

First annual report of the Inter-Departmental Ministerial Group on Human Trafficking



Department of
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HM Government



First annual report of the Inter-Departmental Ministerial Group on Human Trafficking

Presented to Parliament
by the Secretary of State for the Home Department
by Command of Her Majesty

October 2012

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Foreword



As Chair of the Inter-Departmental Ministerial Group (IDMG) on Human Trafficking, which brings together HM Government, the Scottish Government, the Northern Ireland Executive and the Welsh Government to collaborate and coordinate our efforts in the fight against trafficking, I welcome the publication of our first annual report.

This report builds on the UK Government's Human Trafficking Strategy published in July 2011, and the UK Government's decision to opt into the EU Directive on human trafficking in the same month.

To comply with the EU Directive it has been agreed by members of the IDMG that the IDMG will perform the role of national rapporteur. I believe that the IDMG is best placed to do this as it has a unique and strategically important role to play in the fight against human trafficking. It has a remit to oversee and coordinate anti-trafficking efforts across the UK and can effect important and necessary change at the right level.

The fight against those who seek any opportunity to exploit others is one that must be tackled locally, nationally and internationally. Our genuine cross-Government engagement through the IDMG is helping us to achieve this. Our work with source countries, in particular, is significant in raising the issue of human trafficking internationally and preventing people from becoming victims in the first place.

Work by the police, the UK Border Agency (UKBA) and the Serious and Organised Crime Agency (SOCA) with international law enforcement partners is ensuring that appropriate intelligence tools are deployed to identify traffickers, their methods and networks to ensure that where possible, action can be taken to disrupt their activities and the threat of trafficking is reduced.

The establishment of the new National Crime Agency (NCA), in 2013, with an enhanced intelligence capability, coordination and tasking functions and dedicated Border Policing Command to strengthen our borders and help prevent human trafficking and other serious crimes, will further improve our ability to identify and combat human trafficking activity as it emerges. Specific arrangements will apply for Northern Ireland. Separate arrangements will be in place in Scotland following the creation of a single Police Service of Scotland in April 2013.

At a national and local level the UK Human Trafficking Centre (UKHTC), through the National Referral Mechanism (NRM), is enabling agencies such as the police, the UKBA, local authorities and Non-Governmental Organisations (NGOs) to identify and share information about victims and assist their access to advice, accommodation and care. Information from the NRM is helping to improve our

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understanding of where victims are coming from, the means by which they are being brought into or through the UK and the types of exploitation they face.

This report provides an initial assessment and analysis of trends in human trafficking, using NRM data as a basis, as well as setting out our efforts to combat trafficking in the UK. Although the UK has made good progress this report highlights three areas where further concerted effort is needed to strengthen the UK's response: data capture and intelligence sharing, training and awareness raising for front-line professionals, and coordinating prevention activities. During the course of the next 12 months the IDMG will oversee work to improve those areas identified and will report on progress in its second report in 2013.

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
Carl Sargeant AM	Welsh Government, Minister for Local Government and Communities
Helen Grant MP	Ministry of Justice, PUS of State Minister for Victims and the Courts
Edward Timpson MP	Department for Education, PUS of State for Children and Families
Jeremy Browne MP	Home Office, Minister of State for Crime Prevention
Anna Soubry MP	Department of Health, PUS of State for Health
Hugo Swire MP	Foreign and Commonwealth Office, Minister of State
Mark Hoban MP	Department for Work and Pensions, Minister for Employment
Baroness Hanham	Department for Communities and Local Government, PUS of State
Lynne Featherstone MP	Department for International Development, PUS of State
Lin Homer	Her Majesty's Revenue and Customs, Chief Executive
Oliver Heald MP	Attorney General's Office, Solicitor General
David Mundell MP	Scotland Office, PUS of State
Baroness Randerson	Wales Office, PUS of State

Mark Harper MP

Minister of State for Immigration and Chair of the IDMG on human trafficking

Chapter 1: Executive Summary

Introduction

1.1 This report sets out an assessment of human trafficking in the UK by the Inter-Departmental Ministerial Group on Human Trafficking (IDMG), recognising that human trafficking is an international crime that touches people and communities all over the world. The IDMG comprises representatives from the UK Government, the Scottish Government, the Northern Ireland Executive and the Welsh Government. All IDMG members have agreed the content of this report.

Context

1.2 Fuelled primarily by those who seek to make a profit from the misery of others, human trafficking is the vilest of crimes and equates to modern day slavery. Men, women and children from across the world are exploited and forced into performing services or other work against their will. In some instances the exploitation can be experienced over a prolonged period of time. Those who are exploited may face years of sexual abuse, forced labour, or domestic servitude and, in many instances never fully recover from their traumatic experience.

1.3 A range of socio-economic factors (including poverty, poor education, and poor employment opportunities) mean that some individuals are more susceptible and vulnerable to exploitation. The ease of international travel allows more and more people to move and settle elsewhere: from villages and towns to cities; from one city or region to another; or across international boundaries; either through necessity or for want of a better life. This increased mobility can be positive both economically and socially but it can also open up greater opportunities for vulnerable people to be exploited.

1.4 Human trafficking is a global phenomenon and the nature of the crime is such that no one country or agency acting on its own can tackle it effectively. The key to eradicating trafficking is partnership working – at a local, national and international level. The desire of organised criminals to make a profit means that they are constantly changing and evolving their modus operandi to maximise the exploitation of others and to evade law enforcement. The UK must remain alive to this and adapt its response accordingly. The International Labour Organization (ILO)¹ estimates that the profits of traffickers world wide are in excess of 32 billion US\$ each year. Anti-trafficking actions must therefore seek to recover victims, reduce the profits of traffickers, and increase their risk of capture, prosecution and conviction.

¹ ILO Global Estimate of Forced Labour 2012: Results and Methodology

Assessment of human trafficking victims

1.5 In 2011, 946 potential victims of human trafficking were referred to the National Referral Mechanism (NRM). Of these, 634 were females and 312 were males, 712 were adults and 234 were children. The majority of potential child victims were reported to be in the 16–17 year old age category. The most prevalent source countries for potential victims who were referred into the NRM were Nigeria, China, Vietnam, Romania and Slovakia. The most prevalent exploitation type recorded through the NRM, for adults, was sexual exploitation however it is recognised that the incidence of labour exploitation and criminal exploitation is increasing. The most prevalent type of exploitation reported for children was labour exploitation. The recently published UK Human Trafficking Centre (UKHTC) Baseline Assessment suggests that there could be over 2,000 potential victims of human trafficking in the UK, based on information collected from a variety of other sources. The Baseline Assessment provides an alternative picture of the scale of human trafficking in the UK.

Trafficker profiles

1.6 Because of the covert nature of human trafficking, the crime is difficult to detect. Organised criminals are involved in the exploitation of people for profit with the largest number of Organised Crime Groups (OCGs) reported to be from Romania. The UK uses a range of intelligence tools to understand the threat of human trafficking and deploys a range of tactics to deter and disrupt trafficking activity. Understanding the recruitment methods used by traffickers is important in mitigating the risk to individuals, and closing down identified trafficking routes and practices. Risk profiles are also used by Border Force to help facilitate the identification of more potential trafficking victims and assist in carefully targeted operational activities against trafficking.

Prosecutions and convictions in the UK

1.7 The UK is committed to improving and strengthening its approach to prosecuting and convicting traffickers and believes it has effective legislation to tackle human trafficking. Although the UK figures on human trafficking prosecution and conviction rates are relatively low, they do not provide the full picture. Traffickers are often prosecuted for one of a number of possible offences which may carry similar or more serious penalties than human trafficking charges. For example, the number of convictions on a principal offence basis in England and Wales for 2011 was 8, however, there were 142 defendants charged with offences related to human trafficking in 2011/12 of which two thirds were prosecuted. In addition law enforcement and prosecution agencies work with their counterparts internationally to help deter and disrupt activity, as well as support prosecutions and convictions of offenders in other jurisdictions. A range of other intervention and disruption strategies are also effectively deployed.

The UK's response

1.8 The UK Government published its Human Trafficking Strategy in 2011 which aims to take a comprehensive approach by focusing on preventing trafficking activity and maintaining effective care for victims. Actions have been taken forward to improve the awareness of front-line professionals so that they can better identify, support and protect victims. Effective adult care arrangements for human trafficking victims are in place across the UK. Increased international engagement is helping the UK to gain a better understanding of the human trafficking landscape, to raise awareness, and to assist in strengthening law enforcement and justice systems in priority source countries. Concentrated efforts have been made by a range of agencies to work together to share information and maximise capabilities to provide an effective response at the border. Law enforcement agencies across the UK also work collaboratively and with their counterparts in other countries to share intelligence and collectively target

traffickers. Raising public awareness of human trafficking, working in partnership with NGOs, and tackling the demand for cheap services and goods are also key aspects of the UK's strategy.

Child victims

1.9 The UK recognises the particular vulnerabilities of child trafficking victims and the need to ensure effective care arrangements are in place to support them. In addition, the UK recognises the inherent links between child sexual exploitation and child trafficking and is seeking to strengthen its response in both regards to protect children from those who may seek to exploit or abuse them. This includes a range of guidance and support tools for front-line professionals to help tackle these issues, including an action plan in England to tackle child sexual exploitation. The UK is also working to prevent and mitigate the potential risk of child victims going missing from care and seeks to build on and share effective practice in tackling this issue throughout the UK. Raising awareness of child trafficking in the UK and overseas is also a key aspect of the UK's prevention activities.

Trends and emerging threats

1.10 Sexual exploitation, labour exploitation, and domestic servitude are the three most recognised types of exploitation. However, the recent UKHTC baseline assessment suggests that there could be significantly more individuals who are potential victims of criminal exploitation than NRM data alone suggests, particularly the number of children forced into criminality such as street begging. The numbers of victims referred to the NRM are increasing and are likely to continue to do so as awareness among front-line professionals increases. Law enforcement agencies continue to utilise a range of intelligence and data sources to identify potential threats and emerging trends and to tailor their response accordingly. The UK recognises that it must remain alive to the threat of trafficking and is using a range of tactics and intelligence sources to assess trends and identify emerging threats.

International and European law and the UK's legislative framework

1.11 The UK has ratified the Council of Europe Convention on Action against Trafficking in Human Beings. The UK has also opted into the EU Directive on preventing and combating trafficking in human beings and protecting its victims and is currently working on full compliance by April 2013. New legislation applicable in England and Wales has been introduced under the Protection of Freedoms Act 2012 to comply with the Directive by extending extraterritorial jurisdiction and widening one existing offence of labour trafficking. Corresponding provision is being made to legislation in Northern Ireland and Scotland has already made legislative provision in the Criminal Justice and Licensing (Scotland) Act 2010. The recent legislative review also concluded that current UK legislation supports the effective prosecution of traffickers although Scotland is considering introducing a statutory human trafficking criminal aggravation to aid prosecution.

Improving our response

1.12 The UK recognises the importance of external challenge to test and improve its response to human trafficking. This chapter provides a response to the recommendations highlighted in various anti-trafficking reports and highlights key work being taken forward to improve the UK's approach. Several consistent themes are highlighted regarding the UK's response to tackling trafficking including the lack of a strategic and coordinated response, as well as the need for a coherent prevention strategy. In response, the UK has strengthened governance arrangements to support better coordination of human trafficking

work in the UK. The UK is also taking work forward with a range of other government departments to strengthen prevention activities by working with a range of key stakeholders, in the UK and overseas.

Conclusion

1.13 Tackling human trafficking in all its forms is vital and the UK is committed to continually shaping and tailoring its response to mitigate the threat. Although the UK has already achieved significant progress in the fight against trafficking, it recognises that any response must be able to quickly adapt and evolve to keep pace with the traffickers. Three key areas have been identified where further concerted effort is needed to improve and strengthen the UK's approach: data capture and intelligence sharing, training and awareness raising for front-line professionals, and coordinating prevention activities. The UK is not complacent about the efforts required to stop people from being trafficked for exploitation or punishing the perpetrators and will continue to work collaboratively with stakeholders and key agencies as well as supporting source countries in tackling the issues that fuel the demand for human trafficking.

Chapter 2: Assessment of Human Trafficking in the UK – by victim

SUMMARY

In 2011, 946 potential victims of human trafficking were referred to the National Referral Mechanism (NRM). Of these, 634 were females and 312 were males, 712 were adults and 234 were children. The majority of potential child victims were reported to be in the 16–17 year old age category. The most prevalent source countries for potential victims who were referred into the NRM were Nigeria, China, Vietnam, Romania and Slovakia. The most prevalent exploitation type recorded through the NRM, for adults, was sexual exploitation however it is recognised that the incidence of labour exploitation and criminal exploitation is increasing. The most prevalent type of exploitation reported for children was labour exploitation. The recently published UK Human Trafficking Centre (UKHTC) Baseline Assessment suggests that there could be over 2,000 potential victims of human trafficking in the UK, based on information collected from a variety of other sources. The Baseline Assessment provides an alternative picture of the scale of human trafficking in the UK.

2.1 Human trafficking is a complex and hidden crime, and therefore the true scale of it, both within the UK and globally is difficult to determine. There are no clear estimates on how many potential victims there could be throughout the world. The latest ILO global estimate, published in June 2012, suggests that there are nearly 21 million victims of forced labour, including forced sexual exploitation, with an estimated 5.5 million trafficked children.²

2.2 The Association of Chief Police Officers (ACPO) undertook a study of sexual exploitation in England and Wales in 2010 to improve its understanding of the issue. The report looked at who was being trafficked into the country for 'off-street' prostitution, where they came from, and how they were treated. Project Acumen estimated that, of the 17,000 migrant sex workers in the off-street sector, there were at least 2,600 female adult victims of trafficking for sexual exploitation in England and Wales, with a further 9,600 considered to be vulnerable.³

2.3 The Child Exploitation and Online Protection Centre (CEOP) estimates that there are approximately 300 child trafficking victims in the UK per annum.⁴ A number of recent cases of organised child sexual exploitation have also involved an element of trafficking offences.

² International labour organization: New ILO Global Estimate of Forced Labour by the Programme for the Promotion of the declaration

³ Project Acumen: ACPO Migration and associated matters – Setting the Record – The trafficking of migrant women in the England and Wales off-street prostitution sector

⁴ Our best estimate of the numbers of trafficked children in the UK is based on the Child Exploitation and Online Protection Centre's Strategic threat assessment of child trafficking 2009 and their Strategic Overview report 2010, which identified 325 and 287 potential child victims per annum respectively.

2.4 Since the introduction of the NRM⁵ in 2009 the UK has developed a more detailed picture of trafficking. However, entry to the NRM is voluntary for adults and so potential victims may choose not to be referred for help and support. This may be for several reasons: some victims may not always see themselves as such when engaging with the authorities; they may not want or need the services available within the NRM, and not all front-line organisations may be fully aware of trafficking and the NRM, and so do not identify potential victims as such.

2.5 The UKHTC is the central coordination hub for intelligence and data on human trafficking victims. Recently the UKHTC undertook a baseline assessment of the nature and scale of trafficking in 2011 and has collated information from a range of other sources to supplement the trafficking picture. The 55 police forces across the UK, 25 Non Governmental Organisations (NGOs) who work directly with potential victims, the Gangmasters Licensing Authority (GLA) and the UK Border Agency (UKBA) were all invited to contribute to this exercise. Of those who were asked to contribute 21 police forces (including nil returns), the UKBA, the GLA, and 9 NGOs responded to the request. The information received was supplemented by intelligence gathered through the UKHTC and the CEOP.

2.6 Gathering information from other sources, such as NGOs, helps to enrich the picture of human trafficking in the UK and provides a greater understanding of the potential profile of victims and traffickers, which in turn helps to target resources and activities. However, it must be remembered that this is indicative data, which provides an overall picture of the potential trafficking situation in the UK.

2.7 The NRM remains one of the most consistent and objective measures of trafficking in place in the UK. All cases entering the system are considered by trained specialists. Only genuine cases where the victim is in need of Convention-level protection will go on to receive a positive conclusive grounds decision where the victim will be formally confirmed as a victim of human trafficking. More information on the NRM can be found in chapter 8.

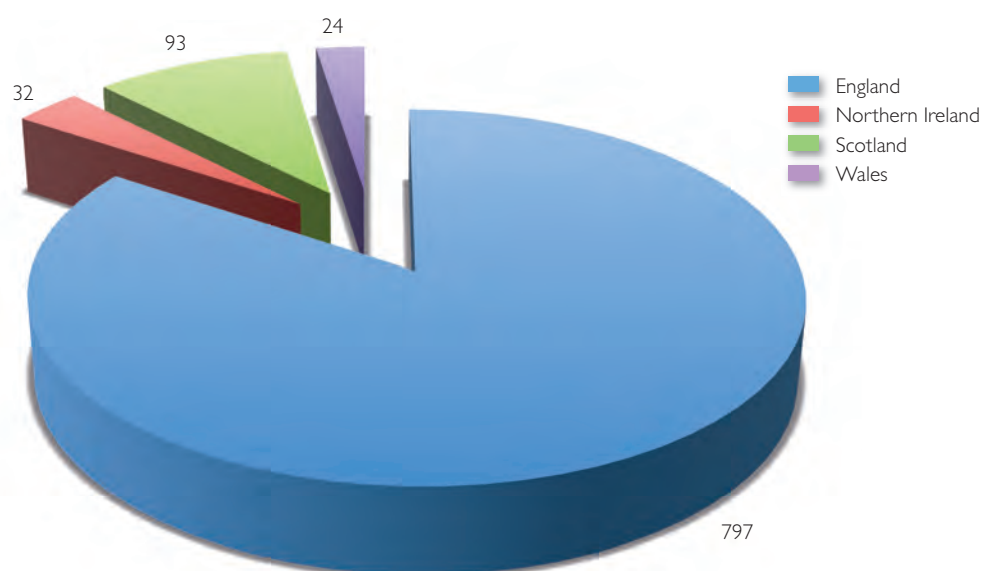
Trafficking data – 2011

2.8 Data from the NRM, for the calendar year 2011, shows that the UKHTC received 946 referrals of potential victims of trafficking (PVoT). 634 of those were females and 312 were males, with 712 adults and 234 minors. This compares to 710 referrals in 2010 of which 524 were adults and 186 were minors.

⁵ The National Referral Mechanism is a multi-agency framework which allows a variety of agencies to contribute towards identifying, protecting and supporting potential trafficking victims.

2.9 Figure 1 below shows the breakdown of the 946 referrals to the NRM, in 2011, by UK country. The breakdown shows an expected distribution of referrals with over 84% of potential victims being referred in England, just under 10% of referrals in Scotland, 3.5% in Northern Ireland, and 2.5% in Wales.

Figure 1: Breakdown of NRM referrals in 2011 by UK country



2.10 Specialist and Economic Crime Command and Operations 9 (SC&O9), which houses the Metropolitan Police Service's (MPS) specialist Trafficking and Prostitution Unit, report that since their introduction in 2010 the number of reported trafficking-related offences has increased significantly from 111 in 2009 to 158 in 2011, suggesting a greater awareness and understanding of human trafficking amongst police officers and front-line professionals.

2.11 The breakdown of referrals by UK police region shows that the majority of referrals to the NRM, in fact, come from the London area. This information is gathered through the information provided by first responders on the "Location Presented" for the potential victim. This includes for example airports, prisons, police stations, and UKBA offices and does not necessarily have any bearing on the location of the exploitation or the level of exploitation in a particular area.

Table 1: Breakdown of referrals to the NRM by UK police region/Country of presentation in 2011

Police Region/Country of presentation	Total
East Midlands	17
Eastern	67
London	258
North East	132
North West	81
South East	86
South West	28
West Midlands	50
Not recorded	78
Wales	24
Northern Ireland	32
Scotland	93
Total	946

2.12 In addition to the data above, a limited number of NRM referrals also stipulate the location in which the exploitation occurred. 63 referrals to the NRM included numerous locations both in the UK and overseas.

2.13 However, fewer than 50% of NRM referrals provided by first responders recorded the location of the exploitation (479 unknown). Although this information is helpful it does not give a full or accurate picture of where exploitation is occurring in the UK.

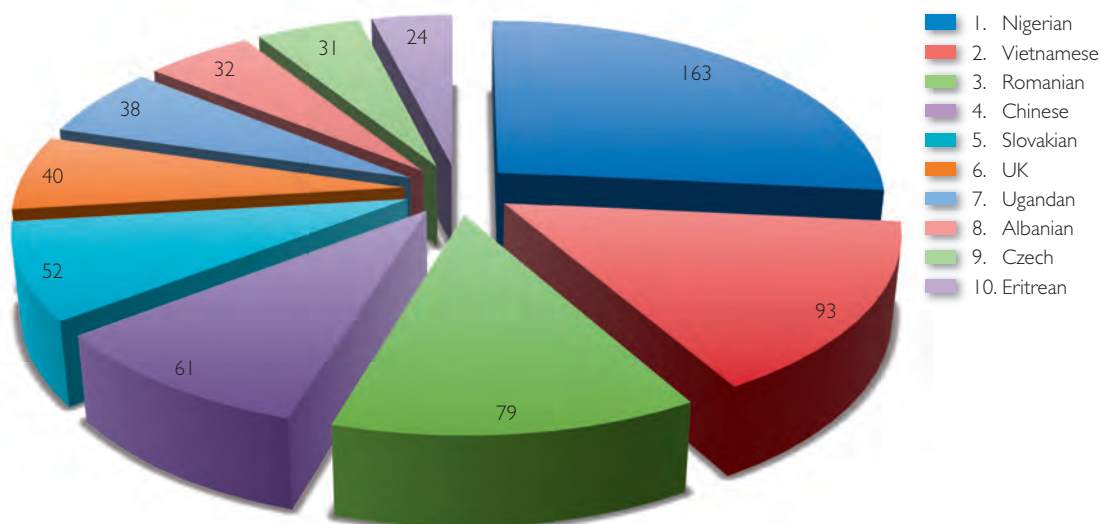
Table 2: Area where exploitation occurred

Area of Location of Exploitation	Total
East Midlands	6
Eastern	29
London	116
Multiple	63
North East	45
North West	38
Northern Ireland	23
Not recorded	479
Overseas	29
Scotland	41
South East	26
South West	10
Wales	9
West Midlands	32
Grand Total	946

2.14 By far the largest number of referrals of potential victims of trafficking received by the UKHTC since the inception of the NRM in April 2009 are Nigerian nationals, with a significant number of referrals from Chinese and Vietnamese nationals. The largest number of referrals within Europe came from Romanian nationals.

2.15 The top ten countries account for over 64% of all referrals in 2011. Figure 2 provides a breakdown of the number of NRM referrals received from each of the top ten countries.

Figure 2: Top ten source countries based on potential victim data recorded by the NRM in 2011



2.16 However, the top ten nationalities recorded for potential victims identified through the NRM are not consistent across all four countries of the UK.

2.17 The most prevalent five nationalities for the whole of the UK (based on potential victim data recorded by the NRM) are the same for England, but there are differences in the most common nationalities reported in Wales, Scotland and Northern Ireland. The table below sets out the top three source countries where the majority of potential victims are identified for each of the UK countries.

Table 3: Top three source countries by UK country

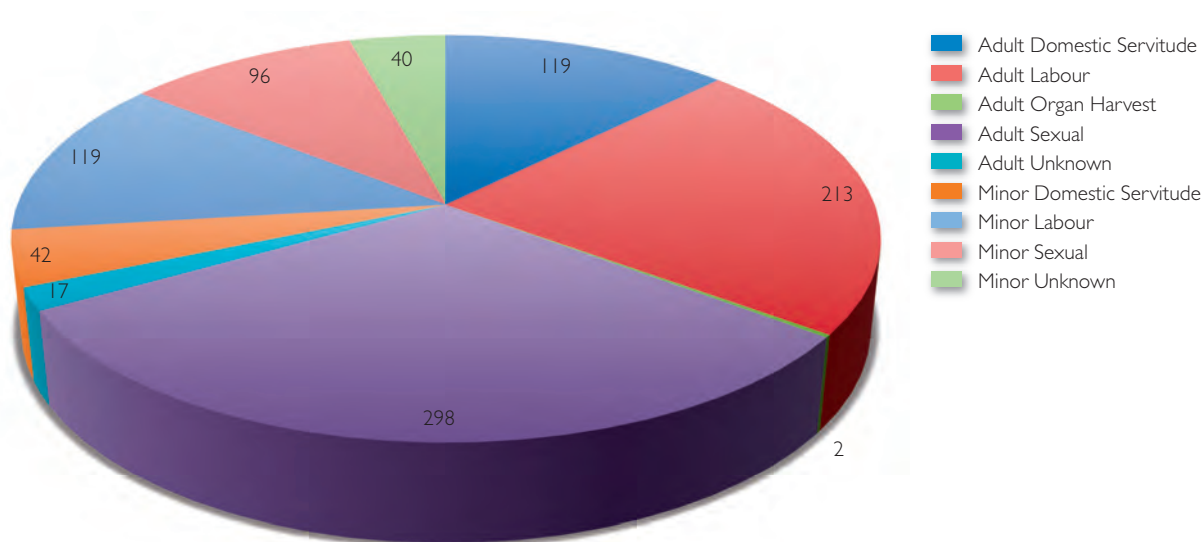
	England	Wales	Scotland	Northern Ireland
1	Nigeria	Nigeria	Romania	UK
2	China	Uganda	Czech Republic	Ghana
3	Vietnam	Vietnam	Slovakia	China

2.18 In addition, for Northern Ireland, Hungary, Zimbabwe, Afghanistan and Lithuania also feature in the top ten most prevalent source countries. The top three countries in Scotland, account for 48% of nationalities for potential victims recorded via the NRM for Scotland. Wales' figures are low, and other than Nigeria, Uganda and Vietnam, all other potential victim nationalities have been recorded only once.

Exploitation type

2.19 Of those victims referred to the NRM, the most prevalent exploitation type identified for adults was sexual exploitation. For children it was labour exploitation. Figure 3 below shows the number of NRM referrals by exploitation type in 2011.

Figure 3: Total Number of NRM referrals by exploitation type in 2011



2.20 Further analysis of the reported exploitation type for NRM referrals reveals that Nigerian victims are almost exclusively females who are subjected to sexual exploitation and domestic servitude. Vietnamese victims are predominantly males exploited for labour and females for sexual exploitation. Romanian and Chinese victims are generally exploited for adult labour exploitation and female sexual exploitation. Slovakian and Czech victims are almost exclusively exploited for labour with Czech victims predominantly male. The majority of Ugandan and Albanian victims are females who are exploited for sex, with UK victims mainly female minors exploited for sex and adult males for labour exploitation. Eritrean victims are predominantly female, and almost exclusively exploited for domestic servitude.

2.21 In 2011, 119 adults were referred into the NRM as potential victims of domestic servitude. The majority of these did not enter the UK through the official routes for domestic workers and instead entered under another immigration category not related to domestic work, as an EEA national exercising Treaty Rights or illegally, for example supported by forged or counterfeit identity and travel documents. However a small number of domestic workers were given permission to enter the UK to work in the household of their employer.

2.22 Labour exploitation is by far the most common type of exploitation amongst children, followed by sexual exploitation. Figures for labour exploitation include potential child victims reporting criminal exploitation and exploitation for the purposes of claiming social security benefits. Of the 234 child victims referred into the NRM in 2011, 209 were referred from England, 12 from Scotland, 8 from Northern Ireland and 5 from Wales. Table 4 below shows this breakdown by exploitation type. Further information on support for child trafficking victims can be found in Chapter 6.

Table 4: Minors by UK country and exploitation type

Exploitation Type	England	Northern Ireland	Scotland	Wales	Total
Domestic servitude	20	–	1	1	22
Labour exploitation	94	–	7	1	102
Sexual exploitation	60	8	3	1	72
Not recorded	35	–	1	2	38
Total	209	8	12	5	234

* 'Not recorded' refers to where there is no exploitation type recorded on the NRM database.

2.23 Of the 234 minors referred to the NRM, 133 were recorded as female and 101 recorded as male. The NRM data shows that female minors are predominantly potential victims of sexual exploitation, while male minors are predominantly exploited for their labour. Labour exploitation is identified as the most common type of exploitation in minors although the figures include other means of exploitation such as benefit fraud and criminal exploitation.

2.24 Although the top ten nationalities of potential victims of trafficking recorded via the NRM as minors are generally consistent with the nationalities recorded for adults, most recorded child trafficking victims come from Vietnam.

2.25 Vietnamese minors are mainly victims of labour exploitation along with Slovakian and Romanian minors, whereas UK minors are all recorded as victims of sexual exploitation, and almost exclusively female. Nigerian minors referred to the NRM are mainly female, with the majority involved in sexual exploitation or domestic servitude.

2.26 With the exception of Romanians and Bulgarians, labour exploitation in minors predominantly involves males. Sexual exploitation in minors across all nationalities is almost exclusively females.

2.27 The table overleaf shows a breakdown of referrals to the NRM of minors by nationality, gender and exploitation.

Table 5: Referral of minors into the NRM by nationality, gender and exploitation type

Country	Labour exploitation		Sexual exploitation		Domestic servitude		Not recorded		
	Female	Male	Female	Male	Female	Male	Female	Male	
Vietnam	7	35	7		2	3	2	6	62
Nigeria	1		10		5	1	5	4	26
Slovakia	7	15							22
Romania	8	7	5						20
UK			17	1					18
China	2	3	4				1		10
Dem. Rep. of the Congo	2	1	1				3	1	8
Albania			6				1		7
Bangladesh		1			1	2		3	7
Bulgaria	4		3						7
Eritrea			2		2		1		5
India		1	2			1			4
Morocco		3						1	4
Pakistan		1		1				1	3
Ethiopia			1		2				3
Somalia	1						2		3
Afghanistan		1						2	3
Gambia			2						2
Not recorded								2	2
France						2			2
Russia/Latvia dual nat.			2						2
Uganda			1						1
Czech Republic							1		1
Ghana					1				1
Lithuania			1						1
Kenya							1		1
Guinea			1						1
Algeria		1							1
Malaysia		1							1
St Lucia			1						1
Angola			1						1
Bosnia and Herzegovina							1		1
Burundi			1						1
Seychelles			1						1
Somalia (Claimed) & Kenya (Believed to be)			1				1		
Grand Total	32	70	70	2	13	9	18	20	234

* 'Not recorded' refers to where there is no exploitation type recorded on the NRM database.

