



UK Action Plan on Tackling Human Trafficking

March 2007



OPEN YOUR EYES!

HUMAN TRAFFICKING



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**FOREWORD BY THE HOME SECRETARY,
DR JOHN REID MP, AND SCOTTISH EXECUTIVE MINISTER
FOR JUSTICE, CATHY JAMIESON MSP**



Trafficking in human beings is an abhorrent crime. Many describe it as modern-day slavery, where victims are coerced, deceived or forced into the control of others who cruelly and inhumanely seek to profit from their suffering. This year, it is 200 years since Parliament passed the Act to abolish the slave trade in the British Empire. Whilst we reflect on the past with the numerous events planned to mark the bicentenary, we must not forget the plight of the thousands of people who are still forced to live in slave like conditions as a result of the inhuman criminal practices perpetrated by 21st century traffickers.

The United Kingdom has consistently expressed its determination to work with international partners to combat this terrible crime and made it a priority during our presidencies of the G8 and EU. We recognise that, at present, human trafficking may be considered to be a low risk, lucrative business often controlled by organised crime groups. This is not acceptable. Our message is clear. The criminal trading of people, including children, as commodities, whether for sexual exploitation, forced labour or any other form of exploitation, has no place in the United Kingdom or a modern world.

Last year we launched a public consultation on our emerging proposals on how best the UK should combat this horrendous crime. After consideration of the responses we are proud to publish this Action Plan setting out the progress made so far, and outlining our plans for future action. The intention is that the Action Plan is a 'living' document which will be updated regularly to ensure that our response develops as our knowledge and understanding of this area grows.

It is important that our strategy makes a difference on the ground. In order to tackle this crime successfully, we must work in a collaborative way with partners across central, regional and local government, law enforcement and the voluntary sector. The UK Government is working with the devolved administrations to ensure that effort in the UK is properly "joined up". It is only by combining our efforts in a co-ordinated way that we can maximise our effectiveness and make the UK a hostile environment for human traffickers.

The Action Plan contains deliverable measures in the areas of prevention, enforcement and prosecutions, and most importantly the protection and support of adult and child victims. Each chapter of the Plan also contains measures to address trafficking for forced labour as well as trafficking for sexual exploitation. It creates a platform on which the United Kingdom can further develop both its domestic and international work to help liberate more victims and tackle those that seek to profit from the enslavement of others.

A handwritten signature in black ink that reads "John Reid". The signature is written in a cursive style with a long horizontal line underneath.

A handwritten signature in black ink that reads "Cathy Jamieson". The signature is written in a cursive style.

PREAMBLE

On the 5th January 2006, the Home Office and Scottish Executive launched a national consultation exercise on proposals for a UK Action Plan on human trafficking. The consultation invited comments on proposals for a UK Action Plan to address all forms of human trafficking. The consultation invited views on proposals and asked 18 questions. The consultation ran for a period of 3 months and closed on the 5th April 2006. In total we received 206 responses from individuals and organisations both within and outside the UK. We published a summary of those responses in June 2006 and undertook to consider the responses and produce a final UK Action Plan.

EXECUTIVE SUMMARY

This year marks the bicentenary of the legal abolition of the slave trade in the former British Empire. Whilst a number of events are taking place to commemorate this event, we are faced with another challenge 200 years after the slave trade was legally abolished – how we tackle trafficking in human beings and the misery that it causes. This modern form of slavery is an evil practice perpetrated for profit with no regard for the personal or societal consequences. We are committed to tackling this crime and addressing the harms caused. This Action Plan provides an opportunity to draw together all the work that is already underway but also to set out what else we plan to do. The intention is that the Action Plan will be a living document which will be updated annually.

Trafficking involves the movement of a person by coercion or deception into a situation of exploitation. The Action Plan applies to all forms of human trafficking whether into, out of, or around the UK. It also applies to the trafficking of UK nationals as well as overseas citizens. The Plan covers both adult and child victims and seeks to make the UK a hostile environment for any form of human trafficking.

The purpose of this Action Plan is to:

1. Draw together all the work that is currently underway across government and other agencies on human trafficking
2. Identify gaps in existing work which require further consideration
3. Increase transparency and enable us to be held to account on delivery of our objectives
4. Provide a platform for developing a more strategic and holistic approach to tackling human trafficking.

In each chapter of the Plan a number of action points are identified in the text and a full table summarising those actions is included at Annex A. Each action point sets out clearly the objective to be achieved, timetable for implementation, party responsible for delivery and assessment tool/indicator.

SCOPE OF THE ACTION PLAN

Human Rights Approach

The first question that we posed in our consultation document was whether we had got the scope of the Plan right. This question drew a number of comments on the need to place greater emphasis on combating human trafficking from a human rights perspective and not to see human trafficking exclusively through the prism of organised immigration crime.

The Joint Committee on Human Rights (JCHR)¹ conducted a recent inquiry into human trafficking and one of the questions it addressed was whether the Government has got the human rights balance right in its current strategy.

In particular, the Committee questioned whether the Government had successfully reconciled the various objectives of enforcing the law against traffickers, preventing trafficking and illegal immigration when it is associated with trafficking, and protecting victims. However, it also said that;

“We are encouraged by our further belief that the Government is also committed to achieving the best possible balance in its overall policy to combat trafficking, grounding that policy in human rights standards, and has an open mind about how this can best be achieved.”

We are committed to striking the right balance and accept that all three main areas of the end to end strategy must be in equilibrium. A strong enforcement arm is not effective unless the corollary victim protection and assistance is in place. Victims may not come forward and identify themselves if there is no support, protection or assistance available to them.

We have always recognised the central role of victims, which is why when Eaves Housing approached us in 2003 to provide accommodation and support for victims of trafficking we were keen to develop a partnership approach to supporting these particularly vulnerable victims. This focus on victims has now been taken further through two important decisions.

Firstly, we have decided to sign the Council of Europe Convention on Action Against Trafficking in Human Beings (the “Council of Europe Convention”). This will provide a framework for the protection of all victims of trafficking and support a more human rights centred approach. Secondly, we have established a new UK Human Trafficking Centre (UKHTC) which will become a central point for the development of expertise and operational co-ordination in relation to the trafficking of human beings. As a multi-agency centre it forges closer links between the immigration service and law enforcement and has as one of its central tenets the development of a victim centred human rights based approach to tackling human trafficking.

“I feel like they’ve taken my smile and I can never have it back.”²

Lithuanian woman trafficked to London

Forced Labour

Up to now, our effort has focussed mainly on trafficking for sexual exploitation. We now need to move beyond this and also spotlight other forms of trafficking for increased attention, such as child trafficking and trafficking for forced labour.

At the moment we do not have sufficient evidence regarding trafficking for forced labour to enable us to make a full assessment of whether it poses a significant problem for the UK. We recognise that we need to improve our knowledge base in this area. Although we have more detailed information on some areas such as victim nationality, employment sectors and the nature of exploitation, there is a fundamental lack of information concerning the scale of the problem. One of the difficulties we will face in investigating trafficking for forced labour is distinguishing between poor working conditions and situations involving forced labour. The element of coercion is an important indicator of the latter.

² “Stolen Smiles: a summary report on the physical and psychological health consequences of women and adolescents trafficked in Europe” by Zimmerman C, Hossain M, Yun K, Roche B, Morison L, Watts C (2006).

A number of respondents commented that trafficking for forced labour was often a hidden problem within families and communities making it harder to identify and detect. We need to understand better how to recognise this form of trafficking and we need to raise awareness, through training and the provision of guidance to workplace enforcement agencies, law enforcement, immigration and other front line organisations so that potential victims of trafficking can be identified.

The advent of the UKHTC will help to develop further our enforcement response in this area as its remit includes trafficking for forced labour as well as other forms of human trafficking.

In addition to the need to raise awareness on trafficking for forced labour so that potential victims are identified, respondents to the consultation pointed out that the lack of specialised assistance available to victims of trafficking for forced labour could account for the lack of individuals self identifying. The decision to sign the Council of Europe Convention will impact on this area because the minimum levels of protection and support set out in the Convention apply to all victims of trafficking.

Child Trafficking

Most law enforcement effort on trafficking for sexual exploitation has focused on the trafficking of foreign national women into and around the UK. We also need to consider the case for more effort on the trafficking of children from abroad for sexual exploitation and potentially also the trafficking of UK national children within the UK.

The trafficking of children has received considerable attention in recent years. It raises very real public concerns about the victims, who are innocent, defenceless and have little or no influence over their fate. Many organisations have reported on the extent of the problem of child trafficking for commercial sexual exploitation. In addition, the problem of child trafficking for labour exploitation or domestic servitude, benefit fraud and organised street crime has also been the subject of intense anxiety.

A number of respondents to the consultation acknowledged that some progress has been made in tackling the issue of child trafficking but that the UK Government needed to do more. ECPAT UK, in a recent report³ called for a national strategy on child trafficking to be considered a priority within the UK Action Plan, and that this should identify a multi-agency framework and protocols for all professionals who may have contact with child victims of trafficking.

We acknowledge the need to do more in response to the trafficking of children into and within the UK for a variety of purposes. In response to calls that we institute a separate strategy for child victims of human trafficking we have decided to highlight the specific measures that we intend to undertake which relate exclusively to children in Chapter 4. However, many of the measures included in the chapters on Prevention, and Investigation, Law Enforcement and Prosecution will relate equally to children as to adults and therefore the overall effort on child trafficking amounts to more than the measures summarised in the child trafficking chapter. However, there was a need to separate out the protection and assistance to victims because of the different arrangements applicable to safeguarding child victims from adult ones.

Immigration Strategy

As human trafficking often involves crossing international borders, it is essential that measures to address it are mainstreamed into the UK's immigration system. Dealing effectively with human trafficking will be an integral part of the new Border and Immigration Agency's business, delivering the Agency's objectives to strengthen our borders and ensure and enforce compliance with immigration laws. A strategy for Securing the UK Border will set out what we intend to do over the next decade to respond to the main threats and challenges to our borders. The measures in that strategy will increase our knowledge and control over those who enter the UK. A number of improvements to our border control function such as the use of biometric identifiers and the development of e-borders will make it harder for traffickers to bring victims to the UK to be exploited. It is important to deter them at that stage as identifying victims and traffickers at the border can be difficult. This is because many victims enter the UK with legitimate documentation and some will be unaware that they are being trafficked. Guidance and training for immigration officers is in place, but will be improved and expanded as we implement the Council of Europe Convention. This will ensure that victims are treated first and foremost as victims of crime rather than as immigration offenders.

Several measures in the UK Borders Bill, which is currently going through Parliament, are related to human trafficking while others will help us combat immigration crime more generally. The recent Enforcement Strategy⁴ also contains a number of measures which will help in the UK's fight against organised immigration crime. These include further collaboration across law enforcement agencies, increased resources for immigration policing and prioritising our enforcement activity on the greatest harms which include human trafficking. This approach will enable the Border and Immigration Agency to take a comprehensive approach to human trafficking.

Internal Trafficking

It is apparent from the trafficking definition set out at the beginning of this section that movement of a victim for exploitation within the UK can amount to trafficking. Many of the respondents to the consultation highlighted the need to encompass domestic or "internal" trafficking within any end to end strategy. In particular, respondents pointed out that the trafficking of young British girls who may have been lured into prostitution, but from which they cannot escape due to the use of violence or coercion, should be addressed within the remit of the Action Plan. Recognising that the sexual exploitation of children is changing in nature we are revising our "Working Together Guidance" on children involved in prostitution to include guidance on identifying and safeguarding children who are being sexually exploited.

As part of the implementation of the UK Government's coordinated prostitution strategy, published in January 2006, all agencies are working proactively to reduce all forms of commercial sexual exploitation. This includes both on and off street prostitution. An increasingly intelligence-led approach is being taken as we develop our understanding about the links between prostitution in the UK, and organised crime. The UKHTC is undertaking a strand of work, in partnership with a wide range of stakeholders, to develop a greater understanding of the extent and nature of internal trafficking in the UK. This will bring the perpetrators to justice and assist their victims, both adults and children, to recover from the abuse. A victim-focused approach will be essential in this, as with all areas of human trafficking.

⁴ "Enforcing the Rules: A strategy to ensure compliance with our immigration laws" Home Office 2007, published on 7 March 2007.

KEY AREAS FOR ACTION IN THE PLAN

The main proposals for action in the four chapters of the plan are summarised below.

Prevention

The prevention of trafficking is essential because it avoids an individual becoming a victim in the first place. Maximising our collective prevention effort is a key objective of the Action Plan. The Plan identifies three areas for focussed attention. These are an increased understanding of the problem, addressing issues which impact on the supply side of human trafficking and deterring the demand for human trafficking.

We recognise the need to address the underlying reasons why so many people are vulnerable to exploitation – poverty and social exclusion. The Department for International Development (DfID) is already playing a leading role, in the fight against poverty and social injustice through support for our long-term development programme and we will continue with this work. Another element to our strategy is to work through the Foreign & Commonwealth Office (FCO) to support projects designed to build capacity in source and transit countries to deal with organised immigration crime issues and to support awareness raising projects. We will adopt a more proactive approach to awareness raising in vulnerable groups and communities and will ensure that the appropriate evaluative mechanisms are in place to ensure that these campaigns are as effective as possible.

We will work to improve our knowledge of the nature and scale of human trafficking in the UK by identifying knowledge gaps and developing targeted research strategies. We will also seek to improve the collection of data on trafficking issues and establish the UKHTC as a central point for the collation of data and information on trafficking.

We will also further develop our approach to issues of demand. Firstly, by recognising the different pull factors that apply to different types of human trafficking and building a greater understanding of the demand factors in areas such as trafficking for forced labour. Secondly, through the UKHTC we will consider undertaking specific measures targeted at reducing demand. We are looking at ways to ensure that the realities of exploitation through prostitution are understood and also at ways in which employers understand their responsibilities when employing migrant workers as well as the penalties they face if they employ illegal migrant workers.

Investigation, law enforcement and prosecution

We are firmly committed to instituting a strong enforcement response against those who commit human trafficking offences domestically and internationally to ensure that the United Kingdom is a hostile environment to traffickers. To this end we have introduced comprehensive legislation to criminalise trafficking, with the introduction of the Sexual Offences Act 2003 and the Asylum and Immigration (Treatment of Claimants, etc) Act 2004 along with the equivalent Scottish provisions of the Criminal Justice (Scotland) Act 2003 and the Protection of Children and Prevention of Sexual Offences (Scotland) Act 2005. There has been a number of successful prosecutions for trafficking for sexual exploitation using the new legislation. However, we recognise the need to keep the legislation under review to ensure its continued effectiveness. Accordingly, we are currently taking steps to amend the trafficking legislation in the UK Borders Bill to extend the territorial application of trafficking offences to cover acts of facilitation carried out overseas, irrespective of the nationality of the person carrying out the acts.

We recognise the need, as expressed by many of the respondents to the consultation paper, to ensure that human trafficking becomes part of “core” police business. Forces receive over £11 billion in grant annually, and there has been increasing work between the Home Office and Association of Chief Police Officers (ACPO), and other key stakeholders, to improve the capability of the police and its partners to deliver effective “protective services” including on serious and organised crime.

The previous Home Secretary, Charles Clarke, wrote to Chief Constables in England and Wales on 9 June 2005 outlining what forces’ priorities should be in the organised crime area. His letter, which was laid before Parliament, stated that:

“Ministers continue to see class A drugs and organised immigration crime, in that order, as our top priorities. We would like to [see] the proportion of total effort dedicated to these two areas maintained, but with an increasing proportion of that total dedicated to organised immigration crime. For local forces, we would see effort against organised immigration crime focusing particularly on the trafficking in human beings for the purpose of exploitation, including exploitation in the sex industry.”

All forces should now have capacity to deal with trafficking problems in their area. In addition, we have now established the UKHTC to become the central point of development of law enforcement expertise and operational co-ordination, at local and inter force level, for all forces and partner agencies. The UKHTC will take forward the development of a victim-centred approach to trafficking and has begun to develop training packages and courses for police officers and other agencies. ACPO, under which the UKHTC sits will be responsible for a budget of over £5million, used to fund UKHTC and its planned growth, and pump priming to support anti-trafficking activity amongst local forces. Alongside this work, the Home Office, in conjunction with the UKHTC and interested parties, will be developing and trialling a number of Key Diagnostic Indicators during 2007 to ensure that progress in dealing with human trafficking issues is adequately measured.

We recognise that our knowledge of trafficking issues is primarily in relation to sexual exploitation and that there is a need to improve the strategic and tactical intelligence picture in relation to other areas, notably child trafficking and trafficking for forced labour. SOCA has included better understanding of trafficking in core features in its National Intelligence Requirement for 2006-07.

In addition, we have established the Child Exploitation Online Protection Centre (CEOP) and the Gangmasters Licensing Authority (GLA). CEOP will work in partnership with the UKHTC in order to ensure that the overall response to human trafficking includes the necessary specialised focus on child protection. The GLA and UKHTC will continue working closely with the introduction of a memorandum of understanding to support the mutual sharing of information to enable an intelligence led enforcement approach. In conjunction with this, the Home Office, with other government departments will produce and disseminate guidance on key indicators of workplace abuse to workplace enforcement agencies, including indicators enabling the identification of victims of trafficking for forced labour.

As a trans-national crime, human trafficking also requires an international response. The previous Home Secretary, in launching the Serious Organised Crime Agency (SOCA) on 1 April 2006, noted that the new agency would be devoting an increasing proportion of its effort to tackling organised immigration crime. SOCA has set itself the aim of devoting 25% of its total effort to this crime area, representing broadly a tripling of activity.

SOCA's effort on organised immigration crime is covered by four separate programmes of activity supporting the UK Serious Organised Crime Control Strategy. The organised immigration crime programmes cover source countries, nexus points en route to the UK, exploitation of illegal migrants in the UK and trafficking of people, in particular women and children for the vice trade. SOCA works closely with the UKHTC to ensure that work at all levels of human trafficking is complementary.

Providing Protection and Assistance to Adult Victims

Providing victims with the protection and appropriate support is central to an effective strategy to combat trafficking. The trafficking of human beings amounts to a violation of human rights, and the protection and support for victims should be considered within this context. Since we first became aware that trafficking could be an issue for the UK, we have worked with stakeholders to develop our intelligence and support the victims of this vile crime. Most of the effort to date has focused on trafficking for the purposes of sexual exploitation and the UK Government has funded the Poppy project since 2003 to provide safe accommodation and a range of support services for adult women trafficked into the UK for sexual exploitation. In 2006 we entered into a two year £2.4 million funding agreement to expand the project. This model of support is now a recognised example of best practice both domestically and internationally. We are committed to using the lessons learnt from the evaluation of the project to develop guidance on service standards and create a network of appropriate services across the UK. In Scotland, the TARA Project was established in 2004 to provide advice and support to women who have been trafficked into Scotland for the purposes of sexual exploitation and to help existing service providers to meet the needs of vulnerable women.

We recognise that more needs to be done to support victims of other forms of trafficking, particularly for forced labour and will develop our knowledge and ability to provide appropriate services for these individuals.

The UK's decision to sign the Council of Europe Convention particularly impacts on this area of the Action Plan. Once the Convention is implemented, any person whom the authorities believe to be a victim of trafficking will be entitled to a period of recovery and reflection. During this period, victims will be entitled to assistance including secure accommodation, appropriate psychological assistance, and access to counselling and emergency medical assistance. The Convention also provides an avenue for victims to apply for a renewable residence permit if, for example, their stay is necessary for the purpose of their cooperation with the competent authorities in an investigation or criminal proceedings. It enables us to build on existing measures and move from our current 'supportive' approach to a more human-rights based strategy. Developing a robust and effective system that incorporates the full range of provisions will take a considerable amount of time and there is a need to continue developing the protection and assistance for victims in the interim.

The Action Plan addresses the protection and assistance of victims in three primary areas:

- Improving identification and referral procedures and practices to help liberate victims from exploitation and enable them to access appropriate support services;
- Enhancing the support available and extending the rights for adult victims; and
- Assisting in the re-integration and resettlement of victims and helping prevent re-trafficking.

Although we have already undertaken a vast amount of work to improve the identification and referral of victims we recognise that more needs to be done to create a clear standardised approach across the board. In the immediate future we propose to update and supplement existing guidance and training for a wide-range of agencies that may encounter victims. This will go wider than the enforcement agencies and cover other sectors such as health professionals and asylum caseworkers. In the longer term we will develop a national referral mechanism, as recommended by the Organisation for Security and Co-operation in Europe (OSCE), which will include adopting formal identification procedures and referral protocols. In relation to support services for victims we will consider the various options for expanding and enhancing support arrangements for all identified victims, in consultation with stakeholders. This could include piloting the support services required for victims of trafficking for forced labour. We recognise the importance of assisting victims with re-integration and resettlement if they return to their home country. There are already a number of appropriate re-integration programmes, particularly the AVRIM programme (Assisted Voluntary Return for Irregular Migrants) run in partnership with the International Organisation for Migration, that can help victims. We will do all we can to raise awareness about the help available and promote the use of the AVRIM programme widely amongst victims and the agencies that may encounter them.

“It comes every time that I close my eyes...when I testified against my traffickers...and when I am at home...always in my dreams. I see myself still being taken to clients.”⁵

Child Trafficking – Specific measures

Respondents to the consultation, and experts more generally, have made it clear that measures to care for child victims of trafficking need to be attuned to the very different vulnerabilities of children as opposed to adult victims. They have special needs, including a reduced capacity to assess risk and an increased dependence on others. In response to the consultation, a number of NGOs suggested that the UK Action Plan should include a particular focus on children and young people trafficked for exploitation and that the plan should ensure that all professionals working with children are trained to recognise trafficked victims. This Plan contains measures to address this requirement by all the relevant agencies.

Despite calls for further action, there can be little doubt that the UK is already doing a great deal to tackle child trafficking. Chapter 4 highlights the various strands of work that are already underway but also outlines the detailed plans drawn up for the short to medium term. Many of the interventions already in existence for adult trafficking apply equally and in similar terms to the trafficking of children. This is particularly so in relation to prevention, investigation and law enforcement. Measures to ensure that child victims are safeguarded and protected, however are markedly different and Chapter 4 of the Plan recognises the very different needs of child victims.

Chapter 4 includes a detailed account of Government-led measures for child victims. These range from working in source countries to raise awareness of the problem, to working with carriers abroad in over 30 countries, and to the introduction of new Global Visa Regulations on 12 February 2006. These new measures ensure that children subject to an entry clearance will enter the UK in a recorded way. We have trained our immigration officers at UK ports of entry in child protection. Specially trained multi agency teams of immigration staff, police and social workers, also trained in child protection, are being

⁵ “Stolen Smiles: a summary report on the physical and psychological health consequences of women and adolescents trafficked in Europe” by Zimmerman C, Hossain M, Yun K, Roche B, Morison L, Watts C (2006).

established at three major ports and both asylum screening units. Other measures include the proposed new arrangements for unaccompanied asylum-seeking children (UASC) as outlined in the Government's proposals (currently out to public consultation)⁶.

Multi-agency efforts continue through joint working with Children's Services, law enforcement, the Child Exploitation and Online Protection Centre (CEOP) and with the UKHTC. Work continues with the Department of Health to recognise and address the particular health needs of trafficked children who may have been traumatised and physically harmed by their experience.

Best practice guidance and advice is being developed for professionals. In partnership with the NSPCC, CEOP and ECPAT the Home Office is match funding with Comic Relief a child trafficking telephone helpline advice service for professionals and front line agencies. In conjunction with this, the Home Office and DfES are working with key stakeholders to provide national best practice guidance to professional and volunteers from all agencies on safeguarding children who are victims of trafficking. Central to the victim care and protection elements will be the role played by Local Safeguarding Children Boards in protecting all children in their localities, including those that are victims of trafficking.

WORKING WITH INTERNATIONAL PARTNERS

Trafficking is often an international crime, operating across borders. We recognise that in order to have maximum impact we must work with international partners to deliver our national strategy. International collaboration can bring real benefits in all areas, whether it is in the institution of joint awareness raising campaigns, sharing intelligence and law enforcement expertise, collaborating on the prosecution of traffickers or the exchange of best practice on the protection and assistance of victims of trafficking. It is only through source, transit and destination states for human trafficking working in concert that advances can be made in tackling this evil practice.

During the UK presidency of the EU we worked closely with the European Commission and EU partners to develop an EU Plan on best practices, standards and mechanisms to prevent and combat trafficking in persons which was adopted in December 2005. The EU Plan includes specific measures designed to prevent trafficking into and within the EU. Many of the actions at a national level will mirror and complement efforts taken at the European level and by our European partners, as well as international agencies such as Europol.

A current priority within the EU is the development of dynamic and concrete operational co-operation among member states on human trafficking. The UK is committed to this objective and is currently in the lead through the UKHTC, on a proposal for G6 countries to co-operate on a period of joint operational activity to tackle human trafficking. Our domestic contribution to this operation would be the development of a national police-led operation, similar to Operation Pentameter (set out in more detail in chapter 2) which took place during 2006.

