



Llywodraeth Cymru
Welsh Government

Annual Report
of the
Welsh Government's Anti Human
Trafficking Co-ordinator
2013



“Making Wales hostile to Human Trafficking and providing the best possible support to victims who have been trafficked”

November 2013

Contents

	Page
Foreword	3
Executive Summary	4
Chapter 1: Human Trafficking - Trends and Emerging Threats	7
Chapter 2: Human Trafficking in Wales	9
Chapter 3: The role of the Welsh Government Anti Human Trafficking Co-ordinator	12
Chapter 4: Wales Anti Human Trafficking Leadership Group and Delivery Plan	14
Chapter 5: Progress to date	16
Chapter 6: Next Steps	20
Annex A – Wales Anti Human Trafficking Leadership Group Membership and Terms of Reference	22
Annex B – Wales Anti Human Trafficking Delivery Plan	23
Annex C – Wales National Referral Mechanism (NRM) 2012 Statistics	35
Annex D – Inter-Departmental Ministerial Group on Human Trafficking Membership and Terms of Reference	37
Annex E - Glossary	39

Contact details:

Stephen Chapman
Anti Human Trafficking Co-ordinator
The Welsh Government
Community Safety Division
Rhydycar
Merthyr
Wales CF48 1 UZ
Tel: 0300 062 8945 E-mail: Stephen.Chapman2@Wales.GSI.Gov.UK

Foreword



“The aim of the Welsh Government is to make Wales hostile to human trafficking and to provide the best possible support to victims who have been trafficked”

I am pleased to publish the 2013 Annual Report on the work of the Anti Human Trafficking Co-ordinator for Wales.

Human trafficking is a heinous crime which brings misery to the victims and impacts on our communities. The Welsh Government has recognised the need to take cohesive, multi-agency action to tackle human trafficking and by taking this concerted action, I believe we will make our communities safer.

The post of Anti Human Trafficking Co-ordinator was created in March 2011 to fulfil our commitment in our Programme for Government. The first appointment of its kind in the UK, Stephen Chapman is the second Co-ordinator and was appointed to the post in November 2012.

Over the last year, we have seen some significant developments and progress. I have established the Wales Anti Human Trafficking Leadership Group which comprises key individuals leading on specific tasks, where they are best placed to do so. The Leadership Group has a Delivery Plan with Strategic Objectives to provide oversight and direction in how human trafficking is to be tackled in Wales.

In October, I attended the Inter-Departmental Ministerial Group meeting held at 10 Downing Street. At the meeting, the Prime Minister announced his intention to have a Modern Slavery Bill in place by May 2014 to strengthen the UK’s response to human trafficking. The measures to be introduced by the UK Government will enable us to build on the work we have already achieved in Wales.

In publishing this report I wish to send out a message of hope to victims of human trafficking to say - we will find you and when we do, we will support you to restore your life back to normal. To the traffickers I am sending a different message: your criminal activity will not be tolerated in Wales and we will find you too, and when we do, we will ensure you face the full force of the law.

Lesley Griffiths AM
Minister for Local Government and Government Business
Welsh Government

Executive Summary

Introduction

This is the first annual report by the Wales Anti Human Trafficking Co-ordinator (AHTC), Stephen Chapman, since being appointed to the post on November 20th 2012. Its aim is to inform on the work delivered to date.

Human Trafficking - Trends and Emerging Threats

Human Trafficking is a serious crime and a grave violation of the human rights of the victims who have been trafficked. Human Trafficking is estimated to be the fastest growing criminal industry in the world. Every year, thousands of men, women and children fall into the hands of traffickers, in their own countries and abroad. Almost every country in the world is affected by trafficking, whether as a country of origin, transit or destination for victims.

Human trafficking is perceived by many to be a 'hidden crime' and it is widely acknowledged to be under reported. It can be categorised as follows:

- Domestic servitude
- Sexual exploitation
- Labour exploitation
- Criminal exploitation
- Human tissue/organ harvesting

The National Referral Mechanism (NRM) is the recognised measurement for recording cases of human trafficking. This process is managed by The UK Human Trafficking Centre (UKHTC), which is part of the National Crime Agency (NCA). Since 2009; Wales and the rest of the UK have seen a rise in the number of potential victims of human trafficking referred to the NRM. The UKHTC reports this upward trend as having continued throughout 2013.

In 2012, the UKHTC dealt with referrals involving exploitation for sex, labour, domestic servitude, human tissue/organ harvesting and criminal exploitation. With the exception of human tissue/organ harvesting, all of these categories of human trafficking were reported to have taken place in Wales by victims referred to the NRM.

Human Trafficking in Wales

Human trafficking is seen by many people to be a 'hidden crime' and is widely acknowledged to be under reported for a variety of reasons. In 2012 the UK HTC reported 34 cases in Wales being referred to the NRM, of which 10 were minors.

Whilst the recorded referrals to the NRM in Wales are low, they are rising each year and this trend shows no sign of changing. In 2012 sexual exploitation remained the most prevalent exploitation type reported with

labour exploitation being the second highest reported category of human trafficking.

According to the 2012 UKHTC figures, of the 34 NRM Referrals for Wales, most originated in Poland (6 referrals). Most minors referred were from Vietnam (4 referrals).

In view of the acknowledged under-reporting, when cases of human trafficking do arise in Wales they tend to attract considerable media attention. In September 2013 Gwent Police's 'Operation Imperial' centred on evidence and intelligence about people kept in poor conditions and forced to work for no pay on a farm near Newport in South Wales. This resulted in the rescue of a number of people, including a 43-year-old man who had been missing for over a decade, and the arrest of three men for human trafficking.

The role of the Welsh Government AHTC

Tackling human trafficking requires co-ordinated action across all four Governments in the UK, working across devolved and non-devolved boundaries. The response in Wales has been bolstered by the appointment of an AHTC, the first of its kind in the UK.

The post of AHTC was created in March 2011 and is a key commitment in the Welsh Government's Programme for Government.

The Wales Anti Human Trafficking Leadership Group and Delivery Plan

A Wales Anti Human Trafficking Leadership Group has been established to provide strategic leadership to inform decision making and for co-ordination of activity directed towards tackling human trafficking in Wales (See Annex A for Terms of Reference).

