

# Human Trafficking: The Government's Strategy

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## Foreword by the Home Secretary



Human trafficking destroys lives and its effects damage communities. The transport and exploitation of vulnerable men, women and children by predatory organised criminal groups is something that no civilised country should tolerate. We need to do more to stop this horrific crime.

The UK has a good record in tackling human trafficking. That is something we must build on. Our new strategy for tackling human trafficking has four key aims: international action to stop trafficking happening in the first place; a stronger border at home to stop victims being brought into the UK; tougher law enforcement action to tackle the criminal gangs that orchestrate the crime; and improved identification and care for the victims of trafficking.

Human trafficking is a truly international crime, with potential victims identified from over 80 different countries to date. We are determined to work more closely with our international partners in transit and source countries to stop this terrible crime. By applying to opt in to the EU Directive on human trafficking, we have demonstrated our commitment to working with other countries in Europe to drive up standards across the continent in tackling trafficking. This is particularly important as we head towards the Olympics and Paralympics in 2012. Monitoring intelligence will help us to respond quickly and appropriately to any potential increased risk of trafficking.

After being taken from a source country and transiting third countries, victims of trafficking must then cross the UK border. For too long our response at the border has not been well enough informed or coordinated. Fulfilling a key pledge in the Programme for Government, in June I announced that we would establish a new National Crime Agency (NCA) containing a dedicated Border Policing Command to strengthen our borders and help prevent human trafficking and other serious crimes.

A further aspect of preventing trafficking is to take tough action against the organised criminals who run the abhorrent trade in human beings. Again, the NCA will have a key role by using its enhanced intelligence capabilities and its coordination and tasking functions to target the organised criminal groups involved in human trafficking.

As well as increasing prevention, we are also committed to further improving the level of support for victims. Victims of trafficking have been deceived and exploited. They will undoubtedly be frightened and vulnerable. We must therefore do all we can to support them as they try to rebuild their lives. Recognising the importance of this area, we have protected the level of funding at £2 million per year for the next two years, even at a time when savings have to be made across Government.

The National Referral Mechanism provides a way for all agencies such as the police, the UK Border Agency, local authorities and Non-Governmental Organisations to cooperate, share information about potential victims, identify those victims and facilitate their access to advice, accommodation and support. We are making the National Referral Mechanism more accessible and I am delighted that the NSPCC and Barnardo's have recently joined and are now able to help child victims of trafficking to get the help they need.

The Government's commitment to tackling human trafficking is clear and unequivocal. Our strategy will give a renewed focus on prevention overseas, a stronger border at home, tougher action on the perpetrators and better identification and care for the victims. These measures will make a real difference to the lives of those at risk of human trafficking.

A handwritten signature in black ink, appearing to read 'Theresa May', written in a cursive style.

**Theresa May**  
Home Secretary

# Chapter 1: Background on trafficking

1. Human trafficking is international organised crime, with the exploitation of human beings for profit at its heart. It is an abuse of basic rights, with organised criminals preying on vulnerable people to make money. In most cases, victims are brought to the UK from abroad, but we know that trafficking also occurs within the UK and that children in particular are increasingly vulnerable to falling victim to exploitation.
2. The United Nations Convention against Transnational Organised Crime (the 'Palermo Protocol') describes trafficking as:
 

“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<sup>1</sup>.”
3. Historically, most adult victims identified were women trafficked for sexual exploitation. However, recent trends suggest that trafficking for labour exploitation could become more prevalent than other forms of trafficking.
4. Child trafficking victims are brought to the UK for many purposes, including sexual exploitation, domestic servitude, benefit fraud, cannabis farming, street begging, theft and shoplifting.
5. The greatest numbers of adult victims come to the UK from China, South East Asia, and Eastern Europe; child victims are trafficked in the greatest numbers from Vietnam, Nigeria, China and Eastern Europe. However, this is a truly international crime, with potential victims from over 80 different countries referred to the National Referral Mechanism (NRM) since its inception and 47 different countries identified as sources of child trafficking to the UK by CEOP<sup>2</sup>.
6. The hidden nature of trafficking makes it difficult to gain an accurate picture of its true scale and nature. Recent evidence has started to build a clearer picture of the numbers of victims in the UK. Project Acumen<sup>3</sup>, a study by

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1. United Nations Convention against Transnational Organised Crime

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2. Strategic Threat Assessment Child trafficking in the UK April 2010

3. Project Acumen: Setting the Record: The trafficking of migrant women in the England and Wales off-street prostitution sector.

the Association of Chief Police Officers (ACPO) estimates that there are at least 2,600 female adult victims of trafficking for sexual exploitation in England and Wales. Reports from the Child Exploitation and Online Protection Centre suggest there are on average around 300 child trafficking victims in the UK per annum<sup>4</sup> with 322 potential child victims referred to the NRM between 1 April 2009 and 31 December 2010. In contrast the UK's human trafficking victim identification and support framework, the National Referral Mechanism (NRM), recorded 1,254 potential victims of trafficking in the UK referred from 1 April 2009 to 31 December 2010, broken down as follows:

Exploitation Type	Number of referrals	
	Child	Adult
Sexual Exploitation	99	438
Labour Exploitation	98	267
Domestic Servitude	44	175
Unspecified Exploitation	81	52
<b>Totals</b>	<b>322</b>	<b>932</b>
No of Prosecutions - 2010/11	116*	

\* Number of prosecutions recorded by the Crown Prosecution Service

7. Victims may travel to the UK willingly, in the belief that they are destined for a better life, including paid work and may start their journey believing they are economic migrants, either legally or illegally. They may also believe that the people arranging their passage and papers are merely facilitators, helping with their journey, rather than people who aim to exploit them. In other cases, victims may start their journey independently and come to rely on facilitators along different stages of their journey to arrange papers and transportation.

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

8. The ease of international travel has led to the opportunity for increased movement of people across borders, both legally and illegally, especially from poorer to wealthier countries such as the UK. This has created opportunities for traffickers who use poverty, war, crisis and ignorance to lure vulnerable migrants to the UK for exploitation.

9. Traffickers use threats, force, coercion, abduction, fraud, deception, abuse of power and payment to control their victim. And most traffickers are organised criminals. It is estimated that 17% of organised criminal networks operating in the UK are involved in organised immigration crime, of which a small proportion is human trafficking<sup>5</sup>. Some groups organise the trafficking process from beginning to end, while others sub-contract aspects of the process, such as money laundering, or obtaining illegal passports and visas.

10. Offenders are primarily driven by profit. The UK Threat Assessment judges that 'organised immigration crime is lucrative enough to attract and maintain the interest of organised criminals'<sup>6</sup>. Trafficking offers opportunity for profit because the continual exploitation of the victim's body or labour generates money over a period of time. Underpinning this profit is demand, with people living in the UK paying money for sex or the products of labour exploitation.