DEVOLVED ADMINISTRATIONS

The Action Plan involves a range of actions, some of which will apply throughout the UK. However, some of the actions contained in the Plan relate to policy areas for which responsibility rests with the devolved administrations. Where actions are proposed which relate only to one area this will be indicated.

MONITORING

One of the purposes of the Action Plan is to increase transparency and enable us to be held to account for delivery of the elements of the Plan. The Plan includes a number of assessment tools/ indicators for specific actions which we will use to assess progress on implementation. As the Plan brings together work from across government, there are also a number of performance management frameworks that will provide the levers for driving performance of the various delivery agencies.

A number of respondents to the consultation suggested the creation of an independent National Rapporteur on trafficking in persons similar to the approach adopted in Holland.

We have considered a number of monitoring mechanisms and have decided that the Inter-Departmental Ministerial Group (IDMG) on Human Trafficking, currently chaired by Home Office Parliamentary Under-Secretary of State Vernon Coaker would be the most suitable monitor. The IDMG is thought to be the most suitable mechanism to monitor progress against the Plan because it will also monitor the implementation of the Council of Europe Convention. Whilst the implementation of the Convention will overlap in a number of ways with the actions in the Plan there are a number of areas where what we are currently doing goes beyond the minimum standards set down by the Convention.

Progress reports on the implementation of the Action Plan and the Convention will also be provided to the Ministerial Non-Governmental Organisation (NGO) Advisory Group on Human Trafficking, which is jointly chaired by the Solicitor-General, Mike O'Brien, and Vernon Coaker.

The Scottish Executive will be a member of the IDMG and where action falls within the responsibility of the Scottish Executive, the Scottish Executive will itself be responsible for monitoring progress. After restoration, the Northern Ireland Executive will be consulted on the Action Plan to consider whether there are specific actions they may wish to take in support of the Plan, and whether the Northern Ireland Executive should be a member of the IDMG. The Welsh Assembly Government will consider the most effective way of engaging in the process of drawing up and implementing the Action Plan.

BACKGROUND

DEFINITION: WHAT IS TRAFFICKING?

The UK uses the definition of 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, which states that:

“Trafficking in persons” shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.”

An identical definition of human trafficking is given in Article 4 of the Council of Europe Convention.

Trafficking of human beings should not be confused with “smuggling” of human beings. The majority of people who enter the UK illegally have either done so by themselves or have arranged to be smuggled into the country. The 2000 UN Protocol Against the Smuggling of Migrants by Land, Sea and Air defines the smuggling of migrants as:

“the procurement, in order to obtain, directly or indirectly, a financial or other material benefit, of the illegal entry of a person into a State Party of which the person is not a national or a permanent resident”.

A number of factors can be identified which help distinguish between smuggling and trafficking. Firstly, entry into a state can be legal or illegal in the case of trafficking, whereas smuggling is characterised by illegal entry. Secondly, trafficking can take place both within and across national frontiers, whereas international movement is required for smuggling. Thirdly, trafficking is carried out with the use of coercion and/or deception, whereas smuggling is not, indicating that the latter is a voluntary act on the part of those smuggled. Finally, trafficking entails subsequent exploitation of people, while the services of smugglers end when people reach their destination.

They told me they would cut me into pieces and send me back like that. Every single day I heard the threat “I’ll kill you bitch”⁷

What is the current extent of trafficking in the UK?

The UK is primarily a destination country for human trafficking. The majority of our knowledge regarding the situation in the UK centres on trafficking for the purposes of sexual exploitation and although the extent of the problem is unclear the evidence suggests that it is not reducing in either scale or reach. Home Office research, shortly to be published, estimates that the size of the UK market for human trafficking for sexual exploitation was up to £275 million in 2003. The research also estimates that in 2003 there were up to 4,000 women in the UK that had been trafficked for sexual exploitation.

⁷ “Stolen Smiles: a summary report on the physical and psychological health consequences of women and adolescents trafficked in Europe” by Zimmerman C, Hossain M, Yun K, Roche B, Morison L, Watts C (2006).

Information gathered during 2006 established that victims of trafficking can end up working in the vice trade (mainly off-street) anywhere in the UK, not just in metropolitan areas, and are often moved several times. During four months of concentrated operational activity in 2006, 84 potential victims from 22 different countries were recovered, predominantly from Eastern Europe, China / South-East Asia, Africa or Brazil. This largely reflects what are considered to be the most common nationalities of victims trafficked for sexual exploitation and also reflects the nationalities of traffickers involved. Eastern European traffickers, both in the UK and source countries, tend to be relatively small-scale and involve loose networks, whereas networks involved in the trafficking of victims from China and South-East Asia appear to demonstrate a greater level of organisation. Where victims are bought and sold in the UK, prices range from £500 to £8000, with the available information suggesting an average of between £2000 and £3000. A trafficker controlling a victim working in an off-street brothel is likely to make in the region of £1000 per week.

Knowledge of the scale and nature of trafficking of minors for the UK vice trade is limited and the extent of serious organised criminal involvement is also unclear. Although no national figures are available, at least twelve potentially trafficked minors (aged under-18) were recovered during 2006. It is probable that most of these victims were not advertised as being under-age and there appears to be little tolerance for the exploitation of minors within the mainstream off-street sex industry in the UK. However, it cannot be discounted that some were provided for a separate clientele seeking sex with under-age girls.

Although violence and force are often encountered in trafficking cases, evidence suggests that in the initial stages the vast majority of victims are recruited by deception. Victims are targeted using a variety of techniques, from advertisements in various media for legitimate employment such as au-pairs, models or bar staff to traffickers posing as friends and offering either holidays abroad or presenting them with bogus job opportunities. There have been examples of women's involvement in such practices which has added to the plausibility of the traffickers. Additionally, some victims of organised crime gangs end up in prostitution as a result of "debt-bondage" arising from money paid to the gangs to facilitate their illegal entry into the UK.

Victims normally enter the UK openly using either genuine or forged/counterfeit travel documents. Many of the victims arrive by air with low cost airlines, particularly those serving Eastern and Southern Europe. Once in the UK their personal freedom is severely curtailed and they are often controlled through the removal of their documentation, unrealistic debt-bonds, threats of violence against them or their families and physical, sexual and/or emotional abuse.

We do not have sufficient evidence regarding trafficking for purposes other than sexual exploitation to make a full assessment as yet of whether this poses a significant problem for the UK. Recent independent studies do suggest the existence of trafficking for forced labour /domestic servitude and also the existence of child trafficking.

Legislation

The UK has introduced comprehensive legislation to criminalise trafficking. The Sexual Offences Act 2003, which came into force on 1st May 2004, introduced wide-ranging offences in England, Wales and Northern Ireland covering trafficking into, out of, or within the UK for any form of sexual offence. These offences carry a 14 year maximum penalty and repeal the stop-gap offence of trafficking for prostitution contained within the Nationality, Immigration and Asylum Act 2002. The equivalent Scottish

provisions are contained in section 22 of the Criminal Justice (Scotland) Act 2003. There have been over 30 convictions for trafficking for sexual exploitation using the new legislation featuring the imposition of high overall sentences for those convicted for these offences.

“If I knew there was fourteen years for this, I would never do this. They should advertise this more...Then, I think they would think twice.”

Convicted trafficker

An offence of ‘trafficking for exploitation’, which covers non-sexual exploitation, including trafficking for forced labour and the removal of organs, was included in the Asylum and Immigration (Treatment of Claimants, etc.) Act 2004. This offence also carries a heavy 14 year maximum penalty and came into force on the 1 December 2004.

The trafficking of children is included under the trafficking offences contained in the 2003 Acts (Sexual Offences Act 2003 and Criminal Justice (Scotland) Act 2003) and the Asylum and Immigration (Treatment of Claimants, etc.) Act 2004. In addition, the Sexual Offences Act introduced new offences of “abuse of children through prostitution and pornography” which aim to protect children under the age of 18. These cover a range of offences, including paying for the sexual services of a child, for which the penalty ranges from 7 years to life depending on the age of the child; and causing, facilitating or controlling the commercial sexual exploitation of a child in prostitution or pornography, for which the maximum penalty will be 14 years imprisonment. Similar offences in Scotland are contained in sections 9 to 12 of the Protection of Children and Prevention of Sexual Offences (Scotland) Act 2005.

Human trafficking is included as a lifestyle offence under the Proceeds of Crime Act 2002. This means that the courts are entitled to make an assumption that all traffickers’ assets are the proceeds of crime unless the defendant can prove otherwise.

In relation to trafficking for forced labour, we have taken measures to reduce the potential for exploitation of migrant workers through the introduction of new gangmaster licensing arrangements. The Gangmasters (Licensing) Act 2004 established the Gangmasters Licensing Authority (GLA) which is responsible for setting up and operating the licensing scheme for labour providers operating in the agriculture, shellfish gathering and associated processing and packaging sectors. The first licences were issued in April 2006 and it is now an offence to act as a gangmaster in the specified areas without a licence. It is also an offence for a person to enter into an arrangement with an unlicensed gangmaster. The Gangmasters (Licensing) Act 2004 and the associated Gangmasters (Licensing Authority) Regulations 2005 will apply to work done anywhere in the UK, and in the UK coastal waters.

In addition, we have strengthened the legislation on the employment of illegal migrant workers by introducing a two-pronged approach to tackle illegal migrant working in the Immigration, Asylum and Nationality Act 2006. The Act introduces a civil penalty regime for employers, together with the introduction of a tough new offence of knowingly employing an illegal migrant worker. The system of civil penalties for employers of illegal migrant workers will carry a maximum penalty per illegal migrant worker, to be decided following public consultation and parliamentary debate. The offence of knowingly employing an illegal migrant worker will carry a maximum two year custodial sentence and an unlimited

fine. We are also considering and consulting on the proposal to recommend the use of legislation, for the first time in the field of illegal migrant working, which allows the disbaring of company directors.

Respondents to the consultation raised concerns about employers withholding documents from their employees, thereby placing them in a vulnerable and exploitable situation. Section 25 (5) of the Identity Cards Act 2006 makes it an offence for a person to have in his possession, without reasonable excuse, a false identity document or a genuine document that has been improperly obtained which relates to someone else, or equipment used for making false identity documents. Unless there is a reasonable excuse, these offences apply irrespective of any intent to use the documents or equipment. Subsection (7) prescribes a maximum penalty of 2 years imprisonment, a fine or both. This offence came into force from June 2006 so it will take some time for the legislation to bed down, but we will monitor the progress in relation to trafficking issues.

International Framework

Trafficking is often an international crime, operating across borders. Many countries in the world are affected, either as source, transit or destination countries. The issue of trafficking is now firmly on the international agenda. The most important international instrument on trafficking is the UN Convention against Transnational Crime 2000 (UNTOC) and its optional Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children. This Protocol (known as the Palermo Protocol) was the first international instrument to define and address the trafficking problem. The UK ratified the Palermo Protocol on the 9th February 2006. The UK has also ratified a number of other international instruments which are of relevance to human trafficking. These include;

- the International Covenant on Civil and Political Rights;
- the European Convention on Human Rights;
- the UN Slavery Convention;
- the International Labour Organisation Conventions 29 and 105 on Forced Labour; and
- the International Labour Organisation Convention 182 on Worst Forms of Child Labour.

There are also a number of other international instruments focussed on the treatment of children which can have a bearing on child trafficking. One is the United Nations Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography. The aim of the Optional Protocol is to oblige State Parties to take the necessary steps to combat the sale of children, child prostitution and pornography and, where appropriate, to co-operate with other State Parties in doing so. It provides for a comprehensive approach and the measures included in the Protocol cover a wide range of areas.

Its main features are obligations to create criminal offences relating to child pornography and child prostitution, measures to enhance international co-operation, particularly in relation to extradition, obligations to ensure that child victims are given appropriate support during and after criminal proceedings.

The review of the UK's position in relation to the Optional Protocol's obligations has recently been completed. The review consulted the relevant policy leads within the government departments who have an interest⁸. Following their responses we have assessed that we are in a position to ratify and are taking steps internally to begin the necessary process. This will include formal Ministerial consideration and Parliamentary scrutiny. It is therefore difficult to give too precise a timetable but we would aim to have ratified the Optional Protocol by Summer 2007.

The United Nations Convention on the Rights of the Child (UNCRC) is an international human rights treaty that grants all children and young people (aged 17 and under) a comprehensive set of rights. The UK signed the Convention on 19 April 1990, ratified it on 16 December 1991 and it came into force in the UK on 15 January 1992. The Convention is presently the most widely ratified international human rights instrument. It is the only international human rights treaty to include civil, political, economic, social and cultural rights, and sets out in detail what every child needs to have a safe, happy and fulfilled childhood.

However, the UK has entered two reservations in respect of the UNCRC, one of which relates to immigration and nationality matters. We are committed to the welfare of children as evidenced by our domestic legislation. We do not believe that the reservation leads to neglect of children's care and welfare. Children who have been identified as having been trafficked are accommodated by local authorities' Children's (Social) Services under the requirements of Section 20 of the Children Act 1989 in England and Wales and Section 22 of the Children (Scotland) Act 1995 (section 25 is also relevant in that it requires local authorities to safeguard and promote the welfare of children in their area who are in need). We consider that there are sufficient checks and balances in place to ensure that children can receive an adequate level of protection and care whilst they are in the United Kingdom.

The most recent international instrument to be drawn up on trafficking is the Council of Europe Convention on Action Against Trafficking in Human Beings.

Council of Europe Convention on Action Against Trafficking in Human Beings

The Prime Minister announced on the 22nd January 2007 the Government's decision to sign the Council of Europe Convention. It has taken us some time to reach a decision on signature but we wanted to ensure that we considered the impact of the provisions fully before agreeing to sign. We have always supported the multiple aims of the Convention and participated actively in its drafting and negotiation.

We are aware that whilst a number of Council of Europe member states have now signed the Convention, there have yet to be a sufficient number of ratifications to bring the Convention into force (10 ratifications, 8 by member states of the Council of Europe are required). Therefore, we are in a similar position to a number of our European colleagues in that we are now faced with the challenge of implementing the requirements imposed by the Convention.

The broad nature of the Convention means that it will affect all aspects of our strategy. The biggest area of the Action Plan that will be affected by the decision to sign the Convention is that addressing the protection and assistance provided to victims. The Convention requires us to enhance the existing arrangements for victims of trafficking for sexual exploitation but also to create provision for victims

⁸ The Home Office, Department for Education and Skills, Department for Constitutional Affairs, Northern Ireland Office and Scottish Executive.

of other forms of trafficking, such as trafficking for forced labour. The Convention will also provide the framework to develop a national referral mechanism as recommended by the OSCE.

We are currently working through the detail of what is required to implement the Convention and therefore have not been able to include detailed implementation proposals within the Action Plan. What we have included is an action point which requires implementation plans to be submitted to the Inter-Departmental Ministerial Group (IDMG) on Human Trafficking by July 2007.

We understand that we will need to engage with a wide range of stakeholders to implement the Convention effectively. This will include drawing on the expertise of those in the voluntary sector, from law enforcement and existing service providers as well as working across government. We will look to see whether piloting any of the provisions will help us test arrangements and what we might learn from doing so.

It will inevitably take some time to move from signature to ratification. We are not able to give a date for ratification because much will depend on the extent to which we will require legislative amendments and new processes and guidance. We will not ratify the Convention until we are satisfied that all the required legislative and process changes are in place.

CHAPTER 1

PREVENTION OF TRAFFICKING

The Action Plan to Combat Trafficking in Human Beings adopted by the Organisation for Security and Co-operation in Europe (OSCE) contains a number of recommended measures to be adopted at the national level in order to prevent trafficking in human beings. We have considered these whilst identifying three key areas for focussed attention. These are an increased understanding of the problem, addressing issues which impact on the supply side of human trafficking and deterring the demand for human trafficking. Maximising our collective prevention effort is a key objective of the Action Plan.

Understanding the scale and nature of the problem

There was wide consensus amongst respondents to the consultation that there is a current lack of knowledge and understanding about the nature and extent of human trafficking in the UK. Respondents also commented that attention had outstripped hard research on the subject, leading to increased anxiety with the resultant risk that trafficking policies may be hastily produced.

We acknowledge that in order to develop our trafficking policy we need a better understanding of the nature and scale of all forms of trafficking as they present in the UK. The Serious Organised and Crime Agency (SOCA) and UKHTC have already identified improving understanding of trafficking as a priority for intelligence collection, and this features strongly in the National Intelligence Requirement for 2006-07 and for 2007-08.

We have also put a high priority into commissioning research to deepen our understanding of this area. We are about to publish ground breaking work on analysing organised crime markets, including the market for trafficked women. This report will provide policy makers and operational colleagues with a better understanding of the costs of the social and economic harm caused by different types of organised crime. The research estimated that the size of the UK market for human trafficking for sexual exploitation was up to £275million in 2003. The research also estimates that in 2003 there were up to 4,000 women in the UK that had been trafficked for sexual exploitation. The total economic and social cost of human trafficking for sexual exploitation in the UK was estimated to be up to £1billion in 2003.

“Sometimes I don’t see the point in doing anything. It seems useless. When someone has controlled you and made decisions for you for so long, you can’t do that yourself anymore”.⁹

Other projects include taking a wider look at what is known about trafficking for sexual exploitation and where the knowledge gaps lie – for example, by reviewing the available literature on trafficking for sexual exploitation. We are also conducting a study looking at the market for facilitated illegal entry to the UK by interviewing a number of prisoners convicted of organised immigration crime offences (including trafficking). This will give us a quite unique glimpse into the world of the traffickers themselves; what motivates them, how they operate, and how they might be combated.

We have also recently completed a literature review of the published research evidence on trafficking for labour exploitation in the UK with the aim of identifying knowledge gaps. The findings of the review will be published at the same time as the Action Plan.

⁹ “Stolen Smiles: a summary report on the physical and psychological health consequences of women and adolescents trafficked in Europe” by Zimmerman C, Hossain M, Yun K, Roche B, Morison L, Watts C (2006)

The UK Human Trafficking Centre (UKHTC) will contribute to work in this area through their newly established research group which hopes to develop, co-ordinate and improve research on trafficking and the effective means of combating it. The UKHTC are already undertaking a project to examine the mode and prevalence of internal trafficking of UK nationals, and particularly children and young people.

The Justice Analytical Services of the Scottish Executive are about to carry out a scoping exercise to make some initial assessment of the existing evidence around various types of organised crime, including trafficking, in Scotland. This initial work will help determine requirements for further research in Scotland. This work will involve liaison with the Home Office and UKHTC. The Organised Crime Task Force in Northern Ireland (OCTF) publishes an annual assessment of the threat from organised crime in Northern Ireland and the OCTF has funded a police analyst to improve understanding of the criminal markets in Northern Ireland, the impact of organised crime and the harm caused. This analysis will include the extent of organised immigration crime. The Northern Ireland Office (NIO), Home Office and Scottish Executive will share the results of any research to ensure as full a picture as possible is available.

Therefore, it is apparent that we are already undertaking some work in this area but we acknowledge there is more to do. We will proactively identify knowledge gaps and consider how best they might be filled.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
2	To improve knowledge of the scale and nature of human trafficking in the UK.	To identify knowledge gaps and undertake targeted research.	Ongoing.	Home Office, UKHTC, Scottish Executive, CEOP, NIO.	Overview of current and planned research mapped. Complementary research developed.

The other way our understanding can be developed is through the proactive development, collation and sharing of intelligence. The UKHTC, in co-operation with SOCA, will become a central point for the collation of data and information on all forms of trafficking. They will seek to improve the national and local intelligence base on the organised crime groups involved in trafficking and related immigration crime.

There are a number of actions currently underway as part of the EU Plan in respect of developing common guidelines for the collection of data including comparable indicators. However, more effort is needed to harmonise collection of robust data on trafficking as this is key to understanding the true extent of human trafficking as it presents within EU countries, and would enable us to target our national and EU strategies more effectively.

In order to further develop the intelligence on child trafficking, the Child Exploitation and Online Protection Centre (CEOP) has established a child trafficking unit where harmonised collection of data will be regularly implemented in order to produce an annual strategic threat assessment on child trafficking. The progressive development of CEOP's multi-agency approach will ensure that improvements in the

mapping of existing data will continue even after the completion of the child trafficking scoping exercise currently underway. CEOP will work in partnership with the UKHTC to deliver a specialised response to child trafficking.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
3	To improve knowledge of the scale and nature of human trafficking in the UK.	To establish a central point for the collation of data and information on all forms of trafficking.	By mid 2007.	Home Office, UKHTC, SOCA, Scottish Crime and Drug Enforcement Agency (SCDEA).	Agree responsibility within HO, UKHTC, SCDEA and SOCA. Agree what data will be collated.

In relation to child trafficking, respondents to the consultation commented that knowledge in this area could be improved by a more harmonised and systematic approach to information collection through existing mechanisms, such as the Local Safeguarding Children Boards and Child Protection Committees (in Scotland) and better mapping of existing data.

We have commissioned CEOP to undertake an intelligence gathering project into the nature and extent of child trafficking into and within the UK. The project has been collating information from police forces, the immigration services, social services and NGOs nationwide. The exercise aims to map the existing data available on how agencies deal with child trafficking and exploitation as well as improve the overall intelligence picture of this area. CEOP is expected to report its findings in Spring 2007.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
4	To improve knowledge on the scale and nature of child trafficking in the UK.	Complete scoping study on the extent of child trafficking and disseminate analysis to inform policy.	Spring 2007.	Home Office/CEOP.	Scoping study completed. Findings inform strategy and further research specifications.

It is hoped that the new advice and information line to be established for professionals who may come across child victims of trafficking (see chapter 4 for further details) will also, in time, contribute to knowledge on the nature and scale of child trafficking in the UK by gathering, recording and sharing information on child trafficking.

Preventing Trafficking at Source

The Home Office, Foreign and Commonwealth Office (FCO) and the Department for International Development (DfID) already support a number of projects which aim to tackle trafficking at source. There are three aspects to this work – awareness raising measures which highlight the dangers of trafficking, actions to address the factors that make poor people vulnerable to trafficking, and work designed to build capacity in source and transit countries to deal with organised immigration crime.

Many respondents to the consultation, including the Joint Committee on Human Rights in their report into human trafficking in 2006 commented that awareness raising and other projects address the symptoms of the problem and not the cause. Where prevention of cross border trafficking is concerned, it is crucial that push and pull factors are addressed, such as the increasing inequality in prosperity between and within countries and the increasing demand for cheap labour and other exploitative services. The reasons why people become vulnerable to trafficking, such as the lack of employment and development opportunities, poverty and gender inequality problems also need to be addressed in the wider development work.

The UK is playing a leading role in the fight against poverty and social injustice through support for our long-term development programme. We will continue to increase our development programme budget to reach the UN target of 0.7% of national income by 2013 which supports country-led approaches to improve governance and security, health and education, and decent work opportunities for poor people.

We will also continue to support anti-trafficking initiatives through partner organisations, such as the International Labour Organisation (ILO). These include ways of ensuring that girls in particular are able to learn skills that lead to more employment choices and thus reduce the likelihood that they will become the victims of trafficking. Within our Partnership Framework Agreement we will provide almost £2million to support ILO's action programme on forced labour over the next three years.

In respect of trafficking issues specifically DfID contributes £6 million to the second phase of the ILO programme on reducing labour exploitation of children and women, combating trafficking in the Greater Mekong sub-region. Further details of projects specifically aimed at child trafficking are set out in Chapter 4.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
5	To address the root causes of trafficking.	To support anti-trafficking projects which address the factors that make individuals vulnerable to trafficking.	Ongoing.	DfID.	Projects supported.

Trafficking is a crime which is closely related to migration issues. Some victims of trafficking enter the UK illegally, but many are migrants who have found themselves in a situation where they are being exploited. Respondents to the consultation commented that there was a need to consider the impact of migration policy on trafficking issues.

A number of respondents have raised the specific issue of overseas domestic workers in relation to the proposals for the new points based system. In particular, respondents were concerned that the removal of the right to change employer would remove an important safeguard against exploitation.

Under the new points-based system, low skilled migration will only be provided for in Tier 3 of the new system should there be clear evidence of a specific and temporary labour shortage that cannot

be met from the domestic or EU labour force. Any low skilled-schemes established would be based on identification of temporary shortages, be quota-based, operator-led, time-limited, subject to review and only from countries with which the UK has effective returns arrangements. Because of EU law (the principle of community preference), it would however be unlikely that any Tier 3 scheme would be set up while restrictions were maintained on nationals from the states which joined the European Union on 1st January 2007 (Bulgaria and Romania). EU law requires that as long as the UK maintains restrictions on workers from the new EU Member States – Romania and Bulgaria – the UK cannot take people from outside the Union to do jobs that Romanians or Bulgarians were willing and able to do so. So as long as we maintain restrictions on A2 nationals, lower-skilled jobs will not be open to third-country nationals unless they have been offered first to Romanians and Bulgarians.