The Wales Anti Human Trafficking Leadership Group is in a unique position to add value by co-ordinating collaboration between devolved and non-devolved partners and Non-Governmental Organisations (NGOs), to plan and support delivery, thereby maximising the opportunities presented by the delivery landscape.

To tackle the issues of human trafficking, the Wales Anti Human Trafficking Leadership group has developed a Delivery Plan with Strategic Objectives (see Annex B for the plan and progress to date).

Progress to date

The AHTC, in his first year of appointment, has developed and strengthened links with a wide range of statutory devolved partners, non-statutory devolved partners and other organisations, including the voluntary sector, to raise awareness and co-ordinate joint activities to tackle human trafficking in Wales.

Some of the progress achieved with our partners include:

- establishing the Wales Anti Human Trafficking Leadership Group;
- developing the Wales Anti Human Trafficking Leadership Group Delivery Plan;
- establishing Anti Human Trafficking Fora in Gwent, South Wales and Western Bay;
- establishing the post North Wales Regional Anti Human Trafficking Co-ordinator;
- delivering awareness raising sessions to key stakeholders across Wales;
- introducing a training programme for Senior Investigating Officers and;
- re-launching the Welsh Government's Anti Human Trafficking website.

Next Steps

The next steps will be to consolidate the work already undertaken and to ensure progress continues on delivering the Strategic Objectives of the Delivery Plan.

We will continually seek out 'good practice' and ensure a consistent level of service is delivered across Wales. Human trafficking is a heinous crime and only by working together in partnership will we make Wales hostile to human trafficking, and provide the best possible support to victims who have been trafficked.

Chapter 1

Human Trafficking - Trends and Emerging Threats



1.1 Human Trafficking is a serious crime and a grave violation of the human rights of the victims who have been trafficked. Human Trafficking is estimated to be the fastest growing criminal industry in the world. Every year, thousands of men, women and children fall into the hands of traffickers, in their own countries and abroad. Almost every country in the world is affected by trafficking, whether as a country of origin, transit or destination for victims.

1.2 Human trafficking is perceived by many to be a 'hidden crime' and it is widely acknowledged to be under reported. It can be categorised as follows:

- Domestic servitude
- Sexual exploitation
- Labour exploitation
- Criminal exploitation
- Human tissue/organ harvesting

1.3 Wales remains alive to the threat posed by traffickers and it is the aim of the Welsh Government to make Wales hostile to human trafficking, and to provide the best possible support to victims who have been trafficked.

1.4 The NRM is the recognised measurement for recording cases of human trafficking. This process is managed by the UKHTC, which is part of the National Crime Agency (NCA).

1.5 Since 2009, Wales, and the UK, have seen a significant rise in the number of potential victims of human trafficking referred to the NRM. The UKHTC reports this upward trend as continued throughout 2013 and does not show any signs of changing.

1.6 However, referral to the NRM is voluntary, with the exception of minors who are mandatorily referred. UKHTC states many victims do not voluntarily refer themselves for a variety of reasons, including fear of reprisals against their families, intimidation, violence, deportation and being sent to prison.

1.7 Whilst rising, numbers of NRM referrals to the UKHTC remain low; in 2012 there were a total of 1,156 cases across the UK. This included 34 reported cases in Wales, with 10 of these cases being minors. Crime statistics are even lower because offenders are rarely charged with human trafficking; in 2012 the Crown Prosecution Service reported a small number of cases which had been subject to the Criminal Justice System in Wales.

1.8 Therefore current statistical data cannot be relied on for providing a comprehensive evidence base or to identify trends to inform decisions. This issue has been recognised across the UK. The UKHTC has agreed to the NRM statistical data being disaggregated for Wales, and in future to provide more robust information. However a clear priority is to improve the evidence base, supplementing these official statistics with 'secondary data sets' from key organisations across Wales. The AHTC has been tasked with this by the Wales Anti Human Trafficking Leadership Group in the Delivery Plan as a Strategic Objective.

1.9 Since the establishment of the NRM in 2009 a large proportion of referrals have been from the same source countries namely Nigeria, Vietnam, China, Romania and Albania. However, in the 2012 UKHTC Strategic Assessment Poland features significantly in NRM referrals this was the country from where most of the Welsh referrals emanated. The NRM also highlighted a continuing trend of referrals from Vietnamese minors for criminal exploitation, UK female minors for sexual exploitation and East European males for labour exploitation.

1.10 In parts of England there have been a number of high profile cases involving young vulnerable females who are preyed upon, or taken advantage of by groups of males, resulting in them becoming victims of sexual exploitation. Whilst to date, no such cases have been reported in Wales, awareness raising of this emerging trend has been completed with all organisations.

1.11 In 2012, the UKHTC dealt with referrals involving exploitation for sex, labour, domestic servitude, human tissue/organ harvesting and criminal exploitation. With the exception of human tissue/organ harvesting, all of these categories of human trafficking were reported to have taken place in Wales by victims referred to the NRM.

1.12 The UKHTC report a number of potential victims are trafficked through other European countries and exploited in them, before arriving in the UK. It is vital UK law enforcement agencies work collaboratively across Europe to identify favoured transit routes and to deter and disrupt trafficking activity. A number of transit routes have been identified and measures have been put in place to reduce the threat. These include routes into, out of and through Cyprus, the Netherlands, France, Italy and Spain.

Chapter 2

Human Trafficking in Wales

2.1 Human trafficking is a heinous crime which causes misery to victims and impacts on our communities in Wales. It is seen by many people in Wales and the UK to be a 'hidden crime' and widely acknowledged to be under reported for a variety of reasons.

2.2 As stated in the previous chapter, in 2012 the UKHTC reported 34 cases in Wales being referred to the NRM of which 10 were minors. (See Annex C).

2.3 Of the 34 NRM referrals for Wales, Poland was the country of origin from where most adult victims came from, with 6 referrals. For minors the country of origin for the most referrals was Vietnam, with 6 referrals.

2.4 In 2012, sexual exploitation remained the most prevalent type of exploitation reported, with labour exploitation being the second highest category of human trafficking. There is also growing concern in Wales in relation to the increasing number of 'nail bars' and 'fast food' outlets and whether the low wage costs and low charges for these services could result in higher demand by the public, leading to the potential for exploitation.