2.28 Over 56% of potential child victims referred into the NRM in 2011 were in the 16-17 year old age category. 11% of child victims were less than 10 years of age.

Table 6: Age of potential child victims by exploitation type for each quarter in 2011 referred into the NRM

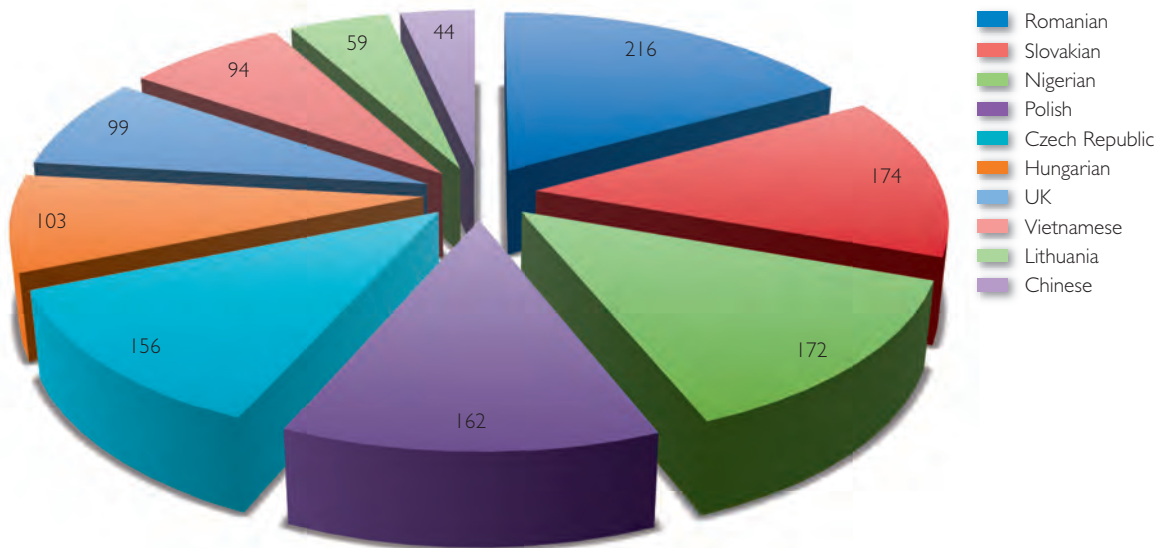
Claimed exploitation type	Age range	Q1	Q2	Q3	Q4
Domestic servitude	Under 10		2		1
	10 to 11				
	12 to 15	1	1	1	3
	16 to 17	2		5	5
	Unknown	1			
Labour exploitation	Under 10	2	1	4	11
	10 to 11	4		1	
	12 to 15	10	2	4	6
	16 to 17	13	12	14	13
	Unknown	3	1	1	
Sexual exploitation	Under 10				
	10 to 11				
	12 to 15	3	1	9	5
	16 to 17	9	10	21	13
	Unknown		1		
Not recorded	Under 10		1	3	1
	10 to 11			2	1
	12 to 15	1	2	4	6
	16 to 17	3	2	3	8
	Unknown		1		

* 'Not recorded' refers to where there is no exploitation type recorded on the NRM database.

Additional data from the UKHTC baseline assessment 2011

2.29 The inclusion of additional data collected by the UKHTC to inform its 2011 baseline assessment provides an alternative picture of human trafficking victims in the UK and the potential source countries. Figure 4 provides a breakdown of the top ten nationalities of potential victims according to the UKHTC 2011 baseline assessment.

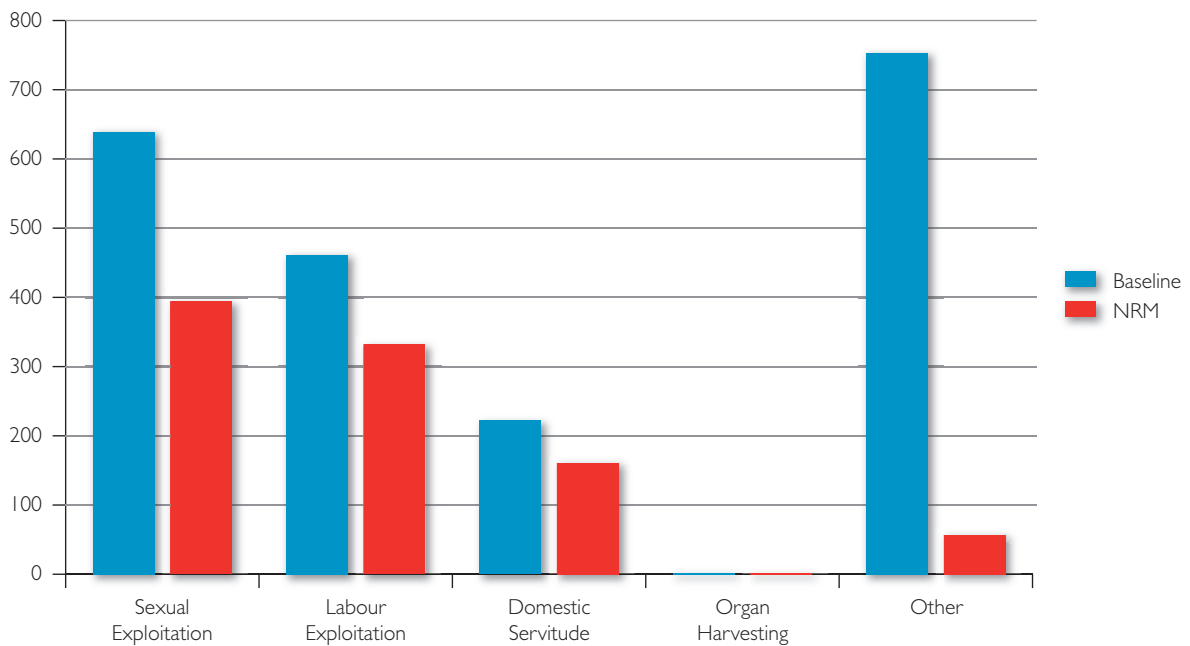
Figure 4: Top ten nationalities of potential victims according to the UKHTC 2011 baseline assessment



2.30 It is not clear if all the cases raised by the police and NGOs involved exploitation which had occurred during 2011 or whether the experience had been some time previously. It must also be noted that of these potential victims 245 had no nationality recorded and 48 were recorded as the general area of South Central Asia with no further specific information available.

2.31 Figure 5 and Table 7 compare the numbers of potential cases by exploitation type based on data from the UKHTC baseline exercise and known data on potential victims of trafficking collected via the NRM.

Figure 5 and Table 7: Comparison of potential victim data recorded via the NRM and the UKHTC Baseline exercise



Exploitation Type	NRM	Baseline
Sexual Exploitation	394	639
Labour Exploitation	332	461
Domestic Servitude	161	222
Organ Harvesting	2	2
Other	57	753
Total	946	2077

2.32 The UKHTC baseline assessment supports the NRM conclusion that sexual exploitation generally remains the most prevalent known exploitation type. However, the “other” category is significantly higher but it is difficult to judge whether all such cases (which include criminal activities such as street begging, theft, shoplifting, drugs production and benefit fraud, and unknown exploitation types that have not been captured) would meet the convention threshold for trafficking.

2.33 The NRM data does not break the exploitation type down in such detail, and therefore criminal exploitation (such as cannabis cultivation) and exploitation for benefit claims is included within the figures for labour exploitation. If these were recorded separately, the NRM figures for labour exploitation would be lower:

2.34 In 2011 the UKHTC baseline assessment estimated that of the 461 potential victims of trafficking for labour exploitation, 81% were adults and 77% were male. Different subtypes of labour exploitation were reported, with 23% of reported exploitation for labour in the ground surfacing and block paving industries – the most prevalent group exploited were UK males at 37%, followed by Polish males at 7%, but in many cases the nationality of the victims was not known, although most were adult males.

2.35 In the UK clear prevalent exploitation types were seen with some nationalities. Slovakian individuals were mostly reported as being exploited for their labour, along with those from Czech Republic, Hungary, Vietnam and Lithuania:

- 76 people (17%) were reported to have been exploited in a factory. The most prevalent countries of origin were Hungary at 46%, Czech Republic at 25%, these being mainly adult males, and Slovakia at 12%, which included mainly men and boys.
- 51 people (11%) were reported to have been forced to work in agriculture with over half originating from Romania. Around a third of these were children.
- 38 people (8%) were reported to have been exploited in the food processing industry. The most prevalent country of origin was the Czech Republic (45%), of which just less than half were adult males.
- 23 people (5%) were reported to have been forced to work in restaurants. The most prevalent countries of origin were China (35%), of which six were children and one was an adult and Bulgaria (22%), all of whom were adult males.
- Vietnamese males (1%) were reported to have been exploited for their labour in nail salons, one was an adult and five were children.

2.36 Figure 6 below provides a breakdown of the forced labour sectors identified through the UKHTC baseline assessment.

Figure 6: Indication of the type of labour exploitation as reported by the UKHTC 2011 baseline assessment (including NRM referrals)

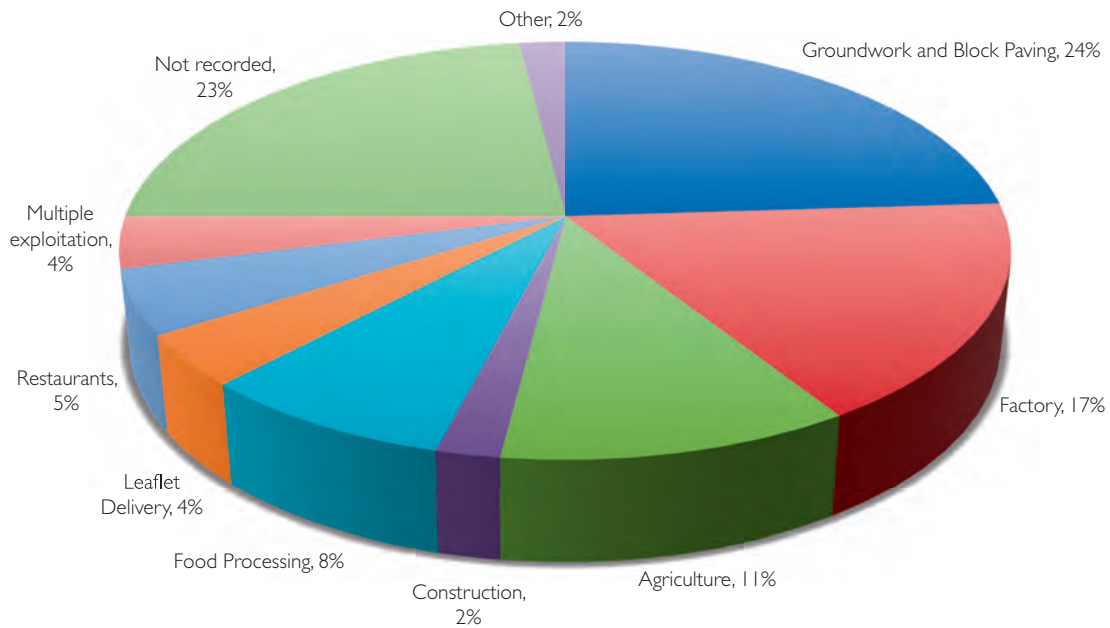
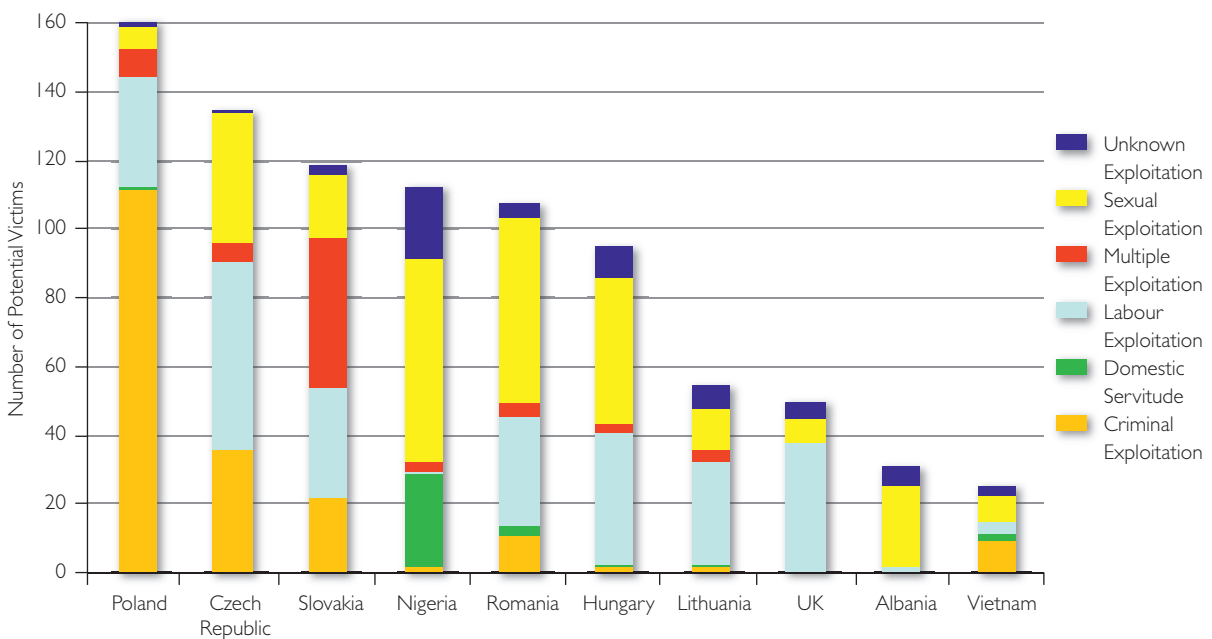


Figure 7: Country of Origin and Exploitation Types for all Adult Potential Victims of Trafficking in 2011 (NRM and UKHTC baseline assessment)



2.37 The most striking point to note is the number of individuals encountered by NRM first responders who are from Poland and who are alleging they are victims of criminal exploitation. Many of these individuals have been brought into the UK for the purpose of making bogus benefit claims. They are either forced to hand over their identity documents or to make social security benefit claims. The money is paid into a bank account and removed by the criminals. However, as the individuals have not been referred into the NRM it is not clear whether they would all meet the threshold to be confirmed as victims of human trafficking.

2.38 The ten most prevalent countries of origin for minors reported in the UKHTC baseline assessment are almost identical to those referred into the NRM with the inclusion of Morocco and the exclusion of Bangladesh.

Table 8: Top ten prevalent countries for minors reported in the UKHTC Baseline Assessment

Country Reported	Number of Victims
Romania	96
Vietnam	65
Nigeria	54
UK	46
Slovakia	42
Morocco	20
China	13
Bulgaria	11
Albania	9
Democratic Republic of the Congo	8

2.39 The UKHTC 2011 baseline assessment estimates there are 495 children who may have been victims of trafficking. This includes the 234 known potential child victims referred into the NRM.

2.40 The top ten nationalities of potential child victims of human trafficking reported through the UKHTC Baseline Assessment is largely consistent with those nationalities recorded by the NRM. However the UKHTC baseline data suggests that the most prevalent nationality for child victims could, in fact, be Romanian rather than Vietnamese.

2.41 The UKHTC assessment reported 222 potential victims having been exploited through domestic servitude. The most prevalent country of origin was Nigeria at 18%. For some potential victims of domestic servitude, a region of origin was provided with no further information relating to their country of origin. The most prevalent regions of origin were South Central Asia (19%), South East Asia (17%) and West Africa (5%). Domestic servitude is not just committed by archetypical organised crime gangs, in some instances it is through key individuals in the victim's community or family members.

Other Data Sources

2.42 Data on the top ten source countries recorded by the Metropolitan Police in 2011, for the number of trafficking offences reported and recorded, appear to be largely consistent with the overall picture of source countries identified through the NRM. Table 9 shows the number of reported offences from the top ten source countries identified by the Metropolitan Police.

Table 9: Top ten source countries by number of offences reported to the Metropolitan Police in 2011

Source Country	Number of reported offences
Nigeria	26
Romania	20
Vietnam	17
Bulgaria	10
China	10
Uganda	6
Ghana	5
UK	5
Albania	4
Congo	4
Total	107

Data capture

2.43 The top source countries have remained fairly consistent since data were first systematically collected through the NRM in April 2009. The most common nationality of potential victims referred into the NRM is Nigeria, followed by China, Vietnam, and Romania. However information obtained from the exercise undertaken by the UKHTC, and data obtained from the MPS suggests that a large number of individuals encountered by NGOs and the MPS, and who may be victims of trafficking, are Romanian and Polish nationals. The UKHTC baseline data also indicates that labour exploitation and criminal exploitation could be more prevalent than NRM data alone suggests. However, it is not clear whether all the indicators which point to trafficking are evident in all the individual cases identified, where they have not been referred to a competent authority for a decision on their trafficking status.

2.44 Although basic information about potential victims of human trafficking is captured through the NRM, data capture is an area that, if improved, could help to further strengthen the UK's approach to identifying and supporting victims as well as targeting potential threats from organised crime groups. The planned establishment of the National Crime Agency (NCA) by the end of 2013 will provide an opportunity to strengthen the UK's response to human trafficking by coordinating intelligence and activity. Further information on the NCA can be found in Chapter 10.

ACTION

Data capture and intelligence sharing – capturing data on potential victims of human trafficking and improving our understanding of traffickers, the routes and methods they use, and the OCGs involved. This will help to strengthen the UK's response by preventing people from becoming victims in the first place and identifying, prosecuting and convicting those responsible.

Chapter 3: Assessment of human trafficking in the UK – by trafficker

SUMMARY

Because of the covert nature of human trafficking, the crime is difficult to detect. Organised criminals are involved in the exploitation of people for profit with the largest number of Organised Crime Groups (OCGs) reported to be from Romania. The UK uses a range of intelligence tools to understand the threat of human trafficking and deploys a range of tactics to deter and disrupt trafficking activity. Understanding the recruitment methods used by traffickers is important in mitigating the risk to individuals, and closing down identified trafficking routes and practices. Risk profiles are also used by Border Force to help facilitate the identification of more potential trafficking victims and assist in carefully targeted operational activities against trafficking.

- 3.1 Traffickers will seek every opportunity to exploit individuals who are vulnerable. Trafficking is not a phenomenon unique to one region, country, or continent and traffickers, like victims, come from a significant number of different countries.
- 3.2 Globally, the number of source, transit and destination countries continues to grow and evolve as traffickers seek to avoid detection and exploit new and more profitable opportunities. Demand for cheap labour, cheap goods and services, and demand for prostitution or sexual services continues to provide a thriving environment for organised criminals to operate in. Tackling demand is therefore vital in the fight against human trafficking and is one of the most challenging areas for the UK to address.
- 3.3 Human trafficking must not however be confused with people smuggling, where an individual seeks the help of a facilitator to gain entry into the UK illegally and the relationship between both parties ends once the transaction is concluded. The vast majority of illegal immigrants enter the UK through this route. Trafficking victims may indeed start out believing that they are being smuggled and, following payment of their facilitation sum, believe they are free to go about their business. However some may well end up in a potentially exploitative situation, where they are debt bonded and forced to work to pay off their 'debts', which in many cases are increased by their trafficker over time to retain control over them.
- 3.4 Whilst the majority of trafficking victims in the UK are moved across borders, the UK is also responding to the increasing threat from internal trafficking, in particular in relation to children and the links to organised child sexual exploitation.

Trafficking Routes

3.5 Although the UK remains predominantly a destination country, it is also used by traffickers as a transit country, to move victims both through Northern Ireland, and Great Britain, generally on to other European destinations.

3.6 Assessment of trafficking routes carried out by the MPS indicates that the majority of potential victims are brought into the UK by air into major hubs. In many instances the victims cannot remember or will not reveal which airport or port they arrived at in the UK. Additionally, according to information collated by the MPS, a percentage of victims report that their method of entry into the country was by road and then either via rail or by ferry to reach the UK.

3.7 Common routes into Scotland that have been used by trafficking networks show the movement of Eastern Europeans travelling from their countries of origin via low cost airlines to the main UK hubs and thereafter travelling by road or rail to Scotland. As direct flights on low cost airlines from eastern European cities to Scotland become more readily available this has resulted in an increase in the number of potential victims of trafficking travelling directly into Scotland. This can be shown in recent cases where a number of Slovakian nationals entered the UK having flown directly to Edinburgh from Bratislava and where a Romanian male was taken to Budapest before being flown directly to Edinburgh.

3.8 There are also reports of prostitutes, who may be victims of trafficking, moving between Scotland and Northern Ireland using both air and sea routes. Similar reporting surrounds potential victims for labour exploitation.

3.9 Assessment of the trafficking routes into Northern Ireland indicates that potential victims are brought into the region by direct flights from other European countries or internal flights from other parts of the UK. Sea ports are also utilised for transportation to other regions and this movement is both into and out of Northern Ireland.

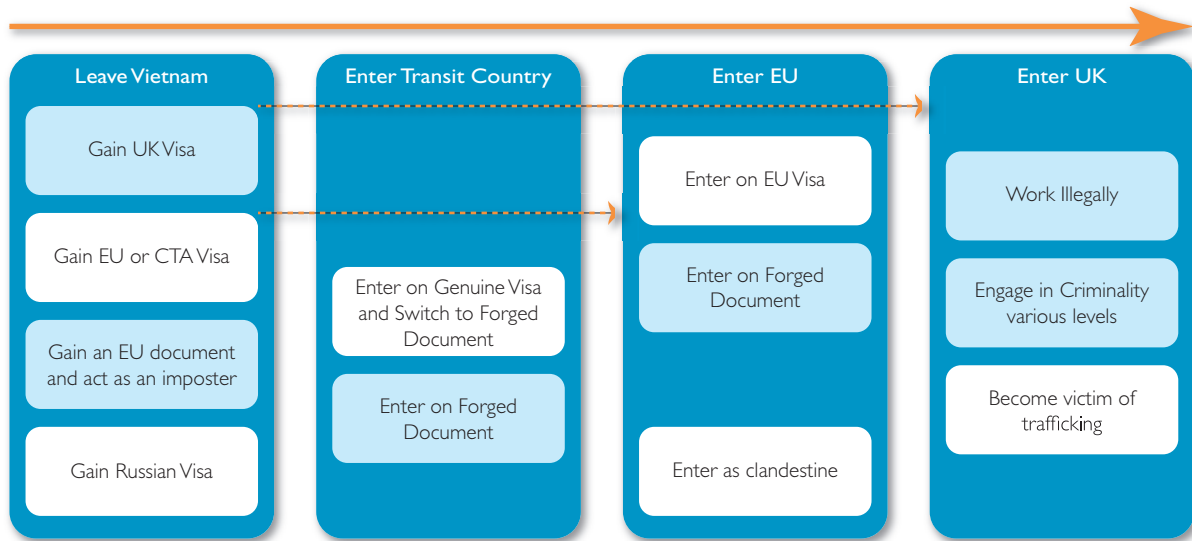
3.10 In addition, given its land border with the Republic of Ireland, potential victims of trafficking have been moved across the border for exploitation in Northern Ireland or onward transportation to other regions of the UK. The nature of prostitution in Ireland will see victims being trafficked across the island as a whole, and being the subject of exploitation in both jurisdictions. In a prosecution in Northern Ireland in April 2012, two Hungarian women were first flown into Dublin Airport and then driven to Belfast.

European Economic Area victims

3.11 The majority of European Economic Area (EEA) national potential victims of trafficking enter the UK legally and are entitled to work in the UK. They are mainly unskilled workers from the former Eastern Bloc accession states and are increasingly recruited through deceptive and bogus job advertisements in hard copy and electronic media. The principal source countries for EEA national potential victims are Romania, Slovakia, Poland, Czech Republic, Hungary and Lithuania.

3.12 Crime groups often offer a complete package to potential victims, including employment, accommodation and transport both to the UK as well as transport to and from the place of work; whilst this may appear attractive to the applicant, it offers the crime group increased control over them as well as control through debt bondage. Victims from the ethnic Roma communities across the EU are frequently recruited by members of their extended family or village working for, or with crime groups for labour or criminal exploitation in the UK.

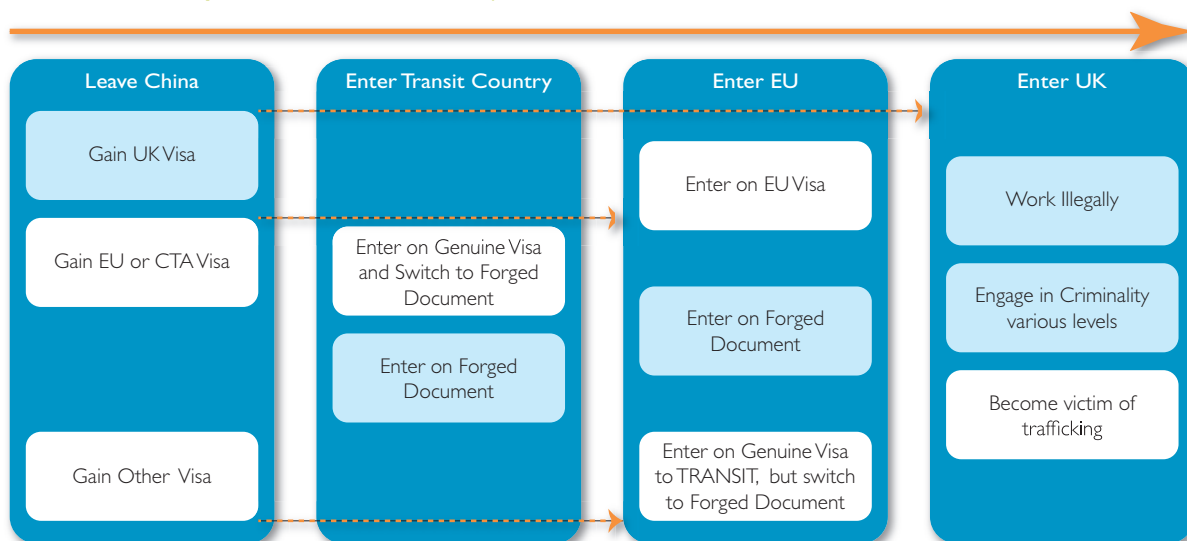
Figure 9: Genuine and Non-genuine routes to the UK from Vietnam (white highlights routes most commonly linked to HT victims)



• Chinese victims

Chinese nationals attempting to enter the UK illegally continue to target the UK on forged documents. Current intelligence indicates that Chinese nationals entering the UK on forged documents generally utilise a large number of routes to achieve this. Those following the route highlighted in white in the chart below are more susceptible to being exploited after arriving in the UK because they are more vulnerable, as they lack legal status in the UK and the fact that they are likely to have spent large sums of money, above their means, to achieve this. However other routes into the UK are also vulnerable to exploitation by Chinese traffickers, including abuse of the common travel area.

Figure 10: Genuine and Non-genuine routes to the UK from China (white highlights routes most commonly linked to HT victims)



- **Albanian victims**

In some cases the victim is brought to the UK by an agent using false documents and in others by clandestine means. There is an increased threat from the illegal entry of Albanian nationals to the UK due to recent Schengen visa liberalisation. For victims who have been brought to the UK on false documents, travel routes are varied. However, the main transit country is Greece. The predominant pattern for victims brought to the UK by clandestine means is for the victim to be driven from Albania to the UK, undisclosed for the entire journey, crossing through Germany and Belgium, with all subjects making the final leg of the journey from France.

Organised crime groups

3.14 Organised Crime Groups (OCG) are heavily involved in the trafficking of humans for profit. For them it is big business as humans are a reusable commodity, unlike drugs or firearms. Individuals can be trafficked and exploited time and time again by the same trafficker or trafficking group, in many cases over a significant period. The UK is developing Organised Crime Group Mapping (OCGM) which highlights the number and type of organised crime groups involved in serious and organised crime, including human trafficking. In England and Wales the OCGM data is used to inform and drive the work of various threat reduction boards, which coordinate the operational response to the threats identified.

3.15 The UKBA has a developing national tasking process, the National Tasking and Coordination Board (NTCB), which brings together the Agency's key operational leaders to agree high-level operational tasking. This is in response to the UK Border Agency's Control Strategy threats identified through the Agency's intelligence structures and in line with external partner requests. One of the remits of the NTCB is tasking cross-agency activity to tackle organised crime groups that have been identified using the multi-agency OCGM, including those OCGs that are involved in human trafficking.

3.16 The UKBA also maintains an active presence within the multi-agency Regional Organised Crime Units (ROCU). This enables intelligence on OCGs, including those involved in human trafficking, to be shared and appropriate OCG disruption plans to be formed at the regional level using multi-agency disruption techniques.

3.17 In Northern Ireland, CrimNet is an analytical tool used to carry out OCGM which complements the national OCGM process. The risk of harm posed by each identified OCG is measured using a consistent methodology. The purpose is to visualise each OCG and ensure that data in respect of each OCG is exploited as fully as possible.

