



# Update to the UK Action Plan on Tackling Human Trafficking

October 2009

## **CONTENT**

Foreword	2
Preface	3
Chapter 1: Prevention	4-9
Chapter 2: Investigation, law enforcement and prosecution	10-18
Chapter 3: Protection and assistance to adult victims	19-25
Chapter 4: Child victims	26-31
Annex A: Table of Actions 2009	32-45
Annex B: Progress against actions 2008	46-53
Annex C: Regulatory Impact Assessment	54
Annex D: Equality Impact Assessment	55-58

**FOREWORD BY THE HOME SECRETARY, ALAN JOHNSON MP  
AND THE  
SCOTTISH CABINET SECRETARY FOR JUSTICE KENNY MacASKILL  
MSP**

Human trafficking is a horrendous crime. It reduces people to commodities to be exploited for the profit of organised criminal gangs. Our Action Plan update underlines our commitment to ensuring the UK becomes a hostile territory for traffickers and where victims are protected. As human trafficking is a cross-border crime, it is fitting that this year's Action Plan update is published to coincide with EU Anti-Trafficking day. This marks our determination to work with our key international partners to combat trafficking more effectively.

We have made significant progress over the last year in all key areas of the strategy: prevention, enforcement, investigation and prosecution, support for adult victims and child trafficking. Particularly noteworthy was our ratification in December 2008 of the Council of Europe Convention on Trafficking in Human Beings. This represents an important milestone in our fight against trafficking. As a result of the Convention, we have enhanced our victim care provisions. We have introduced the right to a recovery and reflection period along with the possibility of an extendable one-year residence permit dependent on individual circumstances. Both these measures exceed the minimum requirements of the Convention.

We continue to make good progress in improving our legislation, increasing prosecutions and taking tougher enforcement action against traffickers. Over the last year we have worked particularly hard to address labour trafficking - through dedicated operations, and child trafficking - through a new assessment of its scale and targeted action at ports that has reduced the numbers of children, who may be trafficked, who go missing. These achievements represent the hard work and dedication of our key enforcement agencies across the UK, particularly the UK Human Trafficking Centre.

But we must go further. We must ensure that we continue to build on our existing work and also prepare for future challenges. This is why we are proposing a range of new actions across each of the areas. We are re-doubling our efforts on prevention and are working on new estimates of trafficking for sexual exploitation. We will also work more closely with local partners to ensure awareness messages are better disseminated to communities. On child trafficking we are determined to do more to address the problem of potentially trafficked children going missing, as part of a wider coordinated approach to missing persons agreed by the Prime Minister in July. This approach has begun with our work to establish a taskforce on missing persons. Where there are specific challenges on trafficking, such as the Olympic Games in London and the Commonwealth Games in Glasgow, we have put in place measures to respond to any increase in the threat and are keeping the situation under regular review.

This plan provides a solid basis for our continuing work to make the UK a hostile place for those who trade in and enslave human beings.

## PREFACE

In order to provide a more strategic approach to the development of holistic objectives, a number of actions from the previous Action Plan have been amalgamated. For example, in chapter 3 rather than having different actions for developing guidance for frontline staff and raising awareness amongst specific agencies, only one action now highlights the overarching strategic aim of disseminating information on adult victims of trafficking. Specific deliverables within each action now detail what will be achieved and who will be held accountable for each strand of work.

Annex A to this document details the actions, responsible parties and deadlines, where applicable for each action point. Annex B lists the relevant action points from last year's Update and cross references them where applicable to those listed in Annex A. (Where a particular project or element of the work has been completed but there is a need to develop or review such work this is indicated in Annex B as both completed but also with a cross reference to the relevant action from this year's update.) Annex B does not contain references to completed actions from the 2008 Update .

As a result of developing a more streamlined approach, there are now 38 actions within the Plan Update; including monitoring and evaluating the National Referral Mechanism, producing a scoping study on labour trafficking and ensuring the UK is prepared for the possible threat of trafficking around the Olympic Games in 2012. All other new strands of work have been incorporated as deliverables within existing amalgamated actions brigaded under key objectives for each chapter.

To this end we have introduced 10 new actions in this plan to refresh existing actions, to embed existing practice and to face new challenges such as the potential threat of an increase in human trafficking around the staging of the 2012 Olympic Games. Many of the actions in last years Plan have been completed or necessarily involve on-going work. We have therefore introduced a more streamlined approach to the actions listed in the tables to this Plan which has allowed them to be more clearly brigaded under the strategic objectives listed at Annex A.

## **CHAPTER 1**

### **PREVENTION OF TRAFFICKING**

Helping ensure people do not fall prey to exploitation at the hands of traffickers in the first place remains a key component of our overall victim-centred strategy on combating human trafficking. Our main areas of focus are: understanding the nature and scale of trafficking, reducing supply by preventing trafficking at source, and reducing demand at home. We have made considerable progress but are looking to improve our efforts over the next year with key partners including the UK Human Trafficking Centre (UKHTC) and UK Border Agency (UKBA). Over the last year we have achieved the following:

- collected, analysed and published victim data from the National Referral Mechanism since its launch in April 2009;
- utilised data and intelligence from enforcement operations to gain a better understanding of all forms of trafficking including that for sex and labour exploitation;
- improved our understanding of child trafficking through a strategic threat assessment by the Child Exploitation and Online Protection agency (CEOP) and related work led by UKHTC;
- continued to support projects to raise awareness and combat trafficking and its root causes in key source and transit areas such as Thailand and the Greater Mekong sub region through the Serious Organised Crime Agency (SOCA), UKHTC and UK posts abroad;
- published findings in November 2008 of a review of what more can be done to tackle the demand for prostitution in November 2008; and
- undertaken Blue Blindfold awareness campaigns in Westminster, Nottingham, Leeds and Bristol, as well as with international partners including the UN Office for Drugs and Crime (UNODC).

#### **Understanding the nature and scale of trafficking**

Understanding the nature and scale of human trafficking is key to the development of effective prevention initiatives. Updating and improving our knowledge in this area is an ongoing process. The multi-agency UK Threat Assessment, the National Intelligence Requirement and the Control Strategy are all established frameworks that update knowledge and reinforce the importance of intelligence sharing between the relevant agencies such as UKHTC, Association of Chief Police Officers (ACPO), Association of Chief Police Officers in Scotland, UKBA, SOCA, Scottish Crime and Drugs Enforcement Agency (SCDEA) and CEOP.

One of the key developments that will feed into such processes is the National Referral Mechanism (NRM), set up as part of our ratification of the Council of Europe Convention on Trafficking Against Human Beings. The NRM is a multi-agency framework that allows us to systematically identify victims of trafficking and refer them to support where necessary. Details on this are contained at pages 21 and 22 in Chapter 3 of the Plan. Statistical information on all individuals referred through the NRM is collated by the UKHTC, in line with its role as a central repository for the collection of data on all forms of human trafficking. This means for the first time we can identify the number of victims of human trafficking being identified in the UK. The data is published on a quarterly basis by the UKHTC. Although the NRM is in its early stages, the information is already proving valuable in enriching the picture of human trafficking in the UK by helping us to determine trends and important details including exploitation type, victim nationality, and referral agency.

Enforcement operations provide a valuable opportunity to improve our knowledge about different types of trafficking and how they are evolving. The results of Operation Pentameter 2, (a police-led multi-agency initiative aimed at combating trafficking for sexual exploitation, mounted in 2007/8) have improved our knowledge of trafficking for sexual exploitation. A statistical report of Pentameter 2 has been published by the UKHTC.

We have furthered our understanding of labour trafficking and are developing knowledge on domestic servitude. Between May and September 2008 UKBA led Operation Tolerance, a multi-agency pilot on trafficking for forced labour. Whilst the picture of trafficking for forced labour is still partial, these operations are helping us gain a better understanding of the nature of the problem. For example, we know that many labour trafficking victims are EEA nationals who are exploited in the agricultural sector, and that often there is an overlap between trafficking for forced labour and labour exploitation (which alone does not constitute trafficking).

On child trafficking, a strategic threat assessment by CEOP was published in April 2009. It estimated that 325 potential child victims of trafficking were in the UK over a 12 month period. This built on data from the initial scoping study carried out in 2007 in which the cases of 330 children and young persons were examined. Both assessments gathered data from front line agencies across the UK and NGOs. The assessments presented various profiles of child trafficking in the UK including information about backgrounds, routes and types of exploitation. This has helped to improve the overall awareness and understanding of child trafficking, which in turn has supported the safeguarding and police response to the problem. The results are broadly consistent with intelligence from key agencies including SOCA and SCDEA.

### **Supply reduction – preventing trafficking at source**

Addressing human trafficking at its source is central to tackling the problem effectively. We have worked in particular with the Department for International Development (DFID), the Foreign and Commonwealth Office (FCO) and SOCA to support a number of initiatives which aim to tackle trafficking at source. This

work has four components: awareness raising measures which highlight the dangers of trafficking, work designed to build capacity in source and transit countries to deal with organised immigration crime, working with the EU and intra-governmentally to combat trafficking and actions to address the factors that make poor people vulnerable to trafficking. .

UK posts abroad have contributed to raising awareness internationally about trafficking. This is complemented by the work undertaken by the UKHTC in developing the Blue Blindfold brand, which has been used by a number of partner countries and is supported by UNODC in conjunction with its Blue Heart campaign.

CPS have undertaken capacity building in a number of jurisdictions by helping to improve the investigation and prosecution of offences. To date this has primarily focussed on the Caribbean, West Africa, China and Afghanistan with CPS prosecutors also recently appointed to work in Sierra Leone and Ghana to continue this work. Additionally, as part of the ongoing project with criminal justice partners in Holland to combat trafficking in Nigeria, prosecutors have delivered training to Nigerian judges, prosecutors and investigators to improve their response to human trafficking.

The UK has been working with partners to strengthen the international response to trafficking, especially at EU level. We are currently negotiating a revised Framework Decision on Human Trafficking; we have played a key role in preparing for the first experimental thematic Schengen evaluation of trafficking (currently under way in Belgium and France); have supported the development of ideas proposed by the current Swedish EU presidency on improving the EU's external dimension on combating trafficking; and made proposals for the inclusion of the need to combat human trafficking as part of the organised crime agenda of the emerging Stockholm Programme, which will determine the EU's Justice and Home Affairs priorities.

DFID works in 150 countries and plays a key role in preventing trafficking at source as part of its work in combating poverty and social injustice through long-term development programmes. This approach makes an important contribution to tackling the underlying reasons why people may be vulnerable to exploitation. DFID has supported programmes that are specifically focused on preventing trafficking. Under the Civil Society Challenge Fund, DFID is currently supporting an anti child-trafficking project in Malawi run by the Salvation Army and a project to reduce the vulnerability of migrant women workers in the Tak province in Thailand.

### **Reducing demand**

Reducing the demand for trafficking is important in furthering prevention. As part of our effort to combat human trafficking for sexual exploitation it is necessary also to tackle the demand for exploitative forms of prostitution which helps create the demand for trafficking. We conducted a review which considered the different approaches to tackling exploitative prostitution. Its findings were published in November 2008 as *Tackling the Demand for*

*Prostitution: a Review.* This review made a number of recommendations, including the introduction of a new offence to target those that pay for sex with individuals who have been coerced into prostitution.