2.5 The AHTC for Wales has built a good working relationship with the UKHTC. One consequence of this is the NRM data is now disaggregated from the UK data.

The 2012 NRM reported referrals are summarised as follows:

2012 UK Picture - National Referral Mechanism (NRM) reported referrals	Total	% Total of NRM referrals	2011-2012 % change
England	1,042	88%	31%
Northern Ireland	15	1%	- 63%
Scotland	95	8%	2%
Wales	35	3%	48%
TOTAL	1,186	100%	25%

2.6 The NRM process is voluntary for adult victims of human trafficking, but is mandatory for minors. This in itself causes distortion in the actual number of recorded victims because there is currently no way of recording those adult victims who do not wish to voluntarily refer themselves to the NRM process. The reasons for this can include:

- fear of intimidation from the trafficker/s to the victims, their family and friends. It has been known for this intimidation to result in acts of violence and even death to control victims;
- fear of imprisonment;
- fear of deportation;
- a perception of officials and First Responder Organisations as corrupt or in receipt of payment by trafficker/s;
- embarrassment or shame of the victim and/or;
- the victim not wishing to co-operate but rather wanting to get on with their life and return home.

2.7 It is understood many victims who do enter the NRM are not prepared to be a witness against their traffickers because they fear retribution.

2.8 In March 2013, the AHTC made a proposal to the Home Office NRM Oversight Review Group for Bawso and New Pathways, both Welsh organisations, to become First Responder Organisations. This proposal was agreed and since becoming First Responder Organisations both agencies have reported receiving referrals from victims who would have otherwise not volunteered.

2.9 Whilst human trafficking is not yet widely acknowledged as a problem in Wales, recent coverage of 'high profile' cases and arrests has gone some way in raising the nation's awareness of the issue and its prevalence in Wales.

2.10 In Spring 2013, Gwent Police rescued a 43 year old man from a farm in the Marshfield area of Newport. He had been kept in captivity for 13 years, living in poor conditions and forced to work for no pay. As a result Gwent Police launched 'Operation Imperial' and, in September 2013, arrests were made and three men charged for human trafficking offences. A number of other men were rescued. The success of this operation was due to the multi agency approach involving Gwent Police, the Serious Organised Crime Agency, other Forces, the UKHTC, the RSPCA and the Red Cross.

2.11 The AHTC has maintained regular contact with the Senior Investigating Officer (SIO) in Gwent Police who is leading 'Operation Imperial'. A Wales-wide multi agency debrief on this case will be held in order to share the 'good practice' and lessons learned for future operations and training purposes.

2.12 At the time of this Report, all four Welsh Police Forces have reported they are actively engaged in investigating human trafficking cases.



Chapter 3

The role of the Welsh Government Anti Human Trafficking Co-ordinator

Background

3.1 Tackling human trafficking requires co-ordinated action cutting across the boundaries of the four Governments in the UK. The response in Wales has been bolstered by the appointment of a AHTC

3.2 The Welsh Government is the only Government within the UK to employ an AHTC. Creation of the post followed from the work of the Cross Party Group on Human Trafficking, Chaired by Joyce Watson AM, which identified the problem of human trafficking in Wales. The creation of the post was a commitment in the Welsh Government's Programme for Government.

3.3 Funded by the Welsh Government, the post has been in existence since the 4th April 2011. Stephen Chapman is the second AHTC and took up his post in November 2012.

3.4 The post was originally hosted within Gwent Police, with the AHTC reporting directly to the Deputy Chief Constable of the Force. When the post became vacant in March 2012, the then Minister for Local Government and Communities, Carl Sargeant AM, decided the post should be located within the Welsh Government.

3.5 The AHTC is now part of the Violence Against Women and Domestic Abuse (VAWDA) Team, within the Community Safety Division of the Welsh Government. This allows the role to be better integrated with the wider VAWDA agenda, including the proposals in the planned legislation to combat violence against women and domestic abuse.

3.6 The AHTC is also responsible of advising the Minister, raising awareness of human trafficking and contributing to policy development across the Welsh Government.

UK Engagement and engagement with other agendas

3.7 The AHTC represents Wales on a number of UK Groups: the UK Threat Reduction Board, the UK Human Trafficking Strategy Board, the Home Office Joint Strategy Group (which includes NGOs), Home Office NRM Oversight Review Group and the Home Office Child Trafficking Information Sharing Fora. In addition, the AHTC is a member of the Wales Border Management Group and a number of other key strategic and operational groups.

3.8 The AHTC meets regularly with his counterparts from the Home Office, Foreign and Commonwealth Office, Ministry of Justice, the Scottish Government, Northern Ireland Executive and other UK partners to discuss and share good practice in tackling human trafficking.

The Inter-Departmental Ministerial Group

3.9 The Inter-Departmental Ministerial Group (IDMG) has oversight of the UK's efforts to combat human trafficking. The Group is chaired by the Home Office Minister for Security and comprises Ministers from other Whitehall Government Departments, the Wales Office and Scotland Office, the Scottish Government, the Northern Ireland Executive and the Welsh Government. From the Welsh Government the Minister for Local Government and Government Business attends, supported by the AHTC. The Group meet three times a year; the Terms of Reference for the IDMG can be found at Annex D.

Media Interest

3.10 Since the appointment of the AHTC there has been considerable media interest. This interest is ongoing and includes television, radio, newspaper and magazine interviews to the local, national and UK media.

Other responsibilities

3.11 The AHTC has recently taken on lead responsibility within the Welsh Government's VAWDA Team on Female Genital Mutilation (FGM), Honour Based Violence, Forced Marriage and Stalking. To assist in delivering these work streams a secondee from the Welsh Migration Partnership joined the VAWDA Team in November 2013 on a two year secondment as the AHTC officer.

Chapter 4

Wales Anti Human Trafficking Leadership Group and Delivery Plan

4.1 A Wales Anti Human Trafficking Leadership Group has been established to provide strategic leadership to inform decision-making and activity to tackle human trafficking in Wales (See Annex A). The WAHTLG comprises key strategic decision makers from statutory devolved and non-statutory devolved organisations and from other organisations, including the voluntary sector.