11. Government strategy builds on the UK's record on human trafficking and forms part of the Government's wider strategy on violence against women and girls. It recognises the good work already under way, particularly on victim care and sets out how we will strengthen our efforts to prevent people from becoming trafficking victims in the first place.

5. Organised Crime Group Mapping

6. UK Threat Assessment 09/10

## Chapter 2: Our response to combating human trafficking

**AIM: To tackle trafficking from end to end: from recruitment to exploitation, ensuring agencies have the right tools and intelligence to reduce the threat, and maintaining effective victim support.**

12. Traffickers have significant profit at stake and run businesses in order to maintain it. Our response needs to be as dynamic and agile as the traffickers to be able to stay one step ahead of them. And our response needs to reach across organisational and national boundaries.

13. Our strategy focuses on four key areas:

- Improved victim care arrangements
- Enhanced ability to act early, before the harm has reached the UK
- Smarter multi-agency action at the border
- Better coordination of our law enforcement efforts within the UK

14. In developing this strategy we have considered the differing needs of victims whether they are men, women, or children. Chapter 7 focuses particularly on child victims as we recognise the significant harm caused to children who are victims of exploitation.

15. Raising the risks to the traffickers and going after their profits must be at the heart of our approach to drive them out of this business and to stop more vulnerable men, women and children becoming trafficking victims. In particular, this means a greater emphasis on disruption and enforcement activity.

16. While all human trafficking is abhorrent, the Government notes the particularly vulnerable position of children trafficked to and within the UK. We are determined to do all we can to prevent and safeguard children from the threat of child traffickers and to ensure that, where child victims are identified, they receive the best support and protection the UK can provide.

17. The National Crime Agency (NCA), on its establishment in 2013, will build on and enhance the UK's capabilities. It will connect the efforts of local policing and neighbourhood action to national agencies and action overseas to improve the UK's response to serious and organised crime, including human trafficking, and strengthen arrangements at the border. The NCA will comprise distinct command units for Organised Crime, Border Policing, Economic Crime, and the Child Exploitation and Online Protection Centre (CEOP), and will build on the capabilities and expertise of its precursor organisations such as SOCA, which includes the UK Human Trafficking Centre (UKHTC). At its heart will be an intelligence hub which will build and maintain a

comprehensive picture of the threats, harms and risks to the UK from organised crime. Building on the existing, improved capability of the UKHTC, this hub will draw in intelligence from a wide range of law enforcement organisations – such as the police and UK Border Agency – to form a comprehensive picture of organised crime that the UKHTC will be able to use in tackling those involved in human trafficking.

### A shared responsibility

18. We recognise, in the fight against traffickers, continued coordination and collaboration across the UK is vital. We will continue the close and regular communication between HM Government and the Devolved Administrations, driven by the biannual UK-wide Inter-Departmental Ministerial Group.

19. Government and law enforcement agencies cannot tackle human trafficking alone. The voluntary sector, through its expertise and its commitment to dealing with the effects of trafficking is a vital partner. The private sector also has a role to play. Traffickers and their enablers exploit legitimate businesses in order to run their trade. Businesses have an important role to play in raising the risks to traffickers and making it more difficult for them to exploit victims. We will therefore work with the private sector to strengthen our overall approach to tackling trafficking to ensure business remains aware of its social duty in reporting suspected incidences of trafficking.

20. Many members of the public already care deeply about the plight of trafficking victims and about the impact it has on their communities. We will explore what further role the public can play in identifying information about trafficking and how we can raise awareness and vigilance in particular communities. We will also monitor intelligence in the run up to the Olympics and Paralympics in 2012 to ensure we are alerted early to any potential increase in trafficking.



## Chapter 3: Improved victim identification and care

**AIM: To identify victims of trafficking and provide support tailored to the victim's needs. We will do this by improving the National Referral Mechanism and implementing a more flexible contracting model in England and Wales to identify and support victims.**

21. Victims of trafficking are some of the hardest to reach and most vulnerable victims. Hidden away, deceived, exploited and frightened – they need to be formally identified and provided with a tailored response that fits their vulnerability and helps us to bring their abusers to justice.

22. The UK already has a good record in this area and we want to build on that.

### Our international commitments

23. The UK implemented the Council of Europe Convention on Action against Trafficking in Human Beings in 2009, signing up to a set of minimum standards on the identification, protection and support of trafficking victims, including:

- the granting of a recovery and reflection period for identified victims, during which removal action is halted. The UK grants a minimum 45-day period – this is 15 days more than the 30-day minimum standard.
- the issuing of residence permits for conclusively identified victims in certain circumstances. The UK grants a minimum period of 1 year.

24. A key part of the support package under the Convention is the National Referral Mechanism (NRM). This helps in determining whether someone is a victim of trafficking so that they can have access to support, such as accommodation, medical care, training and education, translation services, as well as psychological and material help. The NRM provides a way for all agencies such as the police, the UK Border Agency, local authorities and Non-Governmental Organisations to cooperate, share information about potential victims and facilitate their access to advice, accommodation and support.

25. The Crown Prosecution Service (CPS), through its public policy statement, is also improving engagement with victims. The policy statement explains to those involved in supporting trafficking victims the criminal justice process as well as what support and protection can be provided to victims who decide to engage with criminal proceedings. We also encourage all organisations and agencies to ensure that officials who are likely to have any contact with the

victims of trafficking are provided with awareness training.

26. The Government has also recently announced its intention to opt in to the EU Directive on Human Trafficking, subject to acceptance by the European Commission. This further demonstrates the UK's commitment to tackling human trafficking and providing support to victims. We will work with key partners both within the UK and the EU to implement the Directive effectively by April 2013.

### Ensuring victims get the protection they deserve

27. We want to build on these foundations and improve how the National Referral Mechanism (NRM) works. We will raise the quality of decision-making by running case review exercises and auditing decisions. Feedback to staff will enhance the quality of decisions, identify trends and point the way for further improvement.

#### Identifying victims under the NRM

Under the NRM, frontline staff from designated agencies and organisations who find themselves with grounds for concern that a person may be a victim of human trafficking make a referral to the National Referral Mechanism. These are known as First Responders.

Decisions about who is a victim of trafficking are then made by trained specialists in designated 'Competent Authorities'. The UK's Competent Authorities currently sit in the UK Human Trafficking Centre (UKHTC) which is part of the Serious Organised Crime Agency (SOCA), and the UK Border Agency.

28. We are making the NRM more accessible by enabling more organisations to refer victims to it. The NSPCC - Child Trafficking Advice and Information Line and Barnardo's have recently joined and are now able to refer child victims into the system.

29. The Department of Health (DH) will work with the UKHTC and others, to improve the response from health services to victims of trafficking. This will include equipping more health services and professionals with the training and skills to become first responders. DH is working with the Women's Health and Equality Consortium on the trafficking and health project to agree specific actions to promote greater awareness of human trafficking and provide health professionals with guidance on how to respond to victims appropriately. The Department of Health has also recognised the need for better understanding of the issues around health and trafficking and has therefore invited bids for a piece of research in this area which is due to commence in 2011.