Accordingly, we have included a strict liability offence in the Policing and Crime Bill which makes it an offence in England and Wales to pay for sex with someone who has been subject to exploitative conduct of a kind likely to induce or encourage the provision of sexual services. This will help deter people who would pay for sex with those who have been forced, coerced, threatened or deceived into providing sexual services and thereby contribute to a reduction in the demand for exploitative prostitution.

The introduction of the offence will be supported by a publicity campaign aimed at those who pay for sex, to inform them of the new offence and to raise their awareness of trafficking for sexual exploitation.

The Bill will also introduce another recommendation of the Tackling Demand Review, by introducing closure orders which will allow police to apply to courts to close down premises associated with certain prostitution and pornography related offences.

In Scotland the Sexual Offences (Scotland) Act 2009 contains an offence of sexual coercion which enables police and prosecutors to target traffickers who knowingly force or coerce someone else to engage in sexual activity. The Act also makes clear that sex is unlawful where the victim agrees or submits to sex because of violence or the threat of it, or where the victim has been unlawfully detained by the accused.

Raising awareness about human trafficking is another way of reducing demand. We have continued to utilise the Blue Blindfold brand, developed by the UKHTC. The brand was used in separate campaigns in Westminster and Nottingham in May 2008, and in Leeds and Bristol during April and May 2009. The campaign sought to raise awareness of trafficking as an issue relevant to people in their local communities; that it extends beyond the sex trade and that young women are not the only victims; it encourages people to report any suspicions about trafficking to Crimestoppers or the police; and it sign-posts people to the Blue Blindfold site where more information is available. The use of Crimestoppers has proved successful with 6.7% of intelligence on trafficking provided by this route. A strategy for future action has been developed (see 'plans for the year ahead').

In March 2009 the Society of Local Authority Chief Executives (SOLACE) produced a report exploring how local authorities can improve their response to human trafficking and identified 5 core competencies for local authorities to focus on including measures for prevention of trafficking. This report is available on the SOLACE website.



Blue Blindfold is increasingly being adopted by international partners (including Crime Stoppers International). This is the international campaign of the UKHTC, which uses it to badge specific human trafficking initiatives and to deliver them on a sustainable basis. Linked with the UNODC's "Blue Heart" campaign, the Blue Blindfold campaign with its strap line of "**Open Your Eyes to Human Trafficking**" encourages all sectors of the public, including law enforcement to be aware of the dangers of human trafficking. The campaign was highlighted in the US State Department's 2009 Trafficking in People Report as one of the "commendable initiatives around the world".

## **Plans for the year ahead**

### **Nature and scale**

We recognise that improving our knowledge and understanding of the nature and scale of human trafficking is an on-going objective. The operation of the NRM and future operations and projects will help ensure that happens. In addition to this we are undertaking projects to improve our knowledge in key areas. This is reflected in 9 new actions in this year's action plan update.

Specific pieces of work in this area include producing a new estimate of trafficking for sexual exploitation through the ACPO Regional Intelligence Units network along with key partners including the UKHTC, SOCA and UKBA. The estimate is due to be available by the end of the year. To improve our understanding of labour trafficking we are carrying out a scoping study on labour exploitation which aims to report by March 2010. This will result in a richer picture of the nature of trafficking, including detail on victim types and levels of exploitation.

We will also undertake work looking into the incidence of children being trafficked for domestic servitude and benefit fraud. The work is a continuation of the CEOP's ongoing strategic intelligence function in improving understanding of child trafficking in the UK.

### **Supply reduction – preventing trafficking at source**

Over the next year we will renew our focus on international work to address trafficking in key source countries. We plan to work more closely with other government departments and NGOs to tackle the root causes of trafficking, and develop new initiatives to raise awareness.

One of the ways we will take this forward is by supporting international efforts at combating trafficking at source, particularly where human trafficking involves a cross-border problem. This puts a premium on developing and maintaining international co-operation, especially with the EU and member states, to combating trafficking at source. We will work to build a greater awareness at policy level of the need to combat trafficking within the EU (as the EU

incorporates source, transit and destination countries) and into the EU (from third countries).

We will continue to support anti-trafficking projects which address the factors that make individuals vulnerable to trafficking and raise awareness in source and transit countries about the dangers of trafficking.

### Reducing demand

We will continue to use the Blue Blindfold brand to raise awareness about trafficking and reduce demand. A key feature of this will be to work in closer collaboration with local authorities to promote local information campaigns on human trafficking using Blue Blindfold material to disseminate the anti-trafficking message to communities. We will also focus our work on communities that may be more affected by trafficking to encourage reporting. Actions here include efforts to: undertake publicity and awareness raising measures aimed at reducing demand in conjunction with local authorities; disseminate messages at regional and local levels, including to communities most affected by trafficking; and investigate ways in which to best encourage greater local authority involvement in the identification and provision of support for victims of all human trafficking.

### **Progress on actions**

Last year's Action Plan update listed fifteen actions on prevention. Of those, all but one (action 3 on UKHTC as a central repository of data) were either on-going actions with no specified deadline or were completed,

To date in relation to prevention we have completed four actions (3, 5, 12, and 15). Of the remaining actions from last year's Update eleven will remain on-going actions (2, 4, 6, 7, 8, 9, 10, 11, 13, 14, and 16). Action 4 from the last year's update was not successful in attracting EU funding and is therefore being carried as part of the general ongoing knowledge building process. We have introduced 5 new actions, some of which incorporate original on-going actions.

## CHAPTER 2

### INVESTIGATION, LAW ENFORCEMENT AND PROSECUTION

Human trafficking is a serious organised crime and we remain committed to using the full range of our powers and capabilities to interdict, arrest and prosecute traffickers. Through the efforts of prosecutors, the UKHTC and enforcement bodies such as the police, SOCA, UKBA and the Gangmasters Licensing Authority, over the last year we have continued to strengthen our legislation, improve enforcement capabilities and have increased prosecutions. Key achievements include:

- increased convictions, including the first for labour trafficking;
- strengthened legislation on labour trafficking to make it a trafficking offence to use a child or vulnerable adult for gain;
- ensuring human trafficking becomes part of core police business e.g. by introducing mandatory training on human trafficking for all new police officers;
- a number of significant anti-trafficking operations against all forms of trafficking;
- work with international organisations and partners to combat trafficking both at policy and operational level; and
- work to improve prosecutions through awareness raising with the judiciary such as that provided by the UKHTC Director of Legal Services

#### **Criminalise, prevent and deter trafficking**

##### Convictions and legislation

Since the inception of the dedicated anti-trafficking legislation in the Sexual Offences Act 2003, the Criminal Justice (Scotland) Act 2003, and the Asylum and Immigration (Treatment of Claimants) Act 2004, we have secured 113 convictions for trafficking for sexual exploitation, 7 for trafficking for forced labour – the first convictions of this type – and 3 for conspiracy to engage in trafficking.

In line with our commitment to keep trafficking legislation under review to ensure that the Crown Prosecution Service (CPS) and the Crown Office and Prosecutor Fiscal Service (COPFS) are able to prosecute cases effectively we are making important legislative changes. We introduced new measures in England and Wales, to make it a trafficking offence to exploit a child or a vulnerable adult to procure benefits of any kind where the role of the victim is passive. The Scottish Government is pursuing equivalent amendments for Scotland which will be brought forward in due course. Once these provisions are in force this will mean that those bringing a child to the UK deliberately to

claim local authority housing or any other benefit can now be prosecuted for trafficking, rather than facilitation.

We are currently negotiating the proposed new Framework Decision on human trafficking. This is due to replace the existing instrument, agreed in 2002. The Framework Decision proposes new EU measures aimed at ensuring successful prosecution, better protecting and assisting victims and favouring effective prevention.

Further comprehensive legal and policy guidance was issued in March 2009 and guidance on prosecution of suspects who may be trafficked was re-issued following new arrangements with UKHTC. This will assist in improving identification of those recovered from cannabis farms.

## **Improve enforcement**

### Core police business

One of our key objectives is to ensure combating human trafficking becomes part of core police business for all forces in the country. Ensuring police officers have the right training and awareness to investigate trafficking is vital to making this happen. We have made considerable progress in this area.

The UKHTC and National Policing Improvement Agency have collaborated in developing training modules to be included in mandatory mainstream training for police officers. This work is being rolled out in 2009 and all human trafficking training modules will be in place very shortly. The training covers all forms of human trafficking and will be incorporated into programmes for all new officers as well as specific programmes such as initial detective training and those aimed at Police Community Support Officers, domestic violence, roads policing and public protection programmes.

This complements existing initiatives such as the work of the operations and intelligence group at UKHTC, and the development and distribution of indicators of trafficking to all existing police officers in England and Wales, as well as the presence of officers in each police force who are specifically trained to deal with human trafficking.

As part of the UKHTC-chaired Operations and Intelligence Group there are quarterly meetings of national and international police, through Europol and SOCA and partner agencies, including UKBA, GLA, HMRC, the Identity and Passport Service (IPS) as well as the Olympic intelligence Directorate. This group consists of anti-human trafficking practitioners and ensures continued best operational practice is shared and that relevant intelligence on trafficking is available and disseminated through the UKHTC. The work of this group both ensures that momentum is maintained in keeping human trafficking as key part of core police business and provides feedback as to NPIA training modules.

To help the wider enforcement effort the UKHTC has also delivered a programme of awareness training to Crimestoppers staff. This has led to a

significant increase both in the volume and quality of intelligence received. It also complements the UKHTC's Blue Blindfold awareness campaign, which encourages the public to report suspicions to Crimestoppers.

Training has also been improved in the UK Border Agency. Following the ratification of the Council of Europe Convention, UKBA updated its enforcement manual and sent details on the new arrangements to all staff and in February 2009 UKBA disseminated a mandatory e-learning package for all UKBA staff under Assistant Director Grade.

### Enforcement activities

We have continued to undertake enforcement activities including investigations and operations against human trafficking. All the key agencies have played an important role including the UKHTC, Police, SOCA, UKBA, the Gangmasters Licensing Authority and HMRC. Crucial to these has been the support provided by UKHTC as part of its role in providing intelligence analysis and operational co-ordination. The Centre also provides tactical support to police forces, which has increased by 87% in the last year. Operations have included all forms of trafficking and ranged from localised investigations in specific force areas through to large-scale collaborative operations involving multiple partners and complex international investigations involving SOCA and its specialist assets.

Strathclyde Police has recently established a Vice and Anti-Trafficking Unit, which is intended to enable a more co-ordinated and effective approach to tackling trafficking and Lothian and Borders Police has established a Serious Organised Crime Unit, one aim of which is to target human trafficking.

Amongst enforcement agencies, work on combating human trafficking is co-ordinated through two multi-agency Programme Boards, hosted by SOCA. They are concerned with Organised Immigration Crime into and within the UK. The activities of the Boards are aligned with the objectives set out in this action plan.

UKBA is developing joint Immigration Crime Teams (ICTs) across the UK. These teams follow the successful piloting of joint work in London, under Operation Swale, and East Midlands, under Operation Rebutia. These joint teams comprise investigation-trained immigration staff and police officers working together, primarily focused on tackling organised immigration crime. Many ICT operations involve other partners such as UKHTC in successfully targeting criminals involved in organised immigration crime, including human trafficking. Last year ICTs instigated nearly 2200 prosecutions for organised immigration crime.