It is however our intention to allow visitors to the UK to be accompanied by their “domestic assistants” under revised business visitor arrangements over which we intend to consult later in the year. Such people would however not be migrant workers but people ordinarily employed and resident outside the UK.

As part of our continued work to combat trafficking, our emphasis will be upon developing robust pre-entry procedures, including appropriate safeguards, such as the identification of cases of possible abuse at the pre-entry stage to minimise the risk of subsequent exploitation. We will, however, consider further whether special provision might be needed to protect anyone entering the UK as a “domestic assistant”. As such we will be undertaking further research and analysis to better understand the ways in which victims of trafficking entered the UK, especially to understand whether there are any particular risks associated with those entering as domestic workers or related categories. This will better help detect victims before or during travel to the UK and prevent future exploitation.

Once however the Council of Europe Convention is implemented, any person, irrespective of how they entered the UK, who the authorities believe is a victim of trafficking will be entitled to a period of recovery and reflection. The Convention applies to all forms of trafficking, including trafficking for forced labour and domestic servitude. During this period they will be entitled to assistance including secure accommodation, appropriate psychological assistance, and access to counselling and emergency medical assistance. The Convention also provides for an avenue for victims to apply for a renewable residence permit if, for example, their stay is necessary for the purpose of their cooperation with the competent authorities in investigation or criminal proceedings.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
6	To enable the early identification of victims to prevent exploitation.	Develop evidence base to identify routes of entry used by traffickers and victims of trafficking at the pre-entry stage. In particular to understand whether there are any particular risks associated with those entering as domestic workers or related categories.	2007.	Home Office.	Project for collection of evidence base initiated and results evaluated.

Building Capacity

We will continue to support projects designed to build capacity in source and transit countries to deal with organised immigration crime.

During 2005 the FCO and Home Office both established Migration Funds in support of their shared and separate migration objectives. From 2007-08 the FCO fund will come under the Global Opportunities Fund umbrella. The primary objectives of the Migration Fund are to reduce the entry of people causing harm to British society; support the development of effective and sustainable returns arrangements; help to manage migration in third countries where this helps UK interests; help to increase our understanding of legal and illegal migratory flows; and, finally to improve protection of genuine refugees and internally displaced persons.

The Migration Fund has undertaken a number of projects in support of these objectives, which have sought to improve detection rates among law enforcement officials by building their knowledge of the problem (likely victims, gangs' modi operandi, scale of problem best response mechanisms) encouraging a multi-agency approach and sharing best practice. An example of this is in Turkey where we have contracted the UNHCR to provide the Ministry of the Interior with training in the identification of the victims of organised immigration crime, which will include a study visit to Ukraine, a major source country, to look at the factors leading to trafficking.

The FCO has a Drugs & Crime Fund (DCF), administered under the Global Opportunities Fund, whose primary purpose is to reduce harm to the UK from drugs and crime by increasing international engagement, and agreeing a common understanding of the threat. Through this fund, the FCO supported Project Reflex Romania which targeted organised immigration crime. In 2006-07 the fund also supported a regional anti-trafficking project in the Western Balkans to enhance operational capacity to investigate and disrupt human trafficking and a project to build capacity on the Serbian-Croatian border. The Fund has also supported increased co-operation and co-ordination between the relevant UK, Romanian and Bulgarian law enforcement anti-trafficking agencies in the run up to, and since, their accession to the EU.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
7	To build capacity in source and transit countries to deal with organised immigration crime (including human trafficking).	To seek out opportunities to provide assistance and develop cooperation with the appropriate authorities and law enforcement making use of the FCO Drugs and Crime Fund and the Migration Fund.	Ongoing.	Home Office, FCO.	Demonstrable improvements in tackling organised immigration crime (e. g. improved intelligence on OC networks, disruptions via arrests and prosecutions).

In tackling trafficking issues abroad, UK troops on deployment continue to play an important role acting as a force for good around the world, creating the security environment in which it becomes more difficult for human traffickers to operate. The Ministry of Defence (MOD) are taking forward initiatives which will ensure that UK service personnel comply with the NATO policy to show zero tolerance for the abuse of women and children in conflict areas and roll out to other areas where UK troops are deployed.

A review of the practical aspects of implementation of NATO policy on combating trafficking in human beings is currently awaiting North Atlantic Council approval. A recent audit of training conducted by the MOD concluded that, in general, UK Service personnel have the skills and knowledge to comply with NATO policy of zero tolerance. However, the extent to which the tasks are actively or passively undertaken will depend on mission priorities and planning.

The audit conclusion was reassuring but the MOD is endeavouring to improve guidance on the role/relevance of gender to the specific society living in the deployed area and on countering human trafficking during operational planning.

Awareness raising campaigns

A large number of respondents to the consultation made suggestions about the content of awareness raising campaigns. A number of respondents stressed the need to be dynamic and focused on those source countries that provide the likely victims to the UK. In addition, campaigns should seek to engage with those NGOs already involved in trafficking work and allow them to help shape the strategy. Other respondents stressed the need for such campaigns to incorporate a balanced message in which the risks of trafficking are highlighted, but are complemented by information on how to migrate legally. It was also suggested that campaigns should include practical information about how much you can realistically expect to earn as a waitress in six months or the real cost of living in the UK.

“The girls I’ve met ... some of them don’t even have a clue what they’re doing, why they came ... some of them know why they’re coming ... right, some of them knew that they were going to work as prostitutes but they didn’t know they were going to be controlled by Albanians to start with, or some of them they thought they were going to work for themselves as prostitutes”.

Female co-trafficker

We agree with these suggestions and the need to be proactive in the commissioning and institution of awareness raising work. The UKHTC has begun some significant activity in this area. One of the sub-groups established under the UKHTC is dedicated to preventing trafficking. Its membership is drawn from government, law enforcement, NGOs and other stakeholders. One of the aims of the Group is to provide strategic level direction in the planning and implementation of prevention and awareness raising campaigns both in the UK and identified source or transit countries. The UKHTC, on behalf of the Home Office has conducted awareness raising campaigns in Romania and Bulgaria recently, in order to highlight to target groups some of the dangers posed by organised criminals. However, the commissioning of such campaigns is not sufficient. To ensure that the campaigns are as effective as possible and that we learn lessons on what works evaluation will be an essential component to all campaigns that we commission.

The majority of awareness raising campaigns in source countries have focussed on trafficking for sexual exploitation. We acknowledge the need to include other types of trafficking as well.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
8	Prevent trafficking in countries of origin, transit and destination by raising awareness of the dangers involved.	Support projects in source countries aimed at raising awareness within groups that are vulnerable to recruitment by traffickers.	Ongoing.	FCO, Home Office.	Number of projects run. Evaluated for effectiveness and impact.
9		To ensure that awareness raising campaigns have proper evaluation mechanisms.	Ongoing.	Home Office, DfID, UKHTC.	Ensure all projects supported contain an evaluation plan from outset.

There are a number of actions within the EU Plan on combating human trafficking focussed on prevention work. In particular, there is a commitment to develop EU campaign materials in co-operation with the NGO community. The European Commission is planning an EU anti-trafficking day in the latter part of 2007 and the production of EU campaign materials is planned for that date. We will continue to work with our EU and international partners on such campaigns in order to raise awareness as widely as possible.

The Government has conducted a number of awareness raising campaigns in relation to workers' rights in the UK, which can help potential victims avoid the deception of traffickers. The Department for Trade and Industry (DTI) has worked with the FCO and other European member states (Portugal, Poland, Lithuania) to produce bilingual guides to working in the UK, including details of employment rights. A summary of employment rights is sent to all those registering under the Worker Registration Scheme for the A8 Member States. We will consider the appropriateness of including information on trafficking in future versions of these guides.

The DTI is also currently consulting on a package of amendments to the regulations on employment agencies to protect vulnerable workers. Details of the consultation can be found at <http://www.dti.gov.uk/consultations/page37726.html> and the consultation closes on 31 May. The DTI has also announced the creation of two Vulnerable Worker Pilot projects, which will develop local partnerships with unions, business groups, local authorities, community groups, government agencies and others to help vulnerable workers secure their employment rights and put them in touch with opportunities to develop their skills.

In Scotland, the Relocation Advisory Service has produced an information guide specifically for Polish workers. At present it does not mention trafficking issues, though there may be scope to include information on the gangmaster licensing regime in future versions.

The Gangmasters Licensing Authority, as part of their overseas workers communications strategy has produced 20,000 small, easily carried worker leaflets in English, Portuguese, Polish, Lithuanian, Latvian and Slovak explaining workers' rights.

GLA staff have also attended job fairs in Eastern European countries where they have given talks and handed out leaflets. A series of adverts (in collaboration with Crimestoppers) have also been broadcast on UK local commercial radio in Polish and Portuguese as well as English to explain ways in which instances of possible exploitation can be reported. These adverts were followed up by a poster campaign targeted at organisations that work with migrant communities and articles placed in migrant and local community newspapers.

As well as raising awareness amongst potential victims of trafficking we will also endeavour to deter traffickers by developing a strategy to publicise successful UK prosecutions for trafficking offences in source and transit countries. Through its overseas network, the FCO will publicise successful convictions through features such as interviews, editorial pieces in local journals and on local TV networks. The message will be clear – we will not tolerate trafficking into and within the UK and will take strong action against those responsible. The development of the strategy will be enhanced by the work of the UKHTC which will become the central repository for all data on trafficking and who will work in partnership with

the FCO. The latter will monitor UK funded campaigns in source and transit countries via its missions, and will establish a review mechanism consisting of in-country feedback through host government departments and NGOs.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
10	Prevent trafficking in countries of origin, transit and destination by raising awareness of the dangers involved and deterring traffickers.	Publicise successful UK prosecutions of traffickers in source and transit countries.	Ongoing.	FCO.	FCO network to report on number of cases reported in source and transit countries.

Identification in source countries and at our borders

We have been working to raise awareness of trafficking amongst our visa issuing posts overseas so that suspected traffickers and their potential victims are not issued with visas to travel to the UK. In respect of child victims in particular we have tightened entry clearance procedures by ensuring that minors' visas clearly state the names of the person accompanying them. Further details on measures targeted at preventing child trafficking are set out in chapter 4.

UKvisas is the overseas arm of the UK's integrated border management. Since 2002 UK Visas have rolled out a network of Risk Assessment Units (RAU) to support the visa operation. RAUs are responsible for providing information to assist in determining visa applications and to combat visa abuse. There are currently 27 RAUs and we are committed to ensure that by 2008 at least 75% of visa applications will be dealt with in posts with access to high quality intelligence support from RAUs.

The work of RAUs is co-ordinated through the UK Visas Risk Assessment Operations Centre who have close links with the police and other government departments to address trafficking issues. RAUs provide training to visa officers ensuring they are aware of trafficking risks and are able to highlight these to the visa section.

We have also raised awareness of trafficking amongst Airline Liaison Officers (ALOs), who are immigration officers in source and transit countries who work closely with airlines in over 30 countries abroad who operate services into the UK. The role of the ALO includes attending departure gates to give on-the-spot advice to check in staff on the documents presented by passengers. They also provide training on UK passport and visa requirements to airline staff and offer assistance to airlines in respect of a passenger who may be inadequately documented. This work helps airlines ('carriers') to tackle trafficking, by raising airlines' awareness of the issue. All newly appointed ALOs will receive additional training which includes awareness of trafficking issues before taking up their appointment abroad.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
11	Prevent trafficking in human beings.	Raise awareness of trafficking amongst entry clearance officers in source and transit countries by rolling out information to Risk Assessment Units.	By June 2007.	UK VISAS.	Develop training or briefing for entry clearance officers. Number of officers trained.

The identification of victims at ports of entry is complicated by the fact that many victims enter the UK legally and may not be aware at that stage that they are being trafficked. Often, the exploitation only commences after they have entered the UK. Even if they are aware, they may not wish to identify themselves to officials for fear of reprisal from their traffickers.

In order to ensure the prompt and accurate identification of victims of trafficking we have developed, in consultation with NGOs, a best practice toolkit for front line immigration, police officers and other professionals who may come into contact with potential victims. This toolkit, which was first published in 2003, is now being revised and updated by UKHTC on behalf of the Home Office (for further details see Chapter 3). The toolkit aims to raise awareness of the difference between trafficking and smuggling and what action should be taken when officials come into contact with trafficking victims.

In addition, “e-Borders”, when implemented, will create a very robust means of identifying and checking people coming into and leaving the UK. The e-Borders Programme is a key component of the Government’s border transformation programme with the aim of delivering a modernised border control which is fundamentally more effective, efficient and secure to meet the future operating needs of the border agencies. It is central to the Government’s five year strategy for immigration and asylum and complements the UK counter terrorism strategy. It also reflects the Government’s emphasis on enhanced joint working between the border agencies.

The e-Borders Programme will strengthen the security of the UK’s borders by identifying individuals who present a risk through the universal collection and analysis of passenger information from carriers in advance of travel. It will expedite the movement of legitimate passengers, while helping to safeguard the UK against serious organised crime, terrorism and illegal immigration.

By harnessing passenger information and new technology it will allow the border security agencies (including the Border and Immigration Agency, the Police, SOCA, Her Majesty’s Revenue and Customs and UK Visas) to assess passengers in advance of arrival in or departure from the UK, creating new opportunities for working together with the intelligence agencies and other relevant government departments to take action on border security risks.

Demand Reduction

As we commented in our consultation document, up to now, our strategy to combat trafficking has tended to focus on supply reduction as opposed to demand reduction. A more sophisticated approach and understanding of demand factors is required if we are to successfully tackle human trafficking. Respondents to the consultation considered that thought should be given to the difference between the demands for trafficked persons for forced labour, the demand for persons trafficked for sexual exploitation and child trafficking. This will be an area taken forward by the UKHTC.

As part of the commitment to identify knowledge gaps and undertake targeted research into trafficking issues we will look to develop the current understanding of demand factors.

Deterring demand for sexual exploitation

In 2006 the Government published a coordinated strategy to tackle prostitution. This has significantly changed the landscape in that it provides a framework for action to be taken to challenge the existence of prostitution. This applies to all forms of commercial sexual exploitation, including trafficking, as well as to street prostitution. Relevant agencies, including the police, have been considering how to implement the strategy, both locally and nationally. Government action is supporting this activity by ensuring that the relevant agencies have a proper understanding of the nature and extent of sexual exploitation, and the capacity to respond effectively. For example, we have been working with the police to develop a number of training modules on prostitution issues. This includes training on the new legislative framework to address trafficking and other forms of sexual exploitation, set out in the Sexual Offences Act 2003.

“When I went into prostitution, in my eyes it is not illegal. I don’t do nothing wrong, I don’t steal from anybody and obviously I don’t hurt any body ... It was more like a business ... it wasn’t a crime”.

Lithuanian trafficker

A key element of this new approach to prostitution is to focus not only on those who exploit individuals through prostitution, including the traffickers, but also to address the demand side. This means building on the innovative work, undertaken as part of Operation Pentameter, to target men who might use massage parlours, saunas or other kinds of brothel, through men’s magazines, websites or other targeted media using advertisements which raise awareness of trafficking for sexual exploitation and warn of the risks involved. Initial informal analysis indicated that such publicity techniques had an effect on the behaviour and attitudes of some of those men who use prostitutes.

The Prevention Sub-Group established by the UKHTC and referred to above will build on this work and assist in developing policies and campaigns designed at demand reduction. The repetition of Operation Pentameter in 2007 led by the UKHTC, will provide a further opportunity to develop this area.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
12	To reduce the demand for trafficked persons in the UK.	To undertake publicity and awareness raising measures targeted at reducing demand.	Ongoing.	Home Office, UKHTC.	Number and type of measures. Diversity of type of sectors reached. Surveys of awareness levels among targeted groups.

There was some concern expressed by those who responded to the consultation that the proposal in the prostitution strategy to amend the definition of a brothel to allow women to work in pairs, or with a maid, could undermine efforts to deter demand. However, the prostitution strategy promotes a proactive approach to the policing of off street prostitution, and the maximum penalty for keeping a brothel was recently increased to 7 years. However, although the thrust of the strategy is to eliminate all forms of sexual exploitation, we recognise that, in the meantime, the current definition of a brothel, encourages women to work alone in order to avoid prosecution for keeping a brothel. This places them in significant danger and it is for this reason alone that the Government has proposed an amendment to that definition. Before we take any action we propose to consult on the precise terms of the change to ensure that it does not inadvertently impede the police in the enforcement of the law against trafficking.

The Scottish Executive has consulted with key stakeholders on a draft strategic framework on violence against women. This framework aims to provide a definition of violence against women and will underpin existing work and form the basis of future work. This framework will be developed into a violence against women strategic document over the course of 2007.

In Scotland, the Prostitution (Public Places) (Scotland) Bill was passed by Parliament on 28 February 2007. This creates, for the first time in Scotland, statutory offences applying to those who seek to purchase sex in a public place and so provide police with a means to tackle the demand for on-street prostitution.

Deterring Demand for forced labour

Our strategy to tackle demand in this area will depend on building a greater understanding of the nature and extent of the problem. In the meantime we have introduced a number of initiatives. For instance, the Gangmasters Licensing Authority operates a licensing system to discourage gangmasters and other providers of labour to the agricultural sector from exploiting migrant workers for labour exploitation. Also, the Immigration, Asylum & Nationality Act 2006 introduces a two-pronged approach for tackling illegal migrant working, with the introduction of a civil penalty regime for employers, together with the introduction of a tough new criminal offence of knowingly employing an illegal migrant worker. The legislation also introduces a continuing responsibility for employers to ensure their migrant workers have an ongoing right to work in the UK. The introduction of these new measures has been brought forward, and they are now due to come into force in late 2007.

The system of civil penalties will provide a swift and effective means of tackling employers who are less than diligent in carrying out document checks on their workforce. It is designed to encourage employers to comply with their legal obligations, without criminalising those who slip up in operating their recruitment and employment practices. The maximum amount of the civil penalty will be decided following public consultation and Parliamentary debate.

We have already this year undertaken an extensive campaign to remind employers of their responsibilities when employing migrant workers as well as the penalties they face if they employ illegal migrant workers. The campaign included direct marketing to small and medium-sized enterprises in risk sectors, and a nationwide press and radio advertising campaign. We have re-launched an online step-by-step guide to employing migrant workers as well as an enhanced employers' telephone helpline service, and we will undertake similar campaigns when the new measures come into force later this year.

We will continue to work closely with members of the Illegal Working Stakeholder Group (IWSG), a high-level stakeholder Group chaired by the Minister for immigration, comprising representatives from UK industry, trades unions and migrant workers themselves. The IWSG plays an important role in disseminating key messages concerning the prevention of illegal migrant working to members of their own organisations in industry, as well as providing information to migrant workers themselves on their rights and responsibilities.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
13	To reduce the demand for trafficked persons in the UK.	Awareness raising campaign on introduction of civil penalties, "knowing" offence and continuing responsibility to check their employees' entitlement to work.	Late 2007.	Home Office.	Campaign completed and evaluated.

The Olympics in London 2012

There is little doubt that there will be many who will seek to prosper from the Olympics being held in London. Hospitality, catering and construction workers will be required. Criminal elements are expected to exploit the situation by establishing themselves in London from now on. Organised immigration crime, including human trafficking has been factored into the strategic planning for the Olympics 2012. We will also consider the lessons learnt from international colleagues, in particular from the report prepared by Germany on lessons learnt in respect of combating human trafficking from hosting the World Cup in 2006.

We are also exploring ways in which government departments will work alongside the construction industry in particular to ensure that those involved in preparatory work for the 2012 Olympics operate lawfully and responsibly.

CHAPTER 2

INVESTIGATION, LAW ENFORCEMENT AND PROSECUTION

Introduction

Human trafficking is a crime that demeans the value of human life and is a form of modern day slavery.

We are firmly committed to instituting a strong enforcement response against those who commit human trafficking offences domestically and internationally to ensure that the UK is a hostile environment to traffickers. However, we also recognise that any end to end strategy requires a supportive balance between its different strands and that there is a need for a strong enforcement arm to have the corollary victim provision.

We have already done good work to develop an effective enforcement response to human trafficking which was recognised by the Joint Committee on Human Rights report into Human Trafficking¹⁰ which states at paragraph 133;

“We acknowledge and applaud the ongoing effort of the Government to improve investigation and the bringing to justice of traffickers and agree that the second arm of the “twin-track” approach, the tough law enforcement approach, is now being pursued with some effectiveness.”

We accept that hitherto the focus of enforcement activity has been on trafficking for sexual exploitation and recognise that we must develop our response to other forms of trafficking as our knowledge and understanding of them grows.

This chapter of the Action Plan focuses on work undertaken so far and that planned for the future in respect of issues relating to investigation, law enforcement and prosecutions.

Legislation

The Government is committed to keeping the legislation on trafficking under review, to ensure it continues to provide an effective framework for the prosecution of trafficking offences and thereby provides a deterrent. We have recently amended the Sexual Offences Act 2003 (by the Violent Crime Reduction Act 2006, the relevant sections of which came into force on 12 February 2007) to introduce powers of forfeiture and detention of vehicles, ships and aircraft used in trafficking for sexual exploitation.

In addition, we are taking steps in the current UK Borders Bill to amend the trafficking offences contained in the Sexual Offences Act 2003 and the Asylum and Immigration (Treatment of Claimants etc.) Act 2004, to ensure that acts committed after a person has arrived in the United Kingdom, but before they have entered, will be covered by the offences. We are also using this opportunity to extend the extraterritorial application of the trafficking offences to cover acts of facilitation carried out overseas, irrespective of the nationality of the person carrying out the acts. The Scottish Executive is considering whether similar changes should be made to the equivalent Scottish offences.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
14	Criminalise, prevent and deter trafficking.	Keep UK trafficking and related legislation under review.	Ongoing.	CPS/Home Office/ Attorney Generals Office/Scottish Executive/Crown Office and Procurator Fiscal Service (COPFS).	Periodic review and assessment of legislation.

The enforcement of the law on trafficking

Combating trafficking requires a complex multi-agency response. The response needs to cover work from source countries overseas to the local BCUs in which brothels or centres of forced labour operate. The law enforcement response to human trafficking has hitherto been co-ordinated by Reflex, the multi-agency taskforce on organised immigration crime established in 2000. Since we published our consultation document in January 2006 the co-ordination of enforcement work on human trafficking has moved on apace.

Firstly, the Serious Organised Crime Agency (SOCA) was established on the 1st April 2006 with a renewed focus on improving intelligence and targeting those organised crime groups which cause the most harm. The Child Exploitation and Online Protection Centre (CEOP), affiliated to SOCA was also established on the 1st April which focuses on preventing and combating the exploitation of children, including in the context of child trafficking. Finally, as a direct result of the consultation process, a new UK Human Trafficking Centre has been established to become the central point for the development of police expertise and operational co-ordination.

The Scottish Crime and Drug Enforcement Agency (SCDEA) has the responsibility for tackling serious organised crime in Scotland. In addition, Scottish police forces have formed a Trafficking Working Group at which all Scottish forces and other partner agencies are represented.

The Serious Organised Crime Agency (SOCA)

The previous Home Secretary, Charles Clarke, in launching the Serious Organised Crime Agency (SOCA) on 1 April 2006, noted that, the new agency would be devoting an increasing proportion of its effort to tackling organised immigration crime. SOCA has set itself the aim of devoting 25% of its total effort to this crime area, representing broadly a tripling of activity.

SOCA's effort on organised immigration crime is covered by four separate multi agency programmes of activity supporting the UK Serious Organised Crime Control Strategy. The organised immigration crime programmes cover source countries, nexus points en route to the UK, exploitation of illegal migrants in the UK and trafficking of people, in particular women and children for the vice trade. These programmes build on strategies developed under Reflex. SOCA works closely with the UKHTC to ensure that work at the local as well as the national and international level is complementary.

CASE STUDY

Operation Pentameter

On 21 February 2006 Operation Pentameter was launched as the first co-ordinated, multi – agency effort to tackle human trafficking on a national scale. Covering the whole range of activity from prevention through to victim care the operation, funded through REFLEX and led by ACPO involved 55 police forces in England, Scotland, Wales, Northern Ireland and the Channel Islands. As a result of this activity 515 operations were conducted, 232 people arrested with 134 charges laid and 84 potential victims identified.

The results of this work are still being processed through the Criminal Justice System. However, the two most recent convictions for trafficking related offences which resulted from Operation Pentameter involved two defendants – Kanani and Javori

Arjan Kanani and Erjan Javori who originate from Albania, were convicted at Cardiff Crown Court of trafficking related offences in February 2007. Kanani pled guilty to two counts of controlling prostitution for gain, trafficking within the UK for sexual exploitation and trafficking into the UK for sexual exploitation and was sentenced to a period of 7 years imprisonment. Javori pled guilty to trafficking within the UK for sexual exploitation, causing or inciting prostitution for gain and two counts of controlling prostitution for gain and was sentenced to 5 ? years imprisonment. All the victims recovered were in their early 20s and were recruited in Lithuania. Immediately upon their arrival in the UK they were met by Kanani and Javori and taken to brothels in Birmingham. At least one of the women believed she was coming to work in a restaurant or hotel in the UK.

