland is captured in the Northern Ireland Human

Trafficking Action Plan³² published by the Minister of Justice on 23 May 2013. Work includes:

- establishing an Engagement Group on Human Trafficking which brings together civil society organisations with government in an effort to tackle human trafficking and which focuses on awareness, education and training;
- production of a detailed, multi-lingual information leaflet for victims of human trafficking. The leaflet provides information about an individual's rights to care and support as a victim of trafficking³³;
- support for a Crimestoppers campaign to raise awareness of trafficking for labour exploitation run locally in Northern Ireland;
- focus on enhancing education and awareness raising within schools through the development of an educational resource and the launch of a project to encourage schools across Northern Ireland to mark the 2013 EU Anti-Trafficking Day by hosting their own human-trafficking events. The Justice and Education Ministers will attend some participating schools;
- focus on training, including development of a training needs analysis of the statutory bodies represented on Immigration and Human Trafficking subgroup to identify and address any gaps in training; and provision of training to NGO groups working on human trafficking issues;
- facilitating better cooperation and partnership across agencies across Northern Ireland and the Republic of Ireland, including a one day Forum on Human Trafficking on 16 October 2013 co-hosted by Department of Justice and the Irish Government. The event brought together NGO and statutory agencies on a

³⁰ <http://www.scotland.gov.uk/Topics/Justice/crimes/humantraffick/humantraffickleaf>

³¹ <http://www.e-lfh.org.uk/projects/human-trafficking-e-learning/open-access-session/>

³² <http://www.dojni.gov.uk/northern-ireland-human-trafficking-action-plan-2013-2014>

³³ <http://www.dojni.gov.uk/multi-lingual-leaflet-for-victims-of-human-trafficking.htm>

cross border basis to help facilitate better cooperation and partnership across both jurisdictions; and

- co-hosting with the Irish Department of Justice and Equality (DOJE) a joint all-Ireland photography and video competition aimed at raising awareness of human trafficking amongst students in third level education.

7.21 The Health and Social Care Board in Northern Ireland has also developed practical advice for staff in Emergency Departments which covers human trafficking, domestic violence and abuse of adults. It sets out information in relation to contact points and the Board's expectations of staff when responding to these issues. The advice is currently being piloted with a view to it being rolled out across all emergency departments in Northern Ireland.

International activity

7.22 An unpublished report by the International Organisation for Migration, on human trafficking in Romania, with a focus on the UK as a destination country, examined communication channels used by recruiters and types of coercion and exploitation. The results of this report will be followed up by a public awareness campaign targeted at communities identified as vulnerable to UK-bound trafficking.

7.23 The British Embassy in Hungary co-financed a human trafficking awareness raising programme at the Sziget Festival, one of the largest music and cultural festivals in Europe attended overwhelmingly by young people.

7.24 In Lithuania, the FCO launched the Comic Relief funded film "*Two Little Girls*" in partnership with Save the Children³⁴. The short animated film based on real life stories is aimed at young women in Eastern Europe who are in danger of being trafficked for sexual purposes. The launch attracted significant media coverage including on Lithuanian national television.

7.25 In China, there has been a focus on awareness raising as part of broader work to develop UK - China cooperation in this area. Awareness raising training has been delivered with the assistance of the Chinese government, NGOs and other embassies through a British Embassy hosted anti-human trafficking reception in Beijing.

³⁴ <http://www.twolittlegirls.org/country-campaigns>

Annex A

Summary update on actions from 2012 report

Data

The Joint Strategic Group data sub group is considering how to improve data collection across a number of key partners. Chaired by the UKHTC the group is reviewing options on how to instigate systematic collection of victim data to improve our overall understanding of the nature and scale of the issue. Systematic data collection will also allow the UKHTC to extract relevant intelligence from the victim's account at a national level, helping to develop a robust response and tasking others to take action as required.

The Scottish Anti-Trafficking Progress Group is also considering the issue of data and all work is feeding into the intelligence profiles collated by UKHTC.

Awareness-raising

Activities to improve awareness of human trafficking were undertaken with a range of front-line professionals including: police, NHS professionals and social work students.

A private sector conference held in March 2013, to raise awareness of human trafficking, was attended by representatives of the hotel industry, catering sector and trade associations.

The UKHTC supported a Crimestoppers Campaign to raise awareness of human trafficking among the general public.

The Joint Strategic Group training sub group is working to develop a core training package for front-line professionals (including: police, social workers, housing officers, environmental health officers, NHS professionals) to improve consistency in the handling of human trafficking cases.

In April 2013 the Department of Health, in collaboration with the non-governmental organisation Platform 51, launched an awareness-raising package for the health sector providing information and advice to a diverse range of health sector workers in England and Wales.

A number of Scottish health boards have developed care pathways to support staff to identify and respond to victims of trafficking in human beings. This includes an e-learning module developed in collaboration with NHS Education. In July 2013 Police Scotland in conjunction with the Scottish Government launched a public facing Human Trafficking Awareness leaflet with the assistance of the Scottish Business Resilience Centre. The leaflet is being distributed throughout various businesses to enhance awareness of human trafficking and the key indicators.

The Northern Ireland Department of Justice has produced a detailed, multi-lingual information leaflet for victims of human trafficking which was launched on 5 September 2013.

Coordination of prevention activities

The Joint Strategic Group has been set up with partners from across the UK to coordinate prevention activities. This Group is led and chaired by an NGO partner. The Group has set up a series of themed sub groups to tackle key issues. These include: child trafficking, private sector, forced labour, data and training. The groups report to the Chair who in turn provides an update on activities to the IDMG. This framework supports collaborative working and provides an opportunity for NGOs and other partners to raise issues and provide solutions directly to Ministers.



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