4.2 The aim is for the Wales Anti Human Trafficking Leadership Group is to provide evidence on the scale of the problem, set the strategic direction for the agenda in Wales, support and encourage the sharing of 'good practice' between partners, and report progress to the Minister.

4.3 The Wales Anti Human Trafficking Leadership Group is in a unique position to add value by co-ordinating collaboration between devolved and non-devolved organisations and NGOs to plan and support delivery, thereby maximising the opportunities presented by the delivery landscape.

4.4 The Wales Anti Human Trafficking Leadership Group is chaired by the Head of the Community Safety Division in the Welsh Government, Karin Phillips, and membership includes:

- Home Office including Immigration/Enforcement/UK Border Force
- ACPO Cymru
- National Crime Agency (NCA)
- Wales Police Regional Intelligence Unit
- Gangmasters Licensing Authority (GLA)
- Crown Prosecution Service (CPS)
- National Offender Management Service (NOMS)
- Youth Justice Board
- Department of Work and Pensions (DWP)
- Welsh Local Health Boards
- Welsh Local Authorities
- Welsh Local Government Association (WLGA)
- Wales Anti Human Trafficking NGO Fora
- Bawso
- Children's Commissioner for Wales
- Other Departments within the Welsh Government

4.5 The Wales Anti Human Trafficking Leadership Group has developed a Delivery Plan to deliver the Welsh Governments aim of making Wales hostile to human trafficking and providing the best possible support for victims who have been trafficked (See Annex B). Members of the Wales Anti Human Trafficking Leadership Group are signed up to the following Strategic Objectives:

- to build an evidence base using 'primary and secondary' data sets
- to better inform the Wales Anti Human Trafficking Leadership Group on the scale of Human Trafficking in Wales
- to scope a 'Training Needs Analysis' of training currently being delivered in Wales and the future requirements
- to develop Intelligence/Information Sharing Protocols
- to develop a Wales Human Trafficking Communications Engagement Plan
- to develop a Wales Victim Care 'Pathway'

Chapter 5

Progress to date

Since taking up his position at Welsh Government, the AHTC with partnership from the Wales Anti human Trafficking Leadership group has made the following progress:

The evidence base

5.1 Data capture and intelligence sharing were identified to be a key area for improvement in the first annual report of the Inter-Departmental Ministerial Group on Human Trafficking presented to Parliament in 2012. We recognise there are issues around data collection and believe the current statistics, based on the 2012 UKHTC NRM referrals, are just the 'tip of the iceberg'. We therefore acknowledge the need to build an evidence base on the scale of human trafficking in Wales to enable more informed decisions to be made and to direct future activity.

5.2 Building an evidence base is a Strategic Objective of the Delivery Plan and the AHTC is working with partners to produce 'primary and secondary data sets' which will contribute to reflecting the level of human trafficking in Wales. A Senior Research Officer from the Welsh Government's Knowledge and Analytical Services is supporting the work identifying secondary data sets.

5.3 The Welsh Government's Violence against Women and Domestic Abuse Team has also commissioned a 'Review of Services' and human trafficking is included within its scope. This Review is being carried out by the University of Central Lancashire and its findings are due to be published in early 2014. The AHTC has been co-opted onto the Home Office Joint Strategy Group's 'Task and Finish Data Group' which is looking at the issue of how human trafficking data is collected across the UK. The progress in Wales is being shared with the Group.

Training and awareness raising

5.4 The Wales Anti Human Trafficking Leadership group has established a 'Task and Finish Group' to carry out a training needs analysis of training being delivered, and to ensure future training is consistent across Wales.

5.5 Awareness raising sessions are being delivered to key stakeholders across Wales including Local Authorities, Local Health Boards, the Police and Criminal Justice Partners and NGOs. The intention is for this training to be embedded in future induction processes for these organisations, and the AHTC will work closely with colleagues in the VAWDA Team within Welsh Government to integrate this into any national training frameworks.

5.6 The AHTC has also worked with the Police, the Crown Prosecution Service and other partner organisations; including NGOs to develop a training

programme for Senior Investigating Officers (SIO's). The two-day programme, which is delivered from the 'Hydra Centre' at South Wales Police HQ, is now being rolled out to SIO's, initially in South Wales Police, and then across the other three Forces in Wales. This is a first for Wales and the Association of Chief Officers of Police (ACPO) has recognised the training programme to be 'good practice' for cascading across the UK.

5.8 In June 2013, the AHTC arranged for Welsh NRM First Responders, the four Welsh Police Force Strategic Leads and Single Points of Contact and Welsh Government Community Cohesion Co-ordinators to visit the UKHTC. The visit included a UK and Wales Human Trafficking Intelligence Briefing by the Head of the UKHTC, explanation of the role of the Tactical Advisors and of the NRM process and the ability to speak with staff on any issues.

Local initiatives

5.10 In 2012 the Anglesey Chief Executive led a bid, jointly on behalf of the six North Wales Local Authority Chief Executives, North Wales Police and other key partners, to the Welsh Government's Regional Collaboration Fund. This sought to appoint a North Wales Regional Anti Human Trafficking Co-ordinator to co-ordinate activities across North Wales and to establish a Regional Anti Human Trafficking Delivery Group. The bid was successful and, following an open recruitment process, James Coy was appointed and took up the role in November 2013. This is a 'Pathfinder' post which will explore the effectiveness of regional operational delivery to tackle human trafficking and, if successful, will be rolled out to other areas of Wales.

5.11 Anglesey County Council is developing a multi agency initiative to address the potential increase in human trafficking that the Island may face, with the Port of Holyhead, its rural industries and, notably, the proposed building of a nuclear power station (employing 6-8,000 workers during the construction phase). The AHTC is working with the Anglesey Chief Executive to support this multi-agency initiative.

5.12 The Chief Executive of Denbighshire County Council, Mohammed Mehmet, was identified by the former Minister for Local Government and Communities as a Champion for this work. As the North Wales representative on the Public Services Leadership Group, he has been actively engaged in raising the profile of human trafficking in North Wales, building on the experience in Anglesey. Mr Mehmet will further promote this learning to the Chief Executives of all Welsh Local Authorities and other Public Services. The AHTC works closely with the Chief Executive to support this work.