## **OPERATION ADJECT**

***Operation Adject, which resulted in an organised crime gang being dismantled, was launched after a Lithuanian woman was rescued from a brothel in Wales.***

***The 18 year old was tricked into travelling to the UK in 2007 with the promise of a job the woman was forced into prostitution in Manchester by Xhevdet Cikaj and Lavdrim Cikaj. Having been beaten and threatened by she was then “sold on” to 2 other gang members Edita Tavoraite and Tafil Kadria in South Wales.***

***In a co-ordinated operation led by SOCA and involving UKHTC, police from Greater Manchester, South Wales, South Yorkshire together with the Lithuanian police, the gang, which included one woman, was arrested in September 2008 and sentenced at Preston Crown Court to a total of 31 and half years imprisonment for trafficking into and within the UK, causing sexual activity without consent and controlling prostitution for gain.***

### Labour trafficking

One area of particular focus of the last year has been labour trafficking. In November 2008, we conducted Operation Ruby. This involved 9 agencies including UKHTC, UKBA, Northamptonshire police, SOCA, Kettering Borough Council, the Gangmasters Licensing Authority (GLA) and NGOs. There have been 8 arrests and over 60 potential victims (mostly EEA nationals) have been screened as part of a victim identification process. Additionally, the Norwegian authorities in conjunction with the UKHTC successfully investigated and secured a conviction for the first case of trafficking for forced labour of a UK national trafficked out of the United Kingdom.

The GLA (which has regulatory responsibility to cover workers within the agricultural, shellfish gathering and processing and packaging industry sectors) has significantly raised its profile to deter exploitation of workers. In addition to its participation in Operation Ruby, in the last year the GLA has been involved in two successful prosecutions of unlicensed gangmasters, with more cases in the pipeline. The GLA has been effective in tackling abuse in the sector it regulates and its resources have been increased to allow it to increase its enforcement operations. In addition to this we introduced on 1 April 2009 under the Employment Act 2008 of stronger powers of investigation for the EAS.

Activity to counter labour trafficking will be further improved by the Joint Working Protocol between UKBA and other enforcement bodies such as Employment Agency Standards Inspectorate and GLA which will improve the ability to share information and intelligence, including on potential human trafficking cases. All EAS inspectors will be trained on the issue of indicators of trafficking and the EAS has begun to work more closely with the UKHTC, reflecting the already close relationship the UKHTC has with the GLA.

## Child trafficking

We are working with the Romanian police to combat trafficking of Romanian Roma children into the UK. Evidence shows that Roma children have been trafficked into the UK for various types of exploitative purposes. There is a Joint Investigative Team (JIT) on Roma child trafficking between the Metropolitan Police Service and Romanian Police, along with the UKHTC. The work of this JIT included analysis of intelligence which has led to an improved understanding of the national scale of the problem and has also advised on guidance on child trafficking.

## Financial investigations

Last year's Action Plan update outlined the areas where Her Majesty's Revenue and Customs could play an increasing role in using tax powers to combat trafficking. This reinforces the government's commitment to maximising the use of taxation to raise the stakes for traffickers and those who benefit from their activities.

To facilitate this, a senior member of HMRC staff is seconded to the UKHTC to ensure a co-ordinated approach to criminal investigation. HMRC's Criminal Taxes Unit (CTU) is working to more effectively tax the income, profits, and gains from illegal activities such as human trafficking. CTU is also working to identify civil and criminal tax intervention opportunities against criminals, their businesses and associates, in criminal investigations with other law enforcement agencies. This includes organised criminal attacks on the benefits and payments systems. Additionally, in the Adult Entertainment Campaign HMRC assisted in disrupting several businesses financially including in relation to human trafficking. The campaign resulted in the identification of three trafficked women and at conclusion was on track to deliver the target yield of £26 million.

## Combating serious organised trafficking activities at home and abroad

SOCA is a key asset in countering the threat from serious organised criminals involved in human trafficking at home and abroad. SOCA participates in the active dislocation of the market for trafficked women for the UK vice trade and trafficking for labour. As part of this SOCA works very closely with the UKHTC, to which it has seconded a number of staff, and domestic law enforcement agencies, including the GLA, to deliver a concerted response to human trafficking. This has been done through SOCA's UK liaison network. An example of this includes SOCA's work with the Metropolitan Police to analyse over 12,000 documents recovered from organised immigration crime factories. This helped identify new opportunities to disrupt illegal immigration and other crimes, including human trafficking.

A key focus of SOCA is combating the threat abroad. Over the last year this has involved increased engagement of SOCA's global network of liaison officers in 40 countries; close working with UKBA International and the Risk and Liaison

Officer network; the identification and pursuit of operational opportunities to work collaboratively with other destination countries (including ongoing work to establish a Joint Intelligence Unit with the French OCRIEST agency to address organised people smuggling and trafficking between France and the UK); participating in awareness raising campaigns in key source countries such as Lithuania and in conjunction with UKHTC, the co-ordination of the UK's contribution to Europol and Interpol.

In addition to the annual UK Threat Assessment, during 2008-09 SOCA produced 24 detailed assessments and reports dealing with aspects of organised immigration crime in order to improve understanding amongst partner agencies and to stimulate operational activity. As at 31 March 2009 SOCA had over 100 operations aimed at organised immigration crime with one quarter having a primary focus of human trafficking.

#### CASE STUDY

A joint operation with Lithuanian police to investigate a group in which SOCA escorted a serving prisoner in the UK to give evidence in the Lithuania trial of two people who were supplying women to the traffickers. This intervention proved particularly successful. It resulted in extensive press interest in Lithuania which provided a warning to young women who may be tricked into travelling with the traffickers and led to six trafficking groups being identified within the UK. This in turn led to the arrest of 18 individuals within the UK who received a total of 145 years imprisonment and to the rescue of a further 16 victims. As a result of UK powers being publicised widely in Lithuania, there had been a huge reduction in the number of cases of trafficking women to the UK.

SCDEA will receive funding of £4m over the next two years from the Scottish Government to boost capacity, in part by establishing a Scottish intelligence and Co-Ordination Unit (SICU) to permanently "map" organised crime and enhance law enforcement operations against it. Within this will sit Scotland's first dedicated expert resources to build the intelligence picture to support human trafficking investigation.

#### Olympic and Commonwealth Games

As stated in the last Update we are aware that the preparations for the London Olympics in 2012 could attract criminals who will seek to profit from the increased demand for labour and (especially in the run-up to the games), potentially for the sex trade and for the use of children in criminal activities.

We remain vigilant and have measures in place to deal with any potential increase in the threat. We are assessing the intelligence on a quarterly basis through the Olympics Organised Crime Threat Assessment, which includes human trafficking. However, the intelligence does not suggest that there is any increase in human trafficking linked to the Olympics at the moment. This is in line with available research evidence which does not indicate an increased threat. This may of course change, but we are also being proactive. The Clubs and Vice unit of the Metropolitan Police is working over the next three years to



disrupt prostitution and recover victims, including victims of trafficking in the five Olympic boroughs.

At the policy level, we will co-ordinate cross Government responses through the Inter Departmental Ministerial Group on Trafficking (chaired by the Home Office and involving stakeholders from across Whitehall). Closer to the event we will, in line with need, consider what additional awareness and victim care arrangements need to be put in place.

For the 2014 Commonwealth Games, the Scottish Government is working with the Commonwealth Games multi-agency Planning Team, chaired by Strathclyde Police to consider operational level issues arising from the construction programme. The team will ensure that opportunities for all forms of human trafficking during the construction phase are minimised.

### **Improving prosecutions**

There has been an improvement in prosecutions through greater awareness of the issue. Enhanced victim care arrangements under the NRM will enable victims to feel more confident in co-operating with the criminal justice system to bring their traffickers to justice. We have introduced a specific action in this year's Action Plan to identify and overcome potential barriers to effective co-operation between victims and the criminal justice system.

The CPS published updated legal guidance on human trafficking in March 2009 to reflect changes arising from the implementation of the Council of Europe Convention. The guidance also emphasises the role of the prosecutor in identifying potential trafficked victims who may have committed criminal offences whilst under duress or coercion from their trafficker.

The CPS has been working with the UKHTC and Home Office to develop improved data collection and monitor prosecution outcomes. This has required changes to the case management system to allow greater integration of data about case outcomes and the victims. This data will be transferred to the UKHTC to inform their statistical data base and it is planned this will go live in January 2010.

### **Awareness raising with prosecutors and the judiciary**

Through a new process agreed by CPS and the UKHTC, further training has been delivered to an experienced prosecutor in each of the 42 CPS areas, the Heads of the 14 Complex Casework Units and to prosecutors in each of the 3 HQ casework Divisions. This has led to improved identification of victims and greater involvement in criminal proceedings by victims. This includes a number of victims who having chosen to be repatriated have given evidence from the source country along with a number of victimless prosecutions. In Scotland new guidance for prosecutors is in draft form and work is underway in respect of a training programme for prosecutors which should be provided prior to the end of 2009.

The UKHTC has begun a programme of 12 awareness raising sessions for 750 Asylum and Immigration Tribunal judges. This programme gives an overview of trafficking and has a focus on legal and victim issues, including the NRM. It also focuses on the differentiation between human trafficking and people smuggling. To date six sessions have been completed.

## **Plans for the year ahead**

We will retain our focus on the main areas of criminalising, preventing and deterring trafficking; improving enforcement and improving prosecutions.

### Criminalise, prevent and deter trafficking

We will keep legislation and procedures on human trafficking under review, liaising with prosecutors and law enforcement to ensure we have the right approach. As a lifestyle offence under the Proceeds of Crime Act human CPS and the police continue to pursue the financial assets of traffickers with a cadre of CPS specialist crime prosecutors working closely with financial investigators to trace, restrain and confiscate the proceeds of crime.

Subject to outcome of current negotiations on the EU Framework Decision on Human Trafficking we will make arrangements to ensure that the UK is fully compliant once the Framework Decision is agreed.

### Improve enforcement

We will continue to work to strengthen the law enforcement response to human trafficking, ensuring further progress towards making this part of core police business. Training modules for Senior Investigating Officers will be evaluated and embedded into mainstream training by the end of 2009. The UKHTC Learning and Development Group will continue to review any outstanding training needs including those arising from operational activity and the experience of victims as part of a process of continuous professional development.

We will work with ACPO and the UKHTC to look at further opportunities to disseminate good practice and examine of the scope for measuring progress amongst police forces.

In response to specific threats such as the London Olympics in 2012 and the Glasgow Commonwealth Games in 2014, we will continue to review the intelligence and improve our knowledge in order that we can combat any potential increased threat effectively, with intelligence sent to the UKHTC as the central repository of such information.

Training of other officials will continue next year. This includes training with the Law Society and Bar, due to begin in November 2009. There is also an agreement to raise awareness of all members of the judiciary with under three years in service. This work is planned to be delivered in 2010.

To further embed the police response to child trafficking into the core remit of child abuse investigation units, the Home Office has agreed to fund an ACPO training project on child trafficking. This will be led by CEOP and delivered by March 2010. The package will take experiences based on good practice such as the Paladin model. The training curriculum will both feed into other training packages on human trafficking and materials for stand alone courses.

The review into serious organised crime published recently by the Home Office and the Prime Minister's Strategy Unit – *Extending our reach* - makes clear the government's continued determination to combat serious organised crimes such as human trafficking. The review identifies a number of ways forward that will provide opportunities to bring greater focus to bear on combating human trafficking including a greater strategic focus through the newly established Strategic Centre on Organised Crime at the Home Office; closer Ministerial oversight of organised crime and consideration at Cabinet Committee and greater focus on improving delivery.