30. Identifying trafficking victims relies on agencies and the public knowing what signs to look for. We will raise awareness of trafficking among frontline staff through:

- implementation of the findings of the trafficking and health project – to promote training and awareness of health professionals; and
- working with the London Safeguarding Children Board to raise awareness amongst local authorities through their Child Trafficking Toolkit.

31. We will also improve:

- how our immigration system handles potential victims of trafficking and ensure the UK Border Agency's Asylum Screening Unit (ASU) officers are trained in identifying vulnerable applicants so there is greater gender sensitivity;
- the information supplied to asylum seekers when they first apply for asylum and the information available on the UK Border Agency website to provide assurances around dealing sensitively with claims and what to expect of the asylum process;
- the identification and treatment of vulnerable people in the asylum system, so that it is more sensitive to the individual's needs or circumstances.

32. All NRM decisions are reviewed by a second decision-maker who is not involved in any asylum or immigration decision relating to the potential victim of trafficking. We have already made a number of improvements to victim identification, including the training and guidance available to decision-makers. We will continue to look for ways to enhance victim identification decision-making through driving up the quality of decisions and exploring the best match with immigration decision-making systems.

### Improving the care of victims

33. Victim care is central to our approach to combating trafficking through providing identified trafficking victims with the proper support they need and deserve. That is why we have protected the funding for supporting adult victims of trafficking at **£2 million per year** in England and Wales.

34. Significant improvements have been made to the support of victims of human trafficking in recent years, with a greater understanding of the needs of victims and an increase in the number of organisations supporting them.

35. However, we want the best possible services to be provided to the largest number of victims within the resources available. The previous Government channelled support to victims through a small number of voluntary-sector organisations. We want to see a more diverse sector, where a range of support is on offer and innovation is encouraged.

36. We have therefore introduced a new model for funding adult support in England and Wales from 1 July 2011. The Salvation Army will be the central contractor who will have a case-management function as well as responsibility for overseeing and coordinating the provision of care. Under this model, funding will follow the victim to whichever organisation supports them, allowing the support system to adapt to changing demand and develop a greater range of service provision.

37. This flexibility will provide a tailored service to victims, taking account of their individual needs. This will also make it easier to track a victim through the system and monitor the quality of the service provided. To ensure appropriate victim care is maintained, the Home Office will monitor delivery of the new funding model in conjunction with the Ministry of Justice on a quarterly basis.

38. Whilst we already have comprehensive arrangements in place for trafficked children we are committed to improving identification and the safeguarding response for those who fall victim to this terrible crime. We will raise awareness of this crime and better equip practitioners to identify and safeguard child victims through updated guidance. By working with the CPS we will ensure that children are not unnecessarily criminalised and work with partners to reduce instances of children going missing. The totality of this approach will allow better and earlier identification and ensure tailored support to each individual child.

**AIM: To deter and disrupt trafficking overseas and make the UK a less attractive target for criminals. We will do this by sharing intelligence across boundaries, targeting traffickers before they reach the UK, and communicating the risks to potential victims.**

39. Disrupting criminal networks abroad stops the problem before it reaches our borders and stops people becoming victims of trafficking in the first place. This needs to be underpinned with greater awareness-raising in source countries to reduce the supply of potential victims.

40. We will work closely with our international partners to improve the enforcement and awareness-raising response; we will work with overseas governments, international law enforcement agencies such as INTERPOL, Europol and Frontex, and local law enforcement in source countries.

41. This strategy builds on the good work already under way in source countries, and the strong relationships in place between the UK and our international partners. We have developed country-specific expertise from years of working in source countries and building relationships with local agencies. However, there is more to

do to stop the problem before it reaches the UK and raise the importance of the issue abroad. We will therefore explore greater opportunities to work with other countries – by focusing on targeting traffickers before they reach the UK and preventing more people from becoming victims in the first place.

42. The NCA, once established, will bring even greater focus to this work, putting its full weight behind representing the UK's interests internationally. It will work with international law enforcement partners and UK partners, such as the UK Border Agency, Foreign and Commonwealth Office and the Department for International Development, to prevent the importation of serious and organised criminality into this country. It will work with international partners to tackle and disrupt criminals, such as human traffickers, who target the UK from overseas.

### **The UK's overseas agencies working to a common purpose**

43. To better coordinate and direct our work overseas, we will give the UK Human Trafficking Centre responsibility for collating and analysing information on trafficking to inform our strategic approach and drive our operational response. This will ensure the right information is disseminated to the operational frontline. We will work with other agencies to ensure that the

information that we gather is as consistent and thorough as possible, and is fed consistently into our Organised Crime Mapping tools.

44. We will use the cross-government Country Business Plans (CBPs) to ensure that the priorities and objectives of all departments and agencies are aligned and clear across government. This will mean that, where a trafficking issue has been identified in a country, Ambassadors and High Commissioners will ensure that appropriate local action is taken. The plans will help us to tailor our activity to the country in question, including ways of working with local law enforcement agencies to address specific risks and threats.

45. The CPS also plays an important role in preventing harm from reaching the UK. Using its prosecutors' training package the CPS is working with source countries to improve the ability of overseas investigators and prosecutors in case building and prosecution. To improve the criminal justice framework for trafficking, the CPS works with authorities in source countries to improve international cooperation and to facilitate prosecutor placements in key countries. The CPS is also working with UK investigators and prosecutors to improve the provision of information and evidence to support prosecutions in the UK.

46. The establishment of the NCA in 2013 will make further improvements possible, with its Border Policing Command aiming to prevent threats reaching UK shores where possible. Informed by a single national threat assessment and strategy, the NCA's Border Policing Command will ensure that all law enforcement agencies operating in and around the border work to clear, mutually-agreed priorities to strengthen our border and address national security threats. A unified intelligence picture will drive the authority of the NCA to task and coordinate resources across law enforcement to tackle serious and organised criminality, including human trafficking. Building on SOCA's existing capability, the crime-fighting reach of the NCA will extend UK-wide and overseas, recognising and respecting the primacy of those in whose territories it operates.

### Focusing on priority countries

47. We will improve our overseas work on trafficking by ensuring that evidence drives our priorities and operational response. Information from victims and de-briefs will ensure our strategic and operational response is up to date.

48. Evidence suggests that some countries top the list repeatedly as areas of concern for trafficking. We will therefore focus on those transit and source countries from where the greatest threat originates, through the Country Business Plans.

### Diplomatic engagement

49. Diplomatic engagement can help the work of UK officials in encouraging and brokering disruption activity against traffickers. While we have excellent diplomatic relationships with many of the key countries, we are working to overcome the barriers that might remain, such as some countries not considering trafficking as a priority, and therefore being reluctant to engage in disruption activity.