5.13 Building on the success of the Gwent Consultation Group on Human Trafficking, Anti Human Trafficking Fora have now been established for Cardiff, South Wales and Western Bay. The purpose of these Fora is to raise awareness, share good practice on information/intelligence and promote training and initiatives to tackle human trafficking and support victims. The membership of the Regional Fora mirrors the WAHTLG with representatives

from law enforcement, support organisations and NGOs. Anti Human Trafficking Fora are now being developed for North Wales and the Dyfed-Powys areas.

5.14 The Cardiff Anti Human Trafficking Forum has piloted their first Human Trafficking Multi Agency Risk Assessment Conference (MARAC) and, following positive feedback, are using this process for all future cases involving potential victims of human trafficking. The MARAC's are led by Bawso and involve a number of multi agency partners. The AHTC is cascading this 'good practice' across Wales.



Operational activity

5.15 The AHTC is working with colleagues on an initiative led by the Crown Prosecution Service on the introduction of Joint Investigation Teams (JIT's) for cases of human trafficking. Other partners include the NCA, Police, Home Office Immigration and Gangmasters Licensing Authority.

5.16 In March 2013 ACPO for England and Wales launched 'Operation Eagle'. The objective of this operation is to raise awareness, increase the amount of information received and improve co-ordination and operational activities of all Police Forces across England and Wales. All four Welsh Police Forces are engaged in preventative and pro-active anti human trafficking operations.

Communications

5.17 As part of the Wales Anti Human Trafficking Leadership Group Delivery Plan the Welsh Government Web-Pages on Human Trafficking have been reviewed and updated to provide a single reference point of information for professionals, practitioners and the public. The Web-Pages are very much a 'living document' and the newly appointed AHTC Officer is responsible for keeping it up to date.

5.18 To mark Anti Slavery Day (Friday October 18th 2013) an Anti Human Trafficking Conference was held at the Catrin Finch Conference Centre, Glyndwr University in Wrexham. This conference was attended by over 100 practitioners and Lesley Griffiths AM, Minister for Local Government and Government Business, gave the keynote address.

Chapter 6

Next Steps

6.1 Our next steps will be to consolidate the work already undertaken and to ensure progress continues on delivering the Strategic Objectives of the Wales Anti Human Trafficking Leadership Group Delivery Plan. This includes continuing to build an evidence base of 'primary and secondary' data sets, raising awareness and delivering training programmes.

6.2 By ensuring we have in place two Welsh First Responder Organisations, Bawso and New Pathways, it is anticipated more victims of human trafficking will come forward and have the confidence and support to refer themselves to the NRM. This will give a more accurate picture of the scale of human trafficking in Wales and provide the Wales Anti Human Trafficking Leadership group with an evidence base to make more informed decisions and direct activity to tackle human trafficking.

6.3 We will support the development of further Regional Anti Human Trafficking Fora across Wales, specifically those proposed for Dyfed Powys and North Wales.

6.4 The Welsh Government Web-Page on Anti Human Trafficking will continue to be developed and promoted as the first point of reference for information on Anti Human Trafficking in Wales and beyond.

6.5 The AHTC will work with the North Wales Regional Anti Human Trafficking Co-ordinator to establish the North Wales Anti Human Trafficking Delivery Group and to develop a Delivery Plan to tackle human trafficking in North Wales which will feed into the National Plan. Learning from this "Pathfinder" project, consideration will also be given on the role of Regional Co-ordinators.

6.6 The AHTC will continue to work with the Single Points of Contact within each of the Welsh Forces, facilitating the sharing of good practice across Wales, and further afield.

6.7 The specialist multi agency training programme for Senior Investigating Officers (SIOs) will continue to be rolled out to SIOs across Wales. This will ensure our SIOs are trained to investigate cases of human trafficking and bring the perpetrators to justice including the confiscation of their assets.

6.8 On October 7th 2013 the NCA was launched. Human trafficking is considered to be the second most prevalent crime worldwide, after drug offences, which involves children and adults being trafficked in and out of the UK. The NCA has included human trafficking in their Serious Organised Crime Strategy, which will be a key priority for them to address. With victims also internally trafficked, within Wales and the UK, the AHTC will work closely with the NCA to tackle this issue in Wales.

6.9 On October 17th 2013, the Minister for Local Government and Government Business attended the IDMG on Human Trafficking Extraordinary Meeting at 10 Downing Street chaired by the Prime Minister. The Prime Minister set out plans for a Modern Slavery Bill proposed to be introduced in May 2014. The proposed contents of the Bill include:

- Consolidation of existing legislation
- Introduction of an Anti Slavery Commissioner
- Introduction of trafficking prevention orders
- And other considerations to strengthen the UK commitment to tackling human trafficking including:
 - Transparency in company supply chains
 - To increase Police powers to board, intervene and instruct vessels on the high seas
 - Using assets confiscated from traffickers to support anti human trafficking activities
 - Overhaul the human trafficking governance by looking at the feasibility of introducing a network of regional co-ordinators to support the Commissioner
 - Setting up a virtual task force to support local and regional anti human trafficking operations

6.10 The Welsh Government welcomes the UK Government's recent action on Human Trafficking. We look forward to working with the UK Government and further sharing our experience of the work carried out in Wales in this important area over the past few years.

Annex A

Wales Anti Human Trafficking Leadership Group Terms of Reference

The Group will provide leadership and be the strategic 'influencing' voice of the Welsh Government's aim of making Wales hostile to human trafficking and providing the best possible support to victims who have been trafficked.

The Wales Anti Human Trafficking Leadership Group will achieve this by:

- Being the reference point on matters relating to human trafficking in Wales
- Working collaboratively to promote awareness to human trafficking in Wales
- Providing direction and advice to the Regional Anti Human Trafficking Delivery Groups
- Providing statistical data and develop meaningful data analysis
- Promoting and cascading good practice across Wales
- Promoting research and evaluation
- Reaching out to organisations and communities that we have yet to connect with

Membership of the Group

- By invitation of the Leadership Group

Advisory/Observation

- Ad hoc as identified by the group
- A maximum of 2 observer/s may be invited by the group

Frequency and duration of meetings

- Termly

Annex B

Wales Anti Human Trafficking Leadership Group

Delivery Plan

Delivering the Anti Human Trafficking Strategy in Wales

2013 – 2014

The Wales Anti Human Trafficking Delivery Plan sets out the framework for key partners to contribute to making Wales hostile to human trafficking and supporting victims who have been trafficked.