#### Increase prosecutions

We will continue with our programme of awareness raising sessions for immigration judges. A further three sessions are planned for 2009 and three more in early 2010.

We will also look into what more we can learn from victim debriefing to improve detection and prosecution. SOCA Vulnerable Persons Team and UKHTC will work together to see how this can be used more effectively.

#### **Progress on actions**

Last year's action plan update contained 16 actions on for this chapter. Of those we have completed 7 ('old' actions 19, 23, 26, 27, 28, 29 and 32) and all but one of the rest are on-going and been re-brigaded under the new strategic objectives in this chapter.

This leaves one action (18) on developing key diagnostic indicators to measure performance, due for completion in 2008/9. We did not achieve this as the Home Office has now dropped performance indicators for police forces in favour of a single confidence target. However, we will continue to examine ways in which police action on combating trafficking may be monitored and this has therefore been incorporated into the new action point 11.

## **CHAPTER 3**

### **PROVIDING PROTECTION AND ASSISTANCE TO ADULT VICTIMS OF TRAFFICKING**

Victim protection remains at the heart of our overall approach to combating human trafficking. Over the last year we have made significant improvements in this area. The ratification of the Council of Europe Convention Against Trafficking in Human Beings in December 2008 marked a significant milestone in our overall effort at combating trafficking. This is in addition to efforts over the last six years where we have worked with a network of partners to improve our victim care arrangements, enhance existing provisions and set up a new National Referral Mechanism. Key achievements over the last year include:

- ratification of the Council of Europe Convention Against Trafficking in Human Beings in December 2008. This included implementing new provisions for victims including a 45 day reflection period and temporary residence permits;
- establishment of the National Referral Mechanism to identify victims and refer them to appropriate support services;
- enhanced specialist victim care arrangements in England and Wales through an additional £4m investment over the next two years for all victims of trafficking. This includes expanded support provision, a new National Coordinator for victims and support for labour trafficking victims;
- new information for victims on support arrangements, the role of the NRM and options available to victims;
- developed guidance for victims to enable them to make informed choices about giving evidence to the police, as well as evaluating victim experiences of the criminal justice process; and
- revised guidance, training and developed resources for front line staff to enable them to better identify potential victims and respond sensitively and appropriately to their needs.

#### **Council of Europe Convention**

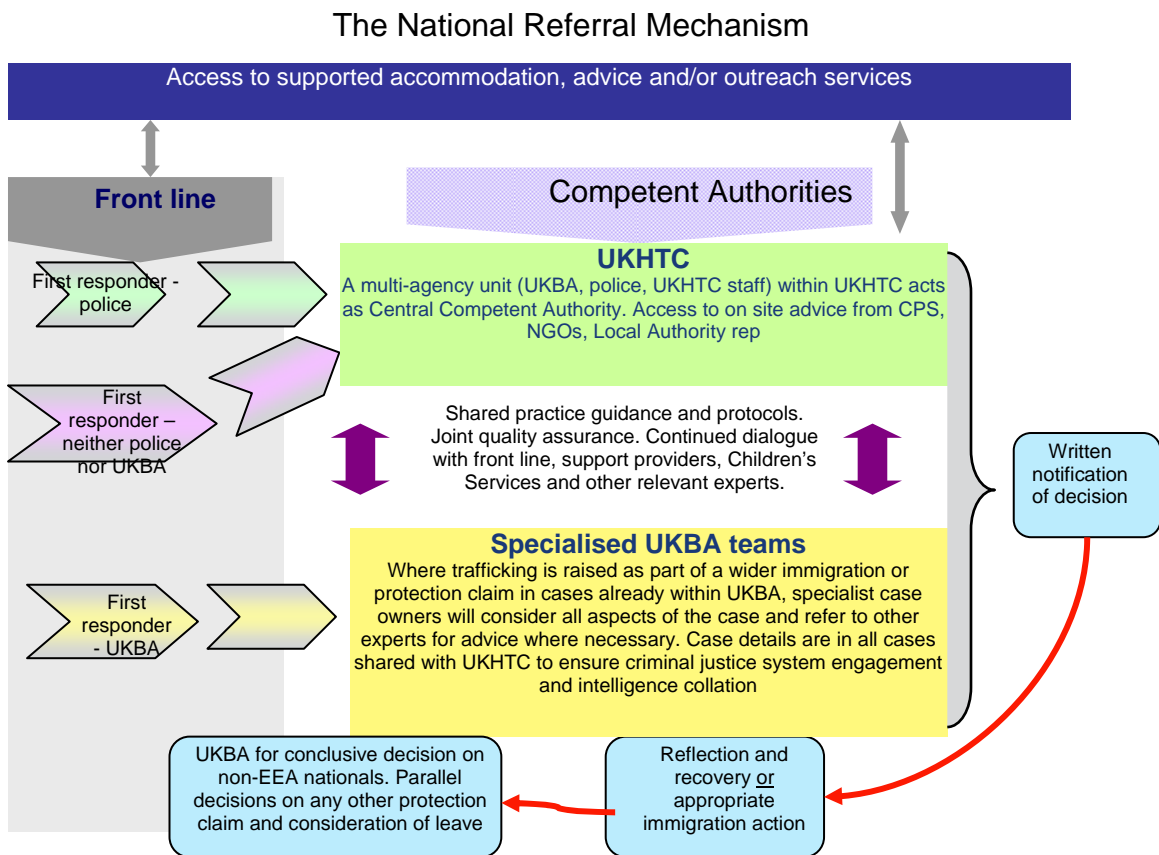
The UK ratified the Council of Europe Convention in December 2008, fulfilling a commitment by the (then) Home Secretary. It came into force in April 2009. The Convention is an important international agreement on trafficking. It aims to prevent and combat trafficking in human beings, to identify and protect victims of trafficking and to safeguard their rights, and to promote international co-operation against trafficking.

Of particular importance is the focus on victim protection. We have decided to provide victims of trafficking an extendable 45 day recovery period (during which any potential removal action will be stayed for non EEA nationals with irregular immigration status) and 1 year temporary residency permits in certain circumstances. Both these measures go further than the minimum standards outlined in the Council of Europe Convention of 30 days and 6 months respectively.

The new procedures brought in under the Convention have been tested in several police-led operations. They include Operation Pentameter 2, on trafficking for sexual exploitation, and operations Tolerance and Ruby, targeted at trafficking for labour exploitation.

### Identifying victims of trafficking

The National Referral Mechanism (NRM) was introduced in April 2009 to provide a standardised procedure for the identification of victims of human trafficking and their onward referral into specialist support services. This enables public bodies such as UKBA, police and local authorities and third sector partners to work together to identify individuals who may be victims of trafficking and provide appropriate protection and support. Suspected cases of trafficking will be referred by front line agencies for assessment by expert 'Competent Authorities'.



In the first three months of operation, 148 cases have been referred through the NRM by a range of frontline agencies. These cases include around 40 children and a wide range of nationalities. Roughly 80% of referrals have met with a positive decision. This is in line with our predictions.

We are already regularly monitoring progress through a regular strategic steering group and a practitioners group.

Significant progress has been made to ensure that frontline responders in key agencies are equipped to assess whether an individual should be referred into the NRM. This has included ensuring staff respond to individuals in an appropriate manner that engenders victim confidence, so that they can be offered or referred to appropriate protection and support services. Guidance documents and awareness training for frontline professionals have been updated for UKBA staff and the police, with the development of mandatory e-learning packages for all UKBA staff under Assistant Director level, the development of training modules to be included in mandatory mainstream training for police officers, and a video resource and mandatory training for Metropolitan Police Service recruits. This has been supported by an ACPO directive to all forces and launch of a film on the NRM at the ACPO Conference.

All those nominated to be a Trafficking Competent Authority have received training on trafficking. This training has been carried out collaboratively with representatives from UKBA, UKHTC, CEOP, Poppy (Eaves Housing), CTAIL, Anti-Slavery International and ECPAT. Awareness training has also been extended to the Family Planning Association, Immigration judges, and NGOs.

The Metropolitan Police Human Trafficking Team have produced a video resource for use in police training in collaboration with Living Lens, POPPY and Anti-Slavery International. The video is used as a training resource for all new recruits, providing learning points about how the Criminal Justice System has dealt with victims of human trafficking in the past, the impact that this had on victims and its consequences. The video contains excerpts from interviews with victims discussing how they were dealt with by the police in the UK, as well as Poppy project case workers explaining the trafficking process. The result is a hard-hitting learning tool which has been used to train approximately 250 officers since January 2009, and which will be used to train up to 2,750 officers by March 2010.

### **Protection and support services**

Over the last six years the Government has worked with a network of partners to improve the support and protection for victims of human trafficking. This has included: the development of specialist emotional and practical support; assistance with voluntary returns to home countries; special measures to help victims give evidence; minimum levels of services from the criminal justice agencies under the Victims Code of Practice; access to compensation in certain

circumstances; and awareness raising and training for agencies that may encounter possible victims.

In England and Wales an additional £4million has been invested into specialist services for victims of trafficking over the next two years.

The number of refuges for victims trafficked into sexual exploitation and domestic servitude has increased, with permanent refuges in London, Sheffield and Cardiff (a total of 54 places provided on a rolling basis). To date, the Poppy project has supported 490 victims since it opened in 2003 (as of August 2009): 239 for acute accommodation and 251 for outreach assessment.

To ensure effective multi-agency partnership work in relation to support provision and victim identification, two link workers from the Poppy project have developed a close working relationship with the UK Human Trafficking Centre to work in partnership with the police, the Crown Prosecution Service, the UK Border Agency and other stakeholders.

Support mechanisms for victims of forced labour have improved, with national geographical coverage and a capacity to support large volumes of victims following police operations. Migrant Helpline has supported 169 victims since June 2008 (as of September 2009), and have supported three police operations in the last twelve months. This has been further supported by the creation of the Pay and Work Rights Helpline, under which the five enforcement agencies covering enforcement of the rights of vulnerable workers (GLA EAS, HMRC, Defra and HSE) are working together to deal with multi-complaint issues. Training managers from the new helpline have attended a joint training session organised by UKHTC and UKBA on human trafficking to ensure they are aware of trafficking issues and indicators.

In Scotland, the Scottish Government has worked with the Trafficking Awareness Raising Alliance and Migrant Helpline to ensure provisions of support for all adult victims of trafficking in Scotland.

Victims of trafficking can also access wider services and provisions for victims of crime. The Government provides over £30million through Victim Support for national services for victims of crime. This year, the Government has also invested a further £4.65million into specialist services for victims of sexual crimes in England and Wales; with increased funding for Sexual Assault Referral Centres; Rape Crisis centres and the Survivor's Trust; and have funded a range of organisations focussing on improving women's health and especially those who have survived violence. In Scotland the Scottish Government provides over £4million per annum through Victim Support Scotland to provide similar services and has invested £44 million over three years to combat violence against women

We are committed to ensuring the safe resettlement and repatriation of victims, and continue to work with the International Organisation for Migration to assist the voluntary return of victims to their home country. This is carried out either via the Assisted Voluntary Return for Irregular Migrants (AVRIM) programme, or

the Voluntary Assisted Return and Reintegration Programme (VARRP) dependent on whether the victim has claimed asylum or not.