3.18 The position in Northern Ireland indicates a mixture of indigenous and foreign Organised Crime Groups involved in organised prostitution. Given the changing nature from on-street to off-street prostitution, the use by organised criminals of websites to advertise trafficked victims as 'escorts' has been encountered and this presents investigative challenges and opportunities. In addition it can lead to increased intelligence reporting on this particular exploitation type and as a result increased victim recovery and law enforcement activity.

3.19 In Scotland, the Serious Organised Crime Group Mapping (SOCGM) project was established in April 2008 in a significant step change in the way law-enforcement tackles serious organised crime. Following the completion of the project and delivery of its preliminary findings, in March 2010 a permanent SOCGM Team within the Scottish Intelligence Coordination Unit (SICU) was established.

3.20 Led by the Scottish Crime and Drug Enforcement Agency (SCDEA), in partnership with the territorial Scottish police forces and a variety of other agencies, SOCGM ensures that all the integral

partners within the Scottish law-enforcement community cooperate together to map the nature and extent of serious organised crime in Scotland.

The three main areas of focus for SOCGM are to:

- gather and collate information related to Serious Organised Crime Groups (SOCGs);
- add value and assess the threat through analysis; and
- drive an effective law enforcement response to SOCGs at both strategic and tactical levels.

3.21 As part of the effort to enhance the intelligence picture the SOCG mapping data collection tool has been refined to better analyse and exploit intelligence on human trafficking. In addition, enhancements have been made to the Scottish Intelligence Database (SID) recording conventions to encourage the submission and better identification of information and intelligence on human trafficking by front-line officers and staff.

3.22 The coordination of law enforcement activity against SOCGs is the role of the Scottish Tactical Tasking and Coordination Group, which meets on a quarterly basis and includes the SCDEA, all territorial police forces and other national law enforcement agencies. The agenda is driven by the most current picture of serious organised crime in Scotland provided by the national SOCGM team.

3.23 SOCGs in Scotland involved in organised prostitution are also known to be involved in trafficking people for sexual exploitation. There is a greater quantity of intelligence held in Scotland in regards to trafficking for the purposes of sexual exploitation than any other type, due to the fact that victims are more likely to be observed during law enforcement activity. Victims of other forms of trafficking, or intelligence related to their circumstances, are less likely to come to the attention of law enforcement.

3.24 One SOCG in Scotland was reported to have operated 10 brothels with earnings from this enterprise estimated between £30,000 and £50,000 (GBP) per week. Intelligence received also suggested that one SOCG spent £50,000 (GBP) in an eight-month period on advertising sexual services in one newspaper.

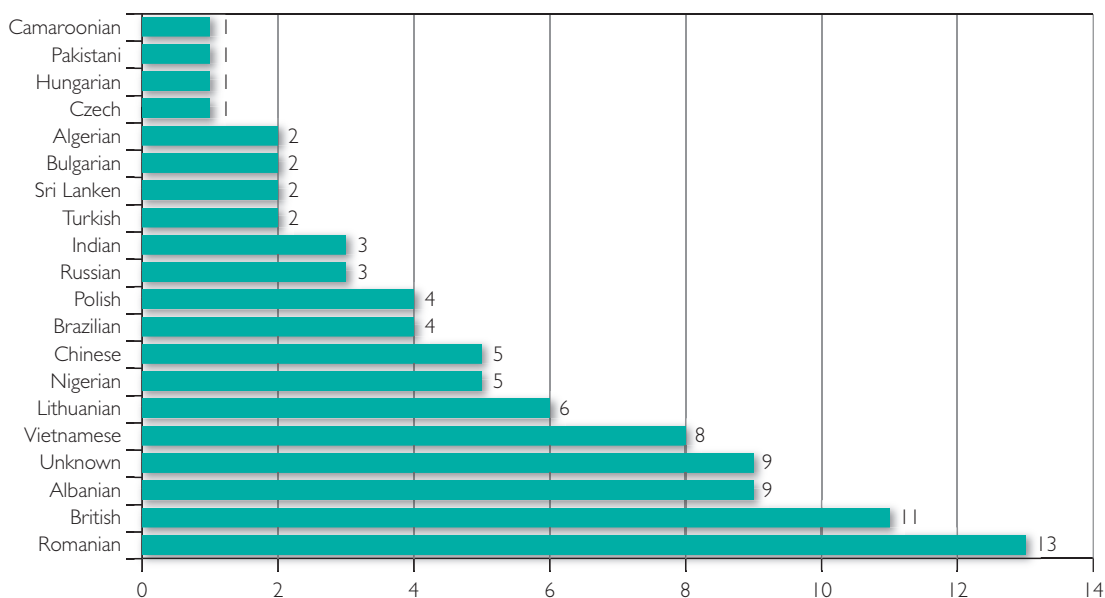
3.25 Information relating to how much of the prostitution market was controlled by serious organised crime and how these groups operated in relation to moving and controlling the workers continues to highlight an intelligence gap.

Case Study – Rong Chen

Rong Chen was a trafficker who ran a prostitution business in Northern Ireland. On 6 July 2012, Rong Chen was tried and convicted in Belfast Crown Court of trafficking four Chinese women for the purposes of sexual exploitation. The judge recorded that her business generated approximately £280,000 in the period from January 2008 and 29 May 2009.

The suspects in this case came to the attention of the PSNI when staff at a ferry terminal became suspicious of one of them who arrived with two victims to transport them out of Northern Ireland.

Table 9: Main nationality of OCGs involved in human trafficking in the UK



*This information is provided as at June 2012. The number of OCGs may now be different.

3.26 Table 9 shows that, as of June 2012, 92 OCGs were identified in the UK who were known to have an involvement in human trafficking and associated exploitation.

3.27 Organised crime groups engaged in human trafficking are often involved in other serious crimes including money laundering, drugs related offences, and fraud. There is also evidence that some OCGs are diversifying to other types of very profitable acquisitive crime.

3.28 In Northern Ireland the principle organised crime gangs identified as operating as trafficking networks tend to be of Chinese or Eastern European origin (examples have included Romanian, Czech and Hungarian organised trafficking networks) and, in some instances, will be working alongside local facilitators.

Recruitment

3.29 To entice victims, traffickers often approach individuals promising to help them to find a better life through education or higher paid employment in the UK. Individuals may accept an offer of help without knowing the full consequences of the situation they may find themselves in once they arrive in the UK. Their journey could be directly into the UK or by transiting through other countries. It is only once they arrive in the UK that they are told they need to pay off the 'debt', which is sometimes increased by the trafficker to retain greater control of the victim and increase the reliance of the victim on the trafficker. Women victims may initially be put to work in factories or other establishments but may then be forced into sexual exploitation by being told they could earn more money in order to can pay off the debt more quickly.

3.30 Often traffickers will use threats of violence either towards the victim or to their family to ensure compliance and to prevent them from trying to escape. Victims often feel they have no option other than to comply with the traffickers demands. In some cases involving Nigerian victims Ju-Ju/Voodoo rituals have reportedly been used to coerce and control the victim.

Case Study – Conviction of Anthony Harrison

The MPS were instrumental in the incarceration of Anthony Harrison who was convicted of trafficking two Nigerian girls who had been controlled by Ju-Ju magic rituals – the first case of its kind in Europe. The girls, aged 14 and 16, were imprisoned in his home in east London before he attempted to traffick them to Spain and Greece as prostitutes. Such was the ordeal and fear created by the Ju-Ju ritual it took the girls two years to speak openly about it to the police. Both girls came from small villages in Edo State, Nigeria, and were sold into prostitution with the help of the local Ju-Ju priest.

3.31 A common tactic deployed by traffickers to control the movement of victims is to confiscate their passport. This ensures that the victim cannot easily escape from the trafficker and leave the country.

3.32 The methods used to coerce victims into all parts of the UK for both sexual and labour exploitation, and the ethnicity of organised crime gangs involved, are fairly typical of those seen in other parts of Europe. The dominant methods used to coerce victims include:

- Deceptive or fraudulent job advertisements in newspapers and online – these are often positions working as a nanny, in a restaurant or as a model;
- Targeting of vulnerable individuals – for example those from poorer backgrounds with low educational attainment; and
- The 'lover boy' technique – this is a technique commonly used by Eastern European organised crime gangs. The victim, usually a young girl, will be lured into a relationship with an older male who will spoil her with gifts and attention, as well as often providing alcohol and drugs. Gradually the victim will spend more and more time with her 'boyfriend' and become cut off from their family, before being persuaded to move to another town or country. On arrival the 'boyfriend' will disappear, leaving the victim who is forced to work as a prostitute.

3.33 Social media and internet recruitment sites also act as an enabler in the recruitment and exploitation of potential trafficking victims. In some cases, victims are recruited via websites. Jobs in the UK are advertised on websites, but on arrival people find themselves victims of labour exploitation, sexual exploitation or financial exploitation. There is also evidence to suggest that websites advertised as for 'escorts' are being used as an enabler by sex traffickers.

Trafficker profiles

3.34 Information on the nationality of potential victims of trafficking encountered by the Metropolitan Police highlights some interesting facts about traffickers and their potential victims. Potential victims from Nigeria and Romania are almost exclusively trafficked by their own nationals, with Vietnamese nationals being trafficked often by their own nationals but also by Russian and Chinese traffickers.

3.35 Recruitment of Nigerian victims of trafficking often occurs through an offer made by someone known to a friend or family member for a better life, a job or education opportunities. On accepting the offer, potential victims will often have a Ju-Ju/Voodoo ceremony performed to ensure success in their new life and make sure they will repay the travel debt incurred.

3.36 In cases involving trafficking for labour exploitation in the block paving and ground surfacing industries, potential victims have vulnerabilities including homelessness, alcohol or drug dependency

or physical or mental health problems. Recruitment often occurs at homeless shelters, soup kitchens, places frequented by street drinkers and other locations frequented by vulnerable males. At the point of recruitment, males are offered a job, accommodation and in some cases they are also offered wages in cash. Victims are trafficked within the UK and out of the UK to continental Europe and Scandinavia, often transported by ferry, to carry out this type of labour exploitation. Some victims have also reported being made to drive vans or other work vehicles whilst travelling to locations of exploitation. It is possible that this may be an attempt by traffickers to avoid law enforcement apprehension, particularly in cases in which the trafficker has committed previous driving offences.

Chapter 4: Prosecutions and Convictions in the UK

SUMMARY

The UK is committed to improving and strengthening its approach to prosecuting and convicting traffickers and believes it has effective legislation to tackle human trafficking. Although the UK figures on human trafficking prosecution and conviction rates are relatively low, they do not provide the full picture. Traffickers are often prosecuted for one of a number of possible offences which may carry similar or more serious penalties than human trafficking charges. For example, the number of convictions on a principal offence basis in England and Wales for 2011 was 8, however, there were 142 defendants charged with offences related to human trafficking in 2011/12 of which two thirds were prosecuted. In addition law enforcement and prosecution agencies work with their counterparts internationally to help deter and disrupt activity, as well as support prosecutions and convictions of offenders in other jurisdictions. A range of other intervention and disruption strategies are also effectively deployed.

4.1 The UK is committed to bringing the perpetrators of human trafficking to justice. Although identifying perpetrators and securing prosecutions and convictions is vitally important so too is the ability to deter and disrupt criminal gangs from exploiting people in the first place. The UK has effective legislation to tackle human trafficking, which is supported by law enforcement agencies across the UK working with their counterparts in other countries to share intelligence and use their collective resource to target traffickers. Further information on the legislation of the UK can be found in Chapter 8.

4.2 In England and Wales the principal public prosecuting authority is the Crown Prosecution Service (CPS), which is independent of the police. The police and other investigators are responsible for conducting enquiries into an alleged crime and for making decisions on whether to start or continue an investigation and on the scope of the investigation. Prosecutors cannot direct the police or other investigators. Whilst prosecutors and investigators work closely together, the final responsibility for the decision as to whether or not a case should go ahead rests with the CPS. Whilst the views of the victim are taken into account, the prosecutor is not their legal representative and cannot act on their behalf. The CPS prosecutes cases on behalf of the Crown.

4.3 In Scotland the prosecuting authority is the Crown Office and Procurator Fiscal Service (COPFS). A member of Crown Counsel, within the COPFS National Sexual Crimes Unit (NSCU) has been appointed as the national lead for the prosecution of all human trafficking offences. All reports of human trafficking offending are routed through a dedicated member of Crown Counsel, within the NSCU. This assists in applying a consistent approach to such offences and in particular to identifying credible victims of human trafficking offences.

4.4 The Public Prosecution Service (PPS) is the prosecuting authority in Northern Ireland. Decisions in respect of prosecutions in cases of human trafficking are taken by Public Prosecutors who are qualified lawyers of appropriate seniority and experience. Complex cases of human trafficking are dealt with by specialist prosecutors in the PPS Central Prosecutions Section. The PPS will ensure that any external barrister instructed in a case involving human trafficking is experienced and skilled in the conduct of such cases and efforts will be made, wherever possible, for the same barrister to deal with the case at all stages.

Prosecuting suspected traffickers

4.5 In prosecuting suspected traffickers, the UK prosecution authorities will consider all available evidence and the full range of options in any particular case. Traffickers are often prosecuted for one of a number of possible offences and not just human trafficking offences. Examples include prosecutions for assisting unlawful immigration to a member state (facilitation), and other serious criminal offences such as rape, kidnapping/abduction, false imprisonment, threats to kill, and causing, inciting or controlling prostitution for gain. These offences may be charged in addition to trafficking or instead of trafficking offences; they are not necessarily lesser charges, as they may carry similar or more serious penalties. These offences may be used in circumstances where evidence obtained does not support charges of trafficking, or it is not in a form that is reliable and admissible in a court.

4.6 These prosecutions and convictions will not appear on national statistics as convictions for human trafficking offences. So, whilst the number of prosecutions and convictions for trafficking offences may appear low, compared to the number of potential victims identified, there are many more convictions of persons involved in trafficking for other related offences or where UK law enforcement and prosecutors work to support prosecutions in other jurisdictions.

4.7 Whilst the numbers of prosecutions for sexual exploitation in England and Wales remain higher than those for other forms of exploitation, during 2011/2012 there was an increase in cases prosecuted for trafficking for other types of exploitation, most significantly for domestic servitude and forced labour. However, these remain more challenging to prosecute successfully and the section 71 Coroners and Justice Act 2009 offence of holding someone in forced or compulsory labour, in England, Wales and Northern Ireland is being used, particularly in those cases where it is difficult to prove trafficking to the criminal standard or where there is no direct evidence of trafficking. This offence carries the same penalties as trafficking offences. Similar provisions apply in Scotland through section 47 of the Criminal Justice and Licensing (Scotland) Act 2010. The tables below show the number of prosecutions in England and Wales, Scotland and Northern Ireland.

Table 10: Number of decisions to prosecute in England and Wales*

Year	Trafficking for sexual exploitation	Trafficking for other exploitative purposes	Offence of forced labour and servitude
2007–08	87	3	–
2008–09	114	10	–
2009–10	102	20	–
2010–11	96	21	–
2011–12	113	37	15
Total	512	91	15

*On a principal and all offences basis

Table 11: Number of decisions to prosecute in Scotland

Year	Trafficking for sexual exploitation	Trafficking for other exploitative purposes	Offence of forced labour and servitude
2007–08	–	–	–
2008–09	–	–	–
2009–10	–	–	–
2010–11	2	–	–
2011–12	–	–	–
Total	2	0	0

Table 12: Number of decisions to prosecute in Northern Ireland

Year	Trafficking for sexual exploitation	Trafficking for other exploitative purposes	Offence of forced labour and servitude
2007–08	–	–	–
2008–09	1	–	–
2009–10	–	–	–
2010–11	3	–	–
2011–12	1	–	–
Total	5	0	0

4.8 Victims need to be encouraged to report offences of human trafficking. In June 2011, following a lengthy public consultation, the CPS published a Public Policy Statement on Human Trafficking that is in part aimed at those organisations that provide support to victims of trafficking, to help them explain the processes involved and what can be done by way of protection and support if a victim decides to participate in criminal proceedings.

4.9 Migrant workers, whether illegal migrants or legal migrants working illegally, are often most at risk of exploitation. However, few people are willing to come forward and complain to the police. The CPS has been involved in the development of a Joint Working Agreement between ACPOS, UKBA and the GLA to tackle forced labour and drive up investigation and prosecution against exploitative labour providers in the agricultural and packing industries. The Agreement enables the referral of evidence obtained by the GLA to a CPS prosecutor for advice on potential criminal charges which might be disclosed.

4.10 Whilst the victim's account in court or statement to the police of what happened to them is important in proving an offence of trafficking, it is possible to charge and prosecute offenders if a trafficked victim decides not to give evidence. As long as there is evidence which proves all the elements of the offence without the need for the victim to make a complaint (for example, electronic surveillance, monitoring of bank accounts and recovery of documentary exhibits) the CPS can still proceed to a prosecution for human trafficking. The CPS has prosecuted a number of cases where law enforcement has carried out pro-active investigation and the victims have not been required to give evidence.

4.11 Some trafficking cases referred to the CPS may be prosecuted in a different jurisdiction although supported by prosecutors here. In a trafficking case referred to the CPS, it was clear that a number of the traffickers were residing and operating in Lithuania. Eurojust organised and facilitated a conference between police and prosecutors from England and Lithuania. During discussions, it was decided that the case should be split, with each jurisdiction bringing their own prosecution against the defendants arrested in their respective jurisdictions. However, evidence was required to be shared where appropriate to support each case. The CPS dealt with three Lithuanian suspects; the remaining three were dealt with in Lithuania. The outcome was successful prosecution in both jurisdictions.

4.12 Between January 2010 and August 2012 the PPS in Northern Ireland have received 16 cases submitted following investigations for Trafficking in Human Beings (THB) with a total of 25 suspects. Of the 16 cases received, prosecutorial decisions have issued in 10 cases involving 19 suspects as follows: 2 for controlling prostitution or brothel keeping; 4 for trafficking for sexual exploitation; 8 decisions not to prosecute; 2 were cautioned for the offence of using the services of a prostitute subject to exploitation; and 3 were transferred to be prosecuted in Scotland. Decisions are awaited in the remaining 6 cases.

4.13 In June 2012 the PPS published its draft Policy for Prosecuting Cases of Human Trafficking, for public consultation. Following consideration of responses received, the PPS aims to publish its final policy before the end of 2012.

4.14 In Scotland two individuals were successfully prosecuted and sentenced to 44 months and 18 months imprisonment after pleading guilty on 9 September 2011 to human trafficking, in a contravention of Section 22(1)(a)(i) of the Criminal Justice (Scotland) Act 2003. These are the first convictions for human trafficking in Scotland and were achieved through genuine multi-agency working with the police, the UKHTC, UK Border Agency, prosecutors, Trafficking Awareness Raising Alliance (TARA) and Migrant Helpline (MHL).

4.15 Ten individuals were rescued and a significant number of victims gave statements to the police in support of the investigation. As a result of the close liaison between the police, the Procurator Fiscal and other agencies the victims remained cooperative and engaged throughout the proceedings. Following on from these convictions, a confiscation order was granted on 10 July 2012, for £45,000, to be paid within six months, under Proceeds of Crime legislation against one offender convicted of the offence of trafficking.

Case Study

Following a high profile case of suspected human trafficking and slavery in Bedfordshire in 2011 members of the Connors family were found guilty in July 2012 of a number of offences relating to servitude, compulsory labour and assault charges and were jailed for a total of 15-years. James John Connors was found guilty of two counts of holding a person in servitude, two counts of requiring a person to perform forced or compulsory labour, and one count of assault. Josie Connors was found guilty of two counts of holding a person in servitude, and two counts of requiring a person to perform forced or compulsory labour. Tommy Connors (Senior) was found guilty of one count of conspiracy to hold a person in servitude, one count of requiring a person to perform forced or compulsory labour, and one count of assault. Patrick Connors was found guilty of one count of conspiracy to hold a person in servitude, one count of requiring a person to perform forced or compulsory labour, and one count of assault.

Convictions

4.16 The table below shows the number of convictions, specifically for trafficking offences, within England and Wales between 2009 and 2011. During the same period Scotland had 2 successful convictions for sexual exploitation. Northern Ireland had no convictions under trafficking legislation during that period.

Table 13: Number of Human Trafficking convictions in England and Wales

Year	No of convictions for sexual exploitation	No of convictions for non sexual exploitation	Total
2009	23	2	25
2010	10	6	16
2011	8	0	8
Total	41	8	49

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

4.17 The number of human trafficking convictions recorded is on a principal offence basis only and does not include convictions on an all offences basis⁶. Whilst this is an accurate reflection of the volume of convictions for specific trafficking offences, it does not disclose the full extent of convictions for traffickers. These figures relate to persons for whom these offences were the principal offences for which they were 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. Where the same disposal is imposed for two or more offences, the offence selected is the offence for which the statutory maximum penalty is the most severe.

4.18 To give an indication of the volume of defendants charged for offences related to human trafficking, the CPS apply a flag on all cases of human trafficking. This is applied to all defendants charged with an offence of trafficking⁷ and remains on the case file regardless of whether that particular charge is subsequently dropped, amended or if the defendant pleads guilty to or is convicted of an alternative offence. The data generated by this approach shows that the number of defendants charged with offences related to human trafficking in 2011-12 was 142 (in 2010-11 that figure was 103). Two thirds of these defendants were convicted.

4.19 This data is not as robust as the MoJ data as it relies on the prosecutor or caseworker applying a flag to appropriate cases. It does, however, provide an insight into the volume of traffickers that are being charged and subsequently convicted for offences which are linked to the trafficking, the full picture of which is not presented when applying MoJ's principal offence reporting rules. In investigating further, a snapshot of those 'flagged' defendants offences charged covered a range of offences that were not specific to human trafficking. They included rape and controlling prostitution, immigration offences, offences relating to fraud, firearms offences, false imprisonment, money laundering, theft and many others.

Deter and disrupt

4.20 The CPS works with SOCA and other law enforcement agencies through a range of Threat Reduction Boards (TRB). These were set up to coordinate and target activity against organised crime, in order to identify and target enablers of trafficking and increase knowledge of the Organised Crime Groups involved in the trafficking of victims. Increased international and domestic cooperation of all agencies represented contributes to improved intelligence. This enables resources to be focused on those countries that pose a greater threat and on education and awareness programmes for groups of victims who may be more vulnerable.

⁶ Convictions on an all offences basis are recorded based on the principal offence. Where human trafficking offences are committed but the primary offence is for an alternative charge this will not appear as a conviction for human trafficking.

⁷ Offences flagged are Sexual Offences Act 2003 (Section 57, 58 and 59) and Asylum and Immigration [Treatment of Claimants, etc.] Act 2004 Section 4(1), (2) and (3) and Coroners and Justice Act 2009 section 71.

4.21 In the field of labour exploitation, the GLA has made effective contact with labour inspectorates in other EU countries, specifically the accession countries, to obtain information on those companies providing workers into the UK, and whether such companies are compliant with their domestic legislation.

4.22 In Scotland any decision to prosecute is made by the Procurator Fiscal who is required to consider all of the facts and circumstances of the individual case. This includes amongst other things all available evidence and the full range of options in any particular case. Where there is insufficient evidence to prosecute for a specific human trafficking offence, consideration will be given to whether it is appropriate to prosecute the trafficker for another criminal offence.

4.23 There are a significant number of tools in the armoury against human trafficking, which prosecutors in Scotland are required to deploy to be effective in disrupting the activity as well as dealing with it and punishing it, for example confiscation, the activities of HM Revenue and Customs, health and safety offences and environmental offences, as well as the human trafficking offences under section 22 of the Criminal Justice (Scotland) Act 2003 and section 4 of the Asylum and Immigration (Treatment of Claimants, etc.) Act 2004.

Other approaches

4.24 Deploying effective intervention and disruption strategies, which prevent vulnerable people from being exploited by often serious and organised criminals, is more effective in the long run. SOCA in the UK uses a wide range of criminal justice and non-criminal justice tools to bring perpetrators of serious and organised crime to justice.

4.25 Additionally, there are a wide range of other prosecuting agencies that prosecute on behalf of government departments and other public bodies throughout the UK, disrupting the range of criminality associated with human trafficking. If the police or SOCA are unable to evidence a criminal offence under human trafficking or other legislation, then other means of disruption can be deployed. For example, UK Border Agency can use immigration powers to remove foreign nationals; HMRC hidden economy and tax evasion teams target venues where there may be trafficking / exploitation such as adult entertainment or nail bars, to identify any tax intervention opportunities, both civil and criminal, which may be used against human traffickers, their businesses and associates. The Gangmasters Licensing Authority can disrupt, through their regulatory powers, gangmasters who may exploit migrant labour but where evidence may not support a criminal offence (e.g. removing a licence so that continued activity would become a criminal offence).

4.26 The response in Wales over the past 2 years has been bolstered by the appointment of an Anti-Human Trafficking Coordinator (AHTC) to coordinate the best possible support for victims and to make Wales a hostile place for Human Trafficking to exist – a ‘Tsar for human trafficking in Wales’ (Hansard: 18 Jan 2012: column 736.)

4.27 The AHTC has informed key agencies of the scale, types and location of Human Trafficking in Wales and has improved the sharing of intelligence and recording of incidents in Wales. The coordinator has looked at best practice across the UK and has secured agreement for Wales to lead on Police Specialist and Senior Investigator training with the support of UK agencies. Cross-Sector Intelligence Sharing hubs have been developed in Gwent, Cardiff, Pembroke and Wrexham.

Victims who may be prosecuted

4.28 A small number of trafficked victims may be prosecuted for offences they have committed as a consequence of their trafficking situation, either because they have been forced to commit them by their traffickers (eg cannabis cultivation) or in trying to escape from their trafficking situation (eg immigration offences). On initial contact there may be no evidence or disclosure to indicate exploitation. The CPS has issued comprehensive guidance to prosecutors on the steps they should take, suggesting they be pro-active in causing enquiries to be made about the suspect and the circumstances in which they were apprehended in cases where they suspect the defendant might be a potential victim of trafficking. However, it remains the case that prosecutors can only take the steps outlined in the guidance when information has either been provided by the investigating officer, the suspect's defence solicitor or an NGO, or when the prosecutor has advised the investigating officer to make further enquiries, and further information is provided.

4.29 There is also some reliance on disclosure from the suspect themselves about their trafficking situation. Where there is clear evidence of trafficking or where the suspect has been compelled or coerced into committing the offence, consideration will be given to discontinuing the prosecution. Prosecutors also have to give consideration as to whether the offence has been committed as a direct consequence of the trafficking situation, whether there has been any coercion or compulsion to commit the offence or whether the offence is so serious that it calls for a prosecution in the public interest. The CPS has agreed arrangements with the Competent Authority of the NRM that, in circumstances where a potential victim of trafficking has been apprehended by law enforcement, they will expedite the NRM reasonable grounds decision, to assist police and prosecutors in expediting their decision.

4.30 In circumstances where new information has come to light about the trafficking situation of a convicted youth, then it is open to their solicitors to make an application for leave to appeal the conviction and sentence. The CPS has been pro-active in raising this with a number of defence solicitors when alerted to their potential trafficking status. A number of events are planned with the Bar and Law Society to raise awareness and reinforce their obligations when representing the interests of a suspect who might be trafficked.

4.31 The UKHTC provides advice and guidance to police forces across the UK in all areas of trafficking, including criminal exploitation of children in cannabis farms. Police forces are made aware of the potential for trafficking victims, and how to deal with them appropriately. This is reinforced within ACPO guidance in England, Wales and Northern Ireland on human trafficking and cannabis farms. The UKHTC also works closely with NGOs engaged in supporting victims of trafficking in cannabis farms.

4.32 In Scotland, prosecutors also have to give consideration as to whether the offence has been committed as a direct consequence of the trafficking situation. Detailed guidance for prosecutors was published in October 2010 and, as part of their training, prosecutors have been made aware that victims of human trafficking, including children, may commit a variety of offences whilst they are being coerced or compelled by another.

4.33 Where the prosecutor believes that the accused is a credible trafficked victim they should, as in any other case where new information comes to light, consider whether the public interest is best served in continuing the prosecution. Prosecutors should consider the seriousness of the offence, the degree of coercion used and whether a defence of coercion would be likely to be successful.

4.34 In Northern Ireland, prosecutors also have to give consideration to whether the offence has been committed as a direct consequence of the trafficking situation. The PPS Policy for Prosecuting Cases of Human Trafficking, to be issued later this year, explains that PPS cannot provide blanket immunity from

prosecution for victims of human trafficking. Every case must be considered on its own merits and having regard to the seriousness of the offence committed. However should evidence or information be available to the prosecutor to support the fact that the person has been trafficked and has committed the offence whilst in a coerced situation, this will be considered a strong public interest factor mitigating against prosecution.

4.35 In order to enable the prosecutor to consider such factors they must be provided with the information from police or other sources who suspect that the person may be a victim of trafficking. This is only relevant where the criminality is as a direct consequence of the trafficking situation. There must also be consideration of the extent to which the victim was compelled to undertake the unlawful activity.

4.36 Prosecutors will take into consideration all relevant information provided by police and other agencies, including any decision arising from the NRM when deciding where the public interest lies in relation to prosecution.

Chapter 5: The UK's response

SUMMARY

The UK Government published its Human Trafficking Strategy in 2011 which aims to take a comprehensive approach by focusing on preventing trafficking activity and maintaining effective care for victims. Actions have been taken forward to improve the awareness of front-line professionals so that they can better identify, support and protect victims. Effective adult care arrangements for human trafficking victims are in place across the UK. Increased international engagement is helping the UK to gain a better understanding of the human trafficking landscape, to raise awareness, and to assist in strengthening law enforcement and justice systems in priority source countries. Concentrated efforts have been made by a range of agencies to work together to share information and maximise capabilities to provide an effective response at the border. Law enforcement agencies across the UK also work collaboratively and with their counterparts in other countries to share intelligence and collectively target traffickers. Raising public awareness of human trafficking, working in partnership with NGOs, and tackling the demand for cheap services and goods are also key aspects of the UK's strategy.