Table of Contents

- 1. Introduction and purpose**
- 2. Wales Anti Human Trafficking Leadership Group**
- 3. Action Plan**
- 4. Monitoring and evaluation**

Annex A – Wales Anti Human Trafficking Leadership Group Terms of Reference

Annex B - 2012 NRM Statistics for Wales

(NB Page numbers reflect numbering of this Annual Report and not the Delivery Plan as a separate document)

1. Introduction and Purpose

Background: Wales Anti Human Trafficking Leadership Group

- 1.1. Tackling human trafficking requires co-ordinated action cutting across the boundaries of the four Governments in the UK. The response in Wales has been bolstered by the appointment of an Anti Human Trafficking Co-ordinator (AHTC). The aim is the role will make Wales a hostile place for Human Trafficking to exist and to co-ordinate the best possible support for victims.
- 1.2. Human trafficking is perceived to be a 'hidden crime' and it is widely acknowledged to be under reported. Human trafficking is categorised:
 - Domestic servitude
 - Sexual exploitation
 - Child Exploitation
 - Labour exploitation
 - Criminal exploitation
 - Human tissue/organ harvesting

Purpose of the Wales Anti Human Trafficking Leadership Group

- 1.3.1. A Wales Anti Human Trafficking Leadership Group has been established made up of key strategic decision makers from statutory devolved, and non-statutory devolved organisations and from other organisations including the voluntary sector. The aim of the Leadership Group is to provide an evidence base on the scale of the problems, set the strategic direction of the agenda in Wales, support and encourage Regional Delivery Groups to share 'good practice' with partners and report progress to the Minister. The first meeting of the Group was held on Wednesday February 13th 2013. This Delivery Plan will monitor and evaluate activity by use on an Action Plan (see 3) to report progress on the strategic objectives of the Wales Anti Human Trafficking Leadership Group.
- 1.3.2. Regional Anti Human Trafficking Delivery Groups are to be established in Gwent, South Wales, Dyfed Powys, North Wales and Western Bay. The Regional Delivery Groups will be responsible for operational activity and will meet monthly to report

progress. They will also have an information/intelligence sharing function. The membership of the Regional Delivery Groups mirrors the Leadership Group with representatives from the operational levels of the respective member organisations.

1.4. In Wales the strategy to tackle human trafficking will be delivered by:

- Awareness raising
- Prevention
- Enforcement
- Supporting victims

2. Wales Anti Human Trafficking Leadership Group

2.1 The Wales Anti Human Trafficking Leadership Group provides strategic leadership for the delivery of tackling human trafficking in Wales. The Wales Anti Human Trafficking Leadership Group is in a unique position to add value by co-ordinating collaboration between devolved and non-devolved partners and NGOs to plan and support delivery in Wales, thereby maximising the opportunities presented by the delivery landscape. The Delivery Plan supports the governance and reporting arrangements for tackling human trafficking in Wales.

2.2 The Wales Anti Human Trafficking Leadership Group is chaired by the Head of the Community Safety Division of the Welsh Government and brings together the leaders from the relevant partners in Wales including other Divisions of the Welsh Government, ACPO Cymru, Serious Organised Crime Agency (SOCA), Wales Regional Intelligence Unit, Gangmasters Licensing Authority (GLA), Home Office (including Immigration & Enforcement), Crown Prosecution Service (CPS), Youth Justice Board, Department of Work and Pensions, Welsh Local Health Boards, Welsh Local Authorities, Welsh Local Government Association (WLGA), Wales Anti Human Trafficking NGO Fora, Bawso and the Children's Commissioner Wales. The Terms of Reference of the Wales Anti Human Trafficking Leadership Group are set out in Annex A.

2.3. One of the aims for the Wales Anti Human Trafficking Leadership Group is to provide an evidence base on the scale of human trafficking in Wales and currently there is only the National Referral Mechanism (NRM) statics available which alone do not contribute to reflecting the size of this issue to allow informed decision making as to activity. The NRM Statists 2012 for Wales can be found in Annex B.

3. Action plan

- 3.1. As stated in paragraph 1.3, this action plan set out all actions required to achieve the strategic objectives and will be overseen by Wales Anti Human Trafficking Leadership Group.
- 3.2. This Action Plan is very much dependent on the delivery being achieved by all partners playing their part. Within Wales there is a history of strong partnership working and this will be a critical success factor for ensuring the successful implementation of the plan.

Strategic Objectives	Priority Actions	How will this be delivered and dependencies?	Owner	Timescale	Next Review Date	Status
<p>1. To build an evidence base using 'primary and secondary' data sets to better inform the Leadership Group on the scale of Human Trafficking in Wales</p>	<p>Develop available meaningful data to enable the Leadership Group to make more informed decisions and direct activity to tackle Human Trafficking in Wales</p>	<p>To work with Devolved, Non-Devolved partners, other organisations and NGOs</p> <p>Single Points of Contact (SPOC's):</p> <p>UK Human Trafficking Centre – Liam Vernon</p> <p>ACPO Cymru – Lorraine Bottomley Deputy Chief Constable Gwent Police</p> <p>Home Office – Including Immigration and Enforcement – Joanne Hopkins</p> <p>Welsh Government Community Cohesion Co-ordinators – Nathan Cook</p> <p>Crown Prosecution Service Wales – Kim-Ann Williamson</p> <p>Probation Trust Wales – Tony Kirk</p> <p>Wales Anti Human Trafficking NGO Fora – Barbara Natasegara</p>	<p>Stephen Chapman Anti Human Trafficking Co-ordinator Welsh Government</p> <ul style="list-style-type: none"> Position paper presented in November 2013 to the Leadership Group giving an update by the AHTC and Robert Willis Welsh Government Senior Research Officer WG Currently the only 'primary data' available is from the UK Human Trafficking Centre recorded National Referral Mechanism reported referrals and cases brought to justice in the Criminal Justice System. Further work is ongoing to source 'secondary data sets' and will be reported back to future Leadership Group meetings Human Trafficking forms 	<p>By April 2014</p>	<p>January 31st 2014</p>	<p>GREEN</p>