Ms B was trafficked from an Eastern European EU member state when she was 16 and was forced to work in prostitution in different locations in the UK. She eventually managed to escape when she was taken to the hospital following a violent attack from her trafficker in a brothel. It was when she was in hospital that she was able to start to disclose what had happened to her to the police.

Ms B was referred to POPPY by the police and was placed in safe accommodation. On arrival she was experiencing distressing flashbacks and gynaecological pain. She was referred to a sexual assault clinic and linked to a GP. She also attended group therapy sessions, English classes and took part in the HERA programme which is an entrepreneurial course run with a college to help women to realise their full potential.

By working closely with the police, Ms B was supported to give full video statements and was able to identify several properties in which she had been held. She was later able to identify key members of the trafficking network who were then arrested. She was asked to give evidence in court and did so using special measures. Altogether, 6 defendants received a total of 52.5 years for trafficking and controlling prostitution offences. Ms B has now settled in the UK and is looking for work.

### **Information for victims**

A central tenet to the victim strategy is ensuring that victims of trafficking are aware of their rights, and are able to access relevant information in appropriate languages. It is imperative that victims of trafficking are aware of the specific arrangements in place in the UK, are provided with an outline of what they can expect to happen as part of the NRM, and are provided with options available to them in order to aid their rehabilitation. To enable this, the number of advocacy support workers within England and Wales has increased, providing a wider geographical coverage for victims through outreach support and link workers based in UKHTC. Working with the Poppy project, Penna TCS and a survivor of sexual exploitation we have developed a leaflet for individuals who identify themselves as victims of trafficking, to encourage individuals to seek help, despite the levels of fear and coercion that they face, so that they can make an informed decision when they feel able. More generally, a revised Victims of Crime leaflet and a Young Victims of Crime leaflet have been published, providing up-to-date information for victims of crime on the processes involved when dealing with the criminal justice systems in England and Wales. The Scottish Government is taking similar steps to ensure that victims of crime can find the information that they need in as accessible a way as possible.

### **Plans for the year ahead**



We will build on the successes achieved thus far, ensuring our new processes are properly embedded and effective at helping victims. We will also seek to work better with local delivery partners in order to provide better awareness and support locally.

### Identifying victims of trafficking

We are committed to ensuring the NRM is a success. We acknowledge this rests heavily on effective multi-agency partnership work. A six-monthly assessment of the NRM process has been carried out via consultation with key frontline practitioners, to review it and suggest improvements to current procedures and processes. A further evaluation of the process will be carried out once it has been in place for 12 months. In addition, improvements to data collection and information sharing procedures on victims of trafficking will be developed between the UKHTC and referring agencies. Protocols will ensure consistency and improve datasets so that we can effectively monitor whether services are meeting the needs of trafficked individuals in the UK.

To provide more targeted and specialised information and advice to frontline staff, we are updating the on-line trafficking toolkit to direct core agencies to agency-specific advice and guidance on all forms of trafficking. As the number of agencies seeking advice on how to deal with trafficking has increased, the toolkit will include new sections for the CPS, voluntary organisations, social services, local authorities, health practitioners and the Prison Service. Steps will be taken to ensure that the toolkit is adapted, in due course, to reflect the different legal structure and administration in Scotland.

We will continue to raise awareness and provide training and guidance amongst the police and UKBA staff, but this work will extend its focus to legal practitioners, the health services, the Prison Service, Citizen Advice Bureaux, local authorities and trade unions. One aim of this piece of work will be to address the imbalance raised in consultations on the profile and focus of forced labour and domestic servitude compared to sexual exploitation amongst a wider audience of frontline agencies.

### Protection and support services

We will continue to assess and monitor the capacity of support services for adult victims of all forms of trafficking. A new co-ordinator on trafficking has been recruited for England and Wales to set best practice standards, capacity build and raise awareness with local agencies. A key priority for this role over the next 12 months will be to map service availability and to continue to build capacity with existing service providers and other voluntary organisations working with hard-to-reach and vulnerable groups.

We will continue to embed the needs of victims of human trafficking in wider strategic plans. This year will see the publication of a cross-Government strategy to end all forms of violence against women and girls (including trafficking), and the development of a Department of Health Taskforce to identify the role and response of the NHS in relation to violence against women

and girls, with a particular sub-group covering trafficking and harmful traditional practices. On 1 June 2009 the Scottish Government published “*Safe Lives: Changed Lives (A Shared Approach to Tackling Violence Against Women in Scotland)*”

In addition, work this year will also focus on improving community engagement in the field of trafficking and ensuring that the role and responsibility of local authorities in identifying and supporting victims of trafficking are clarified and best practice is disseminated. Regional events on trafficking will be developed with Government Offices and representatives of local government, as well as the development of a Frontline Forum for Local Authority staff. SOLACE has offered to assist with promoting and generating such support for these initiatives within local government.

### Information for victims

We will continue to improve the information available to victims of trafficking, disseminating the new victim leaflet and promoting the updated toolkit amongst frontline practitioners to ensure that those who come into contact with victims provide informed and pertinent advice and support. We will engage and invest in developing greater local responsibility in the delivery of services and support for victims with local delivery partners, and the UKHTC victim sub-group will examine ways of ensuring this.

### **Progress on actions**

There were 27 actions in the last update on victim care. All are either completed or on-going.

In order to provide a more strategic approach to the development of holistic objectives, a number of actions from the previous Action Plan have been amalgamated. For example, rather than having different actions for developing guidance for frontline staff and raising awareness amongst specific agencies, only one action now highlights the overarching strategic aim of disseminating information on adult victims of trafficking. Specific deliverables within each action now detail what will be achieved and who will be held accountable for each strand of work.

As a result of developing a more streamlined approach, there is only one new action within this section of the update; which is to monitor and evaluate the National Referral Mechanism. All other strands of work have been incorporated as deliverables within existing amalgamated actions, so that we build on existing measures to ensure that victims are identified quickly and are able to access professional and specialist services that meet their needs.

## CHAPTER 4

### CHILD TRAFFICKING

Many of the interventions already under way since the original Action Plan was launched in 2007 apply equally to the trafficking of adults and children. This remains the case, but we continue to recognise also the different issues that arise in child trafficking. In terms of support and protection, there has been considerable progress in raising awareness of child trafficking among child care professionals and the nature and amount of support given to child victims. Over the past 12 months since the previous action plan refresh, we have:

- continued with child trafficking training for immigration officers and other UK Border Agency staff;
- published revised arrangements and guidance for Crown Prosecutors including consideration of cases where juveniles are found in cannabis farms and involved in other criminal activities;
- stepped up our efforts to tackle the problem of potentially trafficked children going missing from care;
- introduced further measures to raise awareness amongst practitioners and improve their ability to identify children who may have been trafficked into the United Kingdom, through application of the National Referral Mechanism (NRM) process in cases where child trafficking is suspected; and
- published revised guidance “*Safeguarding Children and Young People from Sexual Exploitation*” and “*Safeguarding Children in Scotland who may have been Trafficked*” .

#### Improved identification of child victims

##### National Referral Mechanism

The NRM is central to improved arrangements for children who are potentially child trafficking victims. The vulnerability of children and the statutory duty of local authorities to safeguard and promote the welfare of children in need, underlines the need for the NRM to develop and work effectively in cases where a child may be potentially trafficked.

We have helped this process with the introduction of a practitioners’ toolkit for first responders which helps them determine whether a child is potentially trafficked, take initial safeguarding action and to make a referral to the appropriate Competent Authority. This toolkit is being piloted in 13 local authority areas for a period of 12 months, ending in March 2010. Arrangements are in place for the use of the toolkit to be monitored. A Government Strategic Monitoring Group is also looking at the NRM process, and early signs are that this is working well. As with the system in relation to adults, we held a dedicated

workshop to consult with key stakeholders, first responders and competent authority staff on 2 October 2009 to examine what gaps there might be and to agree solutions to any difficulties or deficiencies revealed during the first six months of its operation.

### Awareness amongst practitioners

One of our aims when launching the Action Plan in March 2007 was to increase awareness of child trafficking among practitioners so that vulnerable children could be more readily identified. Having consulted widely with our partners, we included a range of actions to assist practitioners to do this. Comic Relief and the Home Office provided joint funding to set up and run the NSPCC Child Trafficking Advice and Information Line (CTAIL) in October 2007. CTAIL has advised practitioners on a wide range of cases and helped many to be better able to identify children who might have been trafficked. It has helped to raise the profile of trafficking by delivering over 80 presentations to practitioners and helped to build local networks for practitioners to work more effectively. CTAIL has made a real difference by intervening in over 200 cases, making practitioners aware of children's vulnerabilities and the need to keep them protected.

After widespread consultation we also published *"Working Together to Safeguard Children who may have been Trafficked"* in December 2007 and the Welsh Assembly Government issued similar guidance in April 2008. The guidance was welcomed by many practitioners who have used it to better identify children as victims of trafficking and take the necessary action to safeguard them. In June 2009 we published *"Safeguarding Children and Young People from Sexual Exploitation"* which is statutory guidance for practitioners. The guidance outlines how they can best work collectively to take action to safeguard children at risk. In Wales comprehensive guidance on sexual exploitation already existed in the form of the All Wales Child Protection Procedures. The Assembly Government is examining the contemporary value of that guidance alongside the guidance which has now issued in England.

In February 2009 the Scottish Government published "Safeguarding Children who may have been trafficked" supported by a series of awareness raising sessions aimed at practitioners and service managers.

## **Improving knowledge and protection of trafficked children**

### Enhancing our ability to combat child trafficking

A project is under way to co-ordinate action within UKBA to ensure a focussed and coherent response to child trafficking. The project will examine how UKBA can improve its ability to identify and protect child victims, improve their ability to identify child traffickers and help bring them to justice, and increase the intelligence feed to wider Government groups, to help inform a better picture of the problem.

## Building the national picture

CEOP Strategic Threat Assessment on Child Trafficking highlights the continued vulnerability of children to trafficking. The profiles contained in the assessment are being used by front-line agencies to better identify child trafficking in their areas and to develop local responses. In addition to this CEOP will undertake further thematic assessments on a range of issues including the extent of trafficking of Afghan children, and child trafficking for the purpose of benefit fraud.

## Practitioner understanding

We have assisted practitioners by providing £30,000 funding to ECPAT (UK) for developing an e-learning tool which, since coming on stream in early 2008, has registered 745 users from a wide range of professional backgrounds. The e-learning has helped practitioners to become more aware of the signs of trafficking and the protective measures needed to keep trafficked children safe. A similar tool has been produced and disseminated to practitioners in Scotland.

## Missing children

We are making progress in dealing with instances of children, who may have been trafficked, going missing from local authority care. Since January 2008, a DCSF Ministerial-led taskforce has developed a Young Runaways Action Plan to address the need to reduce the number of children who go missing by running away from home or care, and to take immediate action to uncover the whereabouts of any child who is missing and to recover them safely.

DCSF published revised guidance in July 2009 - "*Statutory Guidance on Children Who Run Away and Go Missing From Home or Care*" - aimed at practitioners, which refers to the practice guidance – "*Working Together to Safeguard Children Who May Have Been Trafficked*". National Indicator 71 requires local authorities, from 1 April 2009, to make a self-assessment report on their service provision for children who are at risk of, or have run away or gone missing.