The Scottish Executive will be a member of the IDMG and where action falls within the responsibility of the Scottish Executive, the Scottish Executive will itself be responsible for monitoring progress. After restoration, the Northern Ireland executive will be consulted on the Action Plan in particular to consider whether there are specific actions they may wish to take in support of the Plan, and whether the Northern Ireland Executive should be a member of the IDMG.

“Core” Police Business

We recognise the need, as expressed by many of the respondents to the consultation paper, to ensure that human trafficking becomes part of “core” police business. Forces receive over £11 billion in grant annually, and there has been increasing work between the Home Office and ACPO and other key stakeholders to improve the capability of the police and its partners to deliver effective “protective services” including on serious and organised crime.

The previous Home Secretary wrote to Chief Constables in England and Wales on 9 June 2005 outlining what forces’ priorities should be in the organised crime area. His letter, which was laid before Parliament, stated that;

“Ministers continue to see class A drugs and organised immigration crime, in that order, as our top priorities. We would like to [see] the proportion of total effort dedicated to these two areas maintained, but with an increasing proportion of that total dedicated to organised immigration crime. For local forces, we would see effort against organised immigration crime focusing particularly on the trafficking in human beings for the purpose of exploitation, including exploitation in the sex industry.”

All forces should now have capacity to deal with trafficking problems in their area. In addition, we have now established the UKHTC to become the central point of development of law enforcement expertise and operational co-ordination, at local and inter force level, for all forces and partner agencies. The UKHTC will take forward the development of a victim-centred approach to trafficking and has begun to develop training packages and courses for police officers and other agencies. ACPO, under which the UKHTC sits, will also be responsible for a budget of over £5 million used to fund the UKHTC and its planned growth and for pump priming to support trafficking activity amongst local forces. Alongside this work, the Home Office in conjunction with the UKHTC and interested parties will be developing and trialling a number of Key Diagnostic Indicators during 2007 to ensure that progress in dealing with human trafficking issues is adequately measured.

Performance Measurement

Police performance on trafficking needs to be taken into account in the overall performance framework.

Currently, performance on organised crime is not fully covered by the Policing Performance Assessment Framework, though it has been picked up in HMIC's Baseline Assessments on force performance. Following recent work with HMIC and ACPO, however, we are working to develop indicators of risk and capability across the range of protective services, including serious and organised crime. In addition, ACPO will be working with the Home Office to develop a set of differential Protective Service Standards that benchmark action needed to mitigate these risks. The intention is to ensure that this work informs the performance measures included in the new APACS system (Assessment of Policing and Community Safety) and our priority will be to develop human trafficking indicators suitable for this framework.

In developing a performance framework we will look to initially introduce a series of Key Diagnostic Indicators, and in consultation with forces, trial them in selected areas before considering whether to roll them out more widely. In the longer term, we will consider whether the institution of any Statutory Performance Indicators might be appropriate.

The Scottish police forces and the SCDEA operate within their own national framework for measuring, reporting and managing police performance. In Northern Ireland the responsibility framework for police performance is structured differently. The Northern Ireland Policing Board has a statutory duty to secure an efficient and effective police service. One of the Board's primary responsibilities is to set objectives and performance targets for the Police Service of Northern Ireland (PSNI) and to publish an annual Policing Plan which must also take account of the Secretary of State's long term policing objectives. The Board monitors PSNI performance and holds the Chief Constable to account through measuring performance against the targets set in the Policing Plan.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
15	To make human trafficking "core police business".	Develop Key Diagnostic Indicators with a view to considering whether Statutory Performance Indicators ought to be introduced.	To be trialled in England and Wales in 2007.	Home Office.	KDIs, developed and trialled. KDIs reviewed and amended if necessary.

The Child Exploitation and Online Protection Centre (CEOP)

CEOP was launched in April 2006, as an affiliated organisation to SOCA that would run as its own independent agency against the sexual exploitation of children online as well as in the real world. CEOP has built a multi-agency body through partnerships with industry, various Government sectors as well as NGOs in order to provide an holistic child centred focus in combating child exploitation.

Working through its three faculties; Intelligence, Operations and Harm Reduction, CEOP is able to identify, engage, empower and protect children. Further, CEOP works to enforce the law and enhance existing responses to sexual exploitation and online abuse of children.

Given CEOP's unique child protection context and inherent child focused strategy against exploitation, CEOP will work closely with the UKHTC, the national strategic and law enforcement lead on all trafficking matters. This will ensure that the overall response to human trafficking includes the necessary specialised focus on child protection in regard to trafficking of children.

The UK Human Trafficking Centre (UKHTC)

The Association of Chief Police Officers (ACPO) in their response to the consultation paper on proposals for a UK Action Plan on Human Trafficking proposed that a national centre be created. The proposal was offered in response to questions on how the profile of human trafficking could be raised amongst law enforcement to make human trafficking "core" law enforcement business.

ACPO argued that notwithstanding the progress which has been made by UK law enforcement, in particular under the umbrella of Reflex (and within that Operation Pentameter), it remained a reality that individual police forces have progressed at different rates. Set against this and the new capabilities of SOCA to focus on national and international (level 3) criminality, they argued that there was now an opportunity to structure a central point for the development of law enforcement expertise and operational co-ordination at levels 1(local) and 2 (inter-force).

We accepted the ACPO proposal and agreed to support the establishment of a new UK Human Trafficking Centre (UKHTC) which was launched on the 3rd of October 2006 by the Solicitor- General and Vernon Coaker, Parliamentary Under Secretary of State at the Home Office. The unique multi-agency set up brings together expertise from a number of disciplines as part of an ACPO – led initiative. The staff of the Centre includes senior officers from the police, immigration, CPS, and SOCA. The Centre has also developed a strong partnership with HMRC.

The Centre's remit extends to Scotland and it is a standing member on the Trafficking Working Group established by Scottish forces which held its inaugural meeting in December 2006. The UKHTC is currently in consultation with the Scottish Executive on how to improve and co-ordinate the response to human trafficking in Scotland.

The remit of the Centre includes all forms of trafficking and one of its objectives will be to improve and co-ordinate the law enforcement response to human trafficking by raising awareness of the key issues and delivering relevant training packages. It will play a key role in coordinating work across stakeholders,

and with its partners, will deliver a diverse set of programmes, including targeted campaigns to prevent and reduce trafficking in human beings. In addition, the Centre will conduct targeted research, cascade best practice, and develop an improved knowledge and understanding of the way criminal enterprises associated with human trafficking operate.

The UKHTC will continue to take forward the development of a victim centred approach to trafficking and will, working together with other agencies, stakeholder organisations and Non Government Organisations (NGOs), develop and implement training and protocols relating to the accurate identification of trafficking victims and management of trafficking investigations. It will also develop, together with partners, appropriate victim support networks, linked to similar international initiatives, including provision for victims returning to their country of origin.

“I wanted to run but I was in a foreign country. Where would I go? Who would believe me?”

Lithuanian victim

The UKHTC is also exploring the extent and nature of internal trafficking. It has long been acknowledged that a feature of domestic prostitution is the trafficking of those involved between towns and cities in the UK. The newly-formed UKHTC Internal UK Trafficking Group will seek to define the extent and nature of this phenomenon, including the extent to which this form of exploitation includes vulnerable girls who are being sexually exploited and forced into prostitution. The Centre will aim to raise awareness among criminal justice agencies in order to bring offenders to justice.

This is linked to the Government’s coordinated prostitution strategy which was published in early 2006. This strategy seeks to reduce all forms of commercial sexual exploitation through preventative, deterrent and enforcement means, alongside the provision of specialist services to support those who have been exploited through prostitution. A key element of the strategy is a proactive and sustained approach to the policing of all forms of prostitution to challenge its existence and to create a hostile environment for those who seek to traffic individuals, nationally or internationally, for the purposes of sexual exploitation.

Other respondents to the consultation stated that in addition to a national centre, dedicated units dealing with human trafficking issues should be based in each force. The Metropolitan Police have recently established a dedicated Human Trafficking Team which aims to improve understanding of human trafficking, develop and improve the service that the Metropolitan police provides to the victims of trafficking and conduct operations targeting the organised criminal networks involved in trafficking.

Training

A large number of respondents to the consultation expressed concern about the lack of adequate knowledge and training on human trafficking issues within the law enforcement agencies. Improved training packages were seen as key to increasing the profile of trafficking within law enforcement, increased identification of victims and the mainstreaming of enforcement activity.

Since its launch, the UKHTC has established a learning and development group with representatives from law enforcement, immigration, NGOs, CPS, Centrex, SOCA and CEOP. The purpose of this group is

to set strategic level direction and implementation of UKHTC learning and development strategies, action plans, programmes and guidance. Additionally, the group will commission performance and training needs analysis and bespoke programmes for law enforcement agencies.

The UKHTC in conjunction with Centrex have developed training packages to inform a strategic course for those officers at Chief Superintendent and Superintendent level and an operational course aimed at those dealing with the investigation i.e. Detective Inspector and Detective Sergeants level. The first pilot course was run in January 2007 and a further four are planned to run between April and October 2007. Additionally, a First Responders Training Module, to be delivered electronically and in DVD format, has been designed for all front line police staff. This training module will also be available to all other agencies both governmental and non-governmental.

ECPAT UK has been commissioned by the Home Office to produce an “e learning tool” that will help to raise knowledge, awareness and appropriate reaction to cases of child trafficking. The tool will be web based and promoted widely to reach all professionals, including police officers and support workers involved in the care and welfare of children.

As part of the Government’s coordinated prostitution strategy, a network of tactical (TAC) advisers is being set up to act as a focal point for the policing of prostitution in every force in England and Wales. The role for the TAC advisers will be developed at a launch conference. A three day training course has also been developed with Centrex for the TAC advisers, and other officers engaged in the policing of prostitution.

The UKHTC is also working with the Scottish Police Service to deliver a national training programme for police officers involved in dealing with victims of human trafficking.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
16	Raise awareness within the law enforcement community, in particular the police service of human trafficking.	Develop training packages for officers along with a suitable method of delivery.	Ongoing.	UKHTC, ECPAT, Home Office, Scottish Executive.	Training packages (including “e learning”) developed. Appropriate delivery methods considered. Programmes evaluated. Number of personnel trained.

Trafficking for Forced Labour

We do not have sufficient evidence regarding trafficking for forced labour to enable us to make a full assessment of whether it poses a significant problem for the UK. We recognise that we need to improve our knowledge base in this area. One of the difficulties we will face in combating trafficking for forced labour is distinguishing between poor working conditions and situations involving forced labour. The element of coercion is an important indicator of forced labour.

A number of respondents commented that trafficking for forced labour was often a hidden problem within families and communities making it harder to identify and detect. We need to better understand how this form of trafficking presents in the UK and to do so we need to raise awareness, through training and the provision of guidance to workplace enforcement agencies, law enforcement, immigration and other front line agencies so that potential victims of trafficking can be identified.

In addition to the need to raise awareness on trafficking for forced labour so that potential victims are identified, respondents to the consultation pointed out that the lack of specialised assistance available to victims of trafficking for forced labour could account for the lack of individuals self identifying. The decision to sign the Council of Europe Convention will impact on this area – because the minimum levels of protection and support set out in the Convention apply to all victims of trafficking.

The advent of the UKHTC will help to further develop our enforcement response as its remit includes trafficking for forced labour as well as other forms of human trafficking. The UKHTC has already been working closely with the Gangmasters Licensing Authority and this will be enhanced by an ACPO-GLA Memorandum of Understanding to support the sharing of information between the UKHTC and police forces with the GLA and vice-versa. This should also support joint operations. The improvement of intelligence in this area is a key to increasing enforcement activity.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
17	To improve the strategic and tactical intelligence picture on trafficking in human beings to enable an intelligence led enforcement approach.	Increased enforcement and intelligence activity to deal with trafficking for forced labour.	Ongoing.	UKHTC.	Improved intelligence picture. Increased enforcement activity, increased number of prosecutions.

Guidance for workplace enforcement on trafficking for forced labour

There was a consensus amongst respondents to the consultation that enforcement activity in the area of trafficking for forced labour needed separate consideration. Training for frontline enforcement agencies that police the workplace was identified in the consultation as an issue that needed to be addressed through profiles, protocols and key indicators. Training would also assist with raising awareness of trafficking issues and assist with victim identification and referral.

“I was locked in the basement with my friend. We were only free to work, and when the boss was drunk he would rape me.”¹¹

¹¹ “Stolen Smiles: a summary report on the physical and psychological health consequences of women and adolescents trafficked in Europe” by Zimmerman C, Hossain M, Yun K, Roche B, Morison L, Watts C (2006).

The Home Office-led Joint Workplace Enforcement Pilot (JWEP) was launched in the West Midlands in September 2005. The intention for the pilot was to explore the scope for closer co-ordinated working between departments for the purpose of tackling the use and exploitation of illegal migrant workers.

Emerging findings from the JWEP show that there does appear to be evidence to strengthen the anecdotal hypothesis that businesses that use illegal migrant labour are likely to be in breach of other workplace regulation. The Home Office is working together with other government departments to produce guidance on key indicators of workplace abuse, including the use of illegal migrant labour and trafficking for forced labour.

This guidance will aim to provide workplace inspectors not only with a set of readily observable characteristics which may indicate workplace abuse, but also guidance on when and how to share intelligence with colleagues in other government departments about these abuses of workplace regulations.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
18	To ensure that front line staff have the right tools and expertise to identify victims of trafficking.	Produce and disseminate guidance on key indicators of criminality to assist with the identification of victims of trafficking for forced labour.	Mid 2007.	Home Office.	Guidance produced and ongoing cross-government intelligence sharing.

The Gangmasters (Licensing) Act 2004 established the Gangmasters Licensing Authority (GLA) which is responsible for setting up and operating a licensing scheme for labour providers operating in the agriculture, shellfish gathering and associated processing and packaging sectors. This scheme is intended to tackle worker exploitation generally and illegal labour provider activity. The GLA licensing standards preclude the supply / use of bonded labour. A few respondents to the consultation noted that gangmaster licensing might dissuade foreign based labour providers from engaging in the services of traffickers to obtain labour for employment in these sectors, but it was important to consider if there was any displacement effect.

The GLA started issuing licenses from April 2006 and can only licence labour providers in the stated industries. Research will be conducted into how effective the GLA have been in reducing the level of exploitation in the sectors governed by the scheme. This research is intended to firstly establish a baseline of the extent to which labour providers in the sectors covered by the licensing scheme (agriculture, food processing and shellfish gathering) are acting illegally at the outset of licensing (1st April 2006); and secondly, measure the extent to which the level of illegal activity by labour providers has changed between 1st April 2006 and 31st March 2007 in response to the operation of the licensing scheme by the GLA.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
19	To develop understanding of the effectiveness of the GLA's activity in the sectors governed by the Scheme.	Research into the effectiveness of the GLA's activity on the sectors governed by the scheme.	Initial baselining work by May 2007. First year review of the impact of licensing by September 2007.	DEFRA.	Research completed.

Respondents to the consultation also commented on the need to enforce the Employment Agencies Act 1973 which prohibits agencies from charging for finding work and obliges them to give written terms and conditions to temporary workers and pay them even if the agency has not been paid by the employer. The Employment Agency Standards (EAS) Inspectorate follows up every relevant complaint it receives within its remit which indicates a possible breach of the legislation, and undertakes spot checks on the basis of risk (i.e. in sectors where they consider breaches are more likely to occur). The Inspectorate has powers to prosecute and seek prohibition of persons unsuitable to operate an agency.

The Department of Trade and Industry (DTI) published a consultation paper on 20 February setting out some additional measures to protect the most vulnerable agency workers (some of whom are migrant workers), as promised in the Success at Work labour market strategy paper (published in March 2006). The consultation closes on 31 May 2007, with a view to regulations being laid before Parliament in the autumn. The consultation can be found at <http://www.dti.gov.uk/consultations/page37726.html>

Prosecutions

The Crown Prosecution Service (CPS) and the Crown Office and Procurator Fiscal Service (COPFS) in Scotland regard trafficking cases as a priority and seek to make full use of the anti-trafficking legislation at their disposal, where appropriate.

The CPS have already provided guidance and training to prosecutors on bringing charges under this legislation. The CPS is represented on the new UKHTC Learning and Development Group. As part of the remit of that group, a training needs analysis has been issued to the CPS with the objective of identifying any training gap within the CPS and devising a one day training course, if needed, for delivery this year.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
20	To enable more successful prosecutions against victims of trafficking.	Conduct a training needs analysis and develop operational training course.	2007.	CPS/UKHTC.	Needs analysis conducted. Training course designed and delivered.

Following the creation of the Serious Organised Crime Agency the CPS have established a dedicated Organised Crime Directorate within its headquarters that will deal with prosecuting the most serious and complex trafficking cases and which will also provide advice on best practice and support to Area prosecutions. In Scotland, the Crown Office and Procurator Fiscal Service (COPFS) has established an Organised Crime Unit within its National Casework Division. It will take responsibility for the prosecution of cases involving human trafficking controlled by organised crime groups. The Organised Crime Unit is staffed by experienced lawyers and other specialists seconded to the Unit to work closely and effectively with law enforcement agencies to deal with the complexities of organised crime. In addition, the International Co-operation Unit ensures that all aspects of mutual legal assistance are provided by and to Scotland in cases involving serious and organised international crime.

The UKHTC is also able to offer expert advice and assistance to prosecutors as well as law enforcement to assist with all stages of the prosecution process.

In addition to prosecuting those who commit trafficking and related offences we will also seek to confiscate any proceeds of crime in order to reduce and deter some from crime. The Proceeds of Crime Act 2002 provides for the confiscation of criminal assets including assets from trafficking and related offences. A UK Government Action Plan on Asset Recovery to build on the major successes of recent years and increase dramatically the quantity of criminal assets seized in the UK will shortly be published. The plan will seek to embed the use of asset recovery tools across the system and also to outline more radical proposals for consultation.

Supporting victims through the Criminal Justice System

Respondents to the consultation commented on the need to ensure that victims are appropriately supported through the Criminal Justice System. Victims of trafficking considered 'vulnerable' or 'intimidated' may be eligible for special measures to protect and assist them in giving evidence, under the Youth Justice and Criminal Evidence Act 1999. In Scotland, victims and witnesses of trafficking considered vulnerable may be eligible for similar special measures under the terms of the Vulnerable Witnesses (Scotland) Act 2004. This may include the use of screens to shield the defendant from the witness, live links to enable evidence to be given outside the courts, the use of pre-trial recording and clearing the public gallery so evidence can be given in private. Some respondents recommended that victims of trafficking (particularly for sexual exploitation) should be supported through the criminal justice process by an independent support worker, similar to the Independent Domestic Violence Advisors (IDVAs) and the currently piloted Independent Sexual Violence Advisors. The Poppy project support workers do currently undertake a similar role for victims, however we accept that formalising and extending this type of service is an attractive proposal for the future. This is something that we will actively consider as we develop the support services for victims.

The Home Office has published a statutory Code of Practice for Victims of Crime which sets out what victims can expect to receive from each criminal justice agency in England and Wales. The National Standards for Victims of Crime set out the equivalent position in Scotland. This includes being provided with timely information about the progress of a case that they are involved in. Victims that are considered vulnerable or intimidated are eligible for an enhanced service under the Code. To support the requirements under the Code of Practice we have established a specific Memorandum of Understanding between ACPO, CPS, UKHTC and Eaves Housing for Women/The Poppy project. This sets out each agencies responsibilities and boundaries in relation to the treatment of victims of trafficking and intelligence sharing.

Respondents to the consultation emphasised the need to offer victims adequate protection if they give evidence in court, if required. The Serious Organised Crime and Police Act 2005 put witness protection on a statutory footing. Following a review of witness protection, a Central Witness Protection Bureau was established to assist law enforcement agencies in the protection of witnesses. This includes providing assistance with housing, international liaison and other essential services. Additionally in 2003 we launched the Multi-Agency Witness Mobility Scheme (since re-named the National Witness Mobility Service) to assist police and social landlords with the re-location of witnesses.

International work

Trafficking in human beings is a transnational business and we can only have maximum impact against this crime by working with international partners.

We are committed to improving information exchange with international partners to ensure we have a full strategic picture of the problem. At the G8 Roma Lyon sub-group the UK launched an initiative aimed at exchanging intelligence and information on current policy and practice in both combating human trafficking and tackling facilitated illegal immigration. The EU Plan also includes a range of measures designed to enable more effective co-operation in investigations and prosecutions against trafficking which includes the effective use of Europol and Eurojust.

The UKHTC, in addition to conducting awareness raising campaigns in Bulgaria and Romania has also taken forward a project with those countries to further build upon bilateral relations, assess capability and develop the known expertise of the law enforcement agencies in respect of human trafficking. This will establish a co-ordinated and improved approach to the flow of intelligence between the three countries and further develop relationships that can be built upon to ensure joint working practices can be achieved.

Further opportunities will arise for joint working from the proposed G6 operation on human trafficking agreed by G6 Interior Ministers in Stratford upon Avon in October 2006.

The UKHTC has already engaged with a number of international operational partners including Europol, Interpol, the USA, Canada, Ireland and Nigeria, including specialist law enforcement teams on trafficking from Poland, Holland and France. The establishment of good working relationships with foreign law enforcement agencies is seen as a key objective for the UKHTC.

SOCA has a Liaison Officer (SLO) network of more than 110 posts in almost 40 countries. The SLO network combines the previous roles of UKIS Immigration Liaison Officers, HMRC Drug Liaison Officers

and NCIS Overseas Liaison Officers. In line with SOCA's priorities, SLOs collect and report intelligence from overseas sources; plan and execute intervention activity overseas in support of SOCA's tasked operations; and develop and sustain effective operational capability overseas by building partnerships with UK and international agencies.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
21	Continue to establish good working relationships with foreign law enforcement agencies.	Provide assistance to law enforcement in other countries wherever possible and through intelligence led joint operational work.	Ongoing.	UKHTC/SOCA/ Home Office/FCO.	Level and frequency of assistance provided.

CHAPTER 3

PROVIDING PROTECTION AND ASSISTANCE TO ADULT VICTIMS OF TRAFFICKING

The trafficking of human beings is a violation of human rights, and protection and support for victims should be considered within this context. Traffickers exploit the social inequalities of our society and prey on people's desire for a better life. Most of our current intelligence is on the trafficking of women into sexual exploitation and we know that traffickers use a number of methods to recruit and trap, usually, young women into the vice trade. There are trends in these methods, for example some women become exploited after responding to adverts for employment, others are deceived by known 'friends' or acquaintances. But, each situation is uniquely personal to the victim. Traffickers treat these women as commodities to be bought, sold and used, in what is in effect organised, sustained sexual violence and abuse.

Whilst the experiences of victims will differ, the impact can be devastating and may result in a number of physical, psychological and emotional problems. The impact of the crime itself is often exasperated by other factors that can affect non-UK national victims such as: isolation; language barriers; cultural differences; unfamiliar surroundings; and possible irregular immigration status. Recent statistical information shows that the largest number of referrals to the Poppy project are for women from Lithuania, Albania, Nigeria and Thailand. The diverse needs of these victims need to be taken into consideration when developing measures to protect and assist them. Support should go beyond providing safe and secure accommodation to include help in their recovery, and prevent re-trafficking or re-victimisation.

Providing victims with the right support is also central to an effective criminal justice system. The Government is dedicated to a victim-centred approach to combating trafficking. Most of the effort to date has focused on trafficking for the purpose of sexual exploitation. We have worked with NGOs and the statutory agencies since 2002 to build effective partnerships and increase our knowledge of this area. The Poppy project has been funded by the Home Office since March 2003 to provide safe accommodation, and a range of support and re-settlement services for adult women trafficked into the UK for sexual exploitation. The UK Human Trafficking Centre is also fully committed to this approach and has recruited a Victims' Co-ordinator and established a sub-group specifically to address victims' issues.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
22	To ensure frontline staff have the right tools and expertise to identify victims of trafficking and offer them appropriate protection and support.	Establish a multi-agency group to review and develop victim-centred trafficking measures.	Ongoing.	UKHTC, Home Office.	The Group's work-plan will include regular reviews of current measures.

The JCHR report on Human Trafficking and respondents to the consultation on our proposal for a UK Action Plan felt strongly on our proposals for a UK Action Plan that the Government should strengthen its anti-trafficking work, particularly in relation to the rights of victims, by signing and ratifying the Council of Europe Convention. The United Kingdom participated actively in negotiations during the development of the Convention and the decision to become signatory to it this year, will enable us to build on existing measures and set the future framework for the rights and support of victims of all forms of trafficking. This also helps us move forward from our current supportive approach to victims in the direction of a more human-rights based strategy.