		<p>Health – Hannah Jones Welsh Government</p> <p>Welsh SARC’s -Detective Superintendent Lorraine Davies</p> <p>Welsh Government Knowledge and Analytical Services – Robert Willis</p>	<p>part of the Welsh Government’s Independent Review of VAWDA and Sexual Violence Services, which will submit its final report to the Minister for LGGB in late 2013 and the Leadership Group will be updated accordingly</p> <ul style="list-style-type: none"> • AHTC is a member of the Home Office Joint Strategy Group – Data Sub-Group and is working with colleagues to seek ‘good practice’ in Human Trafficking data collection. The AHTC will update the Leadership Group accordingly 			
<p>2. Scope a ‘Training Needs Analysis’ of training that is currently being delivered in Wales and future requirements</p>	<p>Awareness raising training and specialist training is being delivered by a number of organisations across Wales. It is intended to capture this information on what is being provided to direct</p>	<p>Partners to contribute details of training already delivered, planned and details of training providers</p>	<p>Kim-Ann Williamson -Diversity and Community Engagement Manager Crown Prosecution Service - is leading the ‘Task and Finish’ Group. An update was provided to the November Leadership Group Meeting</p> <ul style="list-style-type: none"> • The Senior Investigating Officer Two Day Training Programme has been 	<p>ACHIEVED Roll-out ongoing</p>	<p>December 31st 2013</p>	<p>GREEN</p>

	<p>future training in order to forward plan and to identify any 'gaps'</p>		<p>piloted and is now being rolled out from the 'Hydra Centre' at South Wales Police HQ</p> <ul style="list-style-type: none"> • Introduction and Advanced AHT Courses have been introduced and are being delivered 1 day per month in each of the 4 Welsh Regions (The courses are being delivered by members of the 'Task & Finish' Group and are free of charge) • All Wales Police School Liaison Officers now trained and delivering AHT lessons • Kim-Ann Williamson working with Swansea University and other Academic Accreditors on the feasibility of AHT Courses being accredited and the introduction of Post Graduate training programmes. To report progress by the end of January 2014 	<p>ACHIEVED Roll-out ongoing</p> <p>ACHIEVED Will be ongoing</p> <p>By January 31st 2014</p>		
--	--	--	--	---	--	--

<p>3. Develop Intelligence/Information Sharing protocols</p>	<p>To establish dedicated human trafficking intelligence/information sharing protocols based on the four Welsh Police Force areas with a Pan-Wales 'hub'</p>	<p>Co-operation from Multi Agency partners to contribute. Also each partner to identify a SPOC in their organisation</p> <p>Operation 'Eagle' SPOC's identified and in place in all four Welsh Police Forces</p>	<p>Detective Superintendent Lian Penhale Wales Regional Intelligence Unit/Operation 'TARIAN' (Police)</p> <ul style="list-style-type: none"> • Protocol between four Welsh Police Forces and the Regional Intelligence Unit in place (June 2013). • Ongoing work with multi-agency partners to develop protocols and progress to be reported to Leadership Group meetings AHT Multi Agency Fora have now been established for Cardiff, Gwent, and South Wales with Fora to be introduced in North Wales and Dyfed-Powys 	<p>ACHIEVED</p> <p>Ongoing</p>	<p>Ongoing</p> <p>Will be reviewed January 31st 2014</p>	<p>GREEN</p>
<p>4. Wales Anti Human Trafficking Communications Engagement Plan</p>	<p>Currently there is 'limited' information on Anti Human Trafficking in Wales</p>	<p>Support from Welsh Government Communications and partners providing information (SPOC: James Pearson)</p>	<p>Stephen Chapman Anti Human Trafficking Co-ordinator</p> <p>The Leadership Group were updated at the November meeting of the current work status of this work-stream:</p>		<p>January 31st 2014</p>	<p>GREEN</p>

			<ul style="list-style-type: none"> • The Welsh Government Web-Page has now been reviewed and updated. The Web-Page will provide links and contact details of partners, 'tool kits on advice to practitioners', information on events, seminars and training together with NRM statistics and other related human trafficking information to be available for practitioners, researchers and the public. The Anti Human Trafficking Officer will be responsible for keeping the Web-Page up to date • The Wales Regional Police Intelligence Unit/South Wales Police (Lian Penhale) have produced an Anti Human Trafficking 'Rich Picture.' The DVD was shown to the Leadership Group meeting. Now being distributed to Leadership Group organisations and available for wider circulation to 	<p>ACHIEVED WITH ONGOING UPDATES</p> <p>ACHIEVED</p>		
--	--	--	--	--	--	--

			<p>interested groups/organisations</p> <ul style="list-style-type: none"> Public awareness raising campaign to be proposed early 2014 Other initiatives include: awareness raising by the Minister and AHTC including conference speeches, radio and TV interviews, press releases, articles, to be added and ongoing. Anna Miller WG Press Officer engaged 	<p>February 2014</p> <p>Ongoing</p>	<p>January 31st 2014</p>	
5. Victim Care	To develop a 'Victim Care Pathway' for Wales.	To develop a 'Victim Care Pathway' which provides the best possible support to victims who have been trafficked	<p>Angelina Rodriques, Deputy Chief Executive of Bawso.</p> <p>The Leadership Group were given an initial update at the November meeting of the current work being piloted in Cardiff:</p> <ul style="list-style-type: none"> The 'Victim Care Pathway' is currently under development by the Cardiff Anti Human Trafficking Fora and being piloted. Following evaluation within 	<p>By January 31st 2014</p>	<p>December 31st 2013</p>	<p>GREEN</p>

			the Cardiff Council area, a roll out plan will be introduced across Wales for all Local Authorities	Ongoing from February 2014		
--	--	--	---	----------------------------	--	--

4. Monitoring and evaluation

- 4.1. Monitoring the progress of the Strategic Objectives of the Action Plan will be reported to the Wales Anti Human Trafficking Leadership Group the AHTC.
- 4.2. The Wales Anti Human Trafficking will keep the Strategic Objectives of the Action Plan under regular review at the scheduled meetings and with exception reporting of risks as necessary.
- 4.3. This Action Plan is a 'living document' and will have an ongoing evaluation with members of the Wales Anti Human Trafficking Leadership Group being updated regularly.