We have incorporated child trafficking into the cross Government "Staying Safe" Action Plan and established trafficking sub-groups at local and regional levels. The protocols in place as part of the National Minimum Standards for Children's Homes will ensure that partnership arrangements with the police will operate in every local authority area.

Guidance and action by all agencies involved has resulted a reduction in the number of children suspected of being victims of trafficking and who go missing has been reduced through targeted intervention and specialist accommodation resources.

We are determined to do more. The Prime Minister agreed in July 2009 that the Government should take a co-ordinated approach to missing persons generally. This is now being considered in consultation with senior officials within NPIA,

ACPO, Home Office, DCSF and the Missing People organisation. We will work with the Missing Taskforce, which will also consider potentially trafficked children within its remit. In doing so it will seek to harness the professional expertise around “missing people” generally but in full recognition of the particular circumstances and vulnerabilities potentially trafficked children face.

### Improving enforcement

Child trafficking is a form of child exploitation and we are determined to combat this in all its forms. ACPO is working to integrate child trafficking into the child abuse policy of the police service. Where there is a trafficking element to child exploitation, relevant agencies will work together. The UKHTC is taking a lead role in alerting police forces about children, mainly girls, being groomed into sexual exploitation, and where they are moved around within the UK. The UKHTC has produced a DVD to raise awareness about this and aims to include it as part of a learning resource for schools and colleges as well as a training aid for practitioners.

With closer work with e-borders the Home Office will explore the possibility of developing trafficker profiles to disrupt organised gangs trafficking children to the UK. Our Border Force officers continue to be trained in recognising the signs of human trafficking and substantial progress is being made by staff at the Asylum Screening Units in identifying suspect sponsors of unaccompanied children claiming asylum.

### **Future plans**

Our focus for the next year will continue with improving our efforts to better identify and protect trafficked children and we will work with our stakeholders to ensure all children who are suspected as being trafficked are safeguarded through the NRM. We will continue to monitor the process and consider enhancements to improve the way referrals are managed.

### Missing children

The Operation Paladin and Operation Newbridge models continue to intervene to keep children safe on arrival at ports of entry. Their determined and concerted efforts have shown a dramatic decline in the numbers of children going missing from local authority care. ACPO will lead a review of Operation Newbridge in order to identify any good practice that should be replicated or improved by other forces or agencies.

The National Policing Improvement Agency's (NPIA) Missing Persons Bureau is working with police forces at home and overseas on missing issues generally, including the development of a new national child rescue alert mechanism. It is also reviewing the 2005 ACPO Guidance on the investigation of Missing Persons with a view to publishing revised guidance in 2010.

### 'Hidden child victims'

We aim to examine the extent to which children may be trafficked for other purposes, such as domestic servitude, benefit fraud, sexual exploitation or any other forms of child abuse. These children may be hidden within communities and we will examine this phenomenon in order to scope the problem. The Child Exploitation and Online Protection Centre (CEOP) will lead on a themed assessment, collaborating with other agencies, including UKHTC, UKBA, DCSF and Children's Services. In addition, CEOP will continue their study on child trafficking linked to benefit fraud.

### Training

Mandatory training to raise awareness of trafficking has been issued across UKBA to help staff recognise and identify indicators of trafficking, and to treat the issue of trafficking as a priority. Substantial and specific guidance has been issued for all frontline staff. Enforcement staff in particular are advised on the need to look out for any indicators that may suggest there is evidence of trafficking. This includes prioritising the safety and protection of an individual and referring them as potential victims to the specially trained Competent Authority for urgent consideration.

In autumn this year, we are introducing a duty to safeguard and promote the welfare of children when carrying out immigration, asylum and border control functions. This will be supported by statutory guidance. Training for UKBA officials on safeguarding children is already in place and will include the new duty when it comes in to force. This training is aimed at UKBA staff members' level of involvement with issues that impact on children's lives. Thus it progresses from providing an awareness of safeguarding and welfare issues that might be encountered by all members of UKBA staff to specialised courses designed around interviewing children and other significant interactions with children.

### Health needs of trafficked children

We also recognise that a number of trafficked children will have health needs requiring urgent attention. Over the coming year we will aim to work collaboratively with our colleagues in the Department of Health to widen medical practitioners' knowledge of child trafficking and ensure best practice is adopted for safeguarding child victims.

### Competent Authority staff

All those who were nominated to be a Trafficking Competent Authority have received training on trafficking. This has been collaborative with representatives from UKHTC, UKBA Poppy, NSPCC, CEOP Anti-Slavery International, and ECPAT UK providing training sessions. Implementation of the Convention and the NRM in particular is being monitored by an official 'Task Force', which includes representatives from the Government Departments including the

Devolved Administrations, NGO service providers, Local Authorities and the UKHTC. It was agreed that the Task Force would look into further training and colleagues have been in discussion with other agencies including NSPCC, ECPAT and CEOP on how that training should be delivered. We hope to roll out this training in the autumn.

### **Progress on actions**

Of the 27 actions in last year's action plan update, all but two have been completed or are on-going.

We have had to withdraw those two actions. The first related to a model for vetting the addresses and carers for unaccompanied children applying to stay in the UK in excess of 28 days. We explored with DCSF and UKBA how best to progress the work and concluded that any improved checks at the visa application stage could easily be circumvented and that the costs of checking foster carers and visa applicants would be disproportionate to the benefits of identifying potential traffickers. We have also withdrawn the action for producing an in-flight child alert DVD owing to insufficient sponsorship funding being raised.



Annex A: Actions 2009

**PREVENTION**

**OBJECTIVE 1:** To improve knowledge of the nature and scale of trafficking in the UK

	<b>Action</b>	<b>Assessment tool/indicators</b>	<b>Timetable</b>	<b>Responsible party</b>	<b>Progress</b>
1	Produce new estimates of trafficking for sexual exploitation	New estimate produced Final report published	Dec 2009 April 2010	UKHTC Regional Intelligence Units , SOCA, UKBA	New action
2	Produce scoping study of labour trafficking	Scoping study produced	April 2010	UKHTC Regional Intelligence Units SOCA, UKBA	New action
3	Produce scoping study on domestic servitude	Scoping study produced	July 2010	UKHTC	New Action

**OBJECTIVE 2:** Preventing trafficking at source

	<b>Action</b>	<b>Assessment tool/indicators</b>	<b>Time-table</b>	<b>Responsible party</b>	<b>Progress</b>
4	Support EU policy focus on combating trafficking at source	Greater EU policy focus on prevention and combating trafficking at source through adoption of policies and initiatives Adoption of more effective EU approach to third countries on trafficking;	2009/10	Home Office FCO	New Action
5	Greater enforcement efforts internationally on combating human trafficking at source and transit countries	Joint UK/France initiative to enhance strategic vision and operational response Enhancing liaison with foreign partners affected by human trafficking Improving interaction with Europol activity against trafficking via Analyst Work Files? Assist in building law enforcement capacity in source and transit countries Closer working between FCO and UKBA RALON to scrutinise visa applications	Winter 2009  October 2010	SOCA UKHTC UKBA Home Office	The Home Secretary plans to open the joint Centre on 29 October with the centre being fully operational by the end of 2009
6	Support anti-trafficking projects which address the factors that make individuals vulnerable to trafficking	Projects funded	October 2010	DFID	On-going Action
7	Raise awareness in source and transit countries about the dangers of trafficking	Work with UKBA to raise awareness in key regions Publicise UK prosecutions of traffickers in source and transit countries where possible UKHTC engaged in awareness raising projects abroad Groups that are vulnerable to recruitment by traffickers targeted	October 2010	UKBA FCO SOCA UKHTC UKBA Home Office	Ongoing Action

**OBJECTIVE 3:** Reducing demand

	<b>Action</b>	<b>Assessment tool/indicators</b>	<b>Time-table</b>	<b>Responsible Party</b>	<b>Progress</b>
8	Raise awareness of the dangers of human trafficking and encourage its reporting	Dissemination of message at regional and local levels Communities most affected by trafficking included Target activity with local partnerships and delivery agencies	Oct 2010	UKHTC HO SOLACE	New action

## INVESTIGATION, LAW ENFORCEMENT AND PROSECUTION

### OBJECTIVE 1: Criminalise, prevent and deter trafficking

	Action	Assessment tool/indicators	Time-table	Responsible party	Progress
9	Keep UK trafficking and related legislation, procedures and processes under review	<p>Changes in trafficking for 'benefit fraud' in the BCI Act 2009 will be commenced in November 2009</p> <p>Changes to trafficking legislation contained within the Criminal Justice and Licensing (Scotland) Bill introduced on 5 March 2009</p> <p>Potential new offence of buying sex from a person controlled for gain</p> <p>Examine enablers of trafficking</p>	Oct 2010	<p>CPS HO SOCA UKHTC</p> <p>Scottish Government</p> <p>UKBA HO</p>	<p>To be commenced in November 2009</p> <p>Dependent on progress of Bill</p> <p>Dependent of progress of Bill</p> <p>Look at and analyse enablers of child trafficking in time to inform the 2010-2011 UK Threat Assessment of Organised Crime and the new Home Office Strategic Centre December 09.</p>
10	Implement revised EU Framework Decision on Trafficking	<p>Agree new Framework Decision</p> <p>Make any necessary procedural or legislative changes</p>	Ongoing	HO	New action

**OBJECTIVE 2:** Improve enforcement

	<b>Action</b>	<b>Supplementary details</b>	<b>Time table</b>	<b>Responsible party</b>	<b>Progress</b>
11	Make human trafficking 'core police business'	Greater awareness amongst all police officers Complete roll-out of training for new police officers	Oct 2010	UKHTC NPIA HO	Roll out of training modules
12	Counter trafficking threats and develop prevention strategies in relation to the 2012 Olympics and 2014 Commonwealth Games.	Home Office to monitor intelligence Publish research evidence Co-ordinate policy response through IDMG	To 2014	UKHTC Met SOCA, SG DCMS	New action (in relation to the 2012 games.) Ensure measures in place based on threat assessment. Commonwealth games planning team to address concerns arising from construction work
13	Develop relations with law enforcement in other jurisdictions to further ensure joint working wherever possible.	Work with Europol, Interpol and other European agencies. Develop intelligence-led relationships with law enforcement agencies from main source and transit countries	October 2010	SOCA UKHTC	Further develop work through Europol.
14	Use tax and revenue powers to investigate and prosecute and disrupt organised criminal networks involved in human trafficking	HMRC training Ensure the use of POCA where possible	October 2010	HMRC SOCA UKHTC	Continue to ensure use of POCA as a method of disruption

	<b>Action</b>	<b>Supplementary details</b>	<b>Time table</b>	<b>Responsible party</b>	<b>Progress</b>
15	Increase enforcement actions against all forms of human trafficking	<p>Improve intelligence flows All intelligence on human trafficking to be sent to the UKHTC as the UK repository for such information.</p> <p>Undertake more intelligence –led operations aimed at combating trafficking into and within the UK including in relation to trafficking for forced labour and</p> <p>Ensure best practice between forces and law enforcement agencies is shared.</p> <p>Develop relationships with local partnerships and delivery agencies</p> <p>Review and develop training packages for frontline staff as necessary</p>	October 2010	UKHTC SOCA, ACPO UKBA GLA HO	The multi-agency Organised Immigration Crime programmes of activity are designed to enable greater output. Once Intelligence identifies a significant trafficking crime group enforcement/intervention activity begins. The development of Organised Crime Group mapping and the High Volume Operating model will support this action by 31.3.2010
16	Examine ways of looking at police performance on combating trafficking, in line with Green Paper commitments on not imposing new targets for forces	Options considered	October 2010	HO ACPO	Consider ways of monitoring of performance in a manner that does not impose an additional burden .