Developing a robust and effective system that incorporates the full range of provisions will take a considerable amount of time and there is a need to build on existing measures in the interim. The UKHTC victims' sub-group, and the Human Trafficking NGO Advisory Group chaired by Ministers, will play pivotal roles in reviewing current measures and setting the direction for future support for victims under the Convention. The Scottish Executive is engaged with the UKHTC in taking forward this work in Scotland.

This part of the Action Plan will address the protection and assistance of victims in three primary areas;

- Improving identification and referral procedures and practices to help liberate victims from exploitation and enable them to access appropriate support services;
- Enhancing the support available and extending the rights for adult victims; and
- Assisting in the re-integration and resettlement of victims and help prevent re-trafficking.

The identification of Victims of Trafficking

The early and accurate identification of victims is crucial to preventing continued abuse and re-trafficking. For many reasons the reporting of these crimes by victims is extremely rare. Some victims do not self-identify because they may not recognise that the situation in which they are in actually constitutes a recognised crime against their person, or they may have been in an exploitative situation for such a long period of time that they have built up a psychological dependency on their exploiters. Some victims may be unwilling to identify themselves to the authorities due to a fear of reprisal from their traffickers, whilst others may fear that they will be penalised for their immigration status. There are also a number of victims who have a distrust of the authorities due to past negative experiences or possible levels of corruption in their home countries. We can overcome these obstacles to some extent, through awareness raising and training for agencies that may encounter possible victims so they are able to pick up certain 'indicators' that suggest an individual may be a victim of trafficking.

“The men controlling them, they would say to the girls whoever, moves to another place or goes to the police station, then they or a member of their family would be dead”.

Albanian trafficker

A considerable amount of work has been undertaken to improve the capability of the United Kingdom to accurately identify victims of trafficking. The UKHTC plays a central role in promoting a more standardised, corporate, inter-agency approach within the enforcement agencies and now provides twenty-four hour contact for front-line staff to help in the early identification and referral of victims. In 2003 a best practice toolkit was produced to assist front-line police and immigration staff in the identification and treatment of victims of trafficking for sexual exploitation. This has been supported by further guidance and training to keep pace with our increased intelligence and understanding of this area. The UKHTC have also produced an aide-memoire to assist front line police with identification issues. Additionally, front-line immigration officers regularly receive intelligence and inter-agency briefings that highlight issues and emerging trends in relation to trafficking.

The JCHR report acknowledged that improvements had been made to help identify victims of trafficking but recommended that more needs to be done. We accept that there is a need to further develop the UK's current identification and referral procedures to create a more consistent approach across the board. One of the key actions in this area is to update the toolkit to reflect our increased knowledge and understanding of trafficking issues so it becomes an effective and robust tool. We will work with key stakeholders and utilise existing best practice and research to improve the toolkit to ensure that it includes: victim profiles; clear identification indicators; advice on engaging with victims; and referral protocols for a wide range of agencies. This work will need to go beyond the enforcement and immigration agencies to raise awareness in other sectors (for example health and sexual health professionals) and reflect other areas, particularly trafficking for forced labour. We will also continue to ensure that trafficking is reflected in other relevant non-trafficking specific guidance and policy initiatives to raise awareness across the board. We recognise that further training may be required to support the guidance and this will administered either as specific trafficking programmes or integrated into other initiatives.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
23	To ensure frontline staff have the right tools and expertise to identify victims of trafficking and offer them appropriate protection and support.	Update trafficking toolkit, and produce additional guidance where required.	Mid 2007.	Home Office/ UKHTC/Scottish Executive (in partnership with OGD and NGOs).	Comprehensive toolkit produced and made available.

Non Government Organisations (NGOs) will continue to play a key role in not only helping develop the indicators and toolkit but also by directly assisting statutory agencies. The Poppy project has recently been extended to include an outreach team whose role includes working with front-line statutory agencies and the voluntary sector to help with the identification and treatment of victims. The outreach service currently only operates in the London area and consideration will be given to extending this type of service to provide national coverage in the future.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
24	To ensure frontline staff have the right tools and expertise to identify victims of trafficking and offer them appropriate protection and support.	Poppy project to include an outreach service to provide help in the identification and support of victims.	Ongoing (currently funded until 2008).	Home Office/NGOs.	Monitor extent to which service is used and effectiveness.
25		TARA project to develop training and written material to raise awareness of issues around identification and protection of trafficking victims and so extend service provision.	2007/08.	NGOs.	
26		Consider extending NGO outreach support on a national level.	2008/9.	Home Office/NGOs.	

Currently victims are identified and referred onto support services through various avenues. The most common procedure is that a potential victim is identified (often by police through an enforcement operation or by a voluntary organisation) and then referred either directly to the Poppy project or through the UKHTC to other service providers, for identification and an initial needs assessment. Some respondents commented that there was a need to provide greater clarity as to each agencies responsibility in this area. A large number of respondents to the consultation called for the development of a more formalised identification and referral procedure, similar to the 'national referral mechanism' recommended by the OSCE.

We acknowledge that the current system requires improvement and formal standardised identification procedures and a national referral mechanism will be developed as part of the implementation of the Council of Europe Convention. Further consideration will need to be given as to the most suitable structure and agency for operating this process. However it will be important to utilise the experience and best practice that currently exists. Whilst the model that we adopt will be tailored to suit national circumstances it will include the three primary components: early identification guidance and protocols for front-line staff; one-point of contact for referrals; and formal identification procedures for referral onto support services. In the interim, we will develop a uniform approach amongst the UKHTC and support service providers in the identification and 'needs assessment' of victims.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
27	To ensure frontline staff have the right tools and expertise to identify victims of trafficking and offer them appropriate protection and support.	Develop a <u>national referral mechanism</u> with a clear point of contact for initial identification and onward referral into support services.	More detailed proposals to be included in the implementation plans for the Council of Europe	Home Office.	Initial proposal for structure of national referral mechanism agreed.
28		Develop a robust system for the formal identification of victims.	Convention to be submitted to the IDMG.	Home Office.	Victim profile developed and updated on receipt of new intelligence.

Support services for victims of trafficking

Existing work has primarily focused on developing appropriate support services for victims of trafficking for sexual exploitation. The Government in partnership with Eaves Housing for Women, initially piloted the Poppy project to test the support provisions for adult women trafficked into the UK for the purposes of sexual exploitation. Following a positive evaluation, in 2006 Eaves Housing for Women secured two-year £2.4million funding to continue providing twenty-five crisis spaces and extend the project to include a resettlement service and an outreach team. Women who are accepted onto the project are provided with a range of services including: safe and secure accommodation; counselling; emergency medical treatment; access to independent immigration legal advice; advocacy; living expenses; access to English language classes; and if required assistance with returning to country of origin. Additionally, women who apply for asylum can be accommodated via the New Asylum Model whilst remaining supported through the project. Support is provided unconditionally for up to four weeks to assist recovery and enable women to make decisions about their future. For women who are subject to immigration controls, removal action is held in abeyance during this period. Longer term support is offered in return for co-operation with the authorities. The evaluation of the Poppy project found that women considered the support provided met their needs and helped with their recovery. The project also creates a link between the victims and the statutory agencies which can help with reporting and participation in the criminal justice process. Between March 2003 and January 2007 the Poppy Project has supported one hundred and sixty two women in their recovery.

Respondents to the consultation commented that the criteria for the Poppy project was too restrictive and needed reviewing. The appropriateness of the criteria was considered as part of the evaluation of the pilot project and we agree that amendments need to be made. We will amend the requirement that women must have been involved in prostitution within the last thirty days and consider the feasibility of extending the project in the future to other trafficked women who have experienced sexual violence as part of their exploitation in the future (e.g. women trafficked into domestic servitude).

There was wide consensus among respondents to the consultation that support to victims should be provided on a national level and whilst the Poppy project does take national referrals, it was generally felt that this model of support should be replicated to provide a network of services across the UK.

During Operation Pentameter, police forces were asked to scope other possible voluntary sector service providers who were in a position to accommodate victims identified during enforcement activity. As a result there are now a number of independently-funded voluntary organisations that have set up projects to support victims. Some respondents suggested that we need to consider providing similar support services for adult men. There is currently no intelligence to suggest that adult men are being trafficked into the UK for sexual exploitation but we will work with the UKHTC and voluntary organisations supporting male sex-workers to keep the situation under review.

In Scotland, Glasgow City Council set up the Glasgow Inter Agency Working Group on Trafficking to actively explore the issue of trafficking in women for sexual exploitation. In 2004 the TARA Project was established to carry out the operational aims of this group. Funding to support this project was granted by the Scottish Executive's Violence Against Women Fund in 2004 and the EQUAL Community Initiative in 2005. The TARA Project employs two Development Officers to provide a range of direct support and assistance to women over 18 years who have/may have been trafficked, and help existing support services to meet the needs of these vulnerable women. The TARA project is also currently developing training and written material to help raise awareness and increase service capacity. The project continues to gather intelligence of the scale of trafficking in Glasgow and challenge the demand for sexually exploited women in the area.

CASE STUDY

Poppy

Natasha (not her real name) was living with a boyfriend in Moldova. He was regularly violent towards her. Natasha made her living working in a market but earned very little money. Whilst working she was approached by a woman who offered her what she thought was legitimate work in Europe. Natasha accepted the woman's offer thinking that it would provide an opportunity to greatly improve her life. However the reality was completely different. Natasha was trafficked through Europe and into the United Kingdom. Once in the United Kingdom she was forced to work as a prostitute. Natasha was rescued during a police raid on a massage parlour and referred directly to the Poppy project. Natasha was assigned a dedicated key worker, provided with secure accommodation, given a weekly living allowance and provided with access to independent immigration legal advice. She was also referred to an experienced counsellor who helped her work through her experiences to help with her recovery. The support offered by the Poppy project enabled Natasha to feel confident enough to seek justice and she bravely gave evidence in court against her traffickers. This greatly helped the prosecution to secure a much needed conviction. Natasha has come a long way in her recovery and has begun to regain her independence. She has been granted Humanitarian Protection and now receives resettlement support rather than the intensive crisis support. Through the help of the Poppy project Natasha has studied English, undertaken voluntary work and is currently working as a secretary.

Respondents to the consultation felt that it was important to recognise this form of trafficking as a form of 'gender-based violence' and utilise the shelters that are experienced in supporting vulnerable women, when considering expanding current service provision. We agree with this approach, and will continue to work with the UKHTC Victims Co-ordinator to build partnerships and explore various options

for providing national coverage for victims trafficked into sexual exploitation. We will also continue to make links with other relevant Government strategies on forms of violence where women are over-represented as victims, to utilise existing best-practice and ensure a joined-up approach where appropriate.

As the network of service providers increases it is important to maintain a level of consistency and minimum standards in the support provided. We will develop national guidance for minimum standards of support for adult women trafficked into sexual exploitation, and create a forum for sharing best practice. In the longer term we will consider developing formal standards of service and training programmes (possibly linked to other wider programmes of work on supporting victims of violence and abuse). We are also committed to working with our EU partners to create cross-border links, share best practice, increase intelligence and develop a directory of support service providers, which is a key objective of the EU Plan to Combat Trafficking in Human Beings.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
29	To ensure that victims of trafficking are provided with safe and appropriate support.	Develop guidance on minimum standards for support services for victims of trafficking for sexual exploitation.	Mid 2007.	Home Office, UKHTC, Poppy project.	Guidance developed and reviewed for usefulness.
30		Establish a 'support services' stakeholder group to create links and share best practice.	Ongoing.	Home Office/ UKHTC.	Group to produce work plan and deliver short reports/pieces of work on best-practice.
31		Amend criteria for the Poppy Project.	May 2007.	Home Office.	Revise criteria. Assess impact of changes.
32		Consider options for providing support provisions on a national level as part of work to implement the Convention.	Detailed proposals to be included in the implementation plans for the Council of Europe Convention to be submitted to the IDMG.	Home Office, Scottish Executive.	Proposals discussed and cross government agreement to option selected.

In January 2006, following a wide consultation exercise, the Government published a coordinated strategy for tackling prostitution. The emphasis in the strategy is on challenging the existence of prostitution, shifting the focus of enforcement onto the users and abusers, and developing routes out for those involved. The strategy promotes the development of specialist services to provide support for those involved in prostitution, including harm minimisation measures, advocacy with the criminal justice agencies and mainstream services, and support to make significant changes to their lifestyle. It is widely understood that the patterns of exploitation within the UK often include trafficking women from one place to another. The specific support needs of the victims of domestic trafficking will need to be incorporated into the services offered by the specialist projects. The UKHTC is setting up an Internal UK Trafficking Group to define the extent and nature of domestic trafficking, and to establish a network of stakeholders to develop a greater understanding of both how the issue can be tackled and victims assisted to recover from this form of abuse.

There was wide consensus amongst respondents, including the JCHR, that more needs to be done to assist victims of trafficking for forced labour. We recognise that as we move towards implementing the Convention we need to develop our knowledge of the type of services that might be required to support these victims and we will look to our European colleagues to assess what can be learnt from their experiences. Some respondents to the consultation suggested that victims of trafficking for forced labour (who have not suffered sexual violence) may not need the same level of intensive support as victims of sexual exploitation, and suggested that it is unlikely that they will encounter the same re-integration issues. However, it is also recognised that not enough is known about the needs of these victims and some respondents recommended that it is unhelpful to make any generalised assumptions in respect of their needs. We will therefore consider piloting the services for victims of trafficking for forced labour in the first instance, so we can evaluate the type and level of support required. Intelligence and anecdotal evidence from other countries suggests that this support will certainly need to cater for both adult men and women, which will need to be taken into consideration during any commissioning process.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
33	To ensure that victims of trafficking are provided with safe and appropriate support.	Consider piloting support provisions for victims of trafficking for forced labour.	2007/08 Detailed proposals to be considered in implementation plans for the Council of Europe Convention.	Home Office.	Evaluation of pilot.

Access to wider support provisions for trafficking victims (including access to health, sexual health and counselling services) will need to be developed in-line with wider Government initiatives to improve and enhance local support services for all victims. This year the Government is piloting an 'enhanced services' initiative where victims are provided with a minimum standard of service and a menu of additional services to meet individual need. Where appropriate this will include paying for counselling, referral onto specialist support and assistance with applying to the Criminal Injuries Compensation Scheme.

Victims trafficked into sexual exploitation, or who have experienced sexual violence or abuse as part of their exploitation, may have experienced a high level of physical, emotional and psychological trauma and therefore require support from experienced specialist sexual violence and abuse service providers. The Cross-Government Sexual Violence and Abuse Action Plan published in 2007, outlines a range of measures which will positively impact upon the treatment of these victims and has a specific objective to 'increase access to health and support services'. As part of the work to help improve the stability and capacity of the sexual violence and abuse voluntary sector, we will take into consideration the need to develop diverse services that meet the needs of vulnerable migrant women.

In parallel, the Government is also running a two-year Victims of Violence and Abuse Prevention Programme which is designed to equip professionals and services to identify and respond to the mental and physical health effects of child sexual abuse, domestic violence, sexual violence, and sexual exploitation through prostitution and pornography.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
34	To ensure that victims of trafficking are provided with safe and appropriate support.	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.	Department of Health, Home Office.	Monitor access and take up of support services by victims of trafficking.
35		Ensure that Government funded Sexual Assault Referral Centres (SARCs) meet the needs of minority and vulnerable groups, including people from BME communities and those involved in prostitution and sexual exploitation.	2007-8.	Home Office, Scottish Executive.	Review services to ensure they meet the needs of these victims.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
36		To assist in the awareness raising of health professionals through the Victims of Violence and Abuse Prevention Programme. This includes conducting a care-pathways mapping project to inform national service guidelines on responding to the needs of victims of violence and abuse.	Late 2007.	Department of Health/National Institute for Mental Health in England.	National guidelines produced and disseminated.
37		Fund a Handbook on the Sexual Health needs of Asylum seekers and Refugees. (This handbook covers trafficking, domestic violence and sexual violence).	2007/8.	Department of Health.	Handbook produced and disseminated.

Immigration status

Respondents to the consultation suggested that the current arrangements for providing longer-term support for victims of trafficking are inadequate and recommended that victims should be granted residence permits to provide them with a level of security and assist with their recovery. It is correct that there is currently no specific provision within legislation that allows individuals subject to immigration control to remain in the UK purely on the basis of their status as a victim of trafficking. However, removal action is held in abeyance for an initial four weeks for women on the Poppy project or for longer if they decide to remain on the project and co-operate with the authorities. In these circumstances temporary leave to remain can be granted where appropriate and each case is considered on its own merits. The Council of Europe Convention will require us to formalise our position and provide a 'reflection period' where removal action is held in abeyance for a minimum period of thirty days and grant residence permits in certain circumstances, to identified victims of trafficking.

It is open to victims of trafficking to apply for humanitarian protection or asylum irrespective of whether they choose to assist the authorities. Some respondents to the consultation felt that improvements to

the current asylum process were required to ensure that the realities of trafficking, including the particular vulnerability of women trafficked into sexual exploitation, are taken into consideration. Trafficking and social issues around the rights of women are already reflected in many of the 'country reports' that are used to help inform decision making on asylum applications. We will continue to regularly review the reports to ensure that they contain the most up-to-date information as trends in trafficking change, and new primary source countries emerge. The gender guidance for asylum caseworkers outlines the effects of gender-biased violence and specifically references trafficking. The New Asylum Model (NAM) introduces a new approach where cases will be managed from beginning to end by individual Case Owners, which should lead to improvements in the timeliness and quality of the decision making process. We will issue specific guidance for NAM caseworkers on trafficking and run a small scale training pilot with the Poppy project for one of the Central London Asylum Teams.

“I wasn’t even permitted to sleep. I could eat, but only if very fast, just for a few minutes. I had no right to sleep. If I decided to go to bed, he would beat me, and throw me out onto the street.”¹²

There was consensus amongst the JCHR and respondents to the consultation that victims should not be imprisoned for immigration offences that are a direct result of their coerced or forced situation (for example possessing forged documents or a passport). The EU Action Plan requires Member states to adopt measures to avoid the criminalisation of victims and the UK's policy is in line with this principle. Victims of trafficking should not normally be charged with an immigration offence under Section 2 of the Asylum and Immigration (Treatment of Claimants) Act 2004 as the circumstances of their case are likely to constitute a reasonable defence to entering the UK without a passport. We acknowledge that there have been cases where victims of trafficking have faced charges under immigration legislation for offences committed whilst in a coerced situation and this is largely due to a lack of awareness and identification. The increased awareness raising, guidance and training will reinforce the message that victims of trafficking should not be treated as immigration offenders, which will hopefully lead to a decrease in these incidents.

If a victim of trafficking is charged with an immigration offence that is a direct result of their coerced or forced situation, it is within the Crown Prosecution Service's (CPS) power to consider discontinuing the case on public interest grounds. Guidance has been issued to prosecutors to raise awareness of the presumption that the CPS should intervene if it is brought to their attention that a victim of trafficking, who is assisting the police with a prosecution, may have been mistakenly charged with an immigration offence. In incidents where a victim of trafficking may have been identified but the trafficking case has not yet been referred to the CPS (because suspects have not yet been located, arrested or charged) then the investigating authorities should contact the prosecutor from the CPS office dealing with the immigration case and provide information for the prosecutor to review whether it is appropriate to drop the immigration charges.

The Crown Office and Procurator Fiscal Service (COPFS) is the sole prosecuting authority in Scotland. There is no specific prosecution policy in relation to the victims of trafficking. However, Procurators Fiscal can only raise a prosecution where there is sufficient evidence and it is in the public interest to prosecute. It is difficult to envisage circumstances where it would be in the public interest to prosecute genuine victims of human trafficking for immigration offences.

¹² "Stolen Smiles: a summary report on the physical and psychological health consequences of women and adolescents trafficked in Europe" by Zimmerman C, Hossain M, Yun K, Roche B, Morison L, Watts C (2006).

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
38	To ensure frontline staff have the right tools and expertise to identify victims of trafficking and offer them appropriate protection and support.	Review 'country reports' to ensure that they reflect trafficking and gender issues where relevant.	Ongoing.	Home Office.	Review and modify if found to be deficient.
39		Issue guidance for asylum caseworkers on trafficking.	2007/8.	Home Office.	Guidance produced and disseminated.
40		Pilot training package for asylum caseworkers.	Mid 2007.	Home Office, Poppy Project.	Evaluation of pilot.

Information for victims

Respondents to the consultation commented that it was important to ensure that identified victims are made aware of their rights and are able to access relevant information in appropriate languages. Whilst there are an existing number of various mediums for providing victims of crime with information, we accept that there may be benefits to producing tailored literature for victims of trafficking. The UKHTC are piloting an innovative project where upon identification, victims are provided with 'iPods' that relay information about trafficking, support services, and the investigation process, in a range of relevant languages. The Poppy project will also produce an information package for victims as part of the two-year funding agreement. The UKHTC victims' sub-group will be tasked to review current information packages and consider the best options for producing and disseminating information for victims in the future.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
41	To ensure that victims are provided with information about their rights and available support.	UKHTC victims sub-group to consider options for producing and disseminating information to victims.	Ongoing.	Home Office, UKHTC.	Information for victims produced in range of suitable mediums.

Compensation for victims

Some respondents to the consultation commented that to try and prevent re-trafficking there should be avenues available to victims to claim compensation. There are various existing means by which compensation for victims can be sought. These include; prosecutors requesting a compensation order upon conviction; the victim suing the offender in the civil courts or, where eligible, on application through the Criminal Injuries Compensation Scheme.

Resettlement and Repatriation of victims

It is a common misconception that all victims who have been trafficked into the United Kingdom wish to remain here. In reality many actually prefer to return to their home country. We recognise the importance of providing assistance and support to victims of trafficking who wish to return home and there are several voluntary return programmes that can support individuals through this process. The Assisted Voluntary Return for Irregular Migrants (AVRIM), run in partnership with the International Organisation for Migration (IOM), is in many ways particularly targeted at vulnerable groups such as victims of trafficking. Returnees receive advice, information, counselling, transportation to the airport, assistance landside and airside from IOM officials, a travel document, an international flight ticket, reception arrangements at the airport in the country of return and onward domestic transportation to the final destination. Those considered 'vulnerable' are also entitled to £1000 worth of 'in-kind' reintegration assistance. This can be used for setting up a small business, education, employment, vocational training, medical care, counselling or accommodation. It is current policy that involuntary removal or repatriation is only ever taken as a last resort, when it is considered safe to do so after the careful evaluation of the individual circumstances of the case. Whilst it is not possible to guarantee the safety of all victims we will continue to work with IOM and others, to build partnerships with NGOs in primary source countries to help victims reintegrate safely back into their home countries. We will also raise awareness about the AVRIM programme to ensure that victims are provided with enough information to help them plan their future.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
42	To ensure that victims are provided with appropriate support to help with reintegration.	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.	Home Office.	Increased take-up of AVRIM.

CHAPTER 4

CHILD VICTIMS OF TRAFFICKING

There is a very clear correlation between the trafficking of adults and children. Many of the interventions underway or proposed in this Plan for adult trafficking apply equally to the trafficking of children. This is particularly so in relation to prevention, investigation and law enforcement. However, measures to ensure that child victims are safeguarded and protected are markedly different, and this section of the Plan recognises the very different needs of child victims. Measures to care for child victims of trafficking need to be attuned to the different vulnerabilities. They have very special needs, a reduced capacity to assess risk and an increased dependence on others

There have been calls for the appointment of an independent child trafficking “Rapporteur” to collate and report annually on child trafficking across the UK. ECPAT UK, in a recent report,¹³ called for a national strategy on child trafficking to be considered a priority within any Action Plan, and that this should identify a multi-agency framework and protocols for all professionals who may have contact with child trafficking. Whilst we accept the necessity for a specific strategy on children we don’t believe that the appointment of a Rapporteur is necessary at this time. The Inter-Departmental Ministerial Group on Human Trafficking (IDMG) will continue to oversee all the anti-trafficking work. It will monitor the progress of the Plan alongside implementation of the Council of Europe Convention. Progress reports will also be provided to the Ministerial NGO Advisory Group.

In response to the consultation, a number of NGOs suggested that the UK Action Plan should include a particular focus on children and young people trafficked for exploitation and that the Plan should ensure that all professionals working with children are trained to recognise trafficked victims. Despite calls for further action, there can be little doubt that the UK is already doing a great deal to tackle child trafficking. This chapter highlights the various strands of work that are already underway and also outlines the detailed plans drawn up for the short to medium term.

The child trafficking aspects of this Plan fully recognise the need for multi-agency activity and the central role that Local Safeguarding Children Boards (LSCBs) (Child Protection Committees in Scotland) have in protecting all children in their localities, including those that are victims of trafficking.

Action already carried out and the Government’s plans to tackle child trafficking

Together with DfES, local authorities and representative organisations we are working towards developing safe, responsive and high quality child care arrangements for known victims and others who are thought to have been trafficked, and who may be in need of protection. We are also working to carry out targeted preventative work with new immigrant communities. An example of such work involves awareness raising and working with the Community Partnership Project in London.