50. We will use the Country Business Plans to make delivery agencies on the ground and up to Ambassador-level aware of the important role they can play in contributing to an effective, Government-wide effort to tackle human trafficking. Through closer working we will engage with foreign governments to ensure that common challenges are identified, and that they work with us to address those challenges through, for example, capacity building.

### Workshop for Chinese consular and immigration officials

In 2010 UK Border Agency officials supported a two-day workshop in Beijing organised by the International Organization for Migration (IOM) for senior Chinese consular and immigration officials to strengthen victim identification procedures and introduce safe and voluntary repatriation mechanisms for victims of human trafficking. We will continue to work with other countries to ensure their staff have the tools necessary to lead the fight on trafficking.

### Increasing our ability to disrupt overseas

#### Intelligence sharing

51. Better intelligence gathering and sharing is central to the disruption of trafficking. Law enforcement agencies in the UK hold valuable intelligence which, when collated centrally by the UKHTC, will deliver a better threat assessment, and enable us to identify traffickers before they traffick victims into the UK. This will be further enhanced through the creation of the NCA's central intelligence hub.

52. In order to intervene overseas, we need to increase our understanding of how and why people become victims of trafficking. De-briefing victims and traffickers is key to building this intelligence. De-briefing is already carried out by many agencies, but can reflect a specific agency's priorities and not take account of the wider picture. More standardisation of de-briefing practices will ensure that opportunities are not missed.

53. We will, therefore, ensure de-briefing is set up in such a way that when one agency carries out a de-brief, they are gathering the information needed by all agencies – from recruitment, to transit route, to how they crossed the UK border, to activity within the UK. Information collated will be passed to UKHTC, as the central repository of data on trafficking, analysed, and used to inform relevant posts upstream.

### Joint operational work

54. To stop trafficking before it reaches the UK, we need to work with those law enforcement agencies in priority countries that are able to prosecute the criminals acting within their jurisdiction. SOCA (and, from 2013, the National Crime Agency), and the UK Border Agency will work together on operational activity in order to include a greater focus on referring tactical intelligence on trafficking to local law enforcement.

55. Building on this disruption activity, we will work increasingly closely with the airline industry to enhance its knowledge of human trafficking and provide its staff with the tools needed to identify victims of trafficking and trigger an intervention. This will include developing training for carriers and their staff that raises awareness of the behavioural indicators associated with trafficking.

## RALON

The UK Border Agency's Risk and Liaison Overseas Network (RALON) operates in more than 50 locations worldwide to identify and reduce the threats to the UK border.

RALON officers work with airlines and local border control authorities to ensure passengers hold the right travel documents before they travel to the UK. In 2010 they prevented over 67,000 people with incorrect, counterfeit or fraudulently obtained travel documents from travelling to the UK. RALON officers have trained carriers on routes that are commonly used by traffickers to enable them to identify traffickers and their victims.

### Example of RALON's work against trafficking

The UK Border Agency identified a trend of Nigerian adults and children arriving at UK airports destined for the vice industry in Europe. The RALON officer in Paris noted the profile and was able to intervene with six victims who were referred to local law enforcement for care. The officer used this profile to identify one of the suspected traffickers and working with her partners in the French Border Police not only prevented him from reaching the UK, but facilitated his removal from France to Nigeria.

## Educating potential victims

56. We are already working to educate potential victims in source countries about the dangers of trafficking. In China and Thailand there has been significant work on trafficking awareness and prevention with the International Organization for Migration, United Nations Office on Drugs and Crime (UNODC) and other organisations. In Malawi, the Salvation Army has run a project to improve knowledge of and access to rights for children who have been trafficked or are vulnerable to being trafficked. But many potential victims do not know they are at risk of exploitation until it is too late, and some may ignore the warnings. We will continue to work with source countries to raise awareness among those who may be at risk of becoming a trafficking victim.

## Sharing information and resources with other destination countries

57. Alerting people to the risks associated with smuggling services is not a problem facing the UK alone. Through the Five Country Conference (FCC), the UK works with the United States, Canada, Australia and New Zealand on common immigration-related challenges. We will continue to work with our FCC partners to identify best practice in deterring the use of people smugglers and, where possible, will work with our partners on coordinated education projects.

58. We are also committed to working with the EU and the Council of Europe. Practical engagement with Council of Europe and EU Member States will allow us to share intelligence and law enforcement expertise, exchange best practice on investigation and prosecution of traffickers, and share resources.



59. The international sharing of information is well-established, but challenges remain around what is done with the information. The recent EU Directive on human trafficking paves the way for further engagement with EU-wide organisations and governments to share our prosecution and investigation expertise. The UKHTC will send staff members to Member States in order to share UK best practice and contribute to raising the standard of anti-trafficking work.

60. We will also work closely with labour inspectorates across EU Member States to achieve common standards on identifying and punishing labour exploitation.

61. We will explore further the opportunities for establishing joint operations with overseas counterparts, building on the success of Operation Golf, a joint Metropolitan Police Service and Romanian National Police investigation team.

**The Joint Investigation Team** set up in September 2008 comprised officers from the Metropolitan Police Service and the Romanian National Police. The action by both police forces led to the identification of 181 trafficked Romanian children and the arrest of 26 suspects in Romania, who were charged with a range of offences including the trafficking of Roma children.



## Chapter 5: Smarter action at the border

### AIM: To strengthen our border controls and policing to prevent traffickers entering the country

62. A strong border is a key aspect of our strategy. With over 218 million passengers at UK airports in 2009, identifying traffickers and their victims is a challenge. That challenge will increase as the number of passengers is expected to grow to between 410 and 480 million passengers by 2030. The border is no longer a fixed line on a map. By using new technology, particularly biometrics and advance travel information, we are creating an offshore line of defence, able to check individuals at the point of departure and through each stage of their journey.

63. An effective response to trafficking at the border requires a range of statutory and non-statutory agencies to work together to share information and maximise their shared capability. The creation of the UK Border Agency in 2008 improved border security by bringing together customs, immigration and visa staff to form a single organisation. The creation of the National Crime Agency in 2013, with a new Border Policing Command, will further strengthen the response at the border. By doing more with our immigration powers at the border, in the UK and overseas, we can identify traffickers and prevent them from entering the UK.

64. The NCA will play a key role in strengthening the UK border, ensuring that all law enforcement agencies operating in and around the border work to clear and mutually agreed priorities, informed by a shared understanding of the threats and vulnerabilities. The intelligence hub at the heart of the NCA will build and maintain a comprehensive picture of the threats, harms and risks to the UK from organised crime. This will drive the coordination, prioritisation and targeting of action against organised criminals, including those involved in human trafficking.

65. In response to the existing threat of human trafficking we have already taken steps to strengthen the border:

- border staff are trained in child protection issues and human trafficking;
- multi-agency child safeguarding and investigation teams are in place at the UK's major ports;
- overseas border controls have been strengthened by placing officers in France and Belgium to stop illegal immigrants before they get to the UK;
- our ability to fix people's identities by collecting biometrics from all visa applicants has improved;
- and amendments to the Points Based System ensure the right people are allowed to come to the UK.