**OBJECTIVE 3:** Increase prosecutions

	<b>Action</b>	<b>Assessment tool/indicators</b>	<b>Time table</b>	<b>Responsible party</b>	<b>Progress</b>
17	Identify ways to improve victim co-operation with the CJS	Establish what proportion of victims fail to co-operate and why Develop measures to address concerns Review admissibility of evidence from first responders in cases where children are groomed for sexual exploitation and moved within the UK.	October 2010	CPS HO MoJ	New action.
18	To enable more successful prosecutions	Review application of existing measures to assist victims/ witnesses to give evidence as victims of human trafficking UKHTC Victim Care Group to consider possible areas for development.	April 2010	CPS MoJ	Analysis of barriers to giving evidence Consider how barriers can be overcome.

## ADULT VICTIMS

**OBJECTIVE 1:** Awareness raising amongst frontline staff and to ensure they have the right tools and expertise to identify victims of trafficking and offer them appropriate protection and support

	<b>Action</b>	<b>Assessment tool/indicators</b>	<b>Time table</b>	<b>Responsible Party</b>	<b>Progress</b>
19	Develop guidance for frontline staff and raise awareness of all forms of trafficking	A multi-agency trafficking toolkit will be updated, providing guidance and direction to frontline agency staff. Additional guidance will be produced for the Prison Service, Health Service, Local Authorities, Citizen Advice Bureaux and Trade Unions	October 2009  October 2009	MoJ UKHTC UKBA, NOMS DoH,	On track
20	Monitor and evaluate the national referral mechanism	Develop guidance on sharing victim information Updating INTEL guidance? Carry out a review on the NRM process, including stakeholder consultation	October 2010	HO MoJ UKBA	New Action



**OBJECTIVE 2:** To ensure that victims of trafficking are provided with safe and appropriate support

	<b>Action</b>	<b>Assessment tool/indicators</b>	<b>Time table</b>	<b>Responsible Party</b>	<b>Progress</b>
21	Continue to build capacity to provide appropriate support services for victims of human trafficking.	National Co-ordinator to map services and continue to build capacity. Development of a sub-group within the Violence against Women Taskforce in the Department of Health on trafficking. SARCs to meet the needs of minority and vulnerable groups, and those involved in prostitution and sexual exploitation. UKBA to consider how to ensure sensitivity to victims needs when placing trafficking victims in accommodation.	April 2010  October 2009  Ongoing	MoJ  DH DH/MoJ  HO	On track
22	Promote the AVRIM programme	Extend legislation to include powers of voluntary return of non UK nationals to include EEA nationals.	October 2010	UKBA	Progress dependent on passage of legislation.

**OBJECTIVE 3:** To ensure that victims are provided with information about their rights and available support

	<b>Action</b>	<b>Assessment tool/indicators</b>	<b>Time-table</b>	<b>Responsible Party</b>	<b>Progress</b>
23	To ensure that victims are provided with information about their rights and available support	Develop a victim of trafficking leaflet Engagement with local communities to disseminate information and advice UKHTC victim sub-group to consider and advise on options for producing and disseminating information for victims	October 2009  April 2010  April 2010	MoJ  MoJ HO  UKHTC MoJ	On track

## CHILD VICTIMS

Objective 1: Improved identification and protection of child victims

No	Action	Assessment tool/indicators	Time table	Responsible Party	Progress
24	Develop means of recording child sponsors who may pose a risk of harm to separated children at ports of entry and ASUs	Monitor child sponsors via photographs and interviews	October 2010	UKBA	On track
25	Ensure referrals are tracked using NRUC	Adapt NRUC to improve its tracking capacity	October 2010	UKBA	On track
26	UKBA to check potential offenders and children at risk UKBA research into co-ordinating efforts to combat child trafficking.	Explore ways of developing trafficker profiles. Improve UKBA's ability to identify and protect child victims of trafficking.	October 2010	UKBA	On track New Action
27	Review the National Referral Mechanism (NRM) in relation to how it works for child victims of trafficking.	Engage with stakeholders in refining the NRM process.	October 2010	HO UKHTC DCSF UKBA, CEOP Scotland Govt NGOs	On track
28	Ports of entry front line officers receive up-to-date training.	Monitor the number of staff trained. Evaluate training.	October 2010	UKBA	On track
29	Ensure ASU staff and social services colleagues are aware of the relevant guidance and trained.	Monitor the number of staff trained. Evaluate training.	October 2010	UKBA	On track

No	Action	Assessment tool/indicators	Time table	Responsible Party	Progress
30	Agree safe arrangements for trafficked children to be accommodated within the UASC Reform Programme	Assess options for setting up specialist authorities to support UASCs	October 2010	UKBA	On track
31	To assist in the awareness raising of health professionals through the Victims of Violence and Abuse Prevention Programme (VVAPP). This includes conducting a care- pathways mapping project to inform national service guidelines on responding to the needs of victims of violence and abuse.	National Guidance disseminated	October 2010	DH	On track
32	Assist health services (eg: Child and Adolescent Mental Health Services, GPs and GUM clinics) to identify and respond to the needs of trafficked children	Guidance disseminated	Spring 2010	DH CEOP	On track
33	Address the issue of trafficked children going missing from local authority care.	Improved data/intelligence of number of missing incidents - Include trafficked children in missing from care incidents Reduced number of incidents of trafficked children who go missing.	October 2010	DCSF NPIA, HO CEOP	On track

No	Action	Assessment tool/indicators	Time table	Responsible Party	Progress
34	To improve the ability of the police to investigate child trafficking	ACPO group on child trafficking, in consultation with the UKHTC, to produce practice guidance for police officers investigating child trafficking cases	October 2010	ACPO UKHTC CEOP ACPOS	On track.
35	To Combat sexual Exploitation of children born or normally resident in the UK and raise awareness and train front line staff accordingly	Widen awareness among practitioners of UKHTC trafficking DVD.. Launch DVD at UKHTC Conference in 2010. Incorporate training DVD as part of a learning resource for schools/colleges.	October 2010	UKHTC CEOP CPS DCSF	On track

Objective 2: To improve our understanding of the nature and extent of child trafficking for benefit fraud, domestic servitude, and other forms of exploitation (“hidden children”)

No	Action	Assessment tool/indicators	Time table	Responsible Party	Progress
36	Develop effective strategies to combat the trafficking of children forced or coerced into criminal activities, such as illegal cannabis farming and street crime for the profit of organised crime gangs.	Agree arrangements for safeguarding trafficked children being criminally exploited, including safe return to countries of origin where it is in the child's best interests.	October 2010	UKHTC CEOP UKBA DCSF MPS SOCA	On track
37	Explore effective strategies to combat the trafficking of children for the purpose of fraudulently acquiring welfare benefits.	Engage with stakeholders to explore ways of identifying children who may be used for fraudulently claiming benefits	October 2010	UKHTC HMRC CEOP	On track

<b>No</b>	<b>Action</b>	<b>Assessment tool/indicators</b>	<b>Time table</b>	<b>Responsible Party</b>	<b>Progress</b>
38	Assess the extent of trafficking of children for domestic servitude and other forms of exploitation.	Themed assessment of hidden trafficked children  UKHTC to publish a scoping study on domestic servitude by July 2010	October 2010	CEOP DCSF UKHTC UKBA DCSF Children's Services	On track

Annex B: Progress against last year's actions

<u>No</u>	<u>Action</u>	<u>Progress/Outcome</u>
1	Ratify the Council of Europe Convention on Action against Trafficking in Human Beings	Completed. The Convention was implemented on 1 April 2009.
	<b><u>PREVENTION</u></b>	
2	Identify knowledge gaps and undertake targeted research and intelligence collection	Ongoing. Now action points 1 and 2.
3	Establish a central point of collection of data and information on all forms of trafficking.	Completed. All forces and enforcement agencies should now provide the UKHTC with regular intelligence. This work is now subsumed into Action Point 15.
4	To conduct an 18 month data collection project	This action has been withdrawn because of the lack of forthcoming EU money. The work is now being taken forward as part of daily business of the UKHTC and other agencies. Now part of Action Point 15
6	Address the root causes of trafficking	Ongoing. Now Action Point 6
7	Develop evidence base to identify routes of entry used by traffickers and victims at pre-entry stage.	Ongoing. Now part of Action Point 15
8	To build capacity in source and transit countries to deal with organised immigration crimes	Ongoing. Now action point 5
9	Support projects in source countries aimed at raising awareness within groups vulnerable to traffickers	Ongoing Now action point 7
10	Ensure that awareness raising campaigns have proper evaluation mechanisms	Ongoing Now part of Action Point 8

11	Publicise successful UK prosecutions of traffickers in source and transit countries	Ongoing. Subsumed into Action Point 7
13	The Scottish Government will work with partners to develop prevention strategies in respect of the 2014 Commonwealth Games	Ongoing. Now part of Action Point 12
14	Undertake publicity and awareness raising measures targeted at reducing demand	Ongoing. Now part of action points 7 and 8
16	Maintaining and enhancing awareness raising on civil penalties and the responsibility of employers to check entitlement to work of employees	Ongoing. Now part of action point 8
	<b>INVESTIGATION, ENFORCEMENT AND PROSECUTION</b>	
17	Keep UK trafficking and related legislation under review	Ongoing. Now Action Point 9
18	Develop Key Diagnostic Indicators to measure police performance.	Withdrawn.
19	Evaluate Operation Pentameter 2 and other operations and disseminate the lessons learned	Completed in respect of Pentameter 2. Now part of Action Point 15.
20	Share best practice between forces and law enforcement agencies to facilitate cross border operations	Ongoing. Now part of Action Point 15
21	Utilise intelligence and best practice from Op Pentameter 2 to undertake targeted activity with local partnerships and delivery agencies (including local authorities, CDRPs and LCJBs)	Ongoing. Subsumed into Action Point 15
22	Develop training packages for frontline	Ongoing. Now part of Action Point 15



	agencies along with a suitable method of delivery.	
23	Comprehensive review of all training manuals	Completed
24	Increased enforcement and intelligence activity to deal with trafficking for forced labour	Ongoing. Subsumed under action points 2, and 15
25	Increase intelligence gathering across the UK	Ongoing. Now Action Point 15
26	Produce and disseminate guidance on key indicators of criminality to assist with the identification of victims of trafficking for forced labour.	Completed
27	Research in to the effectiveness of the GLAs activity on sectors governed by the scheme.	Completed
28	Conduct training needs analysis and develop operational training course	Completed
29	CPS to train /provide guidance to prosecutors	Complete
30	HMRC to work with partners to increase the use of tax powers to remove criminal assets	Ongoing. Now Action Point 14
31	Provide assistance to law enforcement in other countries where possible through intelligence led policing	Ongoing. New Action Point 13
32	Consider how tax and revenue powers can be used more effectively to disrupt and target traffickers within the EU.	Ongoing. Now Action Point 14