Annex C

Wales National Referral Mechanism (NRM) 2012 Statics

In 2012 the UK National Referral Mechanism (NRM) received 34 referrals of potential victims of trafficking (PVoT) from first responder organisations based in Wales; this represents a 48% increase on 2011 referral totals and 3% of all UK referrals to the NRM.

The 34 referrals were comprised of 21 females (62%) and 13 males (38%), with 24 (71%) referred for adult exploitation categories and 10 (29%) being referred for minor exploitation types.

Claimed exploitation Type	Female	Male	Total
Adult - Domestic Servitude	6	0	6
Adult - Labour Exploitation	2	5	7
Adult - Sexual Exploitation	10	0	10
Adult - Unknown exploitation	0	1	1
Minor - Domestic Servitude	1	1	2
Minor - Labour Exploitation	0	4	4
Minor - Sexual Exploitation (non-UK national)	2	0	2
Minor - Unknown exploitation type	0	2	2
Total	21	13	34

Competent Authority	Total
UKBA	20
UKBA hosted within UKHTC	7
UKHTC	7
Total	34

Country of Origin Referrals 2012 All Referrals

Rank	Nationality/ Country of Origin	Female	Male	Total
1	Poland	2	4	6
2	Albania	4	0	4
2	Nigeria	4	0	4
2	Vietnam	1	3	4
5	Bangladesh	1	2	3
6	China	0	2	2
6	Kenya	2	0	2
8	Afghanistan	0	1	1
8	Democratic Republic of the Congo	1	0	1
8	Ethiopia	1	0	1
8	Gambia	1	0	1
8	Russia	1	0	1
8	Sierra Leone	0	1	1
8	Slovakia	1	0	1
8	Togo	1	0	1
8	Uganda	1	0	1
	Total	21	13	34

Adult Referrals¹

Rank	Nationality/ Country of Origin	Adult Total
1	Poland	6
2	Albania	4
3	Kenya	2
3	Nigeria	2
5	Bangladesh	1
5	China	1
5	Democratic Republic of the Congo	1
5	Ethiopia	1
5	Gambia	1
5	Russia	1
5	Sierra Leone	1
5	Slovakia	1
5	Togo	1
5	Uganda	1
	Total	24

Minor Referrals²

Rank	Nationality/ Country of Origin	Minors Total
1	Vietnam	4
2	Nigeria	2
2	Bangladesh	2
4	China	1
4	Afghanistan	1
	Total	10

First Responder Referrals Totals³

First Responder Organisation	Adult		Adult Total	Minor		Minor Total	Total
	Female	Male		Female	Male		
Avon & Somerset Police	0	0	0	0	1	1	1
Dyfed-Powys Police	1	0	1	0	0	0	1
GLA	1	3	4	0	0	0	4
Gwent Police	1	0	1	0	0	0	1
Local Authority	0	0	0	0	3	3	3
North Wales Police	1	1	2	0	0	0	2
Salvation Army	6	0	6	0	0	0	6
South Wales Police	0	1	1	1	0	1	2
UKBA	10	1	11	0	3	3	14
Total	20	6	26	1	7	8	34

¹ Age defined by age at first exploitation.

² 17 or under at the time of first claimed exploitation

³ Age refers to age at referral, not at first point of exploitation.

Annex D

Inter-Departmental Ministerial Group on Human Trafficking Membership and Terms of Reference

- 1) The Inter-Departmental Ministerial Group (IDMG) will be chaired by the Minister of State for Immigration and will consist of Ministerial representatives from across the UK:

Home Office;
Ministry of Justice;
Department for Education;
Department of Health;
Department for Work and Pensions;
Department for International Development;
Foreign Commonwealth Office;
Department for Communities and Local Government;
Her Majesty's Revenue and Customs;
Scottish Executive;
Welsh Government;
Northern Ireland Assembly;
Wales Office;
Scotland Office;
Northern Ireland Office;
Attorney General's Office.

- 2) The Group will meet three times per year.
- 3) The Group will have overall responsibility for oversight of the UK's approach to tackling human trafficking, including the UK Government's Human Trafficking Strategy and the UK's compliance with EU and international requirements.
- 4) In line with the requirements set out in the 2011 EU Directive on trafficking in human beings, the group will be the UK's national rapporteur mechanism. In performing this function the group will:
 - Analyse and assess trends in human trafficking on a regular basis;
 - Work with civil society organisations, by commissioning and working through the Human Trafficking Strategy Board;
 - Produce an annual report on the work of the UK in tackling human trafficking.
- 5) The annual report will:
 - provide an analysis and assessment of trends in human trafficking in the UK;
 - demonstrate the progress by the UK in tackling human trafficking;

- take account of identified key national reports published during the reporting period;
 - identify and summarise key threats and areas for improvement.
- 6) The Group will provide a coordination function to ensure activity across the UK is aligned and contributes effectively to the UK Government's Human Trafficking Strategy. It will also provide a challenge function to the work being led and coordinated by the Home Office, as the lead department for human trafficking, and may commission information, reports, or updates on human trafficking work, as required.
- 7) The Group will receive regular country specific updates from the UKHTC on the information held on the National Referral Mechanism. This update will include a synopsis of the intelligence gathered during the reporting period, to support the group's role in assessing and analysing human trafficking trends. The Group will analyse the data provided by the UKHTC on a regular basis, supported by the Human Trafficking Strategy Board, and may seek further information, as required.

Annex E

Glossary

ACPO	Association of Chief Officers of Police
AHTC	Anti Human Trafficking Co-ordinator
CPS	Crown Prosecution Service
CSD	Community Safety Division
CSP	Community Safety Partnership
FGM	Female Genital Mutilation
GLA	Gangmasters Licensing Authority
IDMG	Inter-Departmental Ministerial Group
JIT	Joint Investigation Team
LGGB	Local Government and Government Business
MARAC	Multi Agency Risk Assessment Conference
NCA	National Crime Agency
NGO	Non Government Organisation
NRM	National Referral Mechanism
SOLACE	Society of Local authority Chief Executives
UKHTC	UK Human Trafficking Centre
VAWDA	Violence Against Women and Domestic Abuse
WG	Welsh Government
WLGA	Welsh Local Government Association