5.1 The UK has already made good progress in improving its response to human trafficking particularly through improving the identification of, and support for, trafficking victims, and by working more closely with international partners to deter, disrupt and prosecute traffickers.

5.2 The sections below provide a detailed breakdown of the UK's efforts to combat human trafficking, based on the core principles outlined in the Human Trafficking Strategy and including contributions from Northern Ireland and Scotland. An progress update on implementing the Strategy is contained at Annex A. Case studies of three key source countries, Nigeria, Vietnam, and Romania, are also included at Annex B.

Improving our identification of victims and responding to their needs

5.3 Identifying victims of human trafficking is often complex and difficult owing to a number of factors: awareness amongst front-line professionals; lack of recognition by the individual themselves that they are a victim; and the sheer hidden nature of the crime.

5.4 A key aspect of the NRM is the protection and support provided to identified victims. Care and support for human trafficking victims are devolved matters; therefore each country within the UK has its own arrangements for providing support and care in line with the requirements of the Council of

Europe Convention on trafficking in human beings. In England and Wales provision of care is provided through The Salvation Army; in Scotland it is provided through TARA and Migrant Helpline, in Northern Ireland it is through Migrant Help and its sub-contractor, Women's Aid.

National Referral Mechanism (NRM)

5.5 The UK Government is committed to making the UK's multi-agency victim identification and support framework, the NRM, as accessible as possible to victims. The NRM already has a number of organisations able to act as designated 'First Responders', including the police, local authorities, UKBA, and NGOs that represent a wide range of victims. There are several ongoing areas of work to further improve awareness and understanding of the system amongst front-line agencies.

5.6 The UK Government is also enabling more organisations to refer victims to the NRM. The multi-agency NRM Oversight Group continues to consider further applications from organisations that have direct contact with victims and wish to become NRM First Responders provided they have the commitment, procedures and resources to ensure their staff are sufficiently trained for this purpose.

Training for key front-line professionals

5.7 For front-line professionals, awareness of human trafficking and the indicators to spot a potential trafficking victim is extremely important. Efforts continue across the UK to improve the awareness of front-line professionals so that they can better identify, support and protect those vulnerable individuals who may be suffering abuse at the hands of a trafficker.

5.8 It is vital that police officers have the correct skills and abilities in order to tackle the issue of trafficking, no matter what the form of exploitation. In England and Wales over 15,000 police staff have completed the National Centre for Applied Learning Technologies (NCALT) e-learning package on Human Trafficking. The package is not mandatory in all forces however many forces have their own training alongside the NCALT package. In Sussex Police for example, 280 have completed the NCALT package. Prior to that being produced 1,300 officers had already completed their force specific training package.

5.9 In Scotland, the Scottish Police College is responsible for the training of all police officers and runs a number of nationally accredited courses including the Child Protection Course, Special Branch Ports Course, UKBA Investigators Course and the Roads Policing Officers Course, which provide a definition, indicators and case studies of human trafficking. There are also a number of resources available to police officers via the Police Information Net for Scotland (PINS). This includes interview strategies for potential victims of trafficking and an SIO toolkit.

5.10 The SCDEA have been working closely with the Scottish Police College on the production of an e-learning package on human trafficking. It will be trialled in September 2012 within the College before being rolled out across Scotland. The aim of the package is to increase knowledge of the subject to front-line officers making them more aware of legislation, indicators and support agencies. COPFS has also presented a senior investigator course at the Scottish Police College providing advice and guidance on the law, evidence and investigation and prosecution policy. In addition training has been provided to members of the social work department on trafficking legislation and the relevant indicators to assist them with the identification of potential victims.

5.11 The PSNI has recently assisted in the development and introduction of an online training package, targeted at front-line officers and staff to assist in recognising the signs of trafficking. Over 2800 PSNI officers and staff have successfully completed the training. PSNI's Organised Crime Branch has also introduced and delivered bespoke training to a number of detectives to enhance their investigative skills and ensure that officers know how to engage voluntary and statutory partners in assisting rescued victims.

5.12 Many police forces already work with NGOs to provide local training to officers. Stop the Traffik recently led training seminars for over 500 local authority, police, and local government personnel in the South East of England.

5.13 The health consequences of human trafficking are such that the NHS may be the one public agency to which a victim will turn for assistance. The provision of healthcare services to victims may therefore present the opportunity not only to address their health needs but also to facilitate access to wider support services that can afford them care and protection. The Department of Health is currently working in collaboration with the charity Platform 51 to develop a toolkit for health professionals in England, with the aim of improving the health service response to victims of human trafficking.

5.14 In June 2012, the Scottish Government issued guidance for healthcare staff in detecting and responding to victims of trafficking. NHS Health Scotland has been asked to develop a brief leaflet to accompany the guidance and NHS Education for Scotland to develop training resources that will equip staff with the knowledge and skills to deal with this issue.

5.15 In the UKBA, human trafficking awareness e-learning continues to be mandatory for all front-line officers to assist them in identifying victims of trafficking. There is also a supplementary course available on the NRM for those who have roles that are likely to bring them into contact with potential victims of trafficking. This includes the Asylum Screening Unit (ASU) where the role of the Anti-Human Trafficking Champion has been created. Their role is to promote knowledge of trafficking victim identification and to act as a source of advice for ASU officers sign posting them to existing guidance available to all UKBA as well as Border Force staff.

Adult care arrangements in England and Wales

5.16 In July 2011 the UK Government changed the care arrangements for adult trafficking victims in England and Wales to provide a more bespoke service to victims based on their individual needs. The Salvation Army (TSA) was appointed prime contractor responsible for overseeing and co-ordinating the provision of care for victims in England and Wales. As the prime contractor, TSA contracts and coordinates accommodation and support services for adult victims of human trafficking who (a) consent to be referred into the National Referral Mechanism and (b) receive a positive reasonable grounds decision to ensure that, in line with standards defined in Article 12 of the Council of Europe Convention on action Against Human Trafficking, each identified victim receives support tailored to their individual needs.

5.17 Under the Council of Europe Convention, victims of trafficking are entitled to support for a 30 day recovery and reflection period. In the UK, the minimum recovery and reflection period is extended to 45 days for all victims, irrespective of the nature of the exploitation suffered. TSA has secured contracts with 12 non-governmental organisations for the delivery of victim care services across England and Wales. They are:

Ashiana	Midland Heart
BAWSO	Migrant Helpline
BCHA	Riverside
City Hearts	Sandwell Women's Aid
Hestia	The Medaille Trust
Jarrett Community	Unseen UK

5.18 Referrals to the service since July 2011 have been received from a variety of sources, including the Police, NGOs, and Local Authorities through TSA's 24 hour referral line. During the initial referral stage a number of steps take place:

- initial needs and risk assessment undertaken, usually over the telephone or, exceptionally, face to face;
- accommodation and support needs identified; victim allocated to most appropriate service provider;
- provision of transport to safe house accommodation;
- comprehensive risk and needs assessment by service provider;
- accommodation and support provided for the minimum 45-day recovery and reflection period;
- development and implementation of a tailored support plan; and
- signposting to external domestic services, eg legal and housing advice.

5.19 Over the period July 2011 to June 2012, 511 potential victims were referred to the service. The majority of referrals were made by the police (28.6%) and NGOs (28.2%). Not all of these potential victims subsequently received support. 31.6% of the referrals were ineligible for support (for example if a negative reasonable grounds decision was made). 32.3% turned down the offer of support.

5.20 So far, between 1 July 2011 and 30 June 2012, 378 victims of trafficking were supported across England and Wales by TSA and its sub-contractors. Of those, 222 were female and 156 male.

5.21 The table below shows the regions in which support was provided, either through supported accommodation or outreach support⁸.

Table 14: Number of victims supported by TSA contract between 1 July 2011 and 30 June 2012 in England and Wales by region

Region	Number supported
London	52
North East	22
North West	55
South East	85
South West	35
Wales	24
West Midlands	25
Yorkshire	80
Total	378

5.22 The table below shows the number of victims who have moved on from the service for different exit destinations, based on information provided.

⁸ The regions listed refer to the regions where victims are currently supported, or were most recently supported if they have exited the service. They do not take into account cases where a client has moved between providers in different regions as multiple recordings would give an incorrect figure for the total number of victims supported. Also, dependent children are not included in any figures. While the statistics usually record figures for London within the totals for the South East, a distinction has been made in this case between those located in London and those elsewhere in the South East

Table 15: Exit destinations for victims who have moved on from the service based on information provided

Reason for exit	Number of victims
Returned to country of origin	56
Local authority accommodation	14
Mainstream provision	21
NASS accommodation	15
Social Services	4
Shared housing	4
Staying with friends	15
Moved in with partner/family	3
Referred to charitable organisation	3

5.23 A number of benefits have been realised following the introduction of this new funding model:

- a comprehensive 24 hour capability to refer, assess, allocate and transport potential victims to a place of safety;
- a new network of volunteer drivers and escorts (TSA take account of victims' gender where appropriate);
- a network of services across England and Wales means that victims can be located away from high risk areas and individuals;
- a victim-focused, needs-led service. The wide range of sub-contractors is able to provide tailored support to victims in the most appropriate environment;
- the majority of sub-contractors provide outreach support so supported accommodation is used where appropriate; and
- victims are supported to access mainstream support services (for example benefits and health services) at the earliest opportunity to facilitate smooth, effective and timely departures from the service.

5.24 In addition, the service has extended its provision for male victims, for example by providing more beds and high level support for men with alcohol and substance misuse problems.

5.25 The Salvation Army contract now means there is a clear and effective way for victims in England and Wales who have been referred into the NRM, to access support and advice services if they wish to do. TSA is providing victims, through their sub-contractors, with support in the most appropriate environment which is tailored to their individual needs. The MoJ and the Home Office will continue to review the service on a regular basis to ensure that effective support continues to be provided.

Adult care arrangements in Northern Ireland

5.26 The Department of Justice funds a comprehensive range of support services for adult victims of human trafficking, currently delivered by Migrant Help and Women's Aid.

5.27 Migrant Help supports potential male victims and Women's Aid support potential female victims under the scheme, during the reflection and recovery period. The support available includes:

- safe and appropriate accommodation in Northern Ireland;
- help with day-to-day living and travel costs;
- information in a language the victim can understand;
- help to access emergency and non-emergency healthcare;
- access to other services around support, immigration, advice, counselling and legal advice; and
- The 45-day reflection and recovery period may be extended where required.

5.28 In order to ensure delivery of an effective service for potential victims, the contract is managed through a Contract Management Group with representation from the Department of Justice (DOJ), Migrant Help and Women's Aid. The contract is also overseen by a Stakeholder Group which includes representatives from the DOJ, DHSSPS, Migrant Help, Women's Aid, PSNI and UK Border Agency. Both groups aim to provide a forum for effective communication and discussion of issues which affect delivery of the support service to potential victims of human trafficking in Northern Ireland. Support and care for adult victims who have received a positive conclusive grounds decision, may be available from Health and Social Care Trusts.

5.29 The table below shows the number of potential victims recovered between 2009 and 2012.

Table 16: Number of potential victims recovered in Northern Ireland between April 2009–March 2012

Year	Victims recovered	Motive
2009/10	25	17 Sexual exploitation 3 Forced labour 2 Domestic servitude 3 Unclear
2010/11	23	18 sexual exploitation 5 labour exploitation
2011/12	33	24 sexual exploitation 9 labour exploitation

5.30 The majority of victims recovered were females who were being exploited sexually, primarily within prostitution.

Adult care arrangements in Scotland

5.31 In the financial year 2012–13, the Scottish Government has provided funding of £724,000 to Migrant Helpline and the Trafficking Awareness Raising Alliance (TARA) (part of Glasgow Community and Safety Services (GCSS)) to provide support to potential victims. Research has also been commissioned to help inform consideration of future care and support provision for adult victims, to ensure that services are tailored to fully meet the needs of victims.

5.32 Since 2004 the Scottish Government has funded Glasgow City Council and then GCSS to provide a service to women, over 18 years old, where there are concerns they may have been trafficked for the purposes of sexual exploitation. In 2008 funding was increased to enable TARA to support women recovered from across Scotland. Support is provided to women according to their needs. Only funding for accommodation is time limited; advocacy, emotional and practical support may be provided for

12 months or more if required. An individually tailored, comprehensive support package is provided which includes:

- safe accommodation, help with living costs;
- assessment (including risk and safety planning) and access to primary and specialist sexual health care;
- access to legal advice and referral on to Scottish Police Forces if appropriate;
- psychological assessment and support, emotional support, care planning and goal setting, education, including ESOL, and/or employment if appropriate;
- referral to appropriate local service support; and
- supported planned returns including joint risk assessments with law enforcement and safety planning.

5.33 From November 2011 until March 2012 additional funding was provided by the Scottish Government to second a consultant clinical psychologist and an assistant psychologist to TARA to provide fast tracked access to specialised psychological support services during the recovery period. This pilot project will be re-established from August 2012 until March 2013.

5.34 The table below shows the number of potential adult female victims referred to and supported by TARA in Scotland from 2009 until 2012.

Table 17: Number of potential adult female¹ sexual exploitation victims recovered in Scotland 2009 to 2012

Year	2009–2010	2010–2011	2011–2012
Number of Referrals	50	56	47
Number of new referrals engaged with the project	23	33	39
Total number of women supported	51	57	50

¹ The figures above do not include dependent children.

5.35 Since April 2009, Migrant Help have provided accommodation and a wide range of support services for victims of human trafficking in Scotland. The service is Scotland-wide and provides 24/7 support throughout the year. The range of victims supported covers male and female victims of labour exploitation, male and female victims of domestic servitude and male victims of sexual exploitation.

5.36 Each victim is carefully and fully assessed and an appropriate support package to meet their needs is provided, this includes:

- risk assessed, safe, fully furnished accommodation in a variety of sizes and locations;
- access to dentistry, opticians, counselling and mental health services and healthcare including referral to specialist health services;
- interpretation and translation (own in-house service, Clear Voice);
- help with relevant ID documentation/ replacement papers, including Embassy appointments; Office of the Immigration Service Commissioner Level 1 advice;
- access to legal services and an environment conducive to encouraging cooperation with law enforcement agencies. Support to attend court;

- contact with family and friends;
- advocacy and navigation through the NRM ; and
- a weekly cash allowance, assistance to gain benefits, training and employment; and assistance to return home.

Table 18: Number of potential victims recovered in Scotland 2009 to 2012

Year	Victims supported	Category
2009/10	54	Labour exploitation – 51 Domestic servitude – 3
2010/11	77	Labour exploitation – 71 Domestic servitude – 4 Sexual exploitation – 2
2011/12	63	Labour exploitation – 59 Domestic servitude – 3 Sexual exploitation – 1

Working upstream to stop the threat early

5.37 A fundamental aspect of the UK Government's strategy is to work upstream and tackle the threat of human trafficking as early as possible. Through increased international engagement and tackling root causes, educating potential victims as well as strengthening law enforcement and justice systems in source countries, and the effective use of joint investigations, the UK has improved its efforts and made advancements in the area of prevention.

5.38 Working with the UK Border Agency and UKHTC and recognising the threats identified in the annual UK Threat Assessment, a list of priority source countries posing the greatest threat to the UK was compiled in August 2011. These priority countries reflect the number of potential victims identified through the NRM from different source countries, and the known strategic threats from organised crime groups. The priority countries, set in 2011, are:

Nigeria	China
Vietnam	Romania
Czech Republic	Slovakia
Uganda	India
Albania	

5.39 An assessment of the list of priority countries will be undertaken as required and will inform the work of the UK Government to support and influence those countries to prioritise anti-trafficking activities.

International engagement and tackling root causes

5.40 The Foreign and Commonwealth Office (FCO) overseas network provides the platform for a coordinated cross-Government effort to tackle human trafficking. The FCO also carries out a range of activity to help raise awareness and tackle trafficking at source. This activity includes project work, working with host Governments to raise the profile of human trafficking and to lobby for changes in countries' laws and practices. FCO posts in priority countries have also reflected the objectives of the Strategy in their country business plans.

5.41 Some specific examples, which highlight the coordinated cross government approach, from a number of priority countries are provided below:

- In Nigeria, the FCO Post has established a Human Trafficking Working Group bringing together representatives of Whitehall departments. The Post has also supported the launch of a project set up by an NGO to raise awareness about trafficking through animations in English and other languages.
- In Vietnam, UK Ministers lobbied the Government to ratify the UN Convention Against Transnational Organised Crime and the Palermo Protocol on human trafficking. Vietnam has now ratified the Convention and acceded to the Protocol in June 2012. The FCO Post also continues to explore using local media to send out anti-trafficking messages to young people, to prevent them from becoming victims.
- In India, FCO, the UKBA and the SOCA have developed relationships with Indian law enforcement authorities enabling intelligence sharing and arrest referrals. The FCO also arranged for a local organisation, Kolkata Sanved, to collaborate with Sadlers' Wells Theatre in London, to highlight the dangers of sex trafficking ahead of the Olympics.
- In Romania, FCO are co-hosting a conference with the International Organisation for Migration (IOM) to raise awareness about labour trafficking in 2012.
- In the Czech Republic, the FCO Post have launched a trafficking prevention project with local NGOs based on data from SOCA and the Czech Police which targets the most vulnerable groups and regions through established networks of field workers.
- In Slovakia, the UK Ambassador for Bratislava visited the border with Ukraine in July 2012. The purpose was familiarisation and fact finding to understand the work of the Slovakian Border Police in human trafficking and to raise the profile.

5.42 The FCO in London is also leading a joint EU-funded Victims of Trafficking project with the IOM and other EU partners which will help support victims trafficked to the UK returning to their country of origin, providing them with reintegration support. Work is also under way to establish whether further information and advice can be provided to those from priority countries who are looking to travel to the UK.

5.43 The Department for International Development (DFID) works to tackle the underlying factors which put people at risk of becoming victims of human trafficking, such as poverty, lack of education, lack of economic opportunities, vulnerability to economic shocks and social exclusion.

5.44 DFID is supporting a new regional anti-trafficking project in South Asia, focusing especially on labour migration of women and girls into the garment and domestic work sectors in India, Bangladesh and Nepal. In its first year of operation (2011-12), this project has achieved some encouraging results:

- a number of leading clothing companies have agreed in principle to a code of practice on recruitment of migrant workers in ways which will help to prevent trafficking in the clothing sector;
- new technology is being used to improve the flow of information, both to and from, women and girls, at risk of trafficking into the domestic work and clothing sectors. Women and girls are provided with information about employment opportunities (including information about risks and dangers from traffickers) via mobile phones and the internet, as well as via Community Knowledge Workers for those with no access to technology; and

- the project is also working with trafficked women to ensure their voice feeds into policy making. An example of this work is feedback from trafficked women on the effectiveness of pre-departure briefing about the dangers of human trafficking.

5.45 The first year of the project is now drawing to a close. DFID is reviewing the progress of the pilot projects and will scale up support for the most promising initiatives for the 'full implementation' phase from 2012–2015. The Home Office, as well as other Government Departments, are key stakeholders in this review.

5.46 The DFID also supports other projects which are targeting human trafficking, including:

- the project 'Challenging Descent-Based Slavery in West Africa' run by Anti-Slavery International has helped to strengthen the legislative framework against slavery and trafficking in three West African countries. This has resulted in a law criminalizing slavery in Mauritania, a decree against trafficking in Niger and commitments and steps towards passing laws against both slavery and trafficking in Mali; and
- the project 'Slavery and Child Labour: Governance and Social Responsibility', also run by Anti-Slavery International has brought together over 10,000 anti-trafficking campaigners in the Philippines in a bid to persuade the Government to ratify ILO Convention 189 on Domestic Workers. The campaign drew support from a wide range of sectors including government, NGOs, business groups, academia, religious groups and communities. The Convention has been signed by the President and is currently being considered by the Senate.

5.47 In Scotland, the Active Learning Centre at the University of Glasgow has been awarded funding of £302K from 2010–11 to 2012–13. With this support the Active Learning Centre will contribute to the strengthening of civil society across Malawi by ensuring that the most vulnerable are able to access justice and protect their human rights. This includes the training of 100 paralegals to offer advice and information to vulnerable people in Dedza, and Mangochi districts of Malawi.

5.48 Additionally, in the most recent Malawi Development Programme funding round, North Lanarkshire Council, which has been supporting education projects in Malawi, has been awarded £89K from 2012–13 to 2014–15 to provide training and support on issues such as violence against women.

Strengthening law enforcement and justice systems in source countries

5.49 The CPS has a role in supporting international efforts to combat trafficking by helping law enforcement and prosecutors in other developing countries to investigate and prosecute cases of trafficking themselves, as well as raising awareness of trafficking. By building capacity in these countries, the CPS aims to help them to prosecute their offenders and offences better, thereby reducing the potential harm through crime there and in the UK.

5.50 The CPS has a number of prosecutors based in strategic threat assessment countries to help build capacity across CJS agencies, training and raising awareness and improving mutual legal assistance in gathering evidence to support investigation and prosecution in the UK. In responding to this global crime, the CPS also participates in Joint Investigation Teams (JITs) which are multi-agency teams involving law enforcement officers and prosecutors from more than one country, to tackle the chain of criminals across different countries responsible for recruiting, moving and exploiting vulnerable victims.

5.51 The CPS regularly liaises with the Supreme People's Procuracy (SPP) from Vietnam to improve cooperation between the authorities and exchange of information and evidence, in order to expedite enquiries to support investigation and prosecution of those responsible for trafficking Vietnamese

victims. The CPS is also undertaking a project in Nigeria with the Netherlands to improve the ability of investigators and prosecutors in the Nigerian Agency for the Prevention of Trafficking In Persons (NAPTIP) to prosecute traffickers at source. CPS has also participated in events run by Eurojust to share best practice and improve prosecutorial response across EU jurisdictions. Recent discussions have taken place about developing multi-agency joint teams, which would additionally involve the private sector and NGOs in contributing to investigation teams where organised crime networks are involved.

5.52 The SCDEA maintains an embedded police officer within Europol in The Hague. This resource provides a direct feed for Scottish law enforcement to respond to and request information and assistance across European member states. The primary focus of the SCDEA International Liaison Officer (ILO) role is to provide a single point of contact for all communication with the International Cooperation Unit / International Desk at the Serious Organised Crime Division (SOCD) of Crown Office, Eurojust, SOCA Multilateral encompassing, Interpol, Europol, UK Central Authority for the exchange of criminal records (UKCA-ECR) and the Cross Border Surveillance Desk in relation to all International matters. This provides a point of advice and essential support in relation to all operational/intelligence international enquiries from the SCDEA and Scottish Police Forces.

5.53 During 2010 Scottish law enforcement representatives attended at Europol in The Hague and met representatives from the Czech Republic. The purpose of this engagement was to exchange information and to liaise with the authorities in relation to ongoing bogus internet advertising of jobs in Scotland, which related to trafficking of victims and benefit frauds being committed in Glasgow. These meetings resulted in operational activity involving the police and HMRC.

5.54 ACPO has engaged with the Bishops' Conference of the Catholic Church to seek ways in which individuals in source countries, can be educated and prevented from being trafficked by listening to the church. A seminar at the Vatican raised the profile of the issue and brought together Bishops from around the world and law enforcement agencies from a number of source countries.

Joint investigations

5.55 In London, the Trafficking and Prostitution Unit within the MPS SC&O9 is engaged with other European countries in a number of joint investigation teams, currently with Poland and Bulgaria. They are reaping the benefits of positive engagement with NGOs in that they are receiving referrals and intelligence. Following the success of a JIT with the UK and Romanian police, the UK has signed a new cooperation agreement with Romania to fight human trafficking.

Working smarter at the Border

5.56 An effective response at the border is a key aspect of the strategy, and an important way of increasing the risks to traffickers and making it more difficult for them to operate. However, it is recognised that this is not straightforward. At the point of arrival many victims, who are an extremely small proportion of overall passengers numbers, will not have been exploited in a trafficking context or know that they are victims. Many will enter the UK in the belief that non-exploitative visit, work or study opportunities await them, unaware that they have been deceived and face exploitation when in the UK. This makes it very difficult to identify potential victims of trafficking or secure their cooperation at the border.

5.57 In addition, increasing flows of people around the world make intervention at the border a tough challenge. Compared with the 946 potential victims of trafficking referred to the NRM in 2011, there were 105.9 million arrivals to the UK over the same period. However, as a regulated milestone in the

journey of a migrant, the border offers a unique opportunity to identify risk factors and detect or deter the crime.

5.58 An effective response to trafficking at the border, as with other parts of the trafficking journey, requires a range of statutory and non-statutory agencies to work together to share information and maximise their shared capability.

5.59 From late 2013, a Border Policing Command will be established as part of the NCA; enabling better, more joined-up enforcement activity. It will ensure, for the first time that all the law enforcement agencies operating in and around the UK border are clear on how their activities contribute to counter-trafficking work and will drive them to work together. The NCA will build tasking and coordination arrangements to improve capability to increase arrests and convictions and create disruption at all levels.

Training and awareness raising

5.60 An e-learning human trafficking training package has been developed for UKBA and Border Force staff. This is mandatory for all front-line officers and helps staff identify those who may have been trafficked and it also helps them to understand the steps that should be taken to safeguard possible victims. Further guidance has been issued to all front-line staff which provides them with an understanding of what information is relevant in the context of human trafficking, who to pass it to, and how to do this in a timely manner to support effective interventions.

5.61 At Gatwick airport, airport workers, counter terrorism officers, and airlines, are piloting a training package to advise and familiarise managers, security officers and employees of large public and private sector organisations at ports on security, counter-terrorism and crime prevention issues.

5.62 In Wales, the Anti-Human Trafficking co-ordinator is a standing member of the Welsh Border Management Group. This has ensured that best practice is shared on the subject, and that intelligence leads are followed up effectively. Following the emergence of clear evidence of trafficking taking place between Ireland and North & South West Wales ports, the coordinator has actively encouraged applications to obtain European monies via Euro-Just funding streams to tackle the problem

5.63 A selection of UK airports have agreed on a trial basis to provide specific Central and Eastern European nationality passengers with a working in the UK rights and labour trafficking awareness leaflet in their native languages as produced by Anti Slavery International (ASI). Working in collaboration with ASI the leaflets have been handed out at Stansted during August and September 2012 with other airports to follow.

Risk and Liaison Overseas Network

5.64 The UK Border Agency's Risk and Liaison Overseas Network (RALON) has staff based overseas covering almost 100 countries worldwide to identify and mitigate threats to the UK border. As part of this work, RALON officers work with airlines and local border control authorities to ensure passengers hold the right travel documents before they travel to the UK. Last year the network prevented over 9046 people with incorrect, counterfeit or fraudulently obtained passports or visas from travelling to the UK.

Risk Indicators

5.65 Border Force has been working with the European Border Agency, Frontex to draw up risk profiles on victims from particular source countries in cooperation with selected Member States. The risk profiles have been disseminated to UK ports to facilitate the identification of more potential trafficking

victims and assist in carefully targeted operational activities against trafficking. As a result, the attention of front-line staff can be focused on passengers who pose the highest risk and allow the vast majority of legitimate travellers to pass through without delay.

Working with Airlines

5.66 A new initiative to help cabin crew spot signs of human trafficking was developed by the Home Office and Virgin Atlantic and launched by the Minister for Immigration to mark Anti-Slavery Day in October 2011. Cabin Crew have close contact with airline passengers during their journey and as a result may be able to identify human trafficking indicators that might otherwise go undetected. The work included the development of a special training package to help crew identify those who may be engaged in trafficking and their potential victims and establishing a 24-hour confidential line so airline concerns can be reported to Border Force before the plane lands in the UK.

5.67 The training has now been rolled out to Virgin Atlantic and Thomas Cook cabin crew staff. With the help of other airline partners, the Home Office is looking to add another component to the UK's national and worldwide efforts to identify and end human trafficking and is continuing to encourage wider sector signup.

Coordinating our law enforcement efforts

5.68 Law enforcement agencies must work collaboratively to strengthen the UK's approach to targeting traffickers. The UKHTC, which is currently part of the Serious Organised Crime Agency (SOCA), already works closely with police forces across the UK, supporting them in dealing with human trafficking cases and providing 24/7 tactical advice. UKHTC also works closely with CEOP on child sexual exploitation and child trafficking to ensure a coordinated law enforcement approach is deployed when potential child trafficking victims are identified. From 2013, both UKHTC and CEOP will form part of the new National Crime Agency.

5.69 The UKBA has crime teams which bring together a mix of skills, powers and experience to tackle commodity crime at the border as well as organised immigration crime and human trafficking. There are currently more than 750 investigators working within 46 crime teams spread across the UK. These teams work closely with partners such as ACPO, SOCA, UKHTC and where appropriate, the GLA.

Strengthening the Police response

5.70 To improve the police response in England and Wales, a Police Online Knowledge Area (POLKA) community has been set up which is a web-based 'one stop shop' for guidance, training and policies on human trafficking as well as the ability to share best practice. It can be accessed by all law enforcement agencies.

5.71 Within each police region throughout the UK a responsible senior police officer for human trafficking has been identified, with the intention of a network of single points of contact (SPOC) being identified within each force. The members of this group will act as the conduit between local and national activity in respect of trafficking. It will also work to ensure this area of work is considered in mainstream policing, intelligence gaps are closed and responses are standardised. Wales already has a very successful SPOC network.