66. We also use alerts and intelligence to give our officers the information they need to intervene and through the National Border Targeting Centre (NBTC) and Targeting Hubs we will be checking advance passenger information to provide real-time targets to front-line officers.

67. These steps have strengthened our ability to detect and disrupt trafficking, but we need to better understand the risks posed by individuals or groups so that we can target our efforts effectively. e-Borders and other passenger information will also help, but we need better risk indicators and improved coordination between law enforcement partners. Through the National Crime Agency and its Border Policing Command, we will draw on the capability of a wide range of organisations and focus efforts on detection, intervention and the gathering and sharing of intelligence. To lay the groundwork for the NCA, the Organised Crime Coordination Centre will be established within SOCA. This will develop the national tasking and coordination mechanism. Building on our recent scoping work with Frontex, we are also developing a set of UK specific risk indicators that can be deployed at our ports.

The European border agency, **Frontex**, is currently drawing up risk profiles on victims in cooperation with selected Member States, and profiles for traffickers in cooperation with Europol. The risk profiles will be used during border control activities across Europe. They will contribute to more carefully targeted operations against trafficking and identify traffickers and their victims.

68. We will continue to use our visa controls to deny entry to traffickers, preventing them from boarding flights to the UK through the work of the RALON network or refusing them entry at our border. We are committed to ensuring that where potential trafficking victims are identified at the border they are assessed for risk of return. We will also pass on intelligence about traffickers to overseas law enforcement agencies where we have the legal means to do so.

### The border's contribution to the joint intelligence picture

69. Better intelligence gathering and sharing will ensure that details of suspected traffickers are available to law enforcement, helping us to prevent known criminals and victims from travelling to the UK. Human trafficking intelligence will be coordinated by the UK Human Trafficking Centre, to increase intelligence flow to and from our UK and overseas posts, with further benefits to come from the NCA intelligence hub from 2013.

70. We will issue further guidance to all frontline border staff so that they understand what information is relevant to human trafficking, how it should be shared, and how to do this quickly so as to support effective intervention. All our law enforcement officers in country, at the border and overseas have the opportunity to shape the intelligence picture as they are likely to come across information that can help us better understand who is involved in trafficking and the methods used.

### Disrupting at visa application

71. Refusing to issue visas to suspected traffickers and their victims can disrupt trafficking before it reaches the UK. We check visa applicants' fingerprints against a range of police, immigration and security databases before we decide on an application, so as to ensure that foreign nationals with serious criminal histories in the UK are prevented from returning. We will continue to work with law enforcement partners in the UK and overseas to develop and share intelligence on traffickers and their victims to inform our decisions, enabling us to prioritise our checks to target potential criminals and the individuals at greatest risk of being trafficked. We are improving and standardising the way we identify risks, making better use of information and technology to ensure that the best information is available to the officers making decisions on visa applications.

72. The use of false identities and documents as a means to enter the UK illegally is a key enabler for organised crime groups involved in trafficking. We will continue our efforts to identify false documents through the use of forgery detection equipment and through cooperation with overseas agencies to verify the documents we receive. We will continue to deter and disrupt the use of false documentation and identities by working with airlines, strengthening checks on visa applicants, using appropriate biometric information, and working with overseas law enforcement and international partners to share information.

### Disrupting at the border

73. Our aim is to build up as rich an understanding as possible of the routes and methods used by traffickers and to use this information to prevent traffickers, and migrants who are particularly vulnerable to trafficking, from coming to the UK. Staff based at the physical UK border will continue to provide an important line of defence and use immigration powers to prevent high risk individuals from entering the UK. We will ensure our border staff have access to the right information and intelligence to identify and scrutinise those most at risk.

74. We will ensure that intelligence gathered in-country and overseas, including details held by the UKHTC on those convicted or suspected of trafficking is passed to staff at the border. This will help maximise rules-based targeting and ensure individuals linked to trafficking are closely scrutinised at the border. Our response at the border will also focus on groups who may not be known to UK authorities, but fit a trafficker or vulnerable migrant profile. We will start to use risk-based indicators at the border to facilitate the systematic targeting of high-risk passengers, focusing attention on passengers who pose the highest risk, and allowing the vast majority of legitimate travellers to pass through without delay.

75. We will maximise the use of our e-Borders capability so we are alerted when passengers who are a known risk or those identified through

risk-based indicators intend to travel. This will enable us to focus our resources and ensure we scrutinise high risk passengers effectively.

**e-Borders** is an electronic borders scheme designed to improve the security, efficiency and effectiveness of the border. It will collect and analyse information from carriers (including airlines, ferries and rail companies) about passengers who intend to travel to or from the UK before they travel. This record of passenger movements significantly strengthens the security of the UK by telling us in advance who plans to cross our border so that we can check travellers against lists of people known to pose a threat. It will also enable us to focus staff resources better so that we can stop passengers who are most likely to pose a risk and allow the vast majority of passengers to pass through our border quickly.

e-Borders currently screens more than 55% of all passenger and crew movement and will screen over 90% by the end of this Parliament. Passenger screening is already paying dividends: between April 2005 and January 2011 275 million passenger movements had been checked, resulting in over 7,900 arrests for crimes including murder, rape, assault, and facilitation.

76. In the longer term, the new NCA, and in particular its Border Policing Command will draw on the capability of a wide range of organisations and will deliver a greater number of interventions against trans-national criminal gangs, including those involved in the trafficking of people. The Border Policing Command will coordinate and task operational activity against priorities, using the NCA and other policing and law enforcement agencies' operational resources where appropriate. This will further increase our capability to intervene against trafficking at the border.

## Juxtaposed controls

77. A significant number of trafficking victims enter the UK illegally with false documents or by clandestine entry. This suggests many begin their journey believing they are being smuggled. In response to the threats associated with smuggling and trafficking, a key element of our border control is our offshore presence in northern France and Belgium at the 'juxtaposed controls'. These controls, which are immigration controls performed outside the UK by UK immigration staff, are key to reducing the number of illegal migrants travelling to the UK.

78. The UK Border Agency has resources deployed in ports, at international rail terminals and on board Eurostar services to stop illegal immigrants before they get to the UK; these 'juxtaposed controls' have strengthened the cross-channel border control dramatically. Our officers are now able to stop anyone with false, stolen or inadequate documents, or those who do not qualify for entry to the UK, before they travel. From April 2008 to the end of March 2009 we searched more than a million freight vehicles for illegal immigrants at the juxtaposed controls, and together with our partners prevented over 30,000 individual attempts by people to cross the Channel illegally. We will continue to work with our French partners, as part of the Evian Arrangement, by building on our joint operations and engaging in new initiatives to reinforce the security of our common border, so as to make it more resistant to illegal immigration and trafficking networks.