The Community Partnership Project, commissioned by the London Safeguarding Children Board, began on 1 July 2006 and is scheduled to end on 30 June 2007.

The project has a number of stated objectives, but largely aims to improve the safeguarding of children through increased collaboration between statutory services and communities in eight identified London boroughs (Brent, Camden, Enfield, Hackney, Haringey, Islington, Newham and Southwark).

The project is structured so that a central co-ordination service (provided by NCH, appointed following a competitive tendering process) dovetails with local initiatives, led by Community Partnership Advisers (CPAs) appointed by the eight London boroughs. The project aims to improve community liaison to support local communities in the understanding of, and efforts in, keeping children safe – with the outcome being more children being better safeguarded. There are thus two phases to the Project:

- establishment or improvement in community liaison
- evidence of improved safeguarding outcomes for children

The CPAs have been working closely to improve the way in which professional agencies identify children who may have been trafficked, raising awareness of the issue and ensuring that professionals are ‘asking the right questions’.

The project also aims to gather information about the nature and prevalence of four specific areas of child abuse: *female genital mutilation (fgm)*, *trafficking of children*, *abuse associated with beliefs in spirit possession*, and *abuse linked to honour violence*. It is hoped that this agenda may at some point be integrated into mainstream safeguarding work, depending on the success of the project, and that in this way, London LSCBs will benefit from a centrally led focus on these areas. The benefits in terms of combating child trafficking will therefore be better realised. Future benefits could, for example, comprise a pool of expertise and advice on effective community liaison and responding appropriately to individual cases.

The Government has revised and published in April 2006, the guidance “Working Together to Safeguard Children”, applicable in England and Wales, which includes advice on dealing with child victims of trafficking, emphasising the need for joint working amongst all agencies, and provides links to more specific advice and guidance. All references in this chapter to “Working Together to Safeguard Children” should be seen in the England and Wales context. Supplementary Guidance to “Working Together” on child trafficking offering more comprehensive guidance will be issued later this year for England and Wales. In Scotland, the Scottish Executive plans to draw up separate supplementary guidance which will be relevant to Child Protection Committees.

Research and intelligence gathering

It is widely recognised that there are no reliable estimates for the numbers of children who have been trafficked into, or within, the UK. To remedy this, the Home Office is working in partnership with the Child Exploitation and Online Protection Centre (CEOP) on an intelligence gathering project to improve

our knowledge of the scope of child trafficking into and within the UK. CEOP is expected to report its findings in Spring 2007. Once published, the report will contribute towards a more comprehensive strategic threat assessment (STA) on child trafficking.

“I’m a house-girl in the day, a housewife in the night. When I say no, I get beaten”¹⁴

Victim of trafficking

Working in source countries

Much of the work already undertaken on trafficking issues by the Department for International Development (DfID), Foreign and Commonwealth Office (FCO) and the Home Office in source countries is set out in Chapter 1 of the Plan.

In addition, DFID finances a number of programmes and projects in source countries which seek to educate children and parents about the risks and prevalence of human trafficking. These include continued support to the International Labour Organisation’s anti-trafficking initiatives, and to a number of civil society organisations working on these issues including Save the Children in the Greater Mekong sub-region. DfID has contributed £2.5 million over three years to the third phase of the Save the Children project against trafficking and exploitation of migrant and vulnerable children. This will promote child protection strategies to combat the risks associated with widespread migration and rapid economic development.

The UK recognises that to end trafficking of children, governments and NGOs must work together to address the underlying reasons why children are vulnerable to exploitation – poverty and social exclusion. DfID’s work focuses on the longer term fight against poverty and social injustice. DfID’s development programme budget is set to increase to reach the UN target of 0.7% of national income by 2013 it supports country-led approaches to improve governance and security, health and education, and decent work opportunities for poor people.

Education is fundamental to reducing child poverty and vulnerability to trafficking. The Government is committed to ensuring all children receive primary education and will provide £8.5 billion to support the Education for All programme over the next 10 years.

The UK is a leading supporter of UNICEF providing \$159 million in 2005 to their work to promote and protect children’s rights, meet their basic needs and improve their opportunities. Protecting children from violence, exploitation and abuse is an integral component of protecting their rights to survival, growth and development. UNICEF has extensive experience in working with Governments and societies to generate support for laws, systems and communities that protect children. Children who have been orphaned or affected by HIV and AIDS are particularly vulnerable to exploitation and abuse. The UK has committed £150 million over three years to support the welfare, education and health care of these children. DfID continues to provide significant funding to many non-governmental organisations who work for the elimination of child poverty, such as Save the Children.

Early Identification of Child Victims

A change in the immigration rules with regard to children visiting the UK came into force through the establishment of new Global Visa Regulations on 12 February 2006. These new measures ensure that children, who are subject to an entry clearance, will enter the UK in a recorded way. Details such as whether the child will be travelling unaccompanied, or the name of the person with whom they should be travelling, will be recorded on the vignette along with the child's photograph. These measures support the work of immigration officers when trying to establish who is responsible for a child, where they would be staying and with whom, and the relationship of the child to the adult with whom they are travelling, or in the case of an unaccompanied child, with their sponsor in the UK.

In addition, "e-Borders" when implemented will create a robust means of identifying and checking people coming to and leaving the UK.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
43	To enable identification of child victims early to prevent exploitation.	New Global Visa Regulations introduced from February 2006.	Implementation ongoing.	Home Office, UK Visas.	Monitor the extent to which this data is recorded. Profile who is entering the UK and with whom, and any challenges to this.

To raise awareness of these changes, DfES are in the process of exploring, with the Home Office and UK Visas, a process for vetting and approving addresses and carers for unaccompanied children applying to stay in the UK in excess of 28 days, before any visa application is agreed. Private fostering is defined in the Children Act 1989 as occurring when a child under 16 years (or under 18 if disabled) is placed for more than 28 days in the care of someone who is not a close relative, guardian or someone with parental responsibility (close relatives are defined by the Act as parents, step-parents, siblings, siblings of a parent and grandparents). Provisions for private fostering in Scotland are contained in the Foster Children (Scotland) Act 1984 and the Foster Children (Private Fostering) (Scotland) Regulations 1985.

As the current system relies on the parents and the foster carers to notify the local authority of a private fostering arrangement (within 48 hours, of the child arriving to stay), we believe that only a very small proportion of placements are notified, and private fostering arrangements provide a potential opportunity for some to hide trafficked children from the authorities. The Home Office, UK Visas and DfES are exploring ways in which visas may only be issued for children entering a private fostering arrangement once police and child protection checks have been completed satisfactorily.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
44	To reduce the demand for trafficked children in destination countries.	DfES agree with HO and UK Visas a process for vetting and approving addresses and carers for unaccompanied children applying to stay in UK in excess of 28 days.	Implementation ongoing.	Home Office/ Department for Education and Skills/Scottish Executive/FCO/ UK Visas.	In time, review how the process is working.

Working with carriers

We have been working with our network of Airline Liaison Officers (ALOs) in over 30 countries abroad to raise airlines' awareness of the potential vulnerability of children travelling into the UK and the risks presented. All newly appointed ALOs will receive additional training which includes awareness of trafficking issues, before taking up their appointments abroad. Additional advice will be provided to all existing Airline Liaison Officers to help them identify vulnerable children travelling to the UK.

The UK is leading an initiative through its involvement with the International Air Transport Association and Control Authorities Working Group (IATA/CAWG) to develop a Best Practice Code on the carriage of minors. The final draft has been agreed by the subgroup and will be presented to IATA/CAWG for adoption in May 2007.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
45	To enable identification of child victims early to prevent exploitation.	Code of Practice on the carriage of minors to be developed and implemented.	May 2007.	Home Office/ IATA/CAWG.	Best practice adopted and implemented.
46		Passenger lists to Home Office to check potential offenders and children at risk.	2008.	Home Office/ Airlines and other carriers.	Information exchanged on targeted flights.

In addition, the Child Exploitation and Online Protection Centre (CEOP) aims to work, using its links with industry and in consultation with airlines, to exhibit in-flight DVDs directed at children. The plan is that these messages will be shown on targeted flights from source countries which regularly transport children apparently travelling alone to inform them of the risks they face and encourage them to work with the authorities for their own protection.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
47	To enable identification of child victims early to prevent exploitation.	Produce child alert DVD to be used in aircraft travelling to the UK from Source countries.	Timetable to be agreed.	CEOP.	Number of airlines using DVD.

CASE STUDY

In 2006, a heavily pregnant teenager was found dumped on the streets of a northern city after suffering imprisonment, beatings and systematic rape over a prolonged period. Police said the 16-year-old Kenyan girl had been brought to the UK by people traffickers and abandoned after being driven from somewhere else in the country. Police believe the house where she was held is in London.

Specialist detectives spent two weeks building up a disturbing picture of what happened to the teenager. The sequence of events that emerged during interviews was both shocking and tragic and left the girl extremely distressed.

Police began their investigation after the girl sought help at council offices. The girl, whose mother had died some two years previously, had apparently been living on the streets of Nairobi until she was promised work as a house girl and brought to the UK at the end of last summer by boat. Violence and threats were then used to force her to work as a prostitute.

Measures introduced and planned for staff at ports of entry

The Government is aware of the crucial importance of training for frontline staff at ports of entry to identify potentially trafficked minors.

The Association of Chief Police Officers (ACPO) has established a Child Trafficking Steering Group to raise police awareness of, and performance to combat, child trafficking. Joint work is underway between key agencies at the United Kingdom's principal ports of entry to identify children at risk. Initiatives such as locating child protection police officers at ports of entry have enabled greater joint working between the Immigration Service, Children's Services and the police. ACPO will work to ensure that training is rolled out and continues for police officers (including Special Branch) located at ports of entry.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
48	To ensure frontline staff have the right tools and expertise to identify victims of trafficking.	Police, including Special Branch training for officers located at ports of entry.	Sept 2007.	ACPO/Home Office/UKHTC.	Number of personnel trained; evaluation of training programme; regular updates as patterns change (e.g. changes in source countries).

At present, 600 immigration officers, located at 22 ports of entry into the UK, are trained in identifying children who may be at risk. In addition an E-learning package which highlights child protection issues is cascaded to all staff who come into contact with minors during the course of their daily tasks. Furthermore, specially trained multi-agency teams of immigration staff, police, and social workers, trained in child protection are being established at three major ports and both asylum screening units. This includes the Paladin team at Heathrow Airport.

The Government is aiming to train all border staff in being alert to issues around unaccompanied minors and recognising the sensitivity of managing their needs. The aim of this training is to identify, and ensure that any child who may have been trafficked is referred onward to specialist staff who can take appropriate protective action. The new global visa regulations now operational will go some way to helping staff identify potential problem sponsors.

Guidance on identification and handling of cases involving trafficked children is included in new guidance issued to Case Owners determining asylum claims in the New Asylum Model (NAM). There will be dedicated case officers who will become specialists in children's cases. These officers will receive additional training which includes briefing on trafficking issues by UNCHR and as part of their child protection awareness training.

Measures introduced at Asylum Screening Units (ASUs)

We believe that many trafficked children claim asylum under instruction of their trafficker or agent. The Home Office will continue to develop an effective means of recording at ports of entry and ASUs child sponsors who may pose a risk of harm to separated children. The Home Office and DfES will work to ensure that ASU staff and Children's Services colleagues are fully appraised of the relevant guidance and trained. The New Asylum Model (NAM) will continue to put in place measures to better utilise the existing National Register of Unaccompanied Children (NRUC) for tracking referrals.

The highly mobile nature of this group means that they are at risk of disappearing from the system whilst awaiting asylum decisions. This is a particular concern, as children are particularly vulnerable to abuse.

The NRUC, launched in November 2004 aims to share the information on unaccompanied children kept by disparate care agencies, on one database. By capturing and comparing the information held by the Home Office and the local authorities this register will help to remove technical, cultural and organisational barriers to information sharing and referrals. Work to better utilise NRUC for tracking referrals is ongoing.

In addition, voluntary photographing of sponsors at Asylum Screening Units has commenced. Finger printing remains under consideration to further improve our ability to identify and record both children who may be at risk of harm and sponsors who bring them to ASUs to claim asylum.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
49	To improve knowledge on the nature and scale of child trafficking.	Develop means of recording child sponsors who may pose a risk of harm to separated children at ports of entry and ASUs.	Ongoing.	Home Office.	Review of recording mechanisms.
50	To ensure frontline staff have the right tools and expertise to identify victims of trafficking (Asylum Screening Units).	Ensure that ASU staff and social services colleagues are aware of the relevant guidance and trained.	Continuous update.	Home Office DfES/Scottish Executive.	Number of personnel trained/briefed; later assessment of awareness.
51	To improve knowledge on the nature and scale of child trafficking.	Ensure referrals are tracked using NRUC.	August 2007.	Home Office.	Process established for the use of NRUC for tracking purposes.

CASE STUDY

A young girl, now 17, entered the UK in October 1997 when she was 9 years old. She was trafficked to the UK as a domestic worker for an affluent Nigerian family in London.

She received abuse at the hands of the family who exploited her for free domestic labour. She was forced to do hours of house work, childcare and cooking seven days a week for the family. She was kept a virtual prisoner in their house for the first two years, and after that only allowed to go to school and to have no other social or personal life. She was subjected to frequent physical abuse by the mother and to sexual abuse by a cousin of the family. Her time held captive in the UK has meant that she has lost contact with her own family. She has little idea of where they lived in Nigeria or where they might be now. She remains highly vulnerable as a result of her experiences.

UASC Reform programme

There is an increasing body of evidence that many trafficked children apply for asylum once in the country, having escaped their traffickers or sometimes at the behest of the traffickers themselves. The care and support of Unaccompanied Asylum Seeking Children (UASC) while they are in the United Kingdom has long been a matter for concern to central government, local authorities, voluntary organisations and many other stakeholders. The UASC Reform Programme aims to deliver key improvements to the way these young people are supported and cared for, and to the way their asylum claims are dealt with.

The Reform Programme's proposals are set out in a consultation paper issued on 1st March 2007¹⁵. One of the issues the paper addresses is the need, to establish specialist services to deal with the particular needs of UASC, including the need for immigration officials and social workers to identify and safeguard those who may have been trafficked. Appropriate safeguards will include the availability of safe and secure accommodation or other security measures that ensure the young people do not fall into the hands of the traffickers again.

The consultation paper makes clear that adequate reception arrangements in the country of origin must be in place before any child is returned. Clearly, the process of determining asylum claims made by children requires particularly sensitive handling. Particularly, where there is evidence that the person has been trafficked. The interests of many separated children are best served by reunion with the family overseas (providing, that the person does not have a well founded fear of persecution and will not face treatment contrary to the Human Rights Act). Any risk of re-trafficking, however, needs to be considered carefully before a decision is made on the claim. The Home Office is committed to ensuring that decisions on asylum claims from children are made by specially trained staff, who will also be expected to work very closely with local authority social workers and the children's legal representatives.

The Home Office, with DfES, local authorities, Strategic Health Authorities, Primary Care Trusts and local NGOs, will work together to ensure the arrangements are developed.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
52	To ensure frontline staff have the right tools and expertise to identify child victims and offer them appropriate protection and support bearing in mind the special needs of children.	Agree safe arrangements for trafficked children to be accommodated within UASC Reform Programme.	Jan 2008.	Home Office/DfES/ Scottish Executive/ Department of Health/Local Authorities, SHAs and PCTs.	Review process; awareness of these procedures by those who need to know and implement them.

Working with Children's Services

All child victims are entitled to the same level of care and protection regardless of their immigration status.

The Government fully recognises the difficulty in identifying victims of child trafficking. All have entered the UK in an irregular manner and once their need for protection is identified by their separated status, local authorities have duties and powers under the Children Act 1989 and equivalent legislation in Scotland, to provide suitable and appropriate care, to meet their needs, and to take protective measures where that is necessary.

The need for multi-agency joint working across all sectors to identify and protect child victims is essential. Guidance and training will help to promote and support this.

The Home Office is currently working with DfES and key stakeholders to provide national best practice guidance to professionals and volunteers from all agencies in safeguarding children who are abused and neglected by traffickers. Once issued, this guidance will become a supplement to "Working Together to Safeguard Children" published by DfES in April 2006. It will provide multi-agency guidance to practitioners around why people traffic children, the circumstances which make trafficking possible, the methods used to bring children to the UK and what happens when they arrive. It will explain how the agencies should apply the general measures set out in "Working Together to Safeguard Children" to meet the specific needs of trafficked children, including how they can best be identified, for both children at ports of entry and children already in the UK, how best to instigate referrals to provide support to trafficked and exploited children. The guidance will be released for consultation in the Spring of this year and we hope to publish the final document by August 2007.

There is also increasing concern that some vulnerable UK children are being drawn into sexual exploitation. DfES, in conjunction with interested parties, are revising the guidance on "Safeguarding Children Involved in Prostitution" (SCIP) to raise awareness and advise on the phenomenon more widely. This guidance which will also become supplementary guidance to "Working Together" will be published later this year. The Scottish Executive published its own guidance on Vulnerable Children and Young People in 2003. This is available at <http://www.scotland.gov.uk/library5/social/vcyp-00.asp>.

There has been recent concern and documented cases where children have been taken out of the UK by bogus pastors from minority churches to be exorcised from "evil spirits" in the belief that their behavioural or emotional difficulties are a result of spirit possession. DfES in consultation with the Home Office and other government departments has released for consultation, guidance on this form of child abuse. This draft Supplementary Guidance to "Working Together to Safeguard Children" entitled "Safeguarding Children from Abuse linked to a belief in Spirit Possession" is available on the DfES consultation web site¹⁶. A final version will be published in the Summer.

Local Safeguarding Children Boards (LSCBs) and Child Protection Committees (CPCs) in Scotland will need to build into their inter-agency strategy and protocols to early identification, and notification to the relevant agencies, of potential victims of trafficking as they are identified in their locality.

¹⁶ <http://www.dfes.gov.uk/consultations/downloadableDocs/Spirit%20possession%20pdf.pdf>

LSCBs/CPCs should also develop and maintain close links with community groups and have a strategy in place for raising awareness within the local community of the possibility that children are trafficked and exploited and how to raise a concern. LSCBs with a detention/deportation centre in their area should develop a close working relationship with the centre in order to safeguard and promote the welfare of both the accompanied and unaccompanied children who reside at the centre.

LSCBs/CPCs will have an important role in ensuring that records of suspected and confirmed cases of child trafficking are kept and recorded appropriately on the National Register of Unaccompanied Children (NRUC) within agreed protocols.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
53	To ensure frontline staff have the right tools and expertise to identify child victims and offer them appropriate protection and support bearing in mind the special needs of children.	Review “Working Together to safeguard children” guidance on Child trafficking and produce supplemental guidance on child trafficking. Collaborate with HO and DH in developing protocols for recording child trafficking cases.	August 2007.	Home Office/DfES/ Department of Health/Scottish Executive/NIO/NAW.	Guidance reviewed completed and supplementary volume published. Guidance implemented; Evaluation of effectiveness of guidance.
54		Updating the SCIP and publishing new supplementary guidance on children as victims of sexual exploitation.	Timescale to be agreed.	DfES/Scottish Executive/ Home Office/ Department of Health	Supplementary Guidance produced and disseminated.
55		Ensure the needs of victims of child trafficking are addressed and recorded by LSCBs/ Child Protection Committees in Scotland.	Timescale to be agreed.	DfES/Scottish Executive/ Home Office/ Department of Health.	LSCBs implement recording protocols and act on trafficking guidance.

Working with Law Enforcement

The Child Exploitation and Online Protection Centre (CEOP) will work closely with the UKHTC, the national strategic and law enforcement lead on all trafficking matters to ensure that the overall response to human trafficking includes the necessary specialised focus on child protection in regard to trafficking of children. CEOP is currently preparing a business case for the development of guidance to assist investigating police officers in identifying and understanding child trafficking matters, building on the work already done by UKHTC.

UKHTC will collaborate with HO/DfES and DH in developing protocols for recording child trafficking cases. They will also be a partner as the central repository for all information on trafficking, (including child trafficking), on behalf of the ACPO Organised Immigration Crime Group.

In working on the objective to ensure that the role of Special Branch Officers at Ports of entry is included in Police Guidance, UKHTC are already engaged with Ports officers.

The Association of Chief Police Officers in Scotland (ACPOS) are currently in discussions with the UKHTC regarding a similar package of measures for Scotland. Work on this is at an early stage and there will need to be an ongoing dialogue between ACPOS and UKHTC. Representatives from ACPOS regularly attend meetings of the UKHTC and ACPO Steering Group, developing operational guidance to investigating officers. ACPOS Crime Business area has established a Scottish Human Trafficking Group to reflect a Scottish perspective and/or identify any distinct Scottish issues. Representatives of UKHTC attend the Scottish Group meetings.

“I didn’t buy her, she was given to me.”

Convicted trafficker

To support the accurate, and timely recording of identified cases and to ensure consistency of recording it will be essential that multi agency protocols are agreed between all the agencies involved in the processing and management of cases. This work will need to be led collaboratively by government departments but will require consultation with local authorities, LSCBS, health and police representatives because local interpretation to suit local roles and arrangements agreed between relevant agencies will be necessary.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
56	To improve the ability of the UK to investigate child trafficking effectively.	ACPO group on child trafficking, in consultation with the UKHTC, to produce practice guidance for police officers investigating child trafficking cases.	August 2007.	ACPO/UKHTC/CEOP/ACPOS.	Guidance produced and linked to Working Together to Safeguard Children supplement.
57		Collaborate with HO/DfES and DH in developing protocols for recording child trafficking cases.	September 2007.	ACPO/ACPOS/CEOP/Home Office/DfES/DH/UKHTC.	Protocols developed and implemented.

Working with Health Services

The Department of Health (DH) has a programme to support the NHS in the implementation of safeguarding requirements of the Children Act 2004. The safeguarding programme involves supporting regional networks of professionals to share good practice and provide a forum to address issues of concern and areas for development. As part of this, supported by the Victims of Violence and Abuse Prevention Programme, The Department of Health is developing guidelines to assist professionals and services to identify and respond to the needs of sexually abused and exploited children, including children trafficked into and within the UK. The Department of Health will also support the work of the Home Office and DfES to develop protocols for recording child trafficking cases.

In Scotland, the Scottish Executive Education Department leads on child protection. However, the Health Service will work with other agencies at local and national levels to consider the number and needs of these children. Awareness of the circumstances of these children should be raised for all staff working in the health service.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
58	To ensure frontline staff have the right tools and expertise to identify child victims and offer them appropriate protection and support bearing in mind the special needs of children.	To assist in the awareness raising of health professionals through the Victims of Violence and Abuse Prevention Programme. This includes conducting a care-pathways mapping project to inform national service guidelines on responding to the needs of victims of violence and abuse.	Late 2007.	Department of Health.	National Guidelines produced and disseminated.
59		Assist health services (eg: Child and Adolescent Mental Health Services (CAMHS), GPs and GUM clinics) to identify and respond to the needs of trafficked children.	Late 2007.	Department of Health/Home Office.	Guidance produced and disseminated.

Measures introduced for schools

Some trafficked children may be registered with schools. It is therefore essential that education professionals are made aware of this issue, are able to identify suspected cases of international or domestic trafficking, and know how to refer their concerns onward so that appropriate safeguarding action can be taken.

We are concerned about any child missing education, as it is not just children's educational attainment that is put at risk, but also potentially their safety and welfare. The Education and Inspections Act 2006 in England and Wales places a new statutory duty on all local authorities to make arrangements to identify children missing education in their area. Children missing education are defined as those of compulsory school age who are not on a school roll and who are not receiving a suitable education otherwise (eg at home, privately, or in alternative provision).

Statutory guidance to support this new duty was published in February 2007. This guidance "Statutory guidance for local authorities in England to identify children not receiving education" is available at

www.everychildmatters.gov.uk/childrenmissingeducation. The guidance is now being revised by DfES and it is intended that the final version be published in the near future. The overall aim of work at national and local level is to ensure that fewer children drop out of education, and those who do are drawn back and engaged quickly with lasting success. This guidance applies equally to children who may have been trafficked into the UK and should always be read in conjunction with guidance on identification of suspected trafficked children so that teachers and other education professionals are clear about what to do should they have concerns about a child.

The Scottish Executive issued guidance in 2005 for Scottish local authorities on how to trace children and how to refer to the Children Missing from Education (Scotland) service. This is the Children Missing from Education (CME) section of "Safe and Well: Good Practice in Schools and Education Authorities for keeping children safe and well". There are also plans in Scotland to tighten up the identification of children who have not transferred to a new school when they leave their previous one with a mechanism to refer immediately to CME (Scotland) should there be an immediate concern about the child.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
60	To ensure frontline staff have the right tools and expertise to identify child victims and offer them appropriate protection and support bearing in mind the special needs of children.	Ensure guidance to teachers and other education professionals in recognising and referring children who may have been trafficked is included in WTSC supplement.	From August 2007 (ongoing).	DfES Schools Directorate Scottish Executive.	Guidance rolled out; assessment of awareness made.