5.72 Consideration is also being given to allocating an overarching national operational name to human trafficking activity, intelligence and investigations. This will enable better data and intelligence collection and searching by individual forces, and will be a nationally recognised operation similar to Operation Liberal on distraction burglary and Operation Tornado on metal theft.

Re-launch of 'Operation THAMES'

A project team was set up in Sussex Police to review the force's policies and procedures with regards to intelligence management, investigations, awareness and training, and partnership working relating to human trafficking and exploitation. Two seminars at the end of March marked a pivotal point where the 'project' went live across the force. These seminars involved senior managers, key partners, victims, and other forces who had experienced investigations in this area. Guidance for all staff from senior investigating officers, call handlers, response officers, to front desk staff has been updated and much work done to improve intelligence management both within the force as well as the two way flow with key partners.

Evidence has already been seen of front-line officers exploring different investigative options or spotting the indicators of a potential victim during their everyday neighbourhood policing activity. For example, in April 2012, two young Nigerian girls, who were in care in West Sussex, went missing on their way to church. A trigger plan was initiated and Sussex police under Operation NEWBRIDGE working with the UKBA and the MPS identified that the girls had gone to Spain. One of the girls was stopped at a Spanish airport however the other managed to pass through border control. In September 2012, an exhaustive cross border investigation led to the arrest of a Nigerian male and his wife for the alleged trafficking of women from West Africa into Europe for sexual exploitation. Enquiries are ongoing.

5.73 SC&O9 in the MPS continue to work effectively in tackling human trafficking and brothel criminality and have initiated relationships with Embassies which have resulted in potential victims being identified. They have built relationships with countries such as Poland and Nigeria so that they are able to more easily track individuals, identify victims and if necessary ensure safe repatriation of victims to source countries. The MPS is also working with Romanian police officers working in London to combat human trafficking linked to Romanian nationals.

5.74 A joint working agreement has now been signed between ACPO, UKBA, the Gangmasters Licensing Authority (GLA) and the CPS which sets out the arrangements for joint investigations in circumstances where the GLA has identified potential criminal offences associated with the exploitation of migrant labour but cannot pursue criminal investigation. Where the GLA has investigated a case which has revealed potential criminal offences of exploiting and harming victims of forced labour and potential victims of human trafficking, the police can refer evidence obtained by the GLA to a CPS prosecutor for early investigative advice or a charging decision. The agreement outlines the best practice for joint working between the agencies who are signatories to the agreement and encourages a pro-active approach to investigation and prosecution.

5.75 The PSNI and An Garda Síochána in the Republic of Ireland have developed effective working relationships and the ability to share information within existing protocols. This has enabled them to regularly undertake joint training in human trafficking for investigators from both organisations. The PSNI is also an active participant of the UKHTC's Working Group examining and developing good practice concerning investigations and prosecutions.

5.76 The Serious Organised Crime Taskforce (SOCT) was established to ensure Scotland can respond robustly to the threat posed by serious organised crime, to identify improvements, to ensure all agencies are working together and to ensure the public are aware of the many successes the police service produce. Chaired by the Cabinet Secretary for Justice, membership of the Taskforce includes the Lord

Advocate; the Association of Chief Police Officers in Scotland (ACPOS), SCDEA, the Prison Service, HMRC,; and SOCA.

5.77 In 2010 the Scottish Intelligence Coordination Unit (SICU) was established with a remit to improve the coordination of analysis of information and intelligence, link into the regional intelligence units across England and Wales and into the wider European information sharing initiatives. The SICU delivers on a number of key areas including; serious organised crime group mapping, tasking and coordination across the country, prison intelligence and multi-agency working with other national law enforcement agencies. As outlined above, the SICU also has a dedicated human trafficking desk tasked with raising awareness across policing, coordinating intelligence activity and developing the best picture of human trafficking across the country.

5.78 In February 2012, ACPOS established a Trafficking in Human Beings Strategic Leads Group chaired by the Director General, SCDEA. The Group comprises senior officials from all eight Scottish Police forces, the SCDEA, COPFS, UKHTC, SOCA, HMRC and UKBA. The purpose of the Strategic Leads Group is to coordinate discussion on the strategic response to human trafficking in Scotland and to improve law enforcement's knowledge of the scale of the threat.

5.79 In March 2012, an ACPOS Trafficking in Human Beings Tactical Group held its first meeting with membership extended to all territorial police forces in Scotland, the UKHTC and the GLA. The Tactical Group has been developing and progressing an initial Action Plan, focusing on enhancing information and intelligence exchange and raising front-line awareness. It allows for debate on implementing common initiatives within each of the forces and provides an arena to highlight any recent cases and resolve any operational issues there may have been while investigating.

Training for prosecutors and inspectors

5.80 The CPS has recently commissioned a scoping exercise to deliver an e-learning product from an external IT company specifically for experienced prosecutors on human trafficking. This will highlight more complex issues connected with international co-operation and improve the expertise of those prosecutors who deal with this type of crime. The scoping exercise has concluded and work has now begun on preparing the course itself for delivery to prosecutors although it will await the amended legislation to come into effect before it is launched early in 2013.

5.81 In Northern Ireland, training has been provided to all prosecutors on human trafficking, internally by PPS and with input from the UKBA. It is anticipated that further training will be provided when the PPS Policy on Prosecuting cases of Human Trafficking, referred to in paragraph 4.12, is issued.

5.82 The hospitality, construction, cleaning, and care sectors, currently fall within the Employment Agency Standards Inspectorate (EAS) regulated sector. All EAS Inspectors have received training on human trafficking, slavery, servitude and forced or compulsory labour. Following the introduction of section 71 of the Coroners and Justice Act 2009, which criminalises holding someone in slavery or servitude, or subjecting someone to forced or compulsory labour, all EAS staff received a training session on this issue in 2010 and were issued with a booklet and circular produced by the Ministry of Justice (MOJ), entitled "*Slavery, Servitude and Forced and Compulsory Labour*". They have also been issued with a clear process for reporting such offences, should they encounter them during their investigations into the conduct of employment agencies. The EAS currently works closely with the GLA and HMRC to share information and carry out joint investigations. The Home Office is currently engaging with the EAS to consider potential joint action to tackle human trafficking.

Raising awareness and partnership working

5.83 Raising awareness of human trafficking is a core theme in the UK Government's human trafficking strategy. It is vital that awareness of human trafficking is raised in a number of ways: via the general public, through front-line professionals who may come into contact with potential human trafficking victims, and through the private sector and NGOs. The UK Government also works in partnership with NGOs to raise awareness of human trafficking.

5.84 The Home Office, along with the DCLG, is supporting Stop The Traffik on a campaign to raise awareness of human trafficking amongst taxi drivers. This aims to improve their knowledge of what human trafficking is, what the signs are, and who to report it to. The Minister for Immigration wrote to a number of local authorities, requesting them to support the initiative and many are now actively involved.

5.85 The Home Office and NGOs have encouraged and supported an initiative the GLA has trialled with ASDA supermarkets. Building on their regular liaison with UK supermarkets the GLA agreed with ASDA to have awareness raising events in selected branches regarding labour exploitation and the work of the GLA in preventing and disrupting it. This took place during July 2012 at two supermarket branches in areas which have a high concentration of foreign workers in agriculture and food processing. A considerable volume of information leaflets in multiple languages were handed out or taken by foreign workers from displays.

5.86 Raising awareness and informing the general public of the signs to look out for are important strands of the OCTF's work in Northern Ireland. The Minister of Justice and Chair of the OCTF, has spoken at a number of events to draw attention to the issue, including conferences organised by voluntary and faith groups, at an event organised by the Youth and Family Judges and Magistrates' Association, and at the launch of the NI Assembly's All Party Group on Human Trafficking.

5.87 The "Blue Blindfold" awareness campaign was also re-launched throughout Northern Ireland in 2011 to encourage the public to visit the website and find out more about human trafficking, and to report any suspicions to Crimestoppers. The campaign was launched simultaneously in the Republic of Ireland by the Minister of the Department of Justice and Equality. Evaluation of the campaign showed that around 500,000 people in Northern Ireland were aware of the campaign. Of those who saw the advertising, 60% agreed that they knew something about human trafficking, 75% agreed that it was an issue in Northern Ireland, and 84% agreed that they would call Crimestoppers or PSNI if they suspected human trafficking taking place.

5.88 The OCTF has reached out to victims too through a "Visitor or Victim?" multi-lingual poster and leaflets which are displayed in key places including ports, main bus and railway stations, Health Centres and Doctors' surgeries.

5.89 The PSNI's Organised Crime Branch provides briefing and information on human trafficking to all sections of the community as part of its *Community Engagement Strategy*. Between January and June 2012, this included briefings to the Northern Ireland Policing Board, the NI Assembly All Party Group on Human Trafficking, the Assembly's Justice Committee, the Royal College of Nursing, Amnesty International and other voluntary and community groups. Further awareness raising events are planned.

5.90 In October 2011 and April 2012, Strathclyde Police, in conjunction with Crimestoppers, distributed over 10,000 leaflets in a target mail campaign to increase awareness and intelligence on the issue of trafficking in human beings within the Lanarkshire area. The key message of the campaign, "*People should never be bought and sold*", aimed to raise awareness and educate residents that this particular crime could be happening in their neighbourhood. It clearly explained, in 7 languages, what human trafficking is,

how to spot it and what to do if they suspect it. It is the intention to move the campaign force-wide in Strathclyde and with other forces throughout Scotland showing an interest in broadening the campaign.

5.91 In 2011 a joint initiative between the local authorities in Clackmannanshire, Falkirk, Stirling and SCDEA produced a bespoke multi-media package that was aimed at raising the awareness of the issues surrounding human trafficking. It is now part of the Multi-Agency Resource Services (MARS) means of educating professionals and agencies that work in child protection and is used by a number of local authorities.

5.92 In June 2012 ACPOS carried out an awareness and training event for front-line police officers and in August 2012, COSLA held a conference to raise awareness amongst local authorities of their role in tackling human trafficking.

5.93 Close co-operation between officers from PSNI, Scotland and Wales resulted in arrests and searches in Belfast, Glasgow, Edinburgh, Aberdeen and Cardiff in September 2010. Two individuals were charged with offences related to human trafficking, controlling prostitution, brothel keeping and money laundering. The case was tried in Scottish Courts.

Case Study: Cross-border action against organised prostitution

On 29 May 2012 the PSNI, as part of a coordinated operation with An Garda Síochána (AGS), mounted a major cross-border multi-agency action against organised prostitution throughout Ireland.

In Northern Ireland, PSNI officers visited and searched a number of premises at addresses which police believed were being used for the purposes of prostitution. The operation, to date, has resulted in several arrests, the removal of possible victims to places of safety and the retrieval of a significant number of documents, telephones, computers and cash. Officers continue to carry out detailed examinations of these items to progress the investigation and uncover further evidence or information relating to further criminal activity. In the Republic of Ireland, officers from AGS also conducted a series of searches. PSNI and AGS continue to work together to share information on the investigation.

Tackling demand

5.94 Tackling the demand for cheap labour, services and goods is vitally important. It is a key part of the UK Government's strategy in preventing human trafficking.

5.95 Prosecutors work with source countries to improve the ability of overseas investigators and prosecutors in case building and prosecution to disrupt human trafficking at source. The CPS is currently working with Dutch investigators and prosecutors on a 3 year project in Nigeria to support the Nigerian Agency in Prevention of Trafficking in Persons (NAPTIP).

5.96 In Northern Ireland the OCTF has developed a "Changing the Mindset" project to identify ways to engage more effectively with the public to reduce demand for products and services provided by organised gangs. It will cover all organised crime threats, including human trafficking. Stakeholder interviews, workshops and focus groups, and a quantitative survey have been carried out and will inform the development of a communication strategy that will be rolled out in 2013.

5.97 The UK is committed to tackling the harm and exploitation that can be associated with the sex industry and takes seriously the need to protect people involved in prostitution. However, due to the underground nature of this industry, tackling demand is challenging. There has been some good progress in terms of legislation. In 2010 an offence which criminalises those who pay for the sexual services of a prostitute subjected to force was introduced. Section 14 of the Policing and Crime Act 2009 created a strict liability offence which is committed if someone pays or promises payment for the sexual services of a prostitute who has been subject to exploitative conduct of a kind likely to induce or encourage the provision of sexual services for which the payer has made or promised payment. This offence is now contained in Article 64A of the Sexual Offences (Northern Ireland) Order 2008.

5.98 With regard to trafficking for labour exploitation, the UK works closely with the GLA in its role as a licensing and enforcement authority. SC&O9 in the MPS are also working with NGOs in a group that includes large national hotel groups to disseminate a message to combat forced labour, trafficking and exploitation in the UK hospitality industry.

5.99 Additionally, in England and Wales plans are underway to engage further with the private sector, including particular industries where human trafficking is a potential risk, and sectors which the GLA does not cover, whether at a direct level, in supply chains, or through the use of premises. Encouraging companies and individuals to think more conscientiously about how and from where they source their labour and goods is a key part of this process.

The Gangmasters Licensing Authority (GLA)

5.100 The GLA is responsible for ensuring that workers supplied to the agricultural, shellfish, and food processing and packaging sectors are not exploited by their employers. It does so by licensing those companies that provide labour, and ensuring that they are compliant with the GLA's licensing standards. The licensing standards cover UK legislation which regulates the conduct of employers, and their legal obligations to their workers, to prevent the workers being exploited, and includes requirements to ensure that workers are not mentally or physically maltreated, nor placed in debt bondage. Those standards, first issued in 2006, mirror the ILO's indicators of forced labour, also reflected in guidance on the forced labour offence introduced in 2009. Moving forward the GLA is working more closely with SOCA and other law enforcement agencies to investigate organised criminality associated with forced labour, including potential human trafficking.

5.101 In order to discharge its functions, the GLA operates a civil and criminal regulatory regime. It can prosecute individuals and organisations that are unlicensed. It refuses and revokes the licences of individuals and organisations that are non-compliant. Although its standards mirror the indicators of the forced labour offence, it does not have the power to independently investigate that offence.

5.102 The GLA proactively investigates allegations of mistreatment of workers including situations where the economic exploitation of the workers results in breaches of national minimum legislation, and withholding of wages. Early intervention by the GLA has, for example, resulted in contact with labour providers resulting in immediate payment of the withheld wages to the affected workers prior to their return to their home country.

5.103 The GLA is a First Responder under the NRM and is ensuring that identified victims are being referred to the NRM for assessment. To achieve holistic resolution of cases of forced labour the GLA works closely with the police, UKBA, UKHTC, and SOCA.

The Employment Agency Standards Inspectorate

5.104 The EAS is responsible for enforcing the Employment Agencies Act 1973 (as amended) and associated Conduct of Employment Agencies and Employment Businesses Regulations 2003 (as amended) which govern the operation of the private recruitment industry in the UK. The hospitality, construction, cleaning, and care sectors, fall within the EAS regulated sector. The EAS follows up every relevant complaint received concerning the conduct of employment agencies that indicates a possible breach of the legislation and undertakes targeted visits in high risk sectors. It can prosecute an agency if found to be in breach of the legislation and can also apply to an Employment Tribunal for a Prohibition Order preventing an individual from being involved in the running of an agency or employment business on account of their misconduct or unsuitability.

ACTION

Training and awareness raising for front-line professionals – to improve the understanding and knowledge of front-line professionals so that they can identify and adopt an appropriate response in identifying and dealing with potential victims of human trafficking.

Chapter 6: Child Victims

SUMMARY

The UK recognises the particular vulnerabilities of child trafficking victims and the need to ensure effective care arrangements are in place to support them. In addition, the UK recognises the inherent links between child sexual exploitation and child trafficking and is seeking to strengthen its response in both regards to protect children from those who may seek to exploit or abuse them. This includes a range of guidance and support tools for front-line professionals to help tackle these issues, including an action plan in England to tackle child sexual exploitation. The UK is also working to prevent and mitigate the potential risk of child victims going missing from care and seeks to build on and share effective practice in tackling this issue throughout the UK. Raising awareness of child trafficking in the UK and overseas is also a key aspect of the UK's prevention activities.

Care arrangements for trafficked children

6.1 The UK Government's Human Trafficking Strategy includes a specific chapter addressing the needs of child trafficking victims. The UK is keen to ensure that the acute vulnerabilities of children and their specific needs are considered, and that child victims are effectively supported.

England and Wales

6.2 Local authorities in England have a statutory duty to ensure that they safeguard and promote the welfare of all children under Section 11 of the Children Act 2004, regardless of their immigration status or nationality, including responsibility for preventing and mitigating the risk of them going missing from care. Local authorities in Wales have a similar duty under Section 28 of the 2004 Act. They are also under a duty to investigate the circumstances of all children in their area who they have reasonable cause to suspect are suffering, or are likely to suffer, significant harm. As part of this, local authorities must consider whether they should provide services to the child.

6.3 In England, when a trafficked child becomes looked after by the local authority, the local authority must allocate the child a social worker who will assess their needs and draw up a care plan which sets out how the authority intends to respond to the full range of a child's needs, including education and health needs. This must take into account the child's wishes and feelings. For children who may have been trafficked, the social worker's assessment should identify the child's vulnerability to the continuing control of their traffickers. The local authority should then place the child with a carer (foster or residential) who has the necessary skills and experience to support them in a safe environment.

6.4 In addition to a social worker, each child must be allocated an Independent Reviewing Officer (IRO) who is responsible for chairing reviews of their care plans at regular intervals. The IRO must ensure the child understands the plan and is able to take an active part in creating it. They can also assist the child in obtaining legal advice.

6.5 The child will also have access to an advocate. The advocate, unlike the social worker and IRO, is not required to have a prescribed social work qualification. They cannot be a professional involved with the management or resource of the child's case. Their primary purpose is to represent fully the views and wishes of the child. As part of this function they could assist the child in obtaining legal advice in the same way as the social worker, IRO and indeed the foster carer.

6.6 In April 2008 the Welsh Government issued *Safeguarding children who may have been trafficked* guidance. In March 2009 the Children's Commissioner for Wales published a report – *Bordering on Concern* – which for the first time sought to quantify the incidence of child trafficking in Wales. In response to this report, and the report of the the National Assembly Cross Party Group on Human Trafficking chaired by Joyce Watson AM "*Knowing No Boundaries*" in May 2010, the Welsh Government has undertaken further work to make Wales a hostile place for trafficking.

6.7 Specifically in relation to child trafficking, the Welsh Government commissioned ECPAT-UK (End Child Prostitution, Child Pornography and the Trafficking of Children) to develop an on-line training resource to help identify and support possible victims of trafficking that was launched in October 2010. In addition, the All Wales Child Protection Procedures Review Group was commissioned to develop an all Wales child trafficking protocol which was published in September 2011. The protocol provides practice guidance to professionals and volunteers from all agencies to enable them to effectively safeguard children who are abused and neglected by adults who traffick them into and within the UK for purposes of exploitation. This protocol forms part of the national child protection procedures which ensures that all Local Safeguarding Children Boards are signed up to its principles and practices. Welsh Ministers have agreed funding for training across Wales to support this protocol.

Northern Ireland

6.8 In Northern Ireland, responsibility for provision of care and support to these children, including access to health and social care, falls to Health and Social Care (HSC) Trusts. Recovered child victims of trafficking are deemed to be "children in need" under the Children (NI) Order 1995 and all child victims are entitled to the full range of services afforded to 'looked after children' under the 1995 NI Order.

6.9 The Trusts are required to undertake a full assessment on such children's needs which takes full account of welfare, health, mental health and educational needs, with a view to ensuring an appropriate care plan and placement in a suitable care setting. Trusts should always consider making an application for an Emergency Protection Order (EPO) under article 63 of the Children (NI) Order 1995 or an interim care order under article 57 of the Children (NI) Order 1995. A Trust should consider making an application for a Legal Order to establish "parental responsibility" in respect of the child and ensure that appropriate measures are put in place to safeguard and promote his/her welfare.

6.10 When an application is made for an Order under article 63 or 57 of the Children (NI) Order 1995, a Guardian ad Litem is appointed by the court to independently represent the young person's interests. The Guardian ad Litem appoints an independent legal representative to act on behalf of the child and further represent his or her interests.

6.11 The HSC Trust will assist child victims with repatriation to their family in their country of origin if this is required. If the child is granted leave to remain in the United Kingdom and chooses to stay in

Northern Ireland in the care of the Trust, then all of the after-care support provisions of the Children Order will apply on his or her discharge from care.

Scotland

6.12 In Scotland there is a legislative requirement on Local Authorities under the Children (Scotland) Act 1995 to meet the needs of all children who are in need or vulnerable.

6.13 Additionally, since September 2010, the Scottish Government has provided funding to the Aberlour Child Care Trust and the Scottish Refugee Council to pilot the Scottish Guardianship Service, a non-statutory provision for all children, separated from their families, including those who may have been trafficked. Children newly arrived in Scotland are referred to the Service, and are allocated a guardian who sees them as regularly as necessary and acts as a link between all services and professionals that are involved in their case. The service also assists the children in understanding the complex immigration and welfare processes, advocating on their behalf and helping them to make informed decisions. During the first year of the project 57 children were assigned independent guardians. The Service is awaiting evaluation following the completion of its second year.

Age Assessment

6.14 The UKBA's policy is that if there is any doubt over an individual's age they will be given the benefit of the doubt and treated as a child and referred to the relevant Local Authority for a careful assessment of their age. However, if an individual's appearance/demeanour very strongly suggests they are significantly over 18, and this has been independently verified by a senior officer, they will be treated as an adult.

6.15 Scotland is supportive of a consistent and fair approach to age assessment for unaccompanied asylum seeking and/or trafficked children across Scotland and supports the achievement of best practice in this area. Local authorities do have the discretion to presume age and are required to exercise that discretion reasonably in determining whether they have obligations towards that person, as a child, under the Children (Scotland) Act 1995 or otherwise.

6.16 The Scottish Government has been closely involved in the development of the age assessment tool by the Scottish Refugee Council together with COSLA, UKBA and other stakeholders and is providing funding for training events on the tool, once finalised.

Assessing support arrangements for child trafficking victims

6.17 There is good practice amongst local authorities when looking after children who may have been trafficked, but approaches across the country can vary. The UK is committed to improving outcomes for all looked after children, including those who may have been trafficked, and to improve practice amongst local authorities, to bring all up to the standard of the best.

6.18 During the passage of the Protection of Freedoms Act in February 2012 concerns were raised in the House of Lords about the care arrangements for trafficked children through local authorities in England. Working in partnership with the Office of the Children's Commissioner for England, the Home Office is currently commissioning a study to examine the practical care arrangements for trafficked children. The objective of this work is to develop a better understanding of the experiences of trafficked children who become looked after, and to explore practice amongst the professionals who work with this group of children. It is hoped that the review will highlight good practice and identify how improvements and greater consistency can be brought to the existing system.

6.19 The Scottish Commissioner for Children and Young People published a report in March 2011 entitled *Scotland: A safe place for child traffickers?* The report highlighted the complex issues connected to child trafficking, from the various modes of trafficking to the heightened vulnerabilities of child victims. It contains recommendations aimed at all partners involved in helping to identify and support children who have been trafficked. The recommendations in the report have helped to shape the work being taken forward by the Scottish Government.

Missing Children

6.20 A key issue in the care and support for child trafficking victims is preventing them from going missing or being re-trafficked whilst in care. Care for the majority of child victims of human trafficking is undertaken by local authorities who have an overall statutory duty for the safeguarding of children, which includes responsibility for preventing and mitigating the risk of them going missing from care. Where there is evidence that the child has been trafficked, care planning and activities to support the child must minimise the risk of traffickers re-involving the child in exploitative activities.

6.21 The Department for Education is revising the statutory guidance on 'Children who Run Away or Go Missing from Home or Care' to give local authorities a clearer understanding of their duties and give them more power to decide on the arrangements which are suitable for their areas.

6.22 The Scottish Government works closely with the Scottish Coalition for Young Runaways and has commissioned it to produce a range of materials that includes a training pack for practitioners. This pack aims to raise awareness around why young people run away and hopes to improve the understanding of the range of needs and the risks faced by young people who runaway. This training pack has now been widely disseminated to a range of stakeholders.

6.23 The Care Inspectorate currently collects information in relation to the number of children who have absconded from care. The Scottish Government will explore with the Care Inspectorate in the course of 2012 what action can be taken to improve the collation of this information and consider what action is needed in Scotland to address this.

6.24 The UK is committed to preventing trafficked children going missing from local authority care and acknowledges examples of where effective strategies have been deployed which have had a positive impact in this area. A number of local authorities have ensured that placements for potentially trafficked children are protected by maintaining confidentiality around the location of the placement, and by limiting the direct contact of the young people with adults who have not been formally assessed or vetted. These include the London Borough of Hillingdon and Hertfordshire County Council who have both seen instances of missing children decrease in their areas.

6.25 The methods adopted by areas such as Hillingdon and Hertfordshire have been promoted to other local authorities to encourage them to adopt best practice in order to improve their response to the issue of missing trafficked children. While improvements have been made in this area, with successive reports from CEOP showing a decline in the number of missing trafficked children, we know that overall these numbers remain too high.

6.26 In response to the recent Rochdale child sexual exploitation case and the recent reports from the All Party Parliamentary Group (APPG) for Runaway and Missing Children and Adults and the APPG for Looked after Children and Care Leavers *Joint Inquiry into Children who Go Missing from Care* and the report from the Office of the Children's Commissioner on Sexual Exploitation in Gangs and Groups, Ministers made a statement to the House of Commons on 3 July outlining how the Government intends to help ensure better protection for vulnerable young people, particularly those in children's homes. This

statement, supported by published letters to the Deputy Children's Commissioner and the Chair of the Joint APPG Inquiry, confirmed that Ministers are committed to:

- improving the quality and consistency of data about when and why children go missing from care to give a much clearer understanding so we can prevent children from going missing and protect them from harm if they do;
- changing regulations so that Ofsted can share information on the location of children's homes with the police and any other relevant bodies;
- tackling the 'out of sight out of mind' culture which means too many children are being placed in care at long distances from their home by improving both local authorities' scrutiny of their decisions to place children out of area and the care and support provided to children who are placed away from their home authorities; and
- examining every aspect of the quality of provision in children's homes, including commissioning, the location and ownership of homes, the management of behaviour and appropriate use of restraint, the qualifications and skills of the workforce, and developing an action plan for improvement.'

6.27 Recognising the importance of this issue, the UK also published a new cross-Government strategy for England and Wales on missing children and adults on 5 December 2011. This strategy, which includes a focus on children's issues, outlines 3 strategic objectives to which all partners should work to protect missing children and adults and their families. The strategy aims to drive better outcomes for all missing children and adults (including missing trafficked children) by focusing on:

- prevention (reducing the number of people who go missing);
- protection (finding missing children and adults quickly); and
- providing support to missing people and their families.

6.28 The UK remains committed to tackling the issue of missing children and continues to work with partners to improve the approach, including building on the CEOP Centre's vital work in tackling child sexual exploitation which will be strengthened through its inclusion in the National Crime Agency. The Government and partners such as CEOP are currently considering how established good practice and other development work in relation to trafficked children going missing can be developed and used more widely.

6.29 It is also now part of CEOP's remit to include training and professional development in relation to missing children issues and this is currently being fulfilled in two parts. Bespoke training is delivered according to need and request and a scoping review is being carried out to identify what training is already delivered and what gaps exist. Recording and investigation of missing trafficked children is covered in the training where appropriate and is identified for consideration as a knowledge gap within the review of training.

Child sexual exploitation, child protection and trafficking

6.30 There may be instances where cases of organised child sexual exploitation involve elements of trafficking and law enforcement agencies will use all the tools at their disposal to tackle this issue. At a national level the UK Government is bringing the nation's full law enforcement capability to bear on this issue through inclusion of organised child sexual exploitation cases in the organised crime strategy. More widely it is considering ways in which it can work with communities to combat this type of abuse and challenge some of the attitudes that may underpin it.

6.31 The 2009 statutory guidance (Safeguarding Children and Young People from Sexual Exploitation) and the National Tackling Child Sexual Exploitation Action Plan for England (November 2011) highlight the links between sexual exploitation and trafficking. Both documents make clear the key role that Local Safeguarding Children Boards have in ensuring that local organisations are working together to identify and tackle child sexual exploitation.

6.32 The National Tackling Child Sexual Exploitation Action Plan for England seeks to prevent children becoming victims of sexual exploitation and to help them get out of it if they do. The action plan is focused on 4 themes, centred on the child's 'journey':

- growing independence – managing risks;
- getting out of and combating child sexual exploitation;
- getting justice for victims; and
- getting help to deal with what has happened and looking to the future.

6.33 A progress report on implementation of the national action plan and a new *Step-by-step guide* for front-line professionals on what to do if they suspect a child is being sexually exploited was published on 3 July 2012.

6.34 The Welsh Government issued the '*Safeguarding Children and Young People from Sexual Exploitation*' guidance in January 2011 which makes reference to protecting children who may have been trafficked. Barnardo's Cymru assisted in the production of this guidance and was commissioned to support its implementation through the delivery of regional one day training events. The guidance will help practitioners identify children at risk, take steps to protect them and allow action to be taken against perpetrators. To ensure that the guidance is a useful and practical tool, an on-line survey of how the guidance has been shared and used by LSCBs in Wales was carried in September 2011. Welsh Government officials have met with Barnardo's Cymru and the Office of the Children's Commissioner for Wales to discuss next steps based on that survey.

6.35 The ACPO Child Sexual Exploitation (CSE) Task and Finish Group has set up a working group to look at a number of CSE investigations and prosecutions to gather information on the range of tactics that have been used, and highlight the potential benefits and challenges in using them. The CPS is contributing to this work to improve the effectiveness of prosecutions and to work with the police, judges, magistrates and voluntary agencies to ensure that young victims and witnesses are fully supported throughout the criminal justice process.