## Chapter 6: More coordination of our law enforcement efforts in the UK

**AIM: To strengthen our response to traffickers through the creation of the National Crime Agency (NCA) and the Organised Crime Coordination Centre, leading to better identification of organised criminals and a more coordinated response.**

79. While strengthening our response overseas and at the border, there must be no let up in our response within the UK. Law enforcement partners already undertake valuable work to tackle trafficking and recent successful convictions, along with continued work to rescue victims, are testament to their efforts. 116 prosecutions for trafficking, and more for related offences, were secured in 2010/11. High-profile police-led operations have also shown the value of concerted joint working to tackle trafficking.

80. The UKHTC, part of SOCA, is central to these efforts, acting as a repository for intelligence and providing specialist tactical advice to police forces and others undertaking trafficking operations. Its move to SOCA has strengthened its role, by putting it at the heart of our work to tackle organised crime. This is supported by a specialist strategic child trafficking function in the Child Exploitation and Online Protection Centre which provides a child safeguarding perspective

on trafficking. At a local level, every police force has an officer specifically trained in human trafficking investigations. The creation of the NCA will strengthen our efforts in this regard.

81. However, we know there is more to do to enhance our in-country enforcement response. The risk to traffickers remains too low, and the profits they can generate are too high and too secure. Only by reversing this, and disrupting their activity, increasing the risk of being convicted, and seizing their criminal profits, will we drive human trafficking out of the UK.

### Improved tasking and coordination to disrupt traffickers

82. Offenders may still perceive trafficking as a 'low risk' crime because of the relatively low risk of being caught (especially in comparison to drugs offences)<sup>7</sup>. We need to improve coordination of our law enforcement response so that we maximise the risk to offenders and maximise the impact of our resources.

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7. Home Office Research Report 15: 'Organised immigration crime: a post-conviction study'

83. The establishment of the NCA by 2013, together with the forthcoming Organised Crime Strategy, are significant changes to the national policing landscape and our strengthened response to organised crime.

84. To prepare for this, and as part of the NCA build, the Government will establish the multi-agency Organised Crime Coordination Centre. The centre will be based initially within SOCA and will have a dual reporting line to ACPO. The Centre will lay the foundation for the transition to the NCA by: improving the coordination of our organised crime response; developing the national tasking and coordination mechanism to be led by the National Crime Agency; and developing an improved understanding of the threat from organised crime through the analysis of multiple data and intelligence sources.

85. This will mean that even before the establishment of the NCA, enforcement activity against traffickers will benefit from much greater coordination. The UK Human Trafficking Centre will be a part of these arrangements while maintaining its specialist functions on trafficking.

### Identifying the criminals

86. Organised Crime Group Mapping will create a multi-agency picture of organised crime threats and targets to inform operational activity against criminals. Held by the Organised Crime Coordination Centre, this index will record offenders involved in trafficking, where they are operating, and will be updated regularly. This will support a dynamic, flexible approach to tackling trafficking, providing a constantly evolving picture of the threats, and allowing activity to be focused on the highest harm.

87. As part of SOCA, the UKHTC has a pivotal role to play in these procedures. It currently collects intelligence from different agencies in the UK. In conjunction with other agencies the UKHTC will collate and analyse intelligence from police forces, UK Border Agency, SOCA, CEOP, and the Gangmaster's Licensing Authority to feed into Organised Crime Group Mapping.

This relationship will be further enhanced by the intelligence hub of the NCA and the close relationships across the new Agency's four commands. The UKHTC will also do more to exploit the intelligence opportunities offered by the National Referral Mechanism. While this is primarily a means to identify potential victims and ensure they receive the right support, it is also a valuable source of information about current trafficking source countries and routes of entry.

88. Many law enforcement partners encounter trafficking activity, and some very successful anti-trafficking operations have been mounted on the basis of intelligence that originated at the front line of policing or immigration enforcement. However, some partners may not recognise the value of this information. Neighbourhood policing teams, for example, through their close relationships with communities and understanding of local issues will encounter unusual activity that may be a sign of trafficking activity. Police officers carrying out operations to tackle brothels may encounter trafficking victims and in the course of their investigations may find valuable intelligence about organised crime networks. We want to ensure staff can recognise this intelligence so we will explore ways to build this capacity, working with law enforcement agencies across the UK.

### Seizing the proceeds of crime

89. We will attack the profits of the traffickers through greater use of asset recovery and financial investigation. We have formidable powers for investigating criminal finances and recovering assets from criminals which were introduced through the Proceeds of Crime Act 2002. This is an area where prosecutors play an important role in confiscating and seizing assets as well as forfeiture of property of traffickers.

90. However, only a small percentage of this is in relation to human trafficking, just 0.5% of recovered assets in the last financial year, leaving significant room for improvement. Previously, there was a perception that due to the international nature of trafficking, its profits were not available for recovery in the UK. More recent evidence,



however, shows that this is not the case and that significant profit is generated within the UK, offering an opportunity to intervene even if the money is eventually intended for repatriation, notwithstanding the difficulties faced in enforcing recovery of assets. The forthcoming Organised Crime Strategy will set out our aim to improve the use of asset recovery and asset denial, taking a case by case approach against the most serious organised crime groups to determine the right approach.

91. The use of confiscation proceedings and asset recovery must be considered in every human trafficking related prosecution by the investigation and prosecution body. We will also explore the option of issuing clear guidance on when and how to initiate confiscation proceedings if we believe this is necessary.

92. To conduct a high-quality investigation there is a need to use financial investigation to develop intelligence, along with other techniques to prosecute and convict and pursue civil measures such as through the tax system and civil recovery. Building on the proposals in the forthcoming Organised Crime Strategy, further action is needed to step up this activity against traffickers. The UKHTC will continue to have access to a trained financial investigator, for deployment on specific human trafficking cases. We will further boost the capacity of this work in human trafficking investigations through better linking of Regional Asset Recovery Teams with human trafficking investigators.

93. By 31 December 2011 we will review whether the current legislation supports the effective prosecution of traffickers. Trafficking for labour exploitation is prosecuted under S. 4(2) of the Asylum & Immigration Act 2004, while trafficking for sexual exploitation is prosecuted under the Sexual Offences Act 2003. While there have been successful prosecutions under both, there are some disparities which make the legislative framework less straightforward than it could be for prosecutors. In addition, the different levels of proof required mean that it is more difficult to prosecute for labour exploitation.

## Tackling demand

94. A key element in disrupting the market for trafficking and reducing its profitability is tackling demand by targeting those that pay for sexual services from trafficked women. There are a number of legislative measures which can assist law enforcement agencies in doing so. In particular the Policing and Crime Act 2009 amended the Sexual Offences Act 2003 to introduce an offence of paying for the sexual services of a prostitute subjected to force, deception, threats or any other form of coercion. This means that someone who pays for the sexual services of a trafficked woman (whether or not they know the woman has been trafficked) can be arrested and prosecuted. This offence came into effect on 1 April 2010. As of June 2011, the Crown Prosecution Service has identified that, since its enactment, 40 offences have been charged, which include cases of kerb crawling. Enforcement of this offence would target a key part of the chain that leads to women being trafficked into the country and help deter those that may consider paying for sexual services from someone who may be trafficked, thereby reducing the demand.