Support for professionals – best practice

As indicated above in relation to Children's Services, the Home Office and DfES are working with key stakeholders to provide national best practice guidance to professionals and volunteers from all agencies in safeguarding trafficked children. It is intended that this guidance will become a supplement to "Working Together to Safeguard Children" published by DfES in April 2006. The Scottish Executive is working with key stakeholders to produce separate guidance which takes account of the differing child protection arrangements in place in Scotland.

In tandem with formal practice guidance, the need for a support service for professionals dealing with child victims of trafficking has been recognised by practitioners and others. Consequently a Child Trafficking Telephone Helpline Advice Service is being established to provide information and advice to mainly Children's Services workers, but also other professionals who come into contact with children they believe may be the victims of trafficking. This initiative follows a joint funding application to Comic Relief by the NSPCC, in conjunction with CEOP and ECPAT with match funding from the Home Office. It is intended that the service will be in place and operational by Summer 2007. The service will recognise that the knowledge, skills and awareness of dealing with victims of child trafficking is still limited at a

local level. It will also feed into and help to strengthen existing networking and communication between front line organisations working on trafficking cases on a national and regional basis. The Child Trafficking Unit within CEOP will be linked to this collaborative multi-agency initiative. The line itself will be housed within NSPCC and the service will be staffed by the NSPCC and CEOP.

In time the service will assist by building up a knowledge bank of the scale and nature of child trafficking across the UK, by gathering, recording and sharing generic information on child trafficking.

In relation to domestic/internal trafficking of UK Nationals and particularly children and young persons the UKHTC has already undertaken a project to examine the mode and prevalence of this serious crime. This work has already resulted in a number of police operations being commissioned.

To complement the best practice guidance on child victims of trafficking, the Home Office has commissioned ECPAT UK to develop a new e-learning tool on child trafficking. This tool is intended to be used by the key organisations involved in the care of children who have been trafficked into the UK. It will enable those on the frontline to become better equipped to identify child victims and take the appropriate steps to protect and support the victims. The tool will consist of an enhanced web-based programme situated on the ECPAT UK website, with online and hard copy materials provided, along with e-bulletins, web sites, training, conferences and newsletters.

In order to increase the availability of specialist face to face training of professionals in how to meet the needs of trafficked children, the DfES will provide a capacity building grant to ECPAT over three years. This increased training provision will complement the e-learning tool.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
61	To ensure frontline staff have the right tools and expertise to identify child victims and offer them appropriate protection and support bearing in mind the special needs of children.	Activate Professionals Advice Line in Partnership with NSPCC CEOP and ECPAT UK.	July 2007.	Home Office/ NSPCC.	Number of calls received to evaluate the take up of service. Extent to which this information/ intelligence is disseminated to UKHTC and others.
62		Develop a new e-learning tool and training programme on safeguarding child victims of trafficking to complement the best practice guidance.	September 2007.	ECPAT UK/ Home Office, DfES.	E-learning tool created and evaluation carried out/measurement of usage. Number of training courses delivered.

ANNEX A

TABLE OF PROPOSED ACTIONS

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
1	Ratify the Council of Europe Convention on Action Against Trafficking in Human Beings.	Submit implementation plans on the Council of Europe Convention to the IDMG.	July 2007.	Home Office.	Implementation plan developed.

PREVENTION OF TRAFFICKING

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
2	To improve knowledge of the scale and nature of human trafficking in the UK.	To identify knowledge gaps and undertake targeted research.	Ongoing.	Home Office, UKHTC, Scottish Executive, CEOP, NIO.	Overview of current and planned research mapped. Complementary research developed.
3		To establish a central point for the collation of data and information on all forms of trafficking.	By mid 2007.	Home Office, UKHTC, SOCA, Scottish Crime & Drug Enforcement Agency (SCDEA).	Agree responsibility within HO, UKHTC, SCDEA and SOCA. Agree what data will be collated.
4	To improve knowledge on the scale and nature of child trafficking in the UK.	Complete scoping study on the extent of child trafficking and disseminate analysis to inform policy.	Spring 2007.	Home Office/CEOP.	Scoping study completed. Findings inform strategy and further research specifications.
5	To address the root causes of trafficking.	To support anti-trafficking projects which address the factors that make individuals vulnerable to trafficking.	Ongoing.	DfID.	Projects supported.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
6	To enable the early identification of victims to prevent exploitation.	Develop evidence base to identify routes of entry used by traffickers and victims of trafficking at the pre-entry stage. In particular to understand whether there are any particular risks associated with those entering as domestic workers or related categories.	2007.	Home Office.	Project for collection of evidence base initiated and results evaluated.
7	To build capacity in source and transit countries to deal with organised immigration crime (including human trafficking).	To seek out opportunities to provide assistance and develop cooperation with the appropriate authorities and law enforcement making use of the FCO Drugs and Crime Fund and the Migration Fund.	Ongoing.	Home Office, FCO.	Demonstrable improvements in tackling organised immigration crime (e. g. improved intelligence on OC networks, disruptions via arrests and prosecutions).
8	Prevent trafficking in countries of origin, transit and destination by raising awareness of the dangers involved and deterring traffickers.	Support projects in source countries aimed at raising awareness within groups that are vulnerable to recruitment by traffickers.	Ongoing.	FCO, Home Office.	Number of projects run. Evaluated for effectiveness and impact.
9		To ensure that awareness raising campaigns have proper evaluation mechanisms.	Ongoing.	Home Office, FCO, DfID, UKHTC.	Ensure all projects supported contain an evaluation plan from outset.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
10	Prevent trafficking in countries of origin, transit and destination by raising awareness of the dangers involved and deterring traffickers.	Publicise successful UK prosecutions of traffickers in source and transit countries.	Ongoing.	FCO.	FCO network to report on number of cases reported in source and transit countries.
11	Prevent trafficking in human beings.	Raise awareness of trafficking amongst entry clearance officers in source and transit countries by rolling out information to Risk Assessment Units.	By June 2007.	UK VISAS.	Develop training or briefing for entry clearance officers. Number of officers trained.
12	To reduce the demand for trafficked persons in the UK.	To undertake publicity and awareness raising measures targeted at reducing demand.	Ongoing.	Home Office, UKHTC.	Number and type of measures. Diversity of type of sectors reached. Surveys of awareness levels among targeted groups.
13		Awareness raising campaign on introduction of civil penalties, "knowing" offence and continuing responsibility to check their employees' entitlement to work.	Late 2007.	Home Office.	Campaign completed and evaluated.

INVESTIGATION, LAW ENFORCEMENT AND PROSECUTION

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
14	Criminalise, prevent and deter trafficking.	Keep UK trafficking and related legislation under review.	Ongoing.	CPS/Home Office/ Attorney Generals Office/Scottish Executive/Crown Office and Procurator Fiscal Service (COPFS).	Periodic review and assessment of legislation.
15	To make human trafficking “core police business”.	Develop Key Diagnostic Indicators with a view to considering whether Statutory Performance Indicators ought to be introduced.	To be trialled in England and Wales 2007.	Home Office.	KDIs, developed and trialled. KDIs reviewed and amended if necessary.
16	Raise awareness within the law enforcement community, in particular the police service of human trafficking.	Develop training packages for officers along with a suitable method of delivery.	Ongoing.	UKHTC, ECPAT, Home Office, Scottish Executive.	Training packages (including “e learning”) developed. Appropriate delivery methods considered. Programmes evaluated. Number of personnel trained.
17	To improve the strategic and tactical intelligence picture on trafficking in human beings to enable an intelligence led enforcement approach.	Increased enforcement and intelligence activity to deal with trafficking for forced labour.	Ongoing.	UKHTC.	Improved intelligence picture. Increased enforcement activity, increased number of prosecutions.
18	To ensure that front line staff have the right tools and expertise to identify victims of trafficking.	Produce and disseminate guidance on key indicators of criminality to assist with the identification of victims of trafficking for forced labour.	Mid 2007.	Home Office.	Guidance produced and ongoing cross-government intelligence sharing.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
19	To develop understanding of the effectiveness of the GLA's activity in the sectors governed by the Scheme.	Research into the effectiveness of the GLA's activity on the sectors governed by the scheme.	Initial baselining work by May 2007. First year review of the impact of licensing by September 2007.	DEFRA.	Research completed.
20	To enable more successful prosecutions against victims of trafficking.	Conduct a training needs analysis and develop operational training course.	2007.	CPS/UKHTC	Needs analysis conducted. Training course designed and delivered.
21	Continue to establish good working relationships with foreign law enforcement agencies.	Provide assistance to law enforcement in other countries wherever possible and through intelligence led joint operational work.	Ongoing.	UKHTC/SOCA/ Home Office/FCO.	Level and frequency of assistance provided.

PROVIDING PROTECTION AND ASSISTANCE TO ADULT VICTIMS OF TRAFFICKING

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
22	To ensure frontline staff have the right tools and expertise to identify victims of trafficking and offer them appropriate protection and support.	Establish a multi-agency group to review and develop victim-centred trafficking measures.	Ongoing.	UKHTC, Home Office.	The Group's work-plan will include regular reviews of current measures.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator	
23	To ensure frontline staff have the right tools and expertise to identify victims of trafficking and offer them appropriate protection and support.	Update trafficking toolkit, and produce additional guidance where required.	Mid 2007.	Home Office/UKHTC/Scottish Executive (in partnership with OGD and NGOs).	Comprehensive toolkit produced and made available.	
24		Poppy project to include an outreach service to provide help in the identification and support of victims.	Ongoing (currently funded until 2008).	Home Office/NGOs.	Monitor extent to which service is used and effectiveness.	
25		TARA project to develop training and written material to raise awareness of issues around identification and protection of trafficking victims and so extend service provision.	2007/08.	NGOs.		
26		Consider extending NGO outreach support on a national level.	2008/9.	Home Office/NGOs.		
27		Develop a <u>national referral mechanism</u> with a clear point of contact for initial identification and onward referral into support services.	More detailed proposals to be included in the implementation plans for the Council of Europe Convention to be submitted to the IDMG.	Home Office.		Initial proposal for structure of national referral mechanism agreed.
28		Develop a robust system for the formal identification of victims.		Home Office.		Victim profile developed and updated on receipt of new intelligence.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
29	To ensure that victims of trafficking are provided with safe and appropriate support.	Develop guidance on minimum standards for support services for victims of trafficking for sexual exploitation.	Mid 2007.	Home Office/UKHTC/Poppy project.	Guidance developed and reviewed for usefulness.
30		Establish a 'support services' stakeholder group to create links and share best practice.	Ongoing.	Home Office/UKHTC.	Group to produce work plan and deliver short reports/pieces of work on best-practice.
31		Amend criteria for the Poppy Project.	May 2007.	Home Office.	Revise criteria. Assess impact of changes.
32		Consider options for providing support provisions on a national level as part of work to implement the Convention.	Detailed proposals to be included in the implementation plans for the Council of Europe Convention to be submitted to the IDMG.	Home Office, Scottish Executive.	Proposals discussed and cross government agreement to option selected.
33		Consider piloting support provisions for victims of trafficking for forced labour.	2007/08 Detailed proposals to be considered in implementation plans for the Council of Europe Convention.	Home Office.	Evaluation of pilot.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
34	To ensure that victims of trafficking are provided with safe and appropriate support.	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.	Department of Health/ Home Office.	Monitor access and take up of support services by victims of trafficking.
35		Ensure that Government funded Sexual Assault Referral Centres (SARCs) meet the needs of minority and vulnerable groups, including people from BME communities and those involved in prostitution and sexual exploitation.	2007-8.	Home Office/ Scottish Executive	Review services to ensure they meet the needs of these victims.
36		To assist in the awareness raising of health professionals through the Victims of Violence and Abuse Prevention Programme. This includes conducting a care-pathways mapping project to inform national service guidelines on responding to the needs of victims of violence and abuse.	Late 2007.	Department of Health/National Institute for Mental Health in England.	National guidelines produced and disseminated.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
37	To ensure that victims of trafficking are provided with safe and appropriate support.	Fund a Handbook on the Sexual Health needs of Asylum seekers and Refugees. (This handbook covers trafficking, domestic violence and sexual violence).	2007/8.	Department of Health.	Handbook produced and disseminated.
38	To ensure frontline staff have the right tools and expertise to identify victims of trafficking and offer them appropriate protection and support.	Review 'country reports' to ensure that they reflect trafficking and gender issues where relevant.	Ongoing.	Home Office.	Review and modify if found to be deficient.
39		Issue guidance for asylum caseworkers on trafficking.	2007/8.	Home Office.	Guidance produced and disseminated.
40		Pilot training package for asylum caseworkers.	Mid 2007.	Home Office/ Poppy Project.	Evaluation of pilot.
41	To ensure that victims are provided with information about their rights and available support.	UKHTC victims subgroup to consider options for producing and disseminating information to victims.	Ongoing.	Home Office/ UKHTC.	Information for victims produced in range of suitable mediums.
42	To ensure that victims are provided with appropriate support to help with reintegration.	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.	Home Office.	Increased take-up of AVRIM.

CHILD VICTIMS OF TRAFFICKING

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
43	To enable identification of child victims early to prevent exploitation.	New Global Visa Regulations introduced from February 2006.	Implementation ongoing.	Home Office, UK Visas.	Monitor the extent to which this data is recorded. Profile who is entering the UK and with whom, and any challenges to this.
44	To reduce the demand for trafficked children in destination countries.	DfES agree with HO and UK Visas a process for vetting and approving addresses and carers for unaccompanied children applying to stay in UK in excess of 28 days.	Implementation ongoing.	Home Office/ Department for Education and Skills/Scottish Executive/FCO/ UK Visas.	In time, review how the process is working.
45	To enable identification of child victims early to prevent exploitation.	Code of Practice on the carriage of minors to be developed and implemented.	May 2007.	Home Office/ IATA/CAWG.	Best practice adopted and implemented.
46		Passenger lists to Home Office to check potential offenders and children at risk.	2008.	Home Office/ Airlines and other carriers.	Information exchanged on targeted flights.
47		Produce child alert DVD to be used in aircraft travelling to the UK from Source countries.	Timetable to be agreed.	CEOP.	Number of airlines using DVD.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
48	To ensure frontline staff have the right tools and expertise to identify victims of trafficking.	Police, including Special Branch training for officers located at ports of entry	Sept 2007.	ACPO/Home Office/UKHTC.	Number of personnel trained; evaluation of training programme; regular updates as patterns change (e.g. changes in source countries).
49	To improve knowledge on the nature and scale of child trafficking.	Develop means of recording child sponsors who may pose a risk of harm to separated children at ports of entry and ASUs	Ongoing.	Home Office.	Review of recording mechanisms.
50	To ensure frontline staff have the right tools and expertise to identify victims of trafficking (Asylum Screening Units).	Ensure that ASU staff and social services colleagues are fully aware of the relevant guidance and trained.	Continuous update.	Home Office DfES/Scottish Executive.	Number of personnel trained/briefed; later assessment of awareness.
51	To improve knowledge on the nature and scale of child trafficking.	Ensure referrals are tracked using NRUC.	August 2007.	Home Office.	Process established for the use of NRUC for tracking purposes.
52	To ensure frontline staff have the right tools and expertise to identify child victims and offer them appropriate protection and support bearing in mind the special needs of children. (Children's (Social) Services).	Agree safe arrangements for trafficked children to be accommodated within UASC Reform Programme.	Jan 2008.	Home Office/DfES/Scottish Executive/Department of Health/Local Authorities, SHAs and PCTs.	Review process; awareness of these procedures by those who need to know and implement them.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
53	To ensure frontline staff have the right tools and expertise to identify child victims and offer them appropriate protection and support bearing in mind the special needs of children.	Review “Working Together to safeguard children” guidance on Child trafficking and produce supplemental guidance on child trafficking. Collaborate with HO and DH in developing protocols for recording child trafficking cases	August 2007	Home Office/DfES/ Department of Health/Scottish Executive/NIO/NAW.	Guidance reviewed completed and supplementary volume published. Guidance implemented; Evaluation of effectiveness of guidance.
54		Updating the SCIP and publishing new supplementary guidance on children as victims of sexual exploitation	Timescale to be agreed	DfES/Scottish Executive/ Home Office/ Department of Health.	Supplementary Guidance produced and disseminated.
55		Ensure the needs of victims of child trafficking are addressed and recorded by LSCBs/ Child Protection Committees in Scotland	Timescale to be agreed.	DfES/Scottish Executive/ Home Office/ Department of Health.	LSCBs implement recording protocols and act on trafficking guidance.
56	To improve the ability of the UK to investigate child trafficking effectively.	ACPO group on child trafficking, in consultation with the UKHTC, to produce practice guidance for police officers investigating child trafficking cases	August 2007.	ACPO/UKHTC/ CEOP/ACPOS.	Guidance produced and linked to Working Together to Safeguard Children supplement.
57		Collaborate with HO/DfES and DH in developing protocols for recording child trafficking cases	September 2007.	ACPO/ACPOS/ CEOP/Home Office/ DfES/DH/UKHTC.	Protocols developed and implemented.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
58	To ensure frontline staff have the right tools and expertise to identify child victims and offer them appropriate protection and support bearing in mind the special needs of children.	To assist in the awareness raising of health professionals through the Victims of Violence and Abuse Prevention Programme. This includes conducting a care-pathways mapping project to inform national service guidelines on responding to the needs of victims of violence and abuse.	Late 2007.	Department of Health.	National Guidelines produced and disseminated.
59		Assist health services (eg: Child and Adolescent Mental Health Services, GPs, CAMHS and GUM clinics) to identify and respond to the needs of trafficked children.	Late 2007.	Department of Health/ Home Office.	Guidance produced and disseminated.
60		Ensure guidance to teachers and other education professionals in recognising and referring children who may have been trafficked is included in WTSC supplement.	From August 2007 (ongoing).	DfES Schools Directorate Scottish Executive.	Guidance rolled out; assessment of awareness made.

No	Objective	Action	Timetable	Responsible Party	Assessment Tool/Indicator
61	To ensure frontline staff have the right tools and expertise to identify child victims and offer them appropriate protection and support bearing in mind the special needs of children.	Activate Professionals Advice Line in Partnership with NSPCC, CEOP and ECPAT UK.	July 2007.	Home Office/ NSPCC.	Number of calls received to evaluate the take up of service. Extent to which this information/ intelligence is disseminated to UKHTC and others.
62		Develop a new e-learning tool and training programme on safeguarding child victims of trafficking to complement the best practice guidance.	September 2007.	ECPAT UK/ Home Office, DfES.	E-learning tool created and evaluation carried out/measurement of usage. Number of training courses delivered.

ANNEX B

UK ACTION PLAN ON TACKLING HUMAN TRAFFICKING

REGULATORY IMPACT ASSESSMENT

1. Purpose and intended effect

1.1 Objective

To reduce the scale of human trafficking in the UK and the harms caused by it. Our specific aims are:

- to reduce the number of people trafficked to the UK;
- increase the effectiveness of investigations and prosecutions of trafficking cases and the number of successful disruptions of crime groups involved in trafficking; and
- to enhance the protection and support provided to victims who are identified.

2 We will do this through a series of targeted measures aimed at prevention; prosecution and investigation; and protection and support.

1.2 Background

3 Human trafficking involves the movement of people, either within one country or from one country to another, using coercion, deception or abuse of power for the purpose of their exploitation. Given the covert nature of the crime, it is extremely difficult to establish the full scope of the problem but there is little doubt that it is a growing problem in the UK and in Europe as a whole. Law enforcement agencies report a rise in the prevalence of trafficking in recent years.

4 Most of our knowledge centres on trafficking for sexual exploitation. Generally, the victims are duped into coming to the UK with promises of work, but once here they are sold on to organised crime gangs and forced into prostitution. The majority of trafficked victims originate from Eastern Europe and the Balkans, or from the Far East, especially China and Thailand.

5 Trafficking victims are subject to sexual, physical, emotional and psychological violence and abuse. Restrictions on freedom may amount to slavery like conditions – the harms to individuals are therefore high. Human trafficking is linked to a broader spectrum of criminality and is often carried out by organised crime groups. It is a high profit crime. There are therefore significant social and economic harms caused by this form of criminality also.

6 The international community places a high priority on tackling trafficking. The UK has made a political commitment to the Organisation for Security and Cooperation in Europe (OSCE) to draw up a national action plan for combating and preventing trafficking. This, alongside growing public and political concern, has been the driver for this Action Plan.

1.3 Rationale for Government Intervention.

- 7 The Government has a responsibility to develop policies which protect and support vulnerable people and reduce the opportunities for their exploitation. The Government therefore has a duty of care to protect and support victims of human trafficking and, as far as possible, prevent future instances of abuse.
- 8 Human trafficking is often carried out by organised crime groups who exploit loopholes in policy and legislation to enable them to carry out their businesses. A joined-up national strategy is therefore essential to ensure a consistent and robust response.
- 9 We have an international obligation to take action to prevent this global problem.

2. Options

- 10 Option one: do nothing. This would result in us carrying on with existing work streams but not taking forward the wider proposals in the Action Plan or joining up the work being undertaken by a number of departments, agencies and devolved administrations in a co-ordinated way.
- 11 Option two: implement the proposals contained within the Action Plan. The proposed actions can be grouped into the following headings:
- prevention of trafficking;
 - investigation, law enforcement and prosecution;
 - providing protection and assistance to adult victims of trafficking; and
 - child trafficking.
- 12 More details on the measures are included below and, to a greater extent, in the Action Plan.

3. Benefits

- 13 Internal Home Office research has estimated that the total economic and social cost, or harm, of people trafficking for sexual exploitation was roughly £1bn in 2003. The main costs to victims quantified are the sexual and physical violence suffered by victims at the hands of traffickers and clients. Even a small reduction in the scale of trafficking would reap high benefits.
- 14 These benefits can be realised through greater prevention of trafficking at source. In particular the following measures:
- Complete scoping study on the extent of child trafficking;

This, alongside other research underway in the Home Office, will give us a better understanding of the problem and enable us to better target resources and enforcement activity.

- To establish a central point for collation of data and information on all forms of trafficking;

The collection of this data in a systematic way is essential if we are to better understand the problem. It will help us prioritise resources and activities, and allow a better understanding of the impacts of our efforts.

- Publicise successful prosecutions in source and transit countries;

This may be based around the more regular dissemination of information to UK posts overseas, or the use of media networks. The aim is to ensure examples of successful criminal justice interventions in the UK are widely publicised in source and transit countries to act as a deterrent to those considering engaging in trafficking and to raise awareness with potential victims.

- Support projects in source countries aimed at raising awareness within groups that are vulnerable to recruitment by traffickers

This will prevent trafficking by providing information to vulnerable groups about the risks.

- Raising awareness of trafficking with airline carriers and Entry Clearance Officers in source and transit countries;

This is designed to reduce the opportunities for traffickers to carry out their criminality undetected. It will be taken forward by dissemination of information and guidance through existing networks.

- Establish a process for vetting and approving addresses and carers for unaccompanied children applying to stay in the UK in excess of 28 days;

This is to provide greater protection to potential child victims of trafficking.

15 Other benefits will accrue through reducing demand. For example:

- Implementing the measures contained in the Immigration, Asylum & Nationality Act 2006, which include the imposition of a civil penalty regime for employers of illegal migrant workers, together with the introduction of a new offence of knowingly employing an illegal migrant worker;

*Tougher penalties for 'knowingly' employing an illegal migrant worker should act to deter employers who are knowingly and deliberately using illegal migrant workers, some of whom may have been trafficked, thereby acting to reduce demand. Further discussions of the benefits are included in the Act's Regulatory Impact Assessment found at;
<http://www.ind.homeoffice.gov.uk/6353/6356/10630/legislationriaillegalworking.pdf>*

16 Benefits will also be achieved by enhancing our efforts to identify and disrupt instances of trafficking. For example:

- Reviewing training and guidance provided to law enforcement and frontline agencies and providing border control agencies with profiles/ indicators to aid early identification.

This will increase the detection of trafficking victims, leading to increased enforcement activity and awareness of the nature and scale of the problem.

- Ensure that trafficking and related legislation is fit for purpose.

This will ensure that law enforcement and prosecutors have the best tools for taking action against traffickers and organised crime groups. The current UK Borders Bill contains amendments to the trafficking offences contained in the Sexual Offences Act 2003 and the Asylum and Immigration(Treatment of Claimants, etc) Act 2004.

- Make human trafficking “core police business”, partly through developing key diagnostic indicators.

Performance indicators will ensure the accurate measurement of performance and ensure awareness of the issue is raised within the police service.