6.36 CEOP provides a national approach to understanding and tackling sexual exploitation by understanding trends, themes and patterns; distilling them into integrated programmes of activity. This brings added value to front-line practitioners across the wider child protection community in terms of sharing thematic knowledge, understanding, skills, techniques and providing bespoke specialist services where the impact is greatest. It also builds and maintains public confidence through empowering children, parents and intermediaries to spot the risk, prevent the harm, and know where to turn if things go wrong. Intelligence sharing, operational and safeguarding successes are achieved in partnership with local and international law enforcement agencies. NSPCC fund social workers who provide child protection expertise into everything that CEOP delivers. CEOP has identified Group and Gang Associated Child Sexual Exploitation as one of its five strategic threats for the coming year.

6.37 In Scotland, the approach to child trafficking is set within a wider approach to child protection: the issue of child trafficking has been firmly embedded within National Guidance on Child Protection 2010 which promotes a multi-agency child-centred approach. The agencies involved can include social work, police, health, third sector and any other agencies relevant to the wellbeing of the child. The services which a child may receive vary depending on the individual circumstances of the child and their needs. The National Child Protection guidance contains a dedicated section on child trafficking, which places child trafficking firmly within child protection practices. Local areas should have protocols on child trafficking in place and all staff should be aware of these protocols.

6.38 Child protection lead officers in Scotland have recently been asked to establish a small working group that will explore the area of national protocols and to specifically look at the areas of child trafficking and child sexual exploitation. In addition, the Scottish Government is working with stakeholders to improve the way risk assessment and identification takes place for children who may have been trafficked, based on the tools developed by the London Safeguarding Children Board.

6.39 Law enforcement in Scotland maintains close links with CEOP in monitoring trends in the physical trafficking of children and the increasing threat from the use of digital media as a means of online grooming. An example of the police response to these threats is Operation ALBA, a Scotland-wide child protection initiative which has used new technology to identify individuals and paedophile groups involved in the distribution of indecent images of children.

6.40 The National Guidance on Child Protection 2010 for Scotland recognises and reflects the fact that the landscape of child protection has changed, not least in the area of child sexual exploitation. The issues connected to this area – such as online safety, runaways, systematic and complex abuse, forced marriage, child trafficking and, in some circumstances, underage sexual activity – are covered separately and in significant detail in the guidance. The Scottish Government has also commissioned the University of Bedfordshire to conduct research into child sexual exploitation in Scotland and the results of this research are due later in 2012.

6.41 In Northern Ireland, in recognition of the need for a comprehensive, coordinated and consistent approach to safeguarding and promoting the welfare of children and young people, an independent safeguarding board for Northern Ireland (SBNI) was established in September 2012 following the Safeguarding Board Act (Northern Ireland) 2011. When fully operational, the SBNI will be supported by five Safeguarding Panels located within the geographical boundaries of the five Health and Social Care Trusts. The Act will introduce a statutory duty to cooperate across member agencies involved with children and families and will broaden approaches to safeguarding children by promoting a wider child welfare agenda. The objective of the SBNI will be to coordinate and ensure the effectiveness of safeguarding activities undertaken by members of the SBNI. This will further strengthen safeguarding arrangements in Northern Ireland.

6.42 The SBNI's core membership will be derived from key agencies with statutory responsibility for safeguarding children and these are specified in the Act. They include: the Health and Social Care Board, the Public Health Agency, Health and Social Care Trusts, the PSNI, the Probation Board for Northern Ireland, the Youth Justice Agency, Education and Library Boards, District Councils, and the NSPCC. The SBNI chair will be independent of the SBNI member agencies and will be accountable to the Minister through the Department of Health, Social Services and Public Safety (DHSSPS) Permanent Secretary.

Guidance and awareness raising

Front-line professionals

6.43 Local authority children's social care staff, including social workers, must safeguard and promote the welfare of the children with whom they work or come into contact. Local authorities have a responsibility to ensure that all staff working, or in contact with children and families participate regularly in relevant training tailored towards their individual roles. In addition, Local Safeguarding Children Boards should ensure that local training programmes for practitioners and other professionals cover trafficking issues as appropriate.

6.44 Updated guidance for England on 'Safeguarding children who may have been trafficked' was published on 21 October 2011. This practice guidance seeks to raise awareness among front-line staff, including police and children's services to aid identification of victims at a local level. The guidance signposts front-line professionals who may come into contact with a potential child victim to the London Safeguarding Children Board's Child Trafficking Toolkit and Guidance. Officials have promoted this guidance through their work to raise awareness of its use to all agencies.

6.45 In addition, the London Safeguarding Children Board's Child Trafficking Toolkit and Guidance continues to be promoted by Government as an aid in identifying potential child victims of trafficking.

6.46 The NRM Oversight Group is also developing an information pack for child local authority practitioners to build on the trafficking toolkit and better inform them of the NRM process, as well as the benefits of referral into the system.

6.47 CEOP has also circulated information to London Boroughs to inform them of trafficking issues. This provides information about those elements to enable early identification of instances of such activity and how they should be responded to. In addition the Child Trafficking Advice Centre (CTAC) at the NSPCC has published a joint Home Office/NSPCC NRM package online which draws on the toolkit and the indicators within it.

6.48 In Northern Ireland, the PSNI and the Department of Health, Social Services and Public Safety jointly developed "Working Arrangements for the Welfare and Safeguarding of Child Victims of Human Trafficking", published in February 2011.

6.49 DHSSPS is currently revising the NI Executive's key children's safeguarding policy guidance, *Cooperating to Safeguard Children (CtSC) 2003* to provide the overarching policy framework for all relevant NI Departments, their agencies and other key stakeholders in respect of working together to safeguard children in Northern Ireland.

6.50 Across Wales, over 70 awareness raising sessions have been delivered to key stakeholders, including Local Authorities, Local Health Boards, the Police and Criminal Justice Partners along with a number of charities and NGOs. This has provided over 2,500 public sector professionals with an understanding of how to identify potential victims of trafficking and how best to respond.

Working with the Child Trafficking Advice Centre (CTAC)

6.51 The UK continues to work in close partnership with the NSPCC and CTAC, formerly known as the Child Trafficking Advice and Information Line (CTAIL). The Child Trafficking Information Forum (CTIF), which meets quarterly, provides practitioners and NGO's with a unique opportunity to draw from a wealth of expertise within the group and discuss practical problems they are facing.

6.52 The UK has also worked with the CTAC team to prepare a package of information which is used to inform practitioners about the benefits of referral to the NRM and the process. The CTAC also offers free presentations or workshops to professionals. They aim to offer advice: to universities to develop social work training; to the police as part of their core training; and to criminal justice partners to ensure that trafficked children found involved in criminal activity are seen as victims or trafficking and not unnecessarily criminalised.

Debriefing for children

6.53 Last summer NSPCC and CEOP funded a number of young people to attend a two day debriefing workshop. The purpose of the workshop was to devise a list of questions and considerations to use when de-briefing children and young people in order to obtain intelligence about their trafficking experience. Guidance and information will be written and shared shortly with the relevant agencies responsible for children who have been trafficked into the UK as well as all police officers in England and Wales.

Work overseas

6.54 The Home Office recently supported the launch of a short DVD by CTAC to raise awareness of child trafficking, highlighting the fact that child trafficking is child abuse, that it happens to boys and girls from all parts of the world, and how there are different ways children can be exploited through trafficking. NSPCC are seeking to use the film in source countries, particularly Vietnam, Nigeria and Romania to raise awareness amongst front-line professionals.

6.55 Through the use of the International Child Protection Network (ICPN), CEOP has distributed a purpose-made video, *Mai and Tam*, which delivers a prevention message to families and children. This video is aimed at South East Asian countries and CEOP has trained teachers, NGOs and police in those countries to be able to deliver this as part of an education programme.

6.56 The FCO Posts in the Asia-Pacific region are looking into jointly funding a CEOP project for overseas outreach work to combat child trafficking.

6.57 The DFID supports projects which are targeting child trafficking, including the Malawi Anti-Child Trafficking project, run by the Salvation Army. This project aims to improve knowledge of and access to rights for children in Malawi who have been trafficked or are vulnerable to being trafficked. In the past year, this project has contributed to a new law on Child Protection and has identified and reported 850 cases of child trafficking in the three project districts.

6.58 The Scottish Government, through its International Development Fund, provides support to vulnerable children in developing countries at risk of abuse and exploitation. The Scottish Government funding of £396K from 2010–11 to 2012/13 has been made available to Tearfund, Scotland – a relief and development agency working to help eradicate global poverty – who are working with communities in the north of Malawi to raise awareness of harmful practices such as child labour. The funding will allow Tearfund to conduct training on children's rights and gender practices, including the importance of sending girls to school. The project aims to benefit over 16,000 young people.

Operational models

6.59 To build on the success of operations such as Paladin and Newbridge key factors have been identified which are considered instrumental in their success. Having an effective and timely intelligence base is crucial in ensuring risks can be identified in relevant areas to deploy a response which is proportionate and effective.

Operation Paladin

Operation Paladin is a joint UK Border Agency and Metropolitan Police Service led operation. The team operates together to safeguard children arriving in the UK by identifying offenders and children at risk, investigating cases, gathering and sharing intelligence and working with other agencies.

Operation Newbridge

Operation Newbridge is a joint approach to safeguarding potentially trafficked children, involving children's services, the UK Border Agency and the police. Its aim is to accept the safeguarding responsibility of children who may have been trafficked as soon as they land. The intention is to establish the circumstances, methodology and motivation for their arrival and journey to the UK, and in doing so prevent them from subsequently going missing.

Criminalisation of children

6.60 The UK Government's human trafficking strategy highlights the acute differences between adult and child victims, and the particular vulnerability of children in this context. Within the strategy, the Government has committed to work with the police and the criminal justice system to ensure that trafficked children found to be involved in criminal activity are dealt with from a child safeguarding perspective and not unnecessarily criminalised.

6.61 In gathering intelligence on trafficking the Government has and will continue to work to ensure the acute vulnerabilities of children are always taken into account. Where children are involved in de-briefing this activity is delivered within a multi-agency framework with support and guidance from CEOP and the NSPCC's CTAC where necessary.

6.62 The UKHTC provide advice and guidance to police forces across the UK in all areas of trafficking, including in criminal exploitation of children in cannabis farms. Efforts are made to ensure that forces are aware of the potential for there to be trafficked victims, and of how to deal with them appropriately. This is reinforced within ACPO guidance in England and Wales and Northern Ireland on human trafficking and cannabis farms. Also the UKHTC work closely with NGOs engaged in supporting victims of trafficking in cannabis farms.

6.63 Children who commit offences or who have welfare and protection needs require particular help and care. For children in Scotland, this is provided through the Children's Hearings System. The Scottish Children's Reporter Administration (SCRA) operates Scotland's Children's Reporter service and employs Children's Reporters who are located throughout Scotland, working in every local authority area in close partnership with other professionals such as social work, education, the police, the health service and the courts system.

Chapter 7: Trends and emerging threats

SUMMARY

Sexual exploitation, labour exploitation, and domestic servitude are the three most recognised types of exploitation. However, the recent UKHTC baseline assessment suggests that there could be significantly more individuals who are potential victims of criminal exploitation than NRM data alone suggests, particularly the number of children forced into criminality such as street begging. The numbers of victims referred to the NRM are increasing and are likely to continue to do so as awareness among front-line professionals increases. Law enforcement agencies continue to utilise a range of intelligence and data sources to identify potential threats and emerging trends and to tailor their response accordingly. The UK recognises that it must remain alive to the threat of trafficking and is using a range of tactics and intelligence sources to assess trends and identify emerging threats.

7.1 The trafficking of human beings has three constituent elements – the action, the means and the purpose. The action and the means by which a person is trafficked can vary but its purpose is always the exploitation of another person. In the main, there are three well recognised types of exploitation: sexual exploitation; labour exploitation; and domestic servitude. But more recently the UK has seen an increase in the number of children who are forced into crime, including street begging. This is an issue that appears to be replicated in a number of other European countries and is addressed in the EU Directive on Trafficking in Human Beings, with the inclusion of a specific reference to trafficking for forced begging and criminal activities.

7.2 Although aware of the potential of human trafficking for the removal of organs the UK has only recently encountered its first organ harvesting trafficking cases. These were related to trafficking into the UK with the intention of harvesting the victim's kidneys, on one occasion to sell as a commodity and on another to provide the organ to a relative. Fortunately, on both occasions, the victims were recovered and supported before the organs had been removed.

7.3 In addition to the three main types of exploitation there are also a variety of ways in which people can be taken advantage of or exploited, through benefit fraud, forced marriage or sham marriages. However these phenomena do not amount to trafficking in themselves, rather they are a means by which exploitation can occur. For a trafficking offence to have occurred all three elements which constitute the offence of human trafficking would need to be present. It is therefore not appropriate to term these offences as trafficking in their own right rather that recognition is given to the potential for trafficking to occur as a result of these activities.

7.4 NRM data suggests that sexual exploitation consistently remains the most prevalent exploitation type, although the additional information received by the UKHTC for its 2011 baseline assessment suggests that the number of potential labour exploitation victims referred by third parties is increasing.

7.5 In Northern Ireland sexual exploitation is the motivation in the majority of cases of human trafficking but there has also been a recent increase in cases linked to labour exploitation, which reflects the overall picture for the UK. There has also been an increase in the number of organised crime gangs involved in this type of crime.

7.6 The Human Trafficking National Intelligence Assessment remains the most current source of analysis on the problem of human trafficking in Scotland. During the course of 2012–13 the SCDEA, on behalf of Scottish law enforcement will continue to provide a coordinated intelligence perspective on trafficking in human beings as it affects Scotland. More specifically, this work will include providing a trend analysis of trafficking in human beings informed by two analytical products which will be produced over the course of the year.

Sexual exploitation

7.7 As mentioned above, trafficking for sexual exploitation in the UK remains the most prevalent type of exploitation and was consistently seen with the victims referred to the NRM in 2011, and also in the UKHTC 2011 baseline assessment. The vast majority of the cases reported were of females being exploited; about a quarter of the reported victims were children. The most prevalent countries of origin for female adults were Nigeria, Romania, Hungary and the Czech Republic.

7.8 A number of Nigerians referred to the NRM were females who either had been or were due to be trafficked to continental European countries for sexual exploitation. France, Italy and Spain were among the favoured final destinations chosen by some Nigerian traffickers due to the demand for Nigerian females within the vice trade of these countries and the traffickers desire to prevent the victims from becoming accustomed to their location. Their journey often involved a stay in the UK then onward travel to Europe for further sexual exploitation.

7.9 The vice industry in Northern Ireland has grown in recent years and there has been a move away from “on street” in favour of “off street” prostitution. There has been an increase in levels of organisation and organised crime gangs are involved in varying degrees for example, by acting as “pimps”, providing accommodation, running brothels or trafficking victims into and within Northern Ireland in order to force them to work as prostitutes.

7.10 Victims of trafficking for sexual exploitation in Northern Ireland are predominantly females from China or Eastern Europe, although other countries of origin have included African countries and South American countries. They are lured into Northern Ireland using a variety of methods including fraudulent recruitment advertisements and the “lover boy” technique. It is not unusual for vulnerable victims to be targeted and there is an issue with internal trafficking for sexual exploitation of older teenage girls who have been coerced by older males posing as their boyfriend. In many cases these girls have been in local authority care.

7.11 In Scotland intelligence suggests that trafficking for sexual and labour exploitation are still the main reported exploitation types. However there has been a significant change over the last few years in Scotland where numbers of prostitutes previously involved in ‘on street’ prostitution, particularly in the cities, have been gravitating to ‘off street’ prostitution. This follows the introduction of ‘kerb crawling’ legislation which provides for enforcement action to be taken against those intent on utilising the services of ‘on street’ prostitutes.

7.12 Increasingly many women involved in the sex industry are being recruited online and through other networking sites resulting in their activities taking place in private rather than 'on street.' Advertising in national newspapers suggests that companies are legitimate escort agencies, however in reality many premises are being operated as brothels by those involved in serious organised crime, which routinely target and recruit the most vulnerable members of society and they are subsequently exploited in various forms.

7.13 During Operation Factor, which resulted in the first conviction for the trafficking of human beings for sexual exploitation in Scotland, prostitutes from various minority ethnic communities were identified and engaged with police, statutory and voluntary organisations. Consequently, a healthier intelligence picture was gained and allowed for further action by police and other organisations into the activities and associated criminality of those responsible. Currently the intelligence picture in respect of 'on street' and 'off street' prostitution across the eight Scottish Forces varies, however all forces are working together and with partner organisations to tackle those individuals involved in prostitution and the trafficking of human beings.

Labour exploitation

7.14 In the UK non-sexual exploitation has, in the past, been less evident with the focus from law enforcement agencies, the media and the public largely on those cases involving exploitation for sexual purposes. However information collated by the UKHTC for its 2011 baseline assessment suggests that cases of other forms of exploitation in the UK may be increasing.

7.15 The UKHTC baseline assessment indicates that victims of trafficking for labour exploitation in the UK are predominantly adult and male, although there are also female and child victims. Prevalent countries of origin of potential victims include Czech Republic, Romania, Slovakia, Hungary and the UK. Other potential countries of origin have been identified as Pakistan, and Bangladesh. Industries affected by trafficking for the purposes of labour exploitation appear to be, in the most part, ground surfacing and the block paving industry, factories, agriculture and food processing, restaurants and construction.

7.16 Trafficking for forced labour remains an area with some intelligence gaps. Research had indicated that it was the broadest and most varied form of trafficking as individuals could be trafficked for a wide variety of labour in a wide variety of legal or illegal industries. While trafficking for sexual exploitation is carried out to provide one type of service or commodity, labour exploitation can potentially involve a very large number of commodities and services across a wide variety of economic sectors.

7.17 Victims of labour exploitation are often charged an administration/recruitment fee by the traffickers. This can range from GBP200 to GBP700. This total is added to the debt owed by the victim. Some traffickers prevent the victim from working for several weeks in order to increase the debt owed (through accommodation and food costs) and to increase dependency on the trafficker.

7.18 Distinguishing between cases of labour exploitation, where workers are under paid and subjected to poor working conditions, and cases of trafficking for forced labour where work is exacted under the menace of penalty and performed against the will of the person concerned, remains a challenge. In some cases worker are certainly paid very little, if at all. Some report having been given food, alcohol or cigarettes in place of monetary payment. Some are told that their wages have been used to pay rental, living and transport expenses. Such cases are certainly moving into the realms of trafficking as lack of money received increases dependency on the trafficker and minimises their ability to leave the exploitative situation, but further research is needed.

7.19 In Scotland intelligence indicated 7 separate trafficking networks that may have facilitated the trafficking of human beings for labour exploitation during 2011. These networks did not originate from one particular country nor did they involve one particular form of labour exploitation. Most did, however, offer at the recruitment stage the possibility of a well paid job.

7.20 In Northern Ireland the proportion of cases of human trafficking for labour exploitation has increased. Victims of trafficking in Northern Ireland for labour exploitation are predominantly male from China, West Africa or Eastern Europe. A number of business types have been identified as being particularly attractive to those involved in trafficking such as restaurants, hotels and food processing. A small number of Chinese nationals have been trafficked into Northern Ireland to work in illicit, large scale cannabis factories.

Domestic servitude

7.21 Domestic servitude continues to be a prevalent form of trafficking with most victims coming from outside the EU. The regions of South Central Asia and South East Asia featured high in reported cases, particularly of adult women. The most prevalent country of origin reported in the UKHTC 2011 assessment for domestic servitude was Nigerian females, both children and adults.

7.22 In some countries, it is a cultural tradition to have a domestic worker. Practices such as *confiage* or *vidomegon* which involve placing a child with a relative or a wealthier person, can lead to a child having access to education and a better life. In some areas, children are “traditionally exploited as domestic servants and may be trafficked into domestic servitude”.

Criminal exploitation

7.23 The UKHTC baseline assessment reported that in the case of trafficking for criminal exploitation, Vietnamese and Romanian victims featured highly. Vietnamese boys were seen being criminally exploited in cannabis farms. Romanian men, women and children were reported being forced to steal.

Internal trafficking

7.24 Historically human trafficking has tended to be seen as a cross-border issue. However, it is recognised that human trafficking can occur within the UK and it is known from recent cases and evidence that children are particularly susceptible to this form of internal trafficking and sexual exploitation. The UK Government’s human trafficking strategy recognises the potential for human trafficking to occur within the confines of the UK and includes measures to aid the identification of child trafficking victims by local authorities in England and Wales. In addition, the UK Government has published a national action plan to tackle child sexual exploitation which includes a range of measures to address the particular issues surrounding this. A progress report on implementation of this plan was published in July and work continues at both a local and national level to tackle cases where child sexual exploitation may be occurring in an organised fashion involving elements of trafficking offences.

7.25 Vulnerable and homeless adults are also particularly susceptible to internal trafficking with reports of traffickers targeting day centres and soup kitchens for the homeless or simply identifying vulnerable men on the street. The introduction of slavery and servitude legislation, Section 71 of the Coroners and Justice Act 2009, has greatly assisted the police to tackle this type of exploitation. Together with the changes made to comply with the EU Directive, instances of human trafficking which occur wholly within the confines of the UK can also be prosecuted under new legislation introduced as part of the Protection of Freedoms Act 2012. This will align non-sexual offences with sexual offences, which are already covered under existing legislation. Similar legislation is also being considered in Northern Ireland

in the Criminal Justice Bill. Scotland made these legislative changes in the Criminal Justice and Licensing (Scotland) Act 2010.

Case Study – Operation SPAN

Operation Span arose from a Greater Manchester Police (GMP) investigation into the alleged sexual exploitation and rape of five vulnerable girls in the Rochdale area. Nine men were found guilty in May 2012 of offences including rape and conspiracy to engage in sexual activity with a child. They were sentenced to a total of 77 years. All those convicted were sentenced to periods ranging between 4 and 12 years. All were ordered to sign the sex offenders register for life. Five female victims gave evidence at court, but there were a potential 47 further victims in the Heywood area of Rochdale during 2008/09 when the offences were committed. The 59-year old ringleader was jailed for 19 years for 30 convictions including conspiracy, two counts of rape, sexual assault and a count of trafficking within the UK for sexual exploitation. He was also found guilty of raping and sexually abusing a young girl for more than a decade.

Trends 2009–2011

7.26 Since the creation of the NRM in April 2009 there has been a steady increase in the number of potential victims referred. This general upward trend is likely to continue as awareness of human trafficking improves amongst front-line professionals. Since 2009 the NRM data has recorded over 90 different nationalities of potential victims, demonstrating the truly global nature and scale of the crime. However, between 2009–2011 there have consistently been several nationalities which appear in the top ten nationalities recorded by the NRM. These include Nigeria, China, Vietnam, Romania, and Slovakia.

7.27 The additional data collected by the UKHTC to inform its 2011 baseline assessment, however, suggests that potential victims from Romania could be the most prevalent with potential victims from China less prevalent than originally thought. This could suggest that more Romanian nationals who are potential victims of trafficking choose not to be referred into the NRM. Reasons for this could include that they do not want or need the services offered under the NRM, for instance where they just want to return to Romania and rebuild their life, they are fearful of approaching the police and authorities, or fearful of potential consequences from their traffickers. Alternatively, those who encounter them may not identify them as a potential trafficking victim or assess the level of exploitation as meeting the level of harm needed to meet the trafficking definition threshold and therefore not consider referring them to the NRM for formal identification and support.

7.28 Table 19 shows the number of referrals made to the NRM between 2009 and 2011. Tables 20 and 21 show the number of potential adult victims, by top ten countries, referred to the NRM between 2009 and 2011, and the number of potential child victims, by top ten countries, referred to the NRM between 2009 and 2011 respectively.

Table 19: Comparison of NRM referrals between 2009 and 2011

Year	Male		Female		Total number of potential victims
	Adult	Minor	Adult	Minor	
2009**	83**	60**	318**	88**	549**
2010	125	68	400*	117	710
2011	211	101	501	133	946
Total	419	229	1,219	338	2,205

*Figures includes one transgender individual

**part year data covering period from start of NRM 01 April 2009 – 31st Dec 2009

Table 20: Number of potential adult victims, by top ten countries, referred to the NRM between 2009 and 2011

Country	2009		2010		2011	
	Male	Female	Male	Female	Male	Female
Albania	–	12	2	14	–	25
China	6	45	8	57	13	38
Czech Republic	13	8	22	10	22	8
Ghana	–	–	–	–	8	14
Hungary	–	–	15	4	11	11
India	4	10	16	6	–	–
Lithuania	–	–	6	12	–	–
Nigeria	6	80	3	90	6	130
Romania	4	12	–	–	33	26
Slovakia	24	4	17	9	16	14
Uganda	–	14	–	21	1	36
Vietnam	8	6	7	14	15	16
Zimbabwe	1	16	–	–	–	–
Total	66	207	96	237	125	318

* Figures are only provided for the top ten countries in each year

* The data provided in the table is as of 16 August 2012

Table 21: Number of potential child victims, by top ten countries, referred to the NRM between 2009 and 2011

Country	2009		2010		2011	
	Male	Female	Male	Female	Male	Female
Afghanistan	2	–	–	–	–	–
Albania	–	–	–	–	–	7
Bangladesh	6	2	5	1	6	1
Bulgaria	–	–	–	–	–	7
China	3	18	3	12	3	7
Dem Rep of Congo	–	–	–	–	2	6
Eritrea	–	–	–	5	–	–
Ethiopia	–	–	–	4	–	–
Morocco	–	–	6	–	–	–
Nigeria	5	7	8	21	5	20
Pakistan	2	2	–	–	–	–
Romania	2	6	1	7	7	13
Sierra Leone	–	3	–	–	–	–
Slovakia	–	–	–	–	15	7
Somalia	3	2	1	4	–	–
Uganda	–	2	–	4	–	–
UK	1	26	1	6	1	16
Vietnam	26	8	29	20	44	17
Total	50	76	54	84	83	101

* Figures are only provided for the top ten countries in each year

* The data provided in the table is as of 16 August 2012

7.29 Trafficking for domestic servitude continues to feature prominently in NRM data with the largest number of potential victims identified from West African countries. During 2009-2010, four separate modus operandi were encountered by law enforcement in Scotland in relation to human trafficking for domestic servitude. Whilst traffickers' attempts to move victims to the UK illegally are likely to continue, the changes to the route of entry for overseas domestic workers coming to the UK to work in the private household of their employer means that fewer will be eligible to come to the UK and as a result the risk of abusive relationships developing in this visa category should reduce further.

7.30 Information from the police and partner agencies suggests that trafficking involving criminal exploitation is increasing with more reports of individuals being used to pickpocket, steal, and claim benefits. In many instances children are involved. In Scotland, during 2011, a number of people were trafficked by Eastern European networks operating in the Strathclyde area. An online recruitment agency promised work and accommodation in Glasgow. When no job was forthcoming the trafficked persons were evicted from their flats. Bank accounts had been opened for these people. Benefit claims, tax credits and crisis loans were applied for on their behalf and paid into the bank accounts. The money was later removed by the traffickers.

7.31 Data and intelligence suggests that instances of trafficking involving criminal exploitation are likely to continue to rise, as traffickers look for alternative ways in which to exploit individuals and increase their profits.

7.32 An emerging trend in trafficking both in the UK and across Europe is in the area of forced begging. In many instances children are forced to beg on the streets for considerable periods of time, sometimes

being passed around family members or family groups. This is particularly prevalent among the Roma community, some of whom have been reported to disguise their appearance by wearing traditional Muslim clothing.

Emerging threats

7.33 UK law enforcement agencies continue to work with a range of partners to target, disrupt and, where possible, prosecute traffickers. The UK response to the threat from organised crime groups must be flexible and change as new threats emerge. As one route is disrupted or closed traffickers will seek an alternative until the UK market is no longer seen to be a viable option. This requires law enforcement agencies to work together to minimise the threat and prevent organised criminals from exploiting a range of opportunities.

7.34 Intelligence from law enforcement agencies and NGOs suggests an increase in the threat around internal trafficking of vulnerable and homeless adults who are targeted to work in the ground surfacing and block paving industries. Often vulnerable individuals who are homeless and have drug or alcohol dependency are recruited outside homeless shelters, soup kitchens, and on the streets. They are often moved to reside in cramped or unsafe conditions and put to work for extremely long hours with little or no food or pay.

7.35 The vice trade in Northern Ireland has become more organised and has largely moved “off street” into private residences, apartment blocks and hotels. There are also a number of “touring prostitutes” who visit Northern Ireland for short periods, residing in and operating out of hotels and apartments. An increasing number of brothels operating in Northern Ireland have links to organised crime gangs. Trafficking victims have been identified as working in brothels throughout Northern Ireland and it is not uncommon to have a mix of trafficked and non-trafficked women working together.

7.36 Whilst human trafficking for sexual exploitation is the most common type of trafficking seen in Northern Ireland, there is an increasing number of cases of trafficking for labour exploitation. Northern Ireland, like the rest of the United Kingdom, is predominantly a destination country however it is also used as a transit country for traffickers bringing people into Ireland and Great Britain.

7.37 There are indications of more Eastern European networks trafficking females for involvement in off-street prostitution in Scotland. These premises and people are increasingly being advertised via the internet although it is difficult to assess whether they are the victims of trafficking, as many are foreign or EU nationals who are voluntarily involved in working in the sex industry.

7.38 During 2012 there has been an increase in Vietnamese nationals working within legitimate nail bars that are being run by Vietnamese nationals who have leave to remain within the UK. There is a suggestion that a number of these Vietnamese nationals are minors and are potential victims of trafficking working within these premises for little or no pay. A recent operation in the Strathclyde area recovered three potential victims of trafficking. All three were taken into care of the local social work department. Within a very short time scale all three absconded from their carers.