95. We must also tackle the demand for inexpensive, unprotected and often illegal labour. It is vital that we work to build an environment where this kind of labour is neither desired nor readily available. There is growing awareness among consumers of the harm caused by unethical business practices. But more needs to be done to increase understanding and encourage greater corporate moral and social responsibility within the private sector.

96. Other measures aimed at disrupting trafficking include closure orders, which allow the police to apply for a court order restricting access to premises associated with certain prostitution and pornography-related offences.

## Chapter 7: Child Victims of Human Trafficking

97. Protection of child trafficking victims identified in the UK is paramount. We will therefore continue to work closely with partners to raise awareness of child trafficking and ensure child victims are safeguarded and protected from re-trafficking. We will update our core Government guidance on this issue, 'Safeguarding children who may have been trafficked' (2007) to ensure that practitioners are fully equipped with current information to better aid in the identification and safeguarding of victims. We will also identify opportunities to promote the child trafficking toolkit, developed by the London Safeguarding Children Board. This will help enable early identification of trafficked children by local authorities and support quicker protection. We will also continue to work with the NSPCC in support of their Child Trafficking Advice and Information Line which provides valuable support and guidance to frontline agencies.

98. We will work with the police and the criminal justice system to ensure that trafficked children found to be involved in criminal activity are dealt with from a child safeguarding perspective and not unnecessarily criminalised. We will continue to work with the Association of Chief Police Officers and other law enforcement partners including CEOP, to raise awareness of recent guidance to the police on this issue. This will help ensure that, where trafficked children are found working in cannabis farms for example, police are trained to respond to these situations with

a multi-agency safeguarding response involving local children's services. The CPS is involved in raising awareness of this issue and has recently updated guidance to prosecutors to provide greater direction and to lower the threshold for consideration of discontinuance for child suspects or victims.

99. We will continue to tackle the issue of trafficked children who go missing from local authority care in England and Wales. While there have been improvements in this area, the number of children who go missing is still too high. We will work with CEOP, who from 1 July 2011 have the lead for missing children, to ensure that the national capability supports this in the best way possible. However, we know the greatest impact can be made through effective action to tackle this issue locally. We will build on the learning and experiences of partners in Hillingdon, Harrow, Hertfordshire and elsewhere to ensure that the safety of trafficked children is the first priority while they remain in local authority care and that the risks of them going missing or being re-trafficked are minimised.



### London Borough of Hillingdon's best practice in reducing numbers of missing children

Between 2007 and 2009, 79 young people in Hillingdon went missing from care shortly after arriving in the country. Many of these children were potential trafficking victims who had been brought into the country and Hillingdon established an operational model in partnership with law enforcement agencies with the aim of disrupting this issue. Hillingdon's response has three levels:

1. The Senior Local Safeguarding Children Board (LSCB) level is made up of senior managers working at the strategic level, from a range of agencies such as UK Border Agency, Police, Health and local authority.
2. The LSCB trafficking, exploitation and missing children subgroup is made up of middle managers. Its role focuses on policy, procedure and training. This group meets six to eight times a year; and includes representatives from CEOP, Police, UK Border Agency, as well as Local Authority teams and Non Governmental Organisations.
3. A multi-agency operational group made up of frontline staff meets every six weeks to discuss and assess the situation of every child reported missing in Hillingdon. This includes any children at risk of trafficking on arrival at the airport. This group uses and applies the trafficking toolkit to help identify trafficking issues, create child safeguarding plans, and arrange the de-briefing of victims.

This approach has significantly reduced the number of potentially trafficked children going missing in the local authority.

100. We will also ensure that the border represents a robust line of defence for child trafficking victims. Where children are being trafficked into the UK for exploitation they will be identified and safeguarded at the earliest possible opportunity.

101. Visa applications for children, particularly those travelling without parents, are subject to rigorous scrutiny. In addition to our normal process, if there are any concerns about the welfare of the child, a range of additional checks will be carried out. Unless we can be satisfied that the child will be safe, their welfare will be protected, and that adequate arrangements have been made for their accommodation in the UK, we will not issue a visa.

102. UK Border Agency officers already maintain a high degree of vigilance in order to prevent human trafficking, particularly where this concerns children. We will continue to routinely question children and any accompanying adults to confirm there is no exploitative relationship. In cases where a further interview of either the child, or any other individual, is necessary, a specially trained UK Border Agency officer will undertake this. Leave to enter or remain will not be granted until the officer is satisfied with the arrangements made for the care and control of the child whilst in the UK and the intentions of the accompanying individual or sponsor confirmed.

103. Child trafficking needs a multi-agency response at high-risk entry points. Working with our partners we will therefore look to build on the success of the child safeguarding multi-agency teams such as Operations Paladin and Newbridge that are in place at some of our major ports to ensure there is appropriate level of coverage across the country, proportionate to the identified threat. We will ensure our intelligence supports these operations so that they can respond flexibly and ensure there are no 'safe routes' for those seeking to bring vulnerable young people into the UK.

**Operation Newbridge** is a joint approach to safeguard potentially trafficked children, involving children's services, the UK Border Agency and the police.

Its aim is to accept the safeguarding responsibility of children who may have been trafficked as soon as they land. The intention is to establish the circumstances, methodology and motivation for their arrival and journey to the UK, and in doing so prevent them from subsequently going missing.

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

**I04.** Because of their vulnerability we will take additional steps to work with external partners to seek opportunities to raise awareness of the risks of child trafficking in source countries. The UK wants to send a strong message to traffickers that the UK will not tolerate any form of child abuse.

**I05.** CEOP's International Child Protection Network (ICPN) is a key vehicle for awareness-raising work around child trafficking. For example, ICPN Regional Advisory Panels are active in Vietnam, Cambodia and Thailand (with one to follow in the Philippines). These Regional Advisory Panels bring together local law enforcement, NGOs, government agencies, industry and UK Government representation to coordinate awareness-raising measures and provide intelligence about the nature and scale of child exploitation in those countries.

### CEOP's work in Vietnam

CEOP is continuing to build partnerships in source and transit countries to obtain more information on recruitment, trafficking routes, and methods. For example, CEOP recently conducted a scoping exercise of child trafficking issues within Vietnam and delivered training to professionals there so that they could educate children about the risks of trafficking.

**I06.** In gathering intelligence on trafficking we will work to ensure the acute vulnerabilities of children are always taken into account. Where children are involved in de-briefing this activity will be delivered in a multi-agency framework with support and guidance from CEOP and the NSPCC's Child Trafficking Advice and Information Line where necessary.