	<b>PROTECTION AND ASSISTANCE TO ADULT VICTIMS OF TRAFFICKING</b>	
33	Establish a multi-agency group to review and develop victim centred trafficking measures	Completed.
34	Draft trafficking toolkit and produce additional guidance where required	Ongoing. Now part of Action Point 19
37	Consider extending NGO outreach support on a national level	Completed
38	Dept of Health and OOCJR to work together to raise awareness amongst sexual health services. Scottish Government will consider how to engage more closely with NHS boards to ensure frontline staff can effectively identify victims and offer them appropriate protection and support	Ongoing. Now part of Action Point 19
39	Develop a national referral mechanism with a clear point of contact for initial identification and onward referral to support services	Completed.
40	Develop a robust system for the formal identification of victims	Completed. Review of this area of work is under Action Point 20
44	Consider options for providing support provisions on a national level as part of the work to implement the Convention	Completed. Review of this area is now at Action Point 20
45	UKBA will build on existing practice to consider how improvements may be made to ensure the sensitive allocation of accommodation to victims of trafficking who	Completed

	are eligible for support	
46	Implement a 45 day minimum reflection period for all identified victims of trafficking	Completed. This came into force on 1 April 2009
47	Implement temporary residence permits for victims of trafficking for a renewable 1 year period	Completed. This came into force on 1 April 2009
49	Increase access to health and support services for victims of sexual violence and abuse ( part of the Cross Government Sexual Violence and Abuse Action Plan)	Ongoing. Now Action Point 21
50	Ensure that Sexual ASSAULT Referral Centres meet the needs of minority and vulnerable groups including people from BME communities and those involved in prostitution and sexual exploitation	Ongoing. Now Action Point 21
51	Assist in the raising of awareness among health professionals through the Victims of Violence and Abuse Prevention Programme. This includes conducting care pathways mapping project to inform national service guidelines on responding to the needs of victims of violence and abuse	Completed
53	Review “country reports” to ensure they reflect trafficking and gender issues where relevant.	Ongoing. Now Action Point 21.
54.	Issue guidance for asylum caseworkers on trafficking	Completed
56	Ensure victims are provided with information about their rights and available	Ongoing. Now Action Point 23.

	support.	
57	Review application of existing measures to assist victims/witnesses give evidence	Ongoing. Now Action Point 18
58	Promote the AVRIM programme widely to ensure that wherever possible victims are provided with assistance to return to their home countries if they wish to do so.	Ongoing. Now Action Point 22
59	The UK Government to bring forward legislation to extend powers relating to the voluntary return on non-UK nationals to include EEA victims of trafficking.	Ongoing. Now Action Point 22
	<b>CHILD VICTIMS OF TRAFFICKING</b>	
60	DCSF agree with Home Office a process for vetting and approving addresses and carers for UASCs applying to stay in the UK in excess of 28 days	Withdrawn following analysis of model for carrying out checks on private foster carers which concluded the mode was not an effective deterrent and that the costs would be disproportionate to the numbers of potential traffickers identified by this means.
61	Develop means of recording child sponsors who may pose a risk of harm to separated children at ports of entry and ASUs to	Ongoing. Now Action Point 24
62	Ensure referrals are tracked using NRUC	Ongoing. Now Action point 25
65	UKBA to check potential offenders and children at risk	Ongoing. Now Action point 26
66	Produce child alert DVD to be used in aircraft travelling to the UK from source countries	Withdrawn as discussions with potential sponsors did not attract the necessary funds for developing the project.
67	Review the National Referral Mechanism in relation to how it works for child trafficking	Ongoing. Now Action Point 27
68	Ports of entry front line officers to receive up-to date training	Ongoing. Now Action Point 28

69	Ensure that ASU staff and social services are aware of the relevant guidance and training	Ongoing. Now action point 29
70	Agree safe arrangements for trafficked children to be accommodated within the UASC Reform Programme	Ongoing. Now action point 30
71	Produce guidance for practitioners on safeguarding trafficked children	Completed
72	Update the SCIP guidance "Safeguarding Children involved in Prostitution" and publish supplementary guidance on children as victims of sexual exploitation	Completed. Published on 10 June 2009
73	Ensure needs of victims of child trafficking are addressed and recorded by LSCBs/Child protection Committees in Scotland	Completed via implementation of the NRM and in Scotland via a model protocol presented at conferences in May 2009.
74	To assist in the awareness raising of health professionals through the VVAPP including conducting a care pathways mapping project to inform a national service guidelines	On going. Now action point 31
75	Assist health services to identify and respond to the needs of trafficked children	Ongoing. Now action point 32
79	Address the issue of trafficked children going missing from local authority care	Ongoing. Now action point 33
80	Improve the ability of the police to investigate child trafficking	Ongoing. Now action point 34.
82	To combat child trafficking within the UK of children born and normally resident in the country and raise awareness amongst	Ongoing. Now action point 35

	practitioners and front line staff	
83	CPS to examine the admissibility of evidence from first responders in cases where children have been groomed for sexual exploitation and moved within the UK	Ongoing. Now part of action point 17
84	Work across Government and stakeholders to safeguard child victims from criminal exploitation	Ongoing. Now action point 36
85	Explore effective strategies to combat the trafficking of children for the purpose of fraudulently acquiring welfare benefits	Ongoing, Now action point 37

## Annex C

### Impact Assessment

**An impact assessment has not been produced for this action plan as a Regulatory Impact Assessment (RIA) was conducted as part of the original action plan produced in March 2007. This can be found on the Home Office Crime reduction website. This Update has been assessed against the published RIA and the actions in the Plan will not impose any additional burdens on the public or private sector. Any costs to Government from the actions in the Plan will be met from within existing resources. An IA will be developed if necessary and published separately to inform the forthcoming European Union Framework Decision on preventing and combating trafficking in human beings and protecting victims.**

## Annex D

### Equality Impact Assessment

#### Background

There is a legal obligation to equality assess for race, disability and gender impact when public bodies are developing new or existing policies. In accordance with best practice, it is suggested that the following areas should be considered:

- Race
- Disability
- Gender
- Gender Identity
- Religion and Belief
- Sexual Orientation
- Age

The primary purpose of the Action Plan update is to both inform Parliament on the progress made since publication of the last update in July 2008 and to outline areas of future work for the Home Office, Scottish Government, other Government Departments and agencies. The Update details progress on all forms of trafficking and corresponds to the broad areas recommended by bodies such as the Organisation for Security and Co-operation in Europe (OSCE), which are Prevention, Investigation, enforcement and prosecution; and providing protection and assistance to victims. The fourth chapter is on child trafficking. The actions remain designed to enable the Home Office, Scottish Government, other Government departments, law enforcement agencies and other partner organisations to deliver protection to the public and reduce the harm caused both to individuals and the United Kingdom. This EIA has been produced to support the publication and delivery of the Update.

The United Kingdom follows the definition of human trafficking set out in the Protocol to the 2000 UN Convention against Transnational Organised Crime (UNTOC) called the Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children.

#### Area of Business

The Plan is comprehensive in scope dealing with all aspects of human trafficking with a focus on the further development of a human rights, victim-centred approach to dealing with human trafficking. The plan includes actions for government, both local and central, criminal justice agencies, health and welfare services and education as well as the voluntary sector.



## **Objectives of the Update**

The purpose of the Update is to:

- Build on the work contained in the previous plans and draw together work that is currently underway across government and other agencies in relation to human trafficking;
- Inform Parliaments, stakeholders and the public about progress made to date;
- Identify actions being taken to deliver the objectives ;
- Identify gaps in existing work which require further consideration; and
- Increase transparency and enable accountability on the delivery of objectives.

## **Methodology**

### Data

There remains no definitive data as to the scale of trafficking into and within the United Kingdom. However our knowledge in this area continues to improve following Operations Pentameter 1 and 2, the assessment work being carried by the UK Human Trafficking Centre (UKHTC) and dedicated staff within the Regional Police Units and the work of the Serious Organised Crime Agency (SOCA). We are on course to produce a revised estimate of the scale of the problem by the end of 2009.

Further data is collected under the National Referral Mechanism by the competent authority staff in UKBA and the UKHTC. The NRM was put in place on 1 April 2009 following implementation of the Council of Europe Convention on Action against Trafficking in Human Beings. The data collected so far under the NRM confirms the previous data that trafficking for sexual exploitation disproportionately impacts on young women aged 17-25 years. The NRM data on the victim's country of origin also broadly confirms the data collected by the Poppy Project that the largest number of potential victims referred come from the Far East, Nigeria and East European Countries.

Our knowledge of the extent of trafficking for other purposes remains more limited. However our knowledge of this area continues to improve following the publication of a Child Trafficking Strategic Threat Assessment by the Child Online Exploitation Centre (CEOP) and in relation to labour trafficking as a result of a number of law enforcement operations and an ongoing scoping study into the problem being conducted by the UKHTC which is one of the actions contained within this Plan.

### Engagement

This plan was written following consultation workshops with the NGO sector and all involved agencies and departments. The monitoring of progress against the objectives in the Plan continues to be undertaken by the Inter - Ministerial

Departmental Group on Human Trafficking. The involvement of NGOs continues to be central to our approach to tackling this problem with the Ministerial NGO Advisory Group considering current arrangements and how they operate in practice.

In addition to the above arrangements the UKHTC has a number of sub groups on which the NGO sector is represented in order to ensure the development of a victim-centred approach to combating human trafficking. The UKHTC also has members of the NGO sector based within it. The Centre has developed good working relationships with a range of voluntary organisations including Eaves Housing for Women which manages the support and accommodation contract for victims of trafficking for sexual exploitation and Migrant Helpline, which provides accommodation and support for victims of trafficking for forced labour.

## **Assessment**

### Prevention

As with previous Plans there are a number of elements which have the potential to disproportionately impact on specific groups. Whilst there is no evidence to show trafficking is an issue in relation to gender identity, sexual orientation, disability or religion/belief, the evidence continues to show that victims of trafficking for sexual exploitation are predominantly young women, from the EU and outside with growing evidence of a number of UK nationals. Additionally with regards to trafficking for forced labour whilst the evidence is still quite sketchy it indicates this mainly affects non UK national men and children with domestic servitude disproportionately affecting women and children.

### Investigation and Enforcement

Both UK nationals and non –UK nationals are involved in human trafficking. All investigations into human trafficking abide by the gender duty on all public authorities with interpretation support through the investigation process where necessary .

### Adult Victims

We have introduced the introduced the National Referral Mechanism as part of our implementation of the Council of Europe Convention. This process ensures consistency in the referral of victims to the trained competent authority staff. Additionally we have introduced a number of training resources for front line staff which will ensure a focus on ensuring that they are fully aware of the indicators of trafficking. These training resources have been developed in conjunction with Non-Governmental Organisations. All guidance and training whilst reflecting trends in trafficking take care to avoid the potential stereotyping of nationalities.

All training documents emphasise the importance of the diversity of victims and state the importance of having interpreters available when engaging with victims of trafficking, where required.

Support provision for victims take into account the need to provide gender and culturally appropriate services. This is reflected in the minimum standards of service for supporting victims of trafficking for sexual exploitation.

### Child Victims

All practice guidance produced emphasises the need to be aware of the individual needs of children from diverse ethnic backgrounds and to tailor support accordingly.

### Response

The government believes that all members of society should be protected from violence and have access to victims' services, regardless of sex, age gender, religion, age or race.

We will continue to ensure that diverse needs of victims of human trafficking are recognised and catered for wherever possible. This Update details the progress we have made to date and will continue to make in taking forward and developing work by ensuring that all practitioners, NGOs and enforcement agencies are made aware of the need to comply with statutory equality duties