Chapter 8: Complying with international and European law and the UK's legislative framework

SUMMARY

The UK has ratified the Council of Europe Convention on Action against Trafficking in Human Beings. The UK has also opted into the EU Directive on preventing and combating trafficking in human beings and protecting its victims and is currently working on full compliance by April 2013. New legislation applicable in England and Wales has been introduced under the Protection of Freedoms Act 2012 to comply with the Directive by extending extraterritorial jurisdiction and widening one existing offence of labour trafficking. Corresponding provision is being made to legislation in Northern Ireland and Scotland has already made legislative provision in the Criminal Justice and Licensing (Scotland) Act 2010. The recent legislative review also concluded that current UK legislation supports the effective prosecution of traffickers although Scotland is considering introducing a statutory human trafficking criminal aggravation to aid prosecution.

International law

The United Nations Convention against Transnational Organised Crime

8.1 The United Nations Convention against Transnational Organized Crime was adopted by General Assembly resolution 55/25 of 15 November 2000 and is the main international instrument in the fight against transnational organised crime. On human trafficking the Convention is supported by the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children. The Protocol was the first global, legally binding instrument with an agreed definition (often referred to as the Palermo Protocol) on trafficking in persons.

8.2 The Palermo Protocol describes trafficking as:

“the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat of use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation.

Exploitation shall include, at a minimum, the exploitation or the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.”

8.3 The 'Palermo Protocol' continues to shape the UK's response to human trafficking and in particular the care and support afforded to identified human trafficking victims.

EU Law

The Council of Europe Convention on Action against Trafficking in Human Beings

8.4 The Council of Europe Convention on Action against Trafficking in Human Beings 2005 was implemented with the aim of:

- preventing and combating trafficking in human beings, while guaranteeing gender equality;
- protecting the human rights of the victims of trafficking;
- designing a comprehensive framework for the protection and assistance of victims and witnesses;
- ensuring effective investigation and prosecution; and
- promoting international cooperation on action against trafficking in human beings.

8.5 The UK ratified the Council of Europe Convention on Action against Trafficking in Human Beings in 2008 and became bound by its terms in April 2009.

8.6 Following ratification of the Council of Europe Convention in 2009 the UK introduced a National Referral Mechanism (NRM). The NRM helps agencies that are involved in a trafficking case cooperate, share information about potential victims and facilitate their access to advice, accommodation and support. It also helps to capture data on potential victims of human trafficking. Only designated front-line agencies (known as first responders) may refer a potential victim into the NRM. Further information on the NRM can be found below.

The EU Directive on preventing and combating trafficking in human beings and protecting its victims

8.7 In July 2011 the UK applied to opt in to the EU Directive on preventing and combating trafficking in human beings and protecting its victims. In October 2011 the UK received confirmation from the European Commission that its application had been accepted. From its initial assessment of the requirements of the Directive the UK considered it was already compliant with the majority of its provisions. However it identified two areas where primary legislation was required to comply with the criminal law aspects of the EU Directive in England and Wales and Northern Ireland. In England and Wales, steps have already been taken, through the Protection of Freedoms Act 2012, to introduce new legislation in these areas. The legislative changes mean that, in future, England and Wales can prosecute UK nationals who commit trafficking offences, even where the trafficking has no connection with the UK. The power to prosecute traffickers for non-sexual trafficking offences which occur wholly within England and Wales has also been introduced.

8.8 In Northern Ireland, the Department of Justice is making similar amendments to primary legislation, by the creation of new offences through the Criminal Justice Bill in 2012, to ensure that Northern Ireland complies with the criminal aspects of the EU Directive. They are:

- the creation of an offence where a person is trafficked outside the UK for sexual exploitation. The offence will deal with the abuse of trafficked victims at all stages of their journey or ongoing travel, and may be committed by British citizens, habitual residents of Northern Ireland and bodies incorporated under the law of a part of the UK;

- the creation of a similar offence to allow for the prosecution of a person who has trafficked someone anywhere outside the UK for labour or other exploitation; and
- provision that an offence is committed where a United Kingdom resident (who has not previously been trafficked into the United Kingdom) is trafficked for labour or other exploitation wholly within the UK. This is already an offence for sexual exploitation.

8.9 The Scottish Government has already made changes through the Criminal Justice and Licensing (Scotland) Act 2010 to ensure compliance with the criminal aspects of the EU Directive and to assist enforcement and prosecution. Changes include:

- Creation of new offences of trafficking a person into, within or out of a country other than the UK;
- Removing the barrier in internal trafficking cases for labour exploitation to allow prosecution where victims had not previously been trafficked into the UK;
- Expanding the definition of exploitation in the Asylum and Immigration (Treatment of Claimants, etc.) Act 2004 to include:
 - Offences under human tissue legislation to apply to such conduct wherever it takes place;
 - The removal of body parts (including blood) which would amount to an offence other than under human tissue legislation (i.e. for purposes other than transplantation); and
 - Cases where the role of the person being exploited is entirely passive and that person is being used to enable others to gain a benefit of any kind.
- Raising the age of automatic entitlement to standard special measures applicable to child victims of trafficking when giving evidence in trafficking in human being cases from up to age 16 to up to age 18;
- Providing police with specific powers to close premises associated with, or used for the commission of human exploitation offences including premises used for certain immigration offences such as the falsification of documents, the housing of victims of trafficking and to house individuals being exploited by way of forced or compulsory labour, slavery and servitude;
- Extending the extra-territorial effect of trafficking legislation so that it is not limited to British nationals and companies to enable Scottish courts to have jurisdiction to prosecute offences committed by any person, no matter whether they are in any way connected to the UK, in relation to the trafficking of human beings into, within or out of the UK.

8.10 The UK Government continues to assess what further action is required to ensure overall compliance with the Directive by April 2013.

The EU strategy towards the eradication of trafficking in human beings 2012–2016

8.11 The new EU Strategy towards the Eradication of Trafficking in Human Beings was presented by the EU Commission to Member States in July 2012. The Strategy aims to focus on measures that will support the transposition and implementation of the EU Directive on preventing and combating trafficking in human beings and protecting its victims. The purpose of the EU Strategy is to complement the Directive by providing a coherent framework for existing and planned initiatives, to set priorities,

and fill gaps. It also aims to show how the European Commission intends to support Member States in addressing the issue of trafficking in human beings.

The UK's response

UK Government's human trafficking strategy

8.12 The UK Government's human trafficking strategy was published in July 2011 and reflects the requirements of the Convention and the EU Directive. It focuses on four key areas: improving identification and care for victims in England and Wales; working upstream to reduce the threat early; smarter action at the border; and coordination of law enforcement efforts in the UK. The Strategy also includes a separate section on child trafficking victims in England and Wales, recognising their particularly vulnerable situation.

8.13 The strategy recognises the importance of working with source countries to stop the threat early and prevent people from becoming victims in the first place. Since its publication the Home Office has been working with a range of other government departments, including the Scottish Government, the Department of Justice in Northern Ireland, the Welsh Government and external stakeholders to implement the Strategy. Progress on implementing the strategy is set out in Chapter 5.

8.14 The Human Trafficking Strategy Board, set up earlier this year, provides a forum for UK Government officials to coordinate and direct human trafficking activity across the UK, bringing together both national and international efforts in the fight against human trafficking. The Strategy Board provides advice and support to the Inter-Departmental Ministerial Group on Human Trafficking. Governance arrangements and partner engagement is reviewed on a regular basis.

National Referral Mechanism (NRM)

8.15 At the centre of the Council of Europe Convention is a duty to meet minimum standards around the identification and protection of victims of trafficking. To meet this obligation the UK Government created a multi-agency framework, referred to as the National Referral Mechanism, which allows a variety of agencies to contribute towards identifying, protecting, and supporting potential trafficking victims.

8.16 NRM training and guidance for front-line staff and Competent Authority decision makers in the UK Border Agency, Border Force, and the UK Human Trafficking Centre has been delivered. Training for other law enforcement front-line officers, including the police, is also available.

Ensuring that the human rights of trafficked persons are respected

8.17 The safeguards in place, through the NRM processes and guidance, have ensured that no identified victims have been removed or deported during their recovery and reflection period. A number of victims have been provided with a route to apply for temporary leave to remain in the UK due to their cooperation with the police, seeking compensation from a trafficker or personal circumstances such as an associated asylum or other protection claim.

8.18 Refugee Action, through a contract with the UK Border Agency, have received applications from 21 individuals where there were indicators of trafficking. In 9 of these cases the individuals have made an Assisted Voluntary Departure from the UK to date, however other victims of trafficking may have decided to return voluntarily without this assistance.

The NRM and immigration controls

8.19 Any system where there is the possibility of access to stay in the UK needs careful scrutiny from trained Competent Authorities to ensure that it is being correctly used to identify and protect genuine victims of trafficking and not abused.

8.20 All identified victims of trafficking are offered a minimum 45 day recovery and reflection period. Those that are subject to immigration control may be eligible for a residence permit if their personal circumstances warrant them remaining in the UK or if they are cooperating with the authorities in a criminal investigation or proceedings. Victims of trafficking may also qualify to remain in the UK for a reason other than their victim status under the Immigration Rules. However, being a victim does not automatically entitle someone to remain in the UK indefinitely. Where a recognised victim of trafficking does not meet this criteria the expectation must be that they return to their own country.

8.21 Specific leave to remain is only available to victims who cooperate with a criminal investigation or proceedings, or are seeking compensation from their trafficker. Requests for residence need to be made by the police or in the case of compensation there needs to be clear evidence that a credible compensation claim is being actively pursued through the UK courts. In terms of cooperating with the police, permits may also be curtailed if the victim ceases to cooperate, unless there are strong reasons why this would not be appropriate.

First responders

8.22 A formal referral into the National Referral Mechanism is made by a First Responder. These are statutory agencies such as the police, Local Authority, UK Border Agency, and Border Force or specified third-sector organisations that are knowledgeable in the area of human trafficking and are likely to routinely come into direct contact with potential victims of trafficking. Applications to become a first responder are considered by the NRM Oversight Group, taking into account the knowledge and experience of the organisation in working with potential trafficking victims.

Case Study – Scottish Children's Reporter Administration (SCRA)

SCRA operates Scotland's Children's Reporter service and employs Children's Reporters who are located throughout Scotland, working in every local authority area in close partnership with other professionals such as social work, education, the police, the health service and the courts system. Children can be referred to the Reporter from a number of sources and for a variety of reasons and it is the nature of the Reporter's role that those who come to their attention tend to be the most vulnerable. The Reporter's investigatory role gives them an ability to request information from multiple sources (e.g. social work, health, education etc). This can give a more holistic picture of the child and might improve the likelihood of trafficking indicators being identified. As a result of their role the SCRA has applied to become a First Responder in future under the NRM once their officers have sufficient training.

Competent Authorities

8.23 Decisions about who is a victim of trafficking are made by trained specialists in designated 'Competent Authorities'. The UKHTC hosts one such Competent Authority, which includes seconded UK Border Agency staff. The UKHTC Competent Authority deals with cases referred by all external agencies such as the police, local authorities and NGOs, where the person is a UK or EEA national, or where there is an immigration issue but the person is not yet known to the Agency. Linked but separate

Competent Authorities sit in UK Border Agency for situations where trafficking is raised as part of an asylum claim or in the context of another immigration process.

8.24 Where a victim is subject to immigration control and has no legal basis for being in the UK, a recovery and reflection period is granted by way of temporary admission or release. Under UK legislation only officials acting on behalf of the Home Secretary are able to grant this or immigration leave. Accordingly the UKBA Competent Authority retains ultimate responsibility for deciding whether a non-EEA national is a victim in need of Council of Europe Convention protection.

8.25 To ensure impartiality, safeguards have been put in place to ensure a separation of decisions is maintained and a more senior case worker, outside the asylum case working management chain, reviews the NRM decision.

Monitoring of decision making

8.26 The UK NRM Oversight group maintains strategic oversight of the NRM. The lead support organisations in the NRM, The Salvation Army (England and Wales), Migrant Helpline (Scotland and Northern Ireland), TARA (Scotland), as well as the children's charities NSPCC and Barnardo's, are all members of the Group

The UK's legislative framework

Legislation

8.27 In England, Wales and Northern Ireland human trafficking offences are contained in two separate Acts. Sections 57-59 of the Sexual Offences Act 2003 criminalise trafficking into, within and out of the UK for the purposes of sexual exploitation. Sexual exploitation includes all criminal offences under Part 1 of the Sexual Offences Act. Section 4 of the Asylum and Immigration (Treatment of Claimants, etc.) Act 2004 makes it an offence for a person to arrange or facilitate the arrival in the UK, travel within or departure from the UK of an individual, and he intends to exploit that individual⁹. Section 71 of the Coroners and Justice Act 2009 creates an offence of holding another person in slavery or servitude or requiring them to perform forced or compulsory labour.

8.28 In Scotland, section 22 of the Criminal Justice (Scotland) Act 2003 created offences of trafficking for the purposes of sexual exploitation into, within and out of the UK. Section 46 of the Criminal Justice and Licensing (Scotland) Act 2010, which came into force on 28 March 2011, amended section 22 to extend its scope so that it refers to facilitating 'entry into' the UK as well as the 'arrival in' the UK. A new offence was created under section 22(1A) to criminalise those referred to in section 22(6) who traffic persons into, within or out of a country other than the UK.

8.29 The Asylum and Immigration (Treatment of Claimants, etc.) Act 2004 also applies in Scotland, but was amended by section 46 of the Criminal Justice and Licensing (Scotland) Act 2010. The amendments removed the requirement that a person who arranges or facilitates the travel of an individual within the UK intending to exploit that individual has a belief that the individual has been trafficked into the UK. It also expanded the provisions to include exploitation involving the removal of body parts (including blood) which would amount to an offence other than under the human tissue legislation (i.e. for purposes other than transplantation) and introduced a new criminal offence in respect of those referred to in section 5(2) who traffick persons into, within or out of a country other than the UK regardless of where the exploitation is to occur.

⁹ For these purposes, the exploitation includes behaviour contravening Article 4 of the ECHR (slavery or forced labour) an offence under the Human Organ Transplants Act (extended to Northern Ireland by Human Transplants (Northern Ireland) Order 1989), providing, enabling or using another person to acquire benefits of any kind.

8.30 Section 47 of the Criminal Justice and Licensing (Scotland) Act 2010, creates a new statutory offence of knowingly holding someone in slavery or servitude, or requiring a person to perform forced or compulsory labour; Section 99 of that Act amends the Antisocial Behaviour etc. (Scotland) Act 2004 to provide a new set of circumstances where notices and orders may be invoked for the closure of premises associated with the commission of human exploitation offences including premises used for certain immigration offences such as the falsification of documents, the housing of victims of trafficking and to house individuals being exploited by way of forced or compulsory labour, slavery and servitude. Section 88 of the Act also raises the age of automatic entitlement to special measures when giving evidence in trafficking cases from under the age of 16 years to under the age of 18 years.

Review of legislation

8.31 In 2012, the UK Government undertook a review of its human trafficking legislation to establish whether the current legislation supports the effective prosecution of traffickers. The report, which was published on 22 June 2012, sets out why the UK Government does not believe a radical revision of existing legislation, or an introduction of new legislation is necessary. As part of this review the UK Government decided to add trafficking for non – sexual exploitation to the schedule of offences referable to the Court of Appeal on the grounds of being unduly lenient. This commenced in August 2012. Trafficking for sexual exploitation is already covered. Northern Ireland will introduce a similar amendment. The equivalent Scottish provisions are contained in section 108 (solemn proceedings) and section 175 (summary proceedings) of the Criminal Procedure (Scotland) Act 1995 which allow the Lord Advocate to appeal against any disposal where it appears that a sentence passed is unduly lenient.

8.32 The Scottish Government does not rule out the possibility of bringing together all aspects of human trafficking legislation into one Act, however any such proposal would have to be considered alongside a wide range of other potential priorities for legislation. Following a suggestion by the Lord Advocate, the Scottish Government will explore the possibility of introducing a statutory human trafficking criminal aggravation to aid prosecution.

Sentencing Guidelines

8.33 The Sentencing Council, the body responsible for drafting sentencing guidelines for judges, in England and Wales, will be consulting on the current guidance given to judges on the levels of sentencing for sexual offences. As part of its consultation, the offences relating to human trafficking where it is intended or believed a sexual offence will be committed, will be reviewed. The review will look at trafficking for sexual purposes and not other forms of trafficking e.g. domestic servitude and forced labour.

8.34 The Council has decided to look again at sexual offences because when the guidance was written, shortly after the Sexual Offences Act 2003 came into force, human trafficking was a new offence and a clear picture of offending had not fully developed. Offending in this area is now better understood and the aim of the review is to ensure that judges are given clear relevant guidance which will lead to consistency in sentencing these offences across the country. The Council is intending to go out to full public consultation on its proposals in December 2012.

8.35 To assist the judiciary in Northern Ireland, Judge Burgess, at the request of the Lord Chief Justice's Sentencing Group, issued sentencing guidance on human trafficking in April 2012.

Chapter 9: Learning and responding to feedback and improving our response

SUMMARY

The UK recognises the importance of external challenge to test and improve its response to human trafficking. This chapter provides a response to the recommendations highlighted in various anti-trafficking reports and highlights key work being taken forward to improve the UK's approach. Several consistent themes are highlighted regarding the UK's response to tackling trafficking including the lack of a strategic and coordinated response, as well as the need for a coherent prevention strategy. In response, the UK has strengthened governance arrangements to support better coordination of human trafficking work in the UK. The UK is also taking work forward with a range of other government departments to strengthen prevention activities by working with a range of key stakeholders, in the UK and overseas.

Anti-Trafficking reports

9.1 There are many independent reports written on anti-trafficking efforts within the UK. In the last 12 months six key reports have been received on the response to human trafficking in the UK.

9.2 The UK welcomes and recognises the importance of external challenge to test and improve its response to human trafficking. The UK also recognises the important role played by academics, researchers and NGOs in better understanding human trafficking and the approaches that can be deployed in tackling this important issue.

Organization for Security and Cooperation in Europe

9.3 Maria Grazia Giammarinaro, the Special Representative for the Organization for Security and Cooperation in Europe (OSCE) published a report on the UK's response to human trafficking which contained six broad recommendations.

9.4 On 28 May 2012 the Minister for Immigration and the OSCE Special Representative held a joint round table in London to discuss the report's recommendations with a range of key stakeholders. The event was well attended and provided a good opportunity for the UK Government to respond to the recommendations and to set out what action it had taken since the report had been published. The key themes of the report centred on victim support, including safeguarding human rights, enhancing the role of the Gangmasters Licensing Authority, and prevention of trafficking for domestic servitude.

Anti Trafficking Monitoring Group

9.5 The Anti Trafficking Monitoring Group (ATMG) published its report entitled 'All Change – Preventing trafficking in the UK' in May 2012. The ATMG is made up of representatives from a range of NGOs who, following the implementation of the Council of Europe Convention, set out to provide a view on the UK Government's progress and adherence to the EU Convention. The ATMG report identified a number of main concerns:

- a lack of clarity on how prevention has been built into the UK's efforts at a strategic level and the need for a coordinated prevention strategy;
- the UK Government's response has not addressed the socio-economic causes of human trafficking;
- the lack of an independent oversight and monitoring body to report on UK Government anti-trafficking measures;
- a lack of engagement and coordinated working amongst relevant UK Government departments and agencies;
- a lack of comprehensive data to build a true picture of the problem including the need for further disaggregation of NRM data;
- existing gaps in the knowledge on trafficking for forced labour, the perpetrators, and on male experiences;
- the training of professionals is not embedded within a consistent strategy of relevant government departments;
- the GLA's licensing and enforcement model does not cover all sectors where exploitation of vulnerable workers is known to take place;
- a lack of understanding of the issue of demand in broader terms and UK Government efforts have been mostly reactive;
- the lack of a standard procedure and risk assessment for victims who wish to return home independently or are at risk of being re-trafficked;
- the lack of a Guardian or equivalent for trafficked children.

9.6 The report identified a number of recommendations relating to coordination and evaluation, strategic and targeted preventative action, knowledge and skills building, action at the border, and prevention of child trafficking. The three key recommendations for the UK are listed below:

- develop a UK-wide prevention strategy;
- introduce an independent oversight and monitoring body, an Anti-Trafficking Commissioner (as a mechanism equivalent to a Rapporteur);
- improve data collection and analysis of NRM data (e.g. further disaggregation and qualitative analysis) to inform prevention work.

Equality and Human Rights Commission

9.7 The Equality and Human Rights Commission (EHRC) published the report of its *Inquiry into Human Trafficking in Scotland* on 28 November 2011. The Inquiry into the nature and extent of human trafficking in Scotland focused mainly, but not exclusively on, trafficking for the purpose of commercial sexual exploitation.

9.8 The Report contained ten recommendations, six directly for the Scottish Government and the others for the Police, UK Government and COPFS. The recommendations include:

- need for a strategic approach;
- public and professional awareness raising;
- bespoke legislation;
- better data collection and analysis on human trafficking;
- prosecution of traffickers;
- asset recovery against traffickers and organised crime;
- regulation of legitimate sectors where traffickers operate;
- involvement of the private sector against human trafficking;
- review of the system for identification of trafficked victims; and
- end-to-end service for victims from identification to recovery.

9.9 The recommendations were debated in the Scottish Parliament in February 2012. During the debate the Scottish Government welcomed the Report and accepted the recommendations in principle. A commitment was given to hold a summit to bring together the various agencies involved in tackling the crime and supporting its victims, to refresh the strategic direction for policy and delivery in this area. The summit will be held on 18 October 2012.

9.10 To implement those recommendations specific to policing a Trafficking in Human Beings Strategic Leads Group and a Tactical Group have been established. Both Groups met in February and March 2012 respectively. The next meeting of the Tactical Group will follow the Strategic Leads meeting of the 18th September 2012.

Group of Experts on Action against Trafficking in Human Beings

9.11 A delegation of Group of Experts on Action against Trafficking in Human Beings (GRETA) experts visited the UK in October 2011 to consider progress made by the UK in implementing and complying with the Council of Europe Convention on Trafficking in Human Beings. During their visit GRETA met a range of Government officials, and stakeholders from across the UK, including the UKHTC and the police.

9.12 Their comprehensive report contains 35 proposals on the UK's approach to tackling human trafficking. The UK Government's official response was published alongside the report on 12 September 2012 and provides detail on all the proposals and other points raised by the report as well as action to be taken. Although the UK Government and partners welcomed and will be taking forward some proposals (e.g. looking into how data on trafficking and understanding of internal and labour trafficking

can be improved), work had already begun on others (e.g. better understanding of a child's experience of the care system). Where a proposal was not considered feasible (e.g. introducing a single human trafficking bill), the reasons for this were explained.

Scotland's Commissioner for Children and Young People

9.13 Scotland's Commissioner for Children and Young People published a report in March 2011 '*Scotland: A safe place for child traffickers?*' This report highlighted the complex issues connected to child trafficking, from the various modes of trafficking to the heightened vulnerabilities of the child victims.

9.14 The report has helped to shape the work being taken forward in this area. The child protection lead officers in Scotland will establish a small working group that will explore the area of national protocols for child protection issues. The Scottish Government has requested that they specifically look at the areas of child trafficking.

Trafficking in Persons Report (TIP)

9.15 The US Trafficking In Persons (TIP) Report monitors countries' anti-trafficking efforts against minimum standards set out in the US Trafficking Victims Protection Act 2000, and ranks countries according to the standards each year. The UK has achieved a tier 1 ranking since the inception of the TIP report in 2004. This means that the UK meets the minimum standards set. It does not mean that the UK has no human trafficking problem, or that the UK can be complacent about its anti-trafficking efforts.

9.16 In its recommendations the TIP report suggests that the UK should consider a range of areas including: introducing private interviews for incoming domestic workers, introducing a system of guardianship for children, appointing a rapporteur or similar mechanism in each region and assessing the significant level of non-EU potential trafficking victims who do not receive a positive conclusive grounds decision. The last of these issues was considered as part of a nationality review by a sub-group of the NRM Oversight Group in February 2012 which found there was no nationality bias in decision making.

Consistent themes

9.17 The UK acknowledges and takes on board all relevant assessments of human trafficking. The GRETA, ATMG, ECHR and TIP reports raise some similar concerns regarding the UK's approach to combating human trafficking. A key concern is that anti-trafficking efforts lack a strategic and coordinated approach and calls have been made for the establishment of an independent National Rapporteur. Concerns have also been raised regarding current IDMG governance arrangements and the degree of involvement of the Scottish Government, Northern Ireland Executive and the Welsh Assembly.

9.18 The ATMG report specifically puts forward the view that the UK lacks a coherent prevention strategy and is disproportionately focused on the investigation and prosecution of traffickers and assisting victims. The report calls for a prevention strategy to target root causes and increase awareness amongst potential migrants. It also suggests that awareness training amongst front-line professionals needs to be disseminated better.

9.19 Both the EHRC and ATMG reports raise concerns regarding data provision and analysis. They also suggest the extension of the GLA's remit.

The UK's response

9.20 The UK is committed to learning from the reports and assessments by well respected bodies and organisations in the field of human trafficking. In responding to the reports, it is recognised that

continuous improvement is required to maintain an effective grip on the issue and to reduce the threat of human trafficking. In recent months the strategic coordination of human trafficking work across Government has improved with officials meeting regularly to discuss the work of departments and to progress joint actions and activity to implement the UK Government's human trafficking strategy. Nevertheless, work will continue to strengthen the response and coordination of anti-trafficking efforts in the UK.

9.21 The UK Government's human trafficking strategy has, as one of its core themes, tackling trafficking early with source countries. The UK has already engaged with Embassies and FCO posts stationed in other countries to raise awareness of the issue of human trafficking and to better support and coordinate anti-trafficking efforts. The UK is committed to preventing people from becoming trafficking victims in the first place and puts a great deal of emphasis on working with international partners to stop the threat early. Work is already under way to better understand the trafficking landscape in priority countries so that the UK can influence those countries to improve and strengthen their approach to tackling human trafficking.

9.22 Awareness of human trafficking and providing front-line staff with the tools needed to spot indicators of trafficking are extremely important. Various actions are being taken forward to include human trafficking in training packages to front-line staff. This includes awareness training for the police, healthcare staff, border and immigration officials, prosecutors, labour inspectors, and social workers. Additionally, for child victims, revised safeguarding guidance and a child trafficking toolkit are now available as aids. It is recognised that there are still gaps and more can be done to ensure that victims are identified as early as possible by front-line staff and subsequently offered the protection they deserve.

9.23 It is recognised that trafficking is by its nature a hidden crime and that NRM data provides a necessarily victim focussed snapshot of activity. To strengthen the UK's response to human trafficking overall data capture on victims and traffickers in the UK needs further improvement and will be a focus for the UK and the IDMG in the next 12 months.

9.24 As the ATMG report highlights, despite the NRM's limitations, victim identification has significantly improved since its introduction in 2009. The UK is committed to continuing work to bring as many victims as possible into the NRM. To do this we continue to raise awareness of trafficking with front-line agencies such as the police, local authorities and health services and look at how we can increase the number of organisations who are able to make direct referrals into the NRM. Working in partnership with the UKBA's decision-making audit team and the NRM Oversight Group we are also enhancing the way we identify victims of trafficking from those who are referred.

9.25 To improve coordination of anti-trafficking efforts in the UK, the role and remit of the Inter-Departmental Ministerial Group on Human Trafficking, have been amended. Attended by a range of Ministers from the four countries of the UK, the IDMG provides oversight of human trafficking work in the UK, as well as analysing and assessing trends in human trafficking. Through the Human Trafficking Strategy Board, which supports the IDMG in carrying out its functions, it will work with civil society organisations and produce an annual report on its assessment of human trafficking efforts in the UK. This report is the first of these annual reports.

9.26 To support the work programme on organised crime a number of Threat Reduction Boards (TRB) set up in England and Wales, late in 2011. The TRB on organised immigration crime focuses on the operational threats identified from intelligence and trend analysis and complements the work of the IDMG and the Strategy Board. The TRB is attended by a range of government agencies including the UK Human Trafficking Centre, the UK Border Agency, SOCA, and the Home Office and primarily supports coordinated operational activity.

Collaborative working and working with Non Governmental Organisations

9.27 The UK also recognises the importance of applying a multi-agency approach to tackling human trafficking and notes the important role of NGOs and Government Agencies. In recent months the UK has improved its approach to working on a multi-agency basis but recognises that improvements can still be made in how agencies work together and how data and intelligence can be analysed and shared.

9.28 The UK Government does not support any extension of the GLA's scope or remit, due to the unique features of the workers in the sectors that the GLA regulates. However, the UK has already begun looking into other ways of improving efforts against labour trafficking, by engaging further with agencies responsible for regulating employment and health and safety, and raising awareness amongst the private sector in those sectors not covered by the GLA. For example, as the ATMG report outlines, the Health and Safety Executive (HSE) currently has outreach workers who raise awareness within migrant communities about the health and safety protection workers can expect at work, and how to make complaints to the HSE. The Home Office is currently engaging with HSE to see what can be done to ensure human trafficking is incorporated into its future work to protect migrant workers. The Home Office has also made plans to engage further with the EAS Inspectorate and the private sector on the issue of labour exploitation and tackling demand.

9.29 In November 2011 five short-term theme-led NGO groups were established in England and Wales with the aim of supporting implementation of particular aspects of the UK Government's Human Trafficking Strategy. These groups were comprised of representatives from a range of Government departments and NGO groups and were focused on raising public awareness, international engagement, working with the private sector, child victims, and tackling demand.