**I07.** Child trafficking victims are particularly vulnerable and the experiences they may have encountered are likely to have been traumatic. All agencies involved in supporting and protecting these vulnerable children will have their best interests at heart but it is critical that the processes used by agencies including local authorities, the police and UK Border Agency, contribute to a streamlined approach to gathering information on the child's needs and experiences. The Government is committed to minimising the impact on child victims and to ensuring that child victims are not unnecessarily asked to recount their experiences to different agencies. The NRM provides a valuable and useful tool for agencies to gather and share information on potential victims and, through work aimed at raising the awareness of the NRM, this strategy will help to ensure that agencies coordinate and share information to ensure the needs of child victims are appropriately assessed and met.

108. We recognise more needs to be done to stem the flow of human trafficking victims, particularly children, into the UK. That is why our approach focuses on working with international partners to prevent vulnerable people from becoming trafficking victims in the first place. This, coupled with a strengthened border and better coordination of law enforcement activity, will help to minimise the potential for human trafficking victims to enter the UK. Where victims are brought to the UK we will ensure, through our improved victim care arrangements in England and Wales, that they have access to the support and care they need and deserve.

## Annex A: Human Trafficking Strategy Actions

Action	Paragraph	Action	Lead
Our response to combating human trafficking			
1	19	Work with the private sector to strengthen our overall approach to tackling trafficking.	Government
2	20	Explore what further role the public can play in identifying information about trafficking and how we can raise awareness and vigilance in particular communities.	Government
Improved victim identification and care			
3	26	Work with key partners both within the UK and the EU to implement the EU Directive on Human Trafficking effectively by April 2013.	Home Office
4	27	Raise the quality of decision-making under the NRM by running case review exercises and auditing decisions.	UKBA / SOCA
5	30	Raise awareness of trafficking among frontline staff through: Implementation of the findings of the trafficking and health project – to promote training and awareness of health professionals; and Working with the London Safeguarding Children Board to raise awareness amongst local authorities through their Child Trafficking Toolkit.	Home Office / UKBA / DoH / DfE
6	32	Continue to look for ways to enhance victim identification decision-making through driving up the quality of decisions and exploring the best match with immigration decision-making systems.	UKBA
7	37	Monitor delivery of victim care in conjunction with MOJ on a quarterly basis.	Home Office / MOJ

Action	Paragraph	Action	Lead
Enhancing our ability to act early			
8	41	Explore greater opportunities to work with other countries – by focusing on targeting traffickers before they reach the UK and preventing more people from becoming victims in the first place.	Home Office / SOCA / UKBA / FCO
9	43	Work with other agencies to ensure the information that we gather is as consistent and thorough as possible, and is fed consistently into our Organised Crime Mapping Tools.	SOCA
10	48	Focus on those transit and source countries from where the greatest threat originates, through the Country Business Plans.	Home Office / FCO
11	50	Through close working with FCO, engage foreign governments to ensure that common challenges are identified, and that they work with us to address those challenges.	Home Office / FCO
12	50 (box)	Work with other countries to ensure staff stationed in those countries have the tools necessary to lead the fight on trafficking.	Home Office / UKBA / FCO
13	53	Ensure de-briefing is set up in such a way that when one agency carries out a de-brief, they are gathering the information needed by all agencies – from recruitment, to transit route, to how they crossed the UK border, to activity within the UK.	SOCA / UKBA / Police
14	55	Work increasingly closely with the airline industry to enhance its knowledge of human trafficking and provide its staff with the tools needed to identify victims of trafficking and trigger an intervention.	UKBA
15	56	Continue to work with source countries to raise awareness among those who may be at risk of becoming a trafficking victim.	FCO / DfID
16	57	Continue to work with our FCC partners to identify best practice in deterring the use of people smugglers and, where possible, will work with our partners on coordinated education projects.	Government
17	60	Work closely with labour inspectorates across European Member States to achieve common standards on identifying and punishing labour exploitation.	Home Office / SOCA
18	61	Explore further the opportunities for establishing joint operations with overseas counterparts, building on the success of Operation Golf, a joint Metropolitan Police Service and Romanian National Police investigation team.	Home Office / Police

Action	Paragraph	Action	Lead
Smarter action at the Border			
19	67	Through the National Crime Agency and the Border Police Command, draw on the capability of a wide range of organisations and focus efforts on detection, intervention and the gathering and sharing of Intelligence.	Home Office NCA team / UKBA
20	67	Develop a set of UK specific risk indicators that can be deployed at our ports.	UKBA
21	70	Issue further guidance to all frontline border staff so that they understand what information is relevant to human trafficking, how it should be shared, and how to do this quickly so as to support effective intervention.	UKBA
22	72	Continue to deter and disrupt the use of false documentation and identities by working with airlines, strengthening checks on visa applicants, using appropriate biometric information, and working with overseas law enforcement and international partners to share information.	UKBA
23	73	Ensure our border staff have access to the right information and intelligence to identify and scrutinise those most at risk.	UKBA
24	74	Ensure that Intelligence gathered in country and overseas, including details held by the UKHTC on those convicted or suspected of trafficking, are passed to staff at the border.	SOCA / UKBA
Increasing coordination of our law enforcement efforts in the UK			
25	88	Work with law enforcement agencies across the UK to build capacity of police officers to recognise intelligence about organised crime networks.	Home Office
26	89	Attack the profits of the traffickers through greater use of asset recovery and financial investigation.	Home Office
27	91	Explore the option of issuing clear guidance on when and how to initiate confiscation proceedings, if we believe this is necessary.	Home Office
28	92	Further boost the capacity of financial investigation in human trafficking investigations through better linking Regional Asset Recovery Teams (RARTs) with human trafficking investigators.	Police
29	93	By 31 December 2011 review whether the current legislation supports the effective prosecution of traffickers.	Home Office

Action	Paragraph	Action	Lead
Child Victims of Human Trafficking			
30	97	Identify opportunities to promote the child trafficking toolkit, developed by the London Safeguarding Children Board.	Home Office
31	97	Update core Government guidance – Safeguarding children who may have been trafficked.	DfE / Home Office
32	97	Continue to work with the NSPCC in support of their Child Trafficking Advice and Information Line (CTAIL).	Home Office
33	98	Work with the police and criminal justice partners to ensure that trafficked children found involved in criminal activity are safeguarded and not unnecessarily criminalised.	Home Office / CPS
34	99	Tackle the issue of trafficked children who go missing from Local Authority Care by working with CEOP, who from 1st July will have the lead for missing children, to ensure the national capability supports this in the best way possible.	Home Office / DfE / CEOP
35	103	Work with our partners and look to build on the success of the child safeguarding multi-agency teams such as Operation Paladin and Newbridge.	Police / Home Office / UKBA
36	104	Raise awareness in source countries of the risk of child trafficking.	Home Office / DfID / CEOP
37	106	Work to ensure the vulnerabilities of children are taken into account when debriefs take place.	Home Office / CEOP

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