4. Costs

- 17 The new provisions in the Immigration, Asylum & Nationality Act 2006 have already been the subject of a RIA published on 22 June 2005, this is available at <http://www.ind.homeoffice.gov.uk/6353/6356/10630/legislationriaillegalworking.pdf>. The proposed amendments to the trafficking legislation in the UK Borders Bill have also been the subject of a RIA published in February 2007 and available at <http://www.ind.homeoffice.gov.uk/6353/6356/10630/ukbordersbillria.pdf>.
- 18 There may be some areas where more significant costs will be incurred. For example, based on the current POPPY project arrangements, the costs of supporting a victim of trafficking for sexual exploitation equates to around £23,000 per annum. The decision to sign the Council of Europe Convention on Action Against Trafficking in Human Beings will require the extension of current support for victims of trafficking. However, at this early stage, it is not possible to estimate the full costs of extending the support services on a national level to all identified victims of trafficking as we do not have accurate intelligence on the scale of all forms of trafficking into the UK (including trafficking for forced labour). The overall resource impact will depend on the model of support ultimately chosen. The Action Plan contains a commitment to submit more detailed implementation plans to the Inter-Departmental Ministerial Group on Human Trafficking once the various options have been further explored.
- 19 In most cases, the financial costs of initiatives contained in this proposal will be absorbed by existing budgets. For example, most of the proposals in the Plan which relate to law enforcement, SOCA and CEOPs will be met by existing budgets. Organised Immigration Crime is SOCA's second priority after drugs and the Home Secretary wrote to Chief Constables in England and Wales in 2005 stating that police force effort directed at organised immigration crime should be raised. Nevertheless, costs will still be incurred in that organisations will have to trade-off time and expenditure incurred in dealing with people trafficking with their other responsibilities. For example, raising awareness of trafficking amongst police forces will require additional training and, to a limited extent, may mean less time available to, for example, other crime areas. However, we anticipate that this impact will be small.
- 20 The scoping study on the extent of child trafficking will be funded by the Home Office at a cost of £37,500. The Home Office is match funding a telephone advice line for professionals in the amount of £100,000 per annum over 3 years. Comic Relief is providing the same amount. The Home Office is also funding ECPAT UK with £30,000 as a single payment for the development of an e-learning tool for professionals.

5. Small Firms Impact Test

- 21 We do not anticipate that this proposal will have an adverse impact on small businesses. To the extent that there are competition benefits (see below) there could be some small benefits to legitimate small firms.

6. Competition Assessment

- 22 Firms using trafficked persons for cheap labour have an unfair competition advantage. By addressing this, these proposals will have a positive impact on competitiveness. A further assessment of the impact of the new provisions in the Immigration, Asylum & Nationality Act 2006 can be found in the RIA for that Act (see above).

7. Enforcement and sanctions

- 23 Consideration has been given to the enforcement implications of the new provisions contained in the Immigration, Asylum and Nationality Act 2006 and the proposed amendments to the trafficking legislation contained in the UK Borders Bill in the RIAs referred to above. The current trafficking offences contained in the Sexual Offences Act 2003, the Criminal Justice (Scotland) Act 2003 and the Asylum and Immigration (Treatment of Claimants, etc) Act 2004 have been in force since May and December 2004 respectively and both carry a maximum penalty of 14 years imprisonment.

8. Monitoring and evaluation

- 24 Progress against the Action Plan will be monitored by the Home Office chaired Inter-Departmental Ministerial Group on Human Trafficking.
- 25 Each of the actions in the Plan sets out the party responsible for delivery and an appropriate assessment tool or indicator.

9. Consultation

- 26 The initial consultation on proposals for a UK Action Plan on Human Trafficking ran for a period of 3 months from 5th January to 5th April 2006. In total we received 206 responses from individuals and organisations both within and outside the UK. We published a summary of those responses in June 2006. The consultation document, summary of responses and list of respondents can be found at <http://www.homeoffice.gov.uk/documents/cons-2006-tack-human-trafficking/?version=1>.
- 27 The actions proposed in the Plan have been discussed and agreed with a number of government departments, agencies, law enforcement and devolved administrations.

10. Summary and recommendation

- 28 The Government proposes to proceed with Option 2, to take forward the initiatives contained in the Action Plan.

ANNEX C

UK ACTION PLAN ON TACKLING HUMAN TRAFFICKING

EQUALITY IMPACT ASSESSMENT

Background

- 1 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**
- 2 The primary purpose of the Action Plan is to draw together all the work that is currently underway across Government and other agencies in relation to human trafficking and to set out what additional actions we want to take. The Plan covers all forms of trafficking and has four main chapters corresponding to the three broad areas recommended by bodies such as the Organisation for Security and Co-operation in Europe (OSCE), which are; Prevention; Investigation, law enforcement and prosecution; and Providing protection and assistance to victims. The fourth chapter is on Child trafficking. Details of work to counter trafficking for forced labour are contained throughout the plan. The actions are designed to enable the Home Office, other Government departments, law enforcement agencies and other partner organisations to deliver the protection of 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 Action Plan.
- 3 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. This states;

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

of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.”

Areas of business

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

Objectives of the Plan

- 5 The purpose of the Action Plan is to;
 - draw together all the work that is currently underway across government and other agencies in relation to human trafficking
 - tell our stakeholders and members of the public what we are seeking to achieve
 - identify the actions we are taking to deliver our objectives
 - identify gaps in existing work which require further consideration
 - increase transparency and enable us to be held to account on delivery of our objectives
 - provide a platform for developing a more strategic and holistic approach to tackling human trafficking.

Methodology

Data

- 6 There is no definitive data available as to the scale of trafficking into and within the United Kingdom. More is known about trafficking for sexual exploitation although the very nature of the crime means that much of the activity is hidden. It is therefore very difficult to get a true picture of the prevalence and extent of human trafficking. Although Home Office research shortly to be published indicates that in 2003 there were at any one time approximately 4,000 women in the UK who were victims of trafficking for sexual exploitation.
- 7 Data on referrals to the Home Office funded Poppy scheme (which supports adult women who have been trafficked into the UK for sexual exploitation) suggests that trafficking for sexual exploitation disproportionately impacts on young women aged 17-25yrs.
- 8 Knowledge of trafficking for other exploitative purposes (child trafficking and trafficking for forced labour) is more limited and improving our understanding of these areas is one of the objectives of the Action Plan. We will shortly be publishing the results of a scoping exercise into the scale and nature of child trafficking into and within the UK.

- 9 There is no evidence to suggest that trafficking is a crime that has a disproportionate effect in relation to sexual orientation, gender identity or disability issues.

Engagement

- 10 On the 5th of January 2006 the Home Office launched a national consultation exercise on proposals for a UK Action Plan on human trafficking. National Action Plans are recommended by international organisations active in this field and this alongside public and political concern was the driver for the consultation. The consultation document “Tackling Human Trafficking – Consultation on Proposals for a UK Action Plan” invited views on proposals and asked 18 specific questions. A total of 206 responses were received from NGOs and the voluntary sector, law enforcement agencies, religious organisations, the trade union movement, international government organisations and the Commission for Racial Equality among others. A summary of these responses was published by the Home Office in June 2006 and a copy placed on the Home office website.
- 11 The responses received dealt comprehensively with the three areas and generally welcomed the emphasis from the government and law enforcement agencies on combating human trafficking. However, the majority of respondents also raised concerns that there was a need for the action plan to have at its core a focus on human rights and an emphasis on the protection of victims as well as the prosecution of traffickers. To this end many organisations expressed the view that the UK Government should sign the Council of Europe Convention on Action Against Trafficking in Human Beings to allow victims a formal reflection period and the possibility of a residence permit. The Government has been considering this option and both the Prime Minister and the Home Secretary have recently announced the intention of the Government to sign the Convention.
- 12 The Government has also established a Human Trafficking Ministerial NGO Advisory Group to consider current arrangements and how they operate in practice, identify gaps in provision and put forward potential solutions for consideration by the Inter Departmental Ministerial Group on Human Trafficking. The involvement of NGOs is regarded as central to the development of a victim centred approach to tackling human trafficking.

Process

- 13 Work to develop the National Action Plan drew on the recognised need to address the problem of human trafficking as part of the Government’s determination to combat organised immigration crime, both in terms of prevention work and victim care, the need to establish a consistent enforcement approach across all forces, and the responses to the consultation procedure as well as the recommendations on action plans from the OSCE.
- 14 As a result a number of work-streams were established by the Home Office on prevention, enforcement, child trafficking, victim care, and trafficking for forced labour which developed proposals for action in each area and consulted further with representatives of other government departments, representatives from local authority bodies, law enforcement and NGOs.

- 15 In addition much work is being carried out by the multi-agency United Kingdom Human Trafficking Centre (UKHTC). Launched in October 2006 the UKHTC has established 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 across law enforcement agencies.

Assessment

- 16 In relation to the key areas of work in this plan, there are a number of elements which have the potential of having a disproportionate impact on specific groups.

Prevention of human trafficking

- Intelligence suggests that victims of trafficking for sexual exploitation are predominantly young women. There is some evidence that of those found to be victims of trafficking for sexual exploitation some were trafficked whilst minors.
- Trafficking for the purposes of sexual exploitation affects UK, EU and Non-EU nationals
- Anecdotal evidence suggests that victims of human trafficking for the purposes of forced labour tend to be non UK-nationals including children and men.
- There is anecdotal evidence to suggest that some forms of trafficking for forced labour, for example exploitation through domestic servitude in private households, disproportionately affects women and children.

Investigation and enforcement

- Intelligence led investigations into human trafficking clearly indicate the involvement of non UK nationals criminals in human trafficking (as well as UK nationals).
- Victims with irregular immigration status have sometimes been seen as immigration offenders rather than victims.
- There will be a need for all investigations into human trafficking to abide by the gender duty on all public authorities. Non English speaking victims will also require interpretation support throughout the investigation process.

Adult Victims

The identification of victims

- The reporting of trafficking by victims is extremely rare for many reasons. There may be particular barriers for the reporting by non UK-nationals. For example, language barriers, unfamiliar surroundings, a fear that they will be penalised for their immigration status or a general fear of officials and authorities in the UK. Additionally, some victims may not know they are a victim of trafficking. Many remain in fear of their traffickers because of threats made against them or their families in their country of origin.

- To try and overcome these barriers it is important to develop victim profiles and key indicators that might help front-line professionals identify possible victims of trafficking. Any guidance documents will need to be evidence based and utilise existing best-practice and information. All guidance documents will be compiled in consultation, where appropriate with key stakeholders including relevant Non-Government Organisations.
- Care will need to be taken to avoid the potential stereotyping of certain nationalities. The guidance will also need to reflect that whilst there are trends in trafficking, there will be victims who do not satisfy a typical 'victim profile' and their claims should not be automatically dismissed without an evaluation of their individual circumstances.

Information for victims

- There are currently a number of mediums for providing victims of crime with information. However there are benefits to providing victims of trafficking with specific guidance that is relevant to their needs/rights, especially when we implement the Council of Europe Convention. The production of any information will need to take into consideration the diversity of victims and should wherever possible be translated into relevant languages.
- All guidance/training documents (for example for immigration and policy officers) will emphasise the importance of having interpreters available when engaging with victims of trafficking, where required.

Protection and support for victims

- It is important that victims receive the right support to help with their recovery and minimise the possibility of re-trafficking and re-victimisation.
- All support provisions will need to take into account the need to provide gender and culturally appropriate services. For example trafficking for sexual exploitation disproportionately impacts on women, with the abusers (those who use the services of sexually exploited women) predominantly male. This will be reflected in the guidance on minimum standards of service for supporting victims of trafficking for sexual exploitation.
- Implementation of the Convention will create a framework for enhancing the support of all identified victims of trafficking. This will particularly positively impact on the support available for non UK-nationals, who often have no recourse to public funds.

Child Victims

- All practice guidance will have references for practitioners to be aware of the individual needs of children from diverse ethnic backgrounds and to tailor support accordingly.
- Training for Immigration Officers at the Asylum Screening Units and ports of entry to ensure awareness of differing needs of children from diverse backgrounds.

Response

- 17 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 or race.
- 18 We will continue to work with our partners to ensure that diverse needs of the victims of human trafficking are recognised and catered for wherever possible. This Plan is a significant step in taking forward and developing work by ensuring that the needs of the victims are central to the UK's policy on human trafficking and that all practitioners, NGOs and enforcement agencies are made aware of the need to comply with all statutory equality duties.

Equality Impact Assessment Table

PREVENTION OF HUMAN TRAFFICKING

Work stream	Policy Lead	Initial Assessment	Current Position	Action
To support anti trafficking projects in areas where it is known that individuals are vulnerable.	DFID.	There is some knowledge of areas from which victims of trafficking arrive in the UK. There is a need for continued focus on prevention work in these areas.	Gender equality and social inclusion are central to Dfid's poverty reduction objectives through the achievement of the Millennium Development Goals. DFID has policy in place for reducing poverty through supporting gender equality and tackling social inclusion. The development of the Country Assistance Plans is informed by social exclusion and gender analysis. Individual project proposals are subject to rigorous social appraisals that assess projects for their likely impact on all people.	All bids for future funding will continue to be assessed in line with DFIDs gender equality and social inclusion analysis. All bids for funding should contain an evaluation plan.
Support awareness raising projects in source countries.	HO/FCO.		All bids for funds from the FCO's Drugs and Crime fund and the Migration Fund must be designed to promote gender equality and assess the intended impact on human rights.	

Work stream	Policy Lead	Initial Assessment	Current Position	Action
Introduction of civil penalties and a new criminal offence for those found to be knowingly employing illegal migrant workers. Immigration, Asylum and Nationality Act 2006.	HO.	We are required by legislation to produce and publish a Code of Practice for employers on how pre-recruitment checks should be undertaken to ensure compliance with the Race Relations Act whilst ensuring they do not employ illegal migrant workers.	A draft Code of Practice was published in October 2006 and is available on the IND website. This has recently been revised and a public consultation process will take place later this year on the detail of the measures contained within the IAN Act 2006, including the content of the Race Relations draft Code of Practice.	Comments received as a result of the public consultation will be considered and incorporated where appropriate in a revised draft Code of Practice for employers on the avoidance of racial discrimination in recruitment practice while seeking to prevent illegal migrant working.

INVESTIGATION, ENFORCEMENT AND PROSECUTION

Work stream	Policy Lead	Initial Assessment	Current Position	Action
Raise awareness within the law enforcement community, in particular the police service, of human trafficking.	UKHTC/ HO.	Need to further develop training packages and consider appropriate delivery methods ensuring that diversity issues are included in all training.	Initial training course trialled with more planned for 2007. Equality issues are central to all training planned.	Ensure that training delivered and planned continues to address the issue of trafficking in a way that does not stereotype communities and puts victim's interests at the centre of the investigative approach.
To make human trafficking "core police business".	HO.	To develop Key Diagnostic Indicators to measure police performance in relation to trafficking.	To develop and trial KDIs within 2007 with the aim of implementing such indicators in all forces.	Ensure that diagnostic indicators devised do not create an adverse equality impact whilst providing an accurate measure of performance including an equality measurement.
To ensure that front line staff have the right tools and expertise to identify victims of trafficking for forced labour.	HO.	A need to produce and disseminate guidance on key indicators of criminality to assist with the identification of victims of trafficking for forced labour.	This guidance is in the process of production.	Ensure that guidance produced does not create an adverse equality impact through stereotyping particular communities. Ensure that the needs of the victim are central to any action taken by law enforcement authorities. Guidance on victim profiles will be updated as and when intelligence indicates any substantial changes.

PROVIDING PROTECTION AND ASSISTANCE TO VICTIMS OF TRAFFICKING

Work stream	Policy Lead	Initial Assessment	Current Position	Action
Establish a multi-agency group to review and develop victim-centred trafficking measures.	UKHTC/ HO.	The group will need to include cross-representation from a range of agencies (including those with direct experiences of working with victims) to ensure that any measures taken are culturally and gender sensitive, where required.	The group- includes a cross-representation of agencies (including NGOs that directly work with victims).	Regularly review membership and invite additional representatives to meetings depending on topic areas. (For example if there is need to engage with organisations providing culturally sensitive support services for victims from particular BME communities).
Update trafficking toolkit, and produce additional guidance where required.	UKHTC/ HO.	Whilst the guidance will need to include 'victim profiles' it should be careful not to stereotype. All documents will need to be drafted in consultation with a wide-range of stakeholders.	Initial review of stakeholders required includes NGOs working with victims and those with an interest in trafficking issues.	Consider which additional consultees will need to be involved to ensure that the documents are culturally and gender sensitive, without stereotyping. Ensure that existing best practice and documents are utilised in compiling any information. Ensure that guidance is evidence based.

Work stream	Policy Lead	Initial Assessment	Current Position	Action
<p>Develop a national referral mechanism with a clear point of contact for initial identification and onward referral into support services and a robust system for the formal identification of victims.</p>	<p>HO.</p>	<p>The NRM and formal identification process will need to be designed to take into consideration possible cultural and sensitive issues (for example use of interpreters, female interviewers etc).</p> <p>All processes will need to adhere to equality guidelines.</p>	<p>N/A.</p>	<p>Implementation Plan to take into consideration the need to adopt processes that are culturally and gender sensitive.</p> <p>Although there may be trends in trafficking, processes designed to develop the formal identification and referral of victims should not automatically exclude groups of victims that do not fit a common victim's profile. All cases should be considered on their own merits.</p> <p>Implementation to include consultation with a wide range of stakeholders.</p>

Work stream	Policy Lead	Initial Assessment	Current Position	Action
<p>Consider options for providing support provisions on a national level as part of work to implement the Convention.</p>	<p>HO.</p>	<p>Implementation will need to take into consideration the need to provide gender and culturally sensitive support services, to meet the needs of victims.</p>	<p>Existing Government funded service provider (the Poppy Project) was subject to a commercial exercise which assessed the organisations ability to provide services that could meet the gender sensitive and cultural needs of service users.</p> <p>Currently producing guidance on minimum standards for support services for victims of trafficking for sexual exploitation.</p>	<p>Commissioning process for additional/future support services will need to ensure that providers can effectively meet the needs of victims.</p> <p>Expansion for support services will be evidence based. (For example when considering trafficking for forced labour evidence suggests that there will be a need to establish support services for men. However there is currently no evidence to suggest that men are being trafficking into the UK for sexual exploitation – therefore support services are not required for men, in this area.)</p>

CHILD TRAFFICKING

Work stream	Policy Lead	Initial Assessment	Current Position	Action
Ensure potential victims and communities in source countries are alerted to the risk of trafficking.	FCO/DFID.	Need to review current position in relation to programmes specifically targeted at children.	Ensure potential victims and communities are alerted to the risk of trafficking.	All vulnerable groups equally targeted. Specific groups known to be at higher risk to be given extra attention.
Get agreement for a process of vetting and approving addresses for carers for unaccompanied children applying to stay in the UK for more than 21 days.	Home Office /UKvisas/ DFES.	To develop methodology and process.	An officials group has been formed to develop a model.	Develop delivery model recognising limitation of this action to visa countries only.
Training cabin staff to be alert to children at risk.	IND/ALOs/ IATA/ CAWG.	Some briefing sessions have taken place.	Engaging relevant airlines.	Briefing/ training needs to recognise culturally specific behaviour.
Develop the ALON Code of Practice and ensure it is implemented.	Home Office/ Carriers.	Code produced in draft.	Consultation with carriers.	Code of practice to reflect cultural differences.
Training for officers at ports of entry.	Home Office/ ACPO.	UKHTC have piloted training. ACPO have practice sub group.	HOME OFFICE has commissioned an e-learning tool to be developed by ECPAT.	Ensure officers are trained to recognise sensitivities and vulnerability of children when interviewing children from different racial and ethnic groups.
Develop a means of recording child sponsors who may pose a risk of harm to separated children at ports of entry and ASUs.	Home Office.	Potentially an effective means of deterring traffickers from exploiting the asylum process.	Photographs taken at ASUs on voluntary basis.	All sponsors bring children to ASUs on a voluntary basis. No equalities impact.

Work stream	Policy Lead	Initial Assessment	Current Position	Action
Ensure ASU staff and social services colleagues are fully appraised of relevant guidance and trained.	Home Office.	Guidance on trafficking is being updated.	Guidance for case managers revised.	Guidance helps case managers make better assessments of trafficking indicators and claims. Country specific information to be accessible.
Ensure needs of child victims are addressed and recorded by LSCBs in England and Wales and Child Protection Committees in Scotland.	Home Office/ DFES.	Few LSCBS recognise that trafficked children may be a priority group.	DFES supplementary guidance will help to raise awareness and remind LSCBs of their key role.	Working Together supplementary guidance emphasises the need for practitioners to be culturally competent.
Produce guidance on child trafficking to supplement “Working Together” and develop protocols for the recording of child trafficking cases.	Home Office/ DFES.	NRUC offers a ready means of recording cases.	Discussions taking place with LSCB reps on use of NRUC.	Protocols for recording need to include guidance on identification recognising difficulty when children may not have disclosed their plight, possibly due to culturally specific threats e.g. use of Voodoo to intimidate victims.
Produce practice guidance on for police officers investigating child trafficking cases.	Home Office/ ACPO.	UKHTC have piloted training. ACPO have practice sub group.	HOME OFFICE has commissioned an e-learning tool to be developed by ECPAT.	Ensure officers are trained to recognise sensitivities and vulnerability of children when interviewing children from different racial and ethnic groups.

Work stream	Policy Lead	Initial Assessment	Current Position	Action
Raise awareness within SHAs and PCTs of child trafficking and ensure adequate access to CAMHS, GP services and GUM clinics.	DH.	Awareness low amongst health professionals.	Victims of Sexual Violence and abuse Prevention Programme offers the most reach to professionals in health care.	Health professionals to be made aware of particular health needs of victims suffering trauma/ stress and sexual exploitation/ Ensure service provision is culturally sensitive to different religious and ethnic groups.
Ensure guidance to teachers and education professionals is included in the WTSG supplement.	DfES.	Awareness amongst teaching staff low.	Means of engaging with schools on trafficking to include the e-learning tool being developed by ECPAT.	Guidance produced to stress the importance of being aware of trafficking as a potential source of abuse where children arriving from other communities demonstrate distress or raise concern through behaviour that may not be readily understood.
Activate Professionals Advice Line in partnership with NSPCC and CEOP.	Home Office.	Funding secured for the Advice line. Business plan in development.	The Advice line to become operational this Summer.	Ensure advice is accurate and consistent and that advice line workers are culturally competent. Ensure information is protected for confidentiality and filtered when shared with law enforcement to advance intelligence gathering.

ANNEX D

CONSULTATION PROCESS

The consultation “Tackling Human Trafficking – A consultation on the proposals for a UK Action Plan” was opened on the 5th January 2006 and ran for 3 months till the 5th April 2006. It can be found at; <http://www.homeoffice.gov.uk/documents/cons-2006-tack-human-trafficking/cons-2006-tackling-trafficking>. The consultation asked 18 specific questions and these are listed below. In total we received 206 responses and the overall number of returns was sufficient to provide a good cross section of views on the proposals. We published a summary of responses in June 2006 which can be viewed at; <http://www.homeoffice.gov.uk/documents/cons-2006-tack-human-trafficking/cons-summary-210606-trafficking>.

Consultation Questions

General

- 1 Have we got the scope of the plan right? Have we adequately covered the various forms of exploitation which can arise in the trafficking context?
- 2 Are there any areas for action or specific actions missing from the proposals?

Prevention

- 3 How can we measure the extent to which trafficking is taking place into and within the UK? In particular, how can we improve our knowledge on the scale of child trafficking and trafficking for labour exploitation into and within the UK?
- 4 Does your organisation have information on cases of trafficking in the UK, in particular trafficking for forced labour including domestic service?
- 5 How can we raise awareness among potential trafficking victims about the risks and realities of the exploitation they are likely to suffer through being trafficked?
- 6 How do we ensure that victims are identified at the earliest opportunity particularly in source countries (prior to departure) and at our borders where the victims themselves may not be aware that they are being trafficked?
- 7 How can we reduce the demand for the services of trafficked persons, in particular for forced labour, including domestic service?
- 8 How should we tackle the specific problem of child trafficking?

Investigation, law enforcement and prosecution

- 9 We have provided for heavy maximum penalties for trafficking offences. Are we achieving the right sentences in these cases?
- 10 What more needs to be done to get trafficking into core police business?
- 11 What more needs to be done to raise awareness of organised immigration crime, including trafficking, among police forces?

Victims

- 12 How could support services provided to victims of trafficking be replicated or expanded?
- 13 Do you know of organisations that could provide specialist care and support to victims of trafficking?
- 14 How do we identify vulnerable child victims?
- 15 What are the benefits and drawbacks of providing reflection periods and/or residence permits to victims of trafficking?
- 16 How can we ensure that vulnerable victims returning to their countries of origin are not re-trafficked?
- 17 How can we ensure safe and sustainable return and reintegration of victims into their home communities?
- 18 How do the support needs of those trafficked for labour exploitation differ from the needs of those trafficked for sexual exploitation?