9.30 To support wider engagement and improve coordination of the UK's efforts in combating human trafficking consideration is currently being given to the development of a more strategic group, comprising of government officials, NGOs, the police, the UKHTC and other key stakeholders. This group would help facilitate UK anti-trafficking efforts, through effective links with the IDMG.

9.31 The Department of Justice in Northern Ireland, in recognising that civil society organisations have an important role to play in tackling human trafficking, consulted earlier this year on how it can enhance its engagement with the NGO sector. The outcome of the consultation will be published in October 2012. The Department of Justice and the Department of Health, Social Services and Public Safety have jointly developed guidance for first responders working with adult victims of human trafficking. This has been developed in consultation with Amnesty International, the Law Centre and others.

9.32 Working collaboratively with NGOs, the police, the UKBA and other law enforcement agencies, both in the UK and internationally, can only strengthen and improve the UK's response to tackling human trafficking. The UK will continue to seek, establish and improve relationships with key agencies involved in the fight against those who seek to exploit others.

Working in Europe and internationally

9.33 The UK is the Driver, with Netherlands as co driver of an EU COSI working group targeting THB across the EUMS. Currently there are 19 EUMS and 5 other agencies participating in this 5 year programme. The group have drafted and are delivering an Operational Action Plan which has 8 strategic goals, which are designed to increase the amount of intelligence on THB held at Europol, to identify and rescue victims, and target traffickers of PVOT. Since January 2012 the intelligence has doubled and over 150 new THB operations have taken place across EUMS, with both victims rescued and traffickers arrested. The OAP will be revised this year and will then be in place until 2017.

9.34 The UK Government welcomes the EU Strategy towards the eradication of trafficking in human beings as it promotes greater cooperation between Member States on human trafficking and encourages increased engagement with key actors in the field. The five key aims also closely align with the key themes in the UK Government's human trafficking strategy.

Olympic and Paralympic Games

9.35 In the run up to the Olympic and Paralympic Games earlier this year the UK Government worked with a range of stakeholders, including law enforcement partners and the Mayor's Office for London, to monitor the potential threat of an increase in human trafficking on or around the Olympic Park area. Specific trafficking information was collated by the UKHTC on a borough by borough basis to monitor the numbers of potential victims identified and to monitor any potential increase in trafficking activity.

9.36 Additional resources were made available before, and during the period of the Games which could have been deployed had an emerging threat been identified. Although no specific threat was identified the UK Government still remains vigilant as the Olympic Games have only just ended and so any potential increase in human trafficking may not become evident for some time.

9.37 The Deputy Mayor for Policing and Crime and the Equality and Human Rights Commission launched the Human Trafficking and London 2012 Network in March 2010, which consisted of key statutory and voluntary sector partners, who worked together to prevent and respond to any potential increase in human trafficking ahead of the London 2012 Games.

9.38 The Network worked to identify and implement good practice examples on prevention, provide protection and support to victims, and provide appropriate support to help bring offenders to justice. The aim of the project was to leave a legacy of increased awareness of the issue of human trafficking, an improved response for victims, and a model of good practice in preventing human trafficking that could be shared with other major cities hosting future major sporting events. The Network is being independently evaluated and by November 2012 key findings will be made available. A full report on the Network will be published by early 2013.

9.39 The Network and its members have already produced or supported:

- material for training on trafficking for 2012 London Ambassadors. 8000 London Ambassadors were based at 53 sites around the capital at Games time to support visitors;
- information on trafficking and other forms of violence against women and girls, which were included in athletes packs;
- trafficking hotline numbers and posters to all hospitals and citizens advice bureaux in the London region;
- leaflets which will be shared as part of a pilot scheme in six UK ports, including Stansted;
- training to be delivered to international flight carriers including British Airways; and
- awareness-raising material which was distributed during the Summer of 2012 to members of the public throughout a wide range of channels, from hotel rooms to minicabs.

Commonwealth Games

9.40 The Scottish Government worked closely with the police and other law enforcement agencies on security planning for the London 2012 Olympics and will continue to do so in the run up to the

Glasgow 2014 Commonwealth Games. This includes issues which might arise not just during Games time but during the build programme. Intelligence gathering mechanisms are in place and being monitored continually.

9.41 The Security Directorate, chaired by Strathclyde Police, brings together the key agencies involved in the planning and delivery of the 2014 Games security. It has operational responsibility for security and coordinating inputs from the agencies represented. The Games Security Committee, chaired by the Scottish Government, provides the overall consideration of security matters and includes Strathclyde Police representation.

9.42 Lessons learned during the planning and staging of the Olympics will be shared and taken into account for the Commonwealth Games.

ACTION

Coordinating prevention activities – exploring further opportunities to engage with source countries to prevent people from becoming victims and to seek to raise awareness and reduce demand in the UK.

Chapter 10: Conclusion

SUMMARY

Tackling human trafficking in all its forms is vital and the UK is committed to continually shaping and tailoring its response to mitigate the threat. Although the UK has already achieved significant progress in the fight against trafficking, it recognises that any response must be able to quickly adapt and evolve to keep pace with the traffickers. Three key areas have been identified where further concerted effort is needed to improve and strengthen the UK's approach: data capture and intelligence sharing, training and awareness raising for front-line professionals, and coordinating prevention activities. The UK is not complacent about the efforts required to stop people from being trafficked for exploitation or punishing the perpetrators and will continue to work collaboratively with stakeholders and key agencies as well as supporting source countries in tackling the issues that fuel the demand for human trafficking.

10.1 Recognising the importance of tackling human trafficking in all its forms, the UK is committed to continually shaping and tailoring its response to reduce the threat. Although the UK has already achieved significant progress in the fight against trafficking it recognises that any response must be able to adapt and evolve to keep pace with the traffickers. The UK is not complacent about efforts required to stop people from being exploited or punishing the perpetrators and will continue to work collaboratively with stakeholders and key agencies.

10.2 Human trafficking is an international crime that requires an international response. That is why the UK is working with its international partners at a strategic and operational level to develop a coordinated and consistent approach to targeting traffickers, using shared resource and intelligence. Collaborative working between key law enforcement agencies in the UK and law enforcement agencies in Europe and further afield has supported successful prosecutions and convictions of trafficking perpetrators. However, work to support key source countries in tackling the issues that fuel human trafficking remains a challenging, but integral part of the UK Government's strategy.

10.3 In the UK the changing policing landscape will better support the operational response to trafficking, in particular the establishment of the National Crime Agency and, in Scotland, a Specialist Crime Division, as part of the establishment of one police force there. These changes will provide the right platform for improved intelligence sharing and coordination of operational activity to target and disrupt trafficking activity. Further information on the changes can be found below.

The National Crime Agency

10.4 From the end of 2013, the NCA will have a key role in building on the existing arrangements for tackling human trafficking. It will use its enhanced crime-fighting and intelligence capabilities to target the criminal gangs involved in perpetrating this crime, wherever they are.

10.5 The NCA will be a highly visible new agency of operational crime fighters. It will lead the UK's fight against serious, organised and complex crime, provide a new focus on economic crime, strengthen policing at the border and ensure local police forces are linked up to work nationally and overseas. For the first time, a single agency will hold a complete intelligence picture of the threat from serious, organised and complex crime and have the authority to lead and task the law enforcement response.

10.6 Both CEOP and the UK Human Trafficking Centre (UKHTC) will be moving into the National Crime Agency (NCA) as part of the transfer of the Serious Organised Crime Agency, as well as the National Missing Persons Bureau.

10.7 Working across the Agency's internal structures (including the new NCA Border Policing Command, CEOP and the UKHTC) and with external partners such as the UK Border Force, the NCA will help identify trafficked adults and children who are being brought into the UK, and ensure that appropriate action is taken to protect them and to disrupt the activities of those involved in human trafficking.

10.8 For example, led by the Border Policing Command, the NCA will take the lead in making the border more secure by strengthening national security and cracking down on the trafficking of people as well as weapons and drugs. It will do this by:

- setting the crime fighting and border security priorities to tackle the highest risks;
- leading the response and building relationships with partners to spot opportunities; and
- developing new law enforcement and security capabilities to address any border vulnerabilities.

10.9 Importantly, the NCA's intelligence hub will have access to the full range of serious and organised crime-related intelligence, which it will analyse and assess to gain the definitive national intelligence picture and a consolidated and prioritised view of those causing harm to the UK. It will therefore be well-placed to build a richer picture of the trafficking of adults and children to inform operational, tactical and strategic decision-making on the most appropriate response. The NCA will have the authority to task and coordinate the national response to threats such as trafficking across the whole of law enforcement – ensuring the most effective activity is carried out by the right agency.

10.10 The arrangements for the NCA will take account of the policing structures in Scotland and Northern Ireland. The NCA will work closely with policing partners in Scotland and Northern Ireland, including on human trafficking, to support the collective response to tackling trafficking across the UK.

Police and Crime Commissioners

10.11 On 15 November 2012 the public, in England and Wales, will directly elect their Police and Crime Commissioner (PCC) for their police force area. Each PCC will be responsible for setting the policing and crime reduction priorities for that police force area and will have the power to hold the Chief Constable to account for delivering those priorities. The PCC will have a strong public mandate to respond to local policing and crime issues as well as national strategic policing priorities. The Home

Office is working with a range of partners to ensure that PCCs understand the issue of human trafficking and how they can tackle it.

Implementing a single police service in Scotland

10.12 The creation, on 1 April 2013, of a single Police Service of Scotland will provide further opportunities to build on the current work on trafficking in human beings in Scotland. One aspect of the new Police Service of Scotland is the proposal for the establishment of a Specialist Crime Division, which is intended to centralise data collection and provide a single point of contact for many national law enforcement agencies across the UK, Europe and further afield, thus enhancing the exchange of information and intelligence.

10.13 It is anticipated that the intelligence unit of the Specialist Crime Division will be located at a new Scottish Crime Campus which will see the co-location of other key national law enforcement organisations. The Scottish Crime Campus will act as the key liaison and exchange hub for Scotland with the National Crime Agency and Organised Crime Coordination Centre.

10.14 ACPOS maintains professional links with ACPO across a number of areas including the Threat Reduction Board for Organised Immigration Crime and now provides representation on the NRM Oversight Group.

Future data and Intelligence

10.15 The UKHTC, in compiling its 2011 baseline assessment, has gathered data from a range of sources to improve the overall picture and its understanding of human trafficking. These additional data sources, from the police, NGOs, and other key partners, are an important addition to the information and data collected by UKHTC through the NRM, and it is hoped that this can be continued in future years. The effective collation of data will be a key requirement for the UKHTC.

10.16 Scottish policing is currently in dialogue with relevant NGOs and support agencies to discuss the creation of Information Sharing Protocols. This work is being led by the Human Trafficking Desk at the SICU. Those partners with whom it is intended to set up protocols for sharing information include TARA, Migrant Helpline and the Scottish Refugee Council. The aim of this work is to enable meaningful information exchange between law enforcement and support agencies which, whilst safeguarding victims and complying with data protection requirements, can provide law enforcement with meaningful data which can potentially be transferred onto the police Scottish Intelligence Database (SID), assessed and used to build a richer picture of actionable intelligence for use by law enforcement in tackling human trafficking.

10.17 In Scotland there is also a memorandum of understanding in place between the Gangmasters Licensing Authority and ACPOS which enables relevant data and intelligence to be shared between the GLA, the eight Scottish Police forces and the SCDEA.

Next steps

10.18 This report highlights the effective work already under way in the UK to fight human trafficking. However the UK recognises that the response to human trafficking needs to reflect the threat. Traffickers are continually changing their methods and routes to evade capture and the UK must be alive to this. In assessing and analysing the recent efforts of the UK it is clear that there are several areas, linked to the UK Government's human trafficking strategy, where further concerted effort is needed to improve and strengthen the UK's approach. These include data capture and intelligence sharing, training

and awareness raising for front-line professionals, and coordinating prevention activities. These areas will be progressed in line with the UK Government's Strategy in consultation with NGOs and other key stakeholders.

10.19 This report is the first assessment by the IDMG on the analysis and trends of human trafficking in the UK and its efforts to combat it. Production of future reports by the IDMG, in its capacity as the UK's equivalent national rapporteur function, will be guided by the EU Commission.

Acronyms and Abbreviations

ACPO	Association of Chief Police Officers
ACPOS	Association of Chief Police Officers in Scotland
AGS	An Garda Siochana
ATMG	Anti-Trafficking Monitoring Group
CEOP	Child Exploitation On-line Protection Centre
COPFS	Crown Office and Procurator Fiscal Service
COSLA	Convention of Scottish Local Authorities
CPS	Crown Prosecution Service
CSE	Child Sexual Exploitation
CTAC	Child Trafficking Advice Centre
CTAIL	Child Trafficking Advice and Information Line
CTIF	Child Trafficking Information Forum
DfE	Department for Education
DfID	Department for International Development
DHSSPS	Department of Health, Social Services and Public Safety
DOJ	Department of Justice
EEA	European Economic Area
EHRC	Equality and Human Rights Commission
FCO	Foreign and Commonwealth Office
GCSS	Glasgow Community and Safety Services
GLA	Gangmasters Licensing Authority
GRETA	Group of Experts on Trafficking in Human Beings
HMRC	Her Majesty's Revenue and Customs
IDMG	Inter-Departmental Ministerial Group
ILO	International Labour Organization
IRO	Independent Reviewing Officer

MARS	Multi-agency Resource Services
MOJ	Ministry of Justice
MPS	Metropolitan Police Service
NAPTIP	Nigerian Agency in Prevention of Trafficking in Persons
NCA	National Crime Agency
NCALT	National Centre for Applied Learning Technologies
NGO	Non-Governmental Organisation
NRM	National Referral Mechanism
NSCU	National Sexual Crimes Unit
NSPCC	National Society for the Prevention of Cruelty to Children
OCG	Organised Crime Group
OCGM	Organised Crime Group Mapping
OCTF	Organised Crime Task Force
OSCE	Organization for Security and Cooperation in Europe
PCC	Police and Crime Commissioner
PINS	Police Information Net for Scotland
POLKA	Police On-Line Knowledge Area
PPS	Public Prosecution Service
PSNI	Police Service of Northern Ireland
RALON	Risk and Liaison Overseas Network
SBNI	Safeguarding Board for Northern Ireland
SCDEA	Scottish Crime and Drug Enforcement Agency
SCRA	Scottish Children's Reporter Administration
SICU	Scottish Intelligence Coordination Unit
SID	Scottish Intelligence Database
SOCA	Serious and Organised Crime Agency
SOCG	Serious Organised Crime Group
SOCGM	Serious Organised Crime Group Mapping
SOCT	Serious Organised Crime Taskforce
SPOC	Single Point of Contact
SPP	Supreme People's Procuracy
TARA	Trafficking Awareness Raising Alliance
TIP	Trafficking in Persons
TRB	Threat Reduction Board
TSA	The Salvation Army
UKHTC	UK Human Trafficking Centre

Annex A: UK Government human trafficking strategy progress UPDATE

Our response to combating human trafficking

The Government recognises the importance of engaging with the private sector to raise awareness amongst key sectors and supporting initiatives to improve corporate social responsibility towards eradicating human trafficking. A conscientious public, with an increased awareness and understanding, is also a key part of identifying potential victims, disrupting harmful activity, and raising awareness at a local level.

- Working with the private sector:
 - A human trafficking training and referral package for cabin crew has been developed and delivered by Virgin Atlantic and Thomas Cook. Other UK based airlines have been approached to encourage wider industry sign up and discussions are continuing.
 - Further plans are being progressed to engage with key industries to raise their awareness of the potential for human trafficking to occur in their business.
- Raising public awareness:
 - In July 2012, the Gangmasters Licensing Authority (GLA) and ASDA ran an awareness raising event in selected ASDA supermarket branches with a high concentration of foreign workers in agriculture and food processing regarding labour exploitation and the work of the GLA in preventing and disrupting it.
 - The Home Office, along with the Department for Communities and Local Government (DCLG), is supporting the charity Stop The Traffik on a campaign to raise awareness of human trafficking amongst taxi drivers. A number of local authorities are now actively involved.
 - Border Force has ongoing public awareness poster campaigns running at a number of UK ports.

Improved victim identification and care

The Government is working to ensure that the National Referral Mechanism is efficient and that front-line professionals have the right understanding and tools in place to actively identify and support potential victims. The Government is also committed to ensuring that adult victim care arrangements are in place and effective.

- The breadth of organisations that can refer victims to the National Referral Mechanism (NRM) has been expanded. NRM forms have also been updated to capture port and method of entry details

so high risk routes can be identified. There are ongoing actions to further improve awareness and understanding of the NRM amongst front-line agencies.

- Actions have been taken forward to improve the awareness of front-line professionals to better identify, support and protect potential victims, whilst recognising further improvement is still required. A few key examples of actions are outlined below:
 - In England and Wales over 15,000 police staff have completed the National Centre for Applied Learning Technologies (NCALT) e-learning package on human trafficking.
 - The Department of Health (DH) is working in collaboration with the charity Platform 51 to develop a toolkit for health professionals in England, with the aim of improving the health service response to victims of human trafficking.
 - UK Border Agency (UKBA) Asylum Screening Unit (ASU) officers have received updated training in identifying vulnerable applicants, including potential victims of human trafficking. An ASU Anti-Human Trafficking Champion has been appointed to further raise awareness in the ASU.
- Since July 2011, the Salvation Army (TSA) has been the prime contractor responsible for overseeing and co-ordinating the provision of care for adult victims of human trafficking in England and Wales. The purpose of the contract is to provide physical, emotional and practical support to victims based on their individual needs. The contract with TSA is jointly funded by the MoJ and the Home Office. In order to monitor delivery of victim care, three quarterly contract review meetings took place in December 2011, April 2012, and September 2012.

Enhancing our ability to act early

Working upstream and engaging at an international level is a key part of preventing people from becoming victims. The Government and relevant agencies are working on raising awareness at the source, providing support to tackle root causes and improve criminal justice systems in priority countries, and sharing key intelligence.

- A number of activities at an EU and international level have been progressed:
 - The Crown Prosecution Service (CPS) International team works in priority countries, where weak criminal justice mechanisms make it easier to traffic and profit, to improve their criminal justice response to traffickers at source. Work includes identification of weaknesses, improving criminal justice engagement with agencies, capacity building and training judges, prosecutors and investigators. The CPS is currently working with Dutch investigators and prosecutors on a 3 year project in Nigeria to support the National Agency for Prohibition of Traffic in Persons and Other related Matters (NAPTIP).
 - The Foreign and Commonwealth Office (FCO) have written to priority country posts to scope what they are doing with regard to trafficking and have ensured that human trafficking is included in FCO country business plans.
 - The Department for International Development (DFID) works to tackle the underlying factors which put people at risk of becoming victims of human trafficking, such as poverty, lack of education, lack of economic opportunities, vulnerability to economic shocks and social exclusion. DFID is supporting a new regional anti-trafficking project in South Asia, focusing especially on labour migration of women and girls into the garment and domestic work sectors in India, Bangladesh and Nepal. DFID also supports the projects 'Challenging Descent-Based Slavery in West Africa' and 'Slavery and Child Labour: Governance and Social Responsibility', both run by Anti-Slavery International.

- The United Kingdom Human Trafficking Centre (UKHTC) has established intelligence links with Europol and all intelligence is routinely shared. In the first quarter of 2012, the UK was the number one contributor in terms of volume and consistently highest in terms of quality of intelligence.
- In March 2012, the UKHTC (with Anti-Slavery International) visited the Czech Republic, an analysis of data from the NRM was presented to the National Police, British Embassy, Ministry of Interior and a prominent NGO (La Strada). This has influenced prevention activity.

Smarter action at the border

The border is a key point where effective action can act to prevent human trafficking, especially through the identification of potential victims arriving in the UK. The Government is working on enhancing the information available to front-line staff and at airports.

- UK Border Force:
 - Victim profiles have been developed in collaboration for Frontex and disseminated to Border Force staff.
 - Human trafficking intelligence referral map and guidance has been embedded within Border Force operational guidance and issued to all Border Force staff.
- During August and September 2012 a selection of UK airports handed out, on a trial basis, Anti Slavery International (ASI) working in the UK rights and labour trafficking awareness leaflets in some specific Central and Eastern European languages.

More coordination of our law enforcement efforts in the UK

Coordinating UK law enforcements efforts will help to increase the likelihood of arrest, prosecution and conviction of traffickers. The police play a vital role in identifying and dealing with potential victims of trafficking and so the UK is committed to ensuring that the police, along with other law enforcement agencies, have the awareness and understanding to deal with victims responsively and sensitively.

- Within each police region throughout the UK a responsible senior police officer for human trafficking has been identified, with the intention of a network of single points of contact (SPOC) being identified within each force.
- Guidance and Training:
 - A Police Online Knowledge Area (POLKA) community has been set up for all law enforcement agencies, in England and Wales. This is a web-based 'one stop shop' for guidance, training and policies on human trafficking as well as the ability to share best practice.
 - CPS – Updated legal guidance to prosecutors published in June 2011 providing greater clarity and the steps to be taken where the suspect might be a trafficked victim. It encourages a multi-agency co-operative approach.
- In London, the Trafficking and Prostitution Unit within the MPS SC&O9 is engaged with other European countries in a number of Joint Investigation Teams (JITs), currently with Poland and Bulgaria. They are reaping the benefits of positive engagement with NGOs in that they are receiving referrals and intelligence. Following the success of a JIT with the UK and Romanian police, the UK has signed a new cooperation agreement with Romania to fight human trafficking.

- A report on the review of current UK legislation on human trafficking was published on the Home Office website in June 2012. The review found no evidence that current human trafficking legislation is inadequate.

Child victims of human trafficking

The UK recognises the particular vulnerabilities of child trafficking victims and is committed to tackling child trafficking and providing victims with the care and support they need and deserve. This includes working with a range of stakeholders to reduce the potential for child trafficking victims to go missing. In addition to the measures in the strategy which will benefit both adults and children and progress on other areas detailed in Chapter 6 of this report, key achievements include:

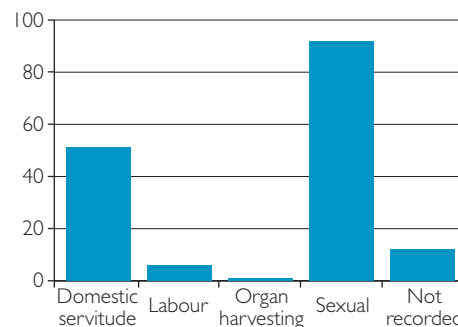
- Guidance for front-line professionals:
 - The Child Trafficking Advice Centre (CTAC formerly CTAIL) at the National Society for the Prevention of Cruelty to Children (NSPCC) have published a joint Home Office and NSPCC NRM package online. This package highlights the child trafficking toolkit, developed by the London Safeguarding Children Board.
 - The Department for Education (DFE) and Home Office published the joint guidance 'Working together to safeguard children who may have been trafficked' in October 2011.
- Missing trafficked children:
 - In December 2011, the UK Government published a new cross-Government strategy, on missing children and adults, for England and Wales. This strategy outlines strategic objectives for all partners to work to protect missing children and adults and their families.
 - Methods adopted by local areas such as Hillingdon and Hertfordshire have also been promoted to other local authorities to encourage them to adopt good practice.
 - The recording and investigation of missing trafficked children is covered in the Child Exploitation and Online Protection Centres' (CEOP) professional development training.
- Raising awareness overseas:
 - The Home Office has supported the launch of a short DVD by CTAC to raise awareness of child trafficking, especially amongst front-line professionals. The NSPCC are seeking to use the film in priority source countries, particularly Vietnam, Nigeria and Romania.
 - CEOP has shared details of its International Child Protection Network (ICPN) so that NGOs in various countries can assist in joint initiatives. Through the use of the ICPN, CEOP has distributed the video, Mai and Tam, a prevention message aimed at children and families in South East Asian countries. CEOP has also trained front-line professionals to be able to deliver this as part of an education programme.

Annex B: Country Case Studies

Nigeria

National Referral Mechanism (NRM) Referrals in 2011

Exploitation type	Female		Male	
	Adult	Child	Adult	Child
Domestic servitude	32	14	3	2
Labour	3	1	1	1
Organ harvesting	1	0		
Sexual	76	16		
Not recorded	3	5		4
Total	115	36	4	7



Key Facts:

- 162 potential victims from Nigeria were referred into the NRM in 2011. The NRM receives the greatest number of referrals from Nigeria.
- Victims are primarily females who are exploited in the sex industry. They may also be trafficked for domestic servitude.
- In almost half of the total cases of child domestic servitude and sexual exploitation referred to the NRM the referral takes place once the victim has reached adulthood.
- Most victims come from the southern states in Nigeria and fly directly to the UK.
- Victims are often subject to Ju-Ju/Voodoo rituals to increase control over them.
- Many victims are transited through the UK and on to other European destinations.

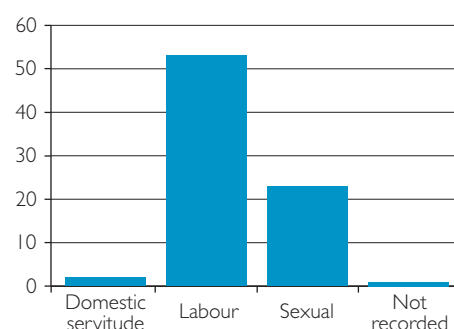
Key Actions:

- The UK and Nigeria signed a Memorandum of Understanding on Cooperation to Prevent, Suppress and Punish Trafficking in Persons in 2004.
- Starting in November 2012, the CPS will participate in a 3 year programme with the Netherlands and Nigeria cooperating on trafficking cases to assist in investigation and case building.
- In July 2012, the Home Office supported the launch of a short DVD by the Child Trafficking Advice Centre (CTAC) at the NSPCC to raise awareness of child trafficking. This film will be used in source countries, including Nigeria.
- In August, the UKBA Risk and Liaison Overseas Network (RALON) provided intelligence to the Italian police contributing to the arrest of a male suspected of planning to bring girls into Italy and on to the UK. RALON are sharing further intelligence and building an investigation with SOCA as he is suspected of previously trafficking ten more Nigerian nationals. The trafficker arrested in the specific case is thought to be operating as part of an organised trafficking route from West Africa to Western Europe via the UK.
- In August the FCO and the Home Office held a teleconference with Nigerian counterparts to discuss human trafficking and how it can be tackled collectively.

Romania

National Referral Mechanism (NRM) Referrals in 2011

Exploitation type	Female		Male	
	Adult	Child	Adult	Child
Domestic servitude	2			
Labour	6	8	32	7
Organ harvesting				
Sexual	17	6		
Not recorded			1	
Total	25	14	33	7



Key Facts:

- 79 potential victims from Romania were referred into the NRM in 2011. This is the greatest number of referrals into the NRM from a European country.
- Victims are primarily males exploited for their labour and females who are exploited in the sex industry.
- Many of the victims come from Northern and more rural parts of Romania.
- Victims arrive in the UK via commercial bus or mini bus services, although increasing numbers are using budget airline services direct to the UK.
- The greatest number of Organised Crime Groups (OCGs) involved in the exploitation of people for profit are reported to be from Romania.
- The UKHTC Baseline Assessment 2012 indicates that Romanian victims may be more prevalent than the NRM data alone suggests.

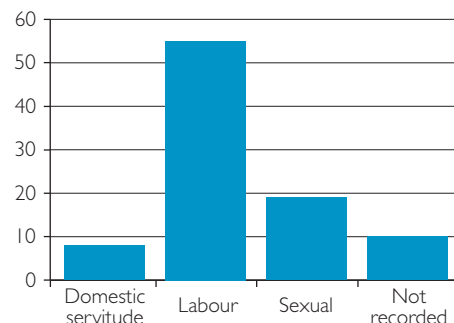
Key Actions:

- The UK has recently signed a new cooperation agreement with the Romanians to fight trafficking following a number of successful joint operations, including Operation Golf in 2008.
- During Summer 2012 the Metropolitan Police worked with Romanian officers in London to combat trafficking linked to Romanian nationals.
- In October 2012 the British Embassy Bucharest and the International Organization for Migration organised a conference “Modern Slavery: The Impact of Labour Trafficking in Europe”, on labour trafficking.

Vietnam

National Referral Mechanism (NRM) Referrals in 2011

Exploitation type	Female		Male	
	Adult	Child	Adult	Child
Domestic servitude	2	2	1	3
Labour	2	7	5	41
Organ harvesting				
Sexual	12	6	1	
Not recorded		2	1	7
Total	16	17	8	51



Key Facts:

- 92 potential victims from Vietnam were referred into the NRM in 2011.
- Victims are primarily young males exploited for their labour and also females who are exploited in the sex industry.
- Intelligence suggests many of the victims come from the Central and Northern provinces in Vietnam.
- Victims travel through Russia or Eastern Europe on their way to the UK, often arriving by clandestine means.
- Debt bondage, withholding of identity and travel documents, and threats of deportation are commonly used to intimidate victims.
- Criminal exploitation of Vietnamese boys in cannabis farms has also featured in NRM data and the UKHTC Baseline Assessment 2012.

Key Actions:

- The Foreign and Commonwealth Office (FCO) supports Vietnamese government activity on anti-trafficking and UK Ministers encouraged Vietnam to ratify the UN Convention Against Transnational Organised Crime and the Palermo Protocol on human trafficking.
- The Crown Prosecution Service (CPS) regularly liaises with Vietnam's Supreme People's Procuracy (SPP) to improve cooperation between the authorities and exchange of information and evidence.
- The Serious and Organised Crime Agency (SOCA) and the UK Border Agency (UKBA) have staff based in Vietnam to enhance the ability of the UK to work directly with partners.



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