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**ORGANISED
CRIME
TASK FORCE**

Northern Ireland Human Trafficking and Exploitation Action Plan 2014 - 15

Human Trafficking and Exploitation Action Plan for Northern Ireland – 2014/15

Foreword

I am pleased to publish the second annual Human Trafficking and Exploitation Action Plan for Northern Ireland.

On 12 May 2014, I published a progress report on the 2013-14 Human Trafficking Action Plan for Northern Ireland. That report demonstrated good progress, highlighting a range of key achievements, whilst also acknowledging areas for further development during the 2014-15 business year.

Building on the work that has been taken forward during 2013-14, my Department and its partners in the Organised Crime Task Force and the Human Trafficking Engagement Group have identified a range of actions for the coming year to address priority issues.

I greatly value and welcome the commitment and enthusiasm of our strategic partners on each of these groups. Human

Human Trafficking and Exploitation Action Plan for Northern Ireland, 2014-15

trafficking and exploitation can only be tackled effectively when we work together to shine a light on these hidden crimes, to support victims and to bring perpetrators to justice.

Through this year's action plan we want to strengthen Northern Ireland's defences against these appalling crimes and practices which rob victims of their basic human rights and treat them as mere commodities. As Justice Minister, I am committed to ensuring that all appropriate measures are taken to eradicate these crimes from Northern Ireland.

The action plan has been developed around three strategic aims which, together, provide the focus for our collective work.

These aims are:

- strengthening law enforcement;
- protecting and supporting victims; and
- preventing human trafficking and exploitation.

As many will be aware, this year's plan is set against the backdrop of a range of new legislative proposals that are contained in Lord Morrow's Human Trafficking and Exploitation (Further Provisions and Support for Victims) Bill; the Home Secretary's Modern Slavery Bill; and my own consultation on new measures to strengthen Northern Ireland's response to human trafficking and slavery. In taking forward the legislative changes proposed under this plan my Department will continue to work with Lord Morrow and the Home Secretary to ensure that the legislative framework within Northern Ireland is robust, effective and presents a hostile environment to those who would traffic and exploit.

DAVID FORD MLA

Minister of Justice

Tackling human trafficking and exploitation in Northern Ireland

Strategic Aim 1 Strengthening law enforcement

To reinforce law enforcement's response to tackling human trafficking and slavery in Northern Ireland by:

- ensuring an effective and robust legislative framework;
- increasing the sentences available to judges;
- enhancing public protection through new sentences and civil orders;
- improving our knowledge and understanding of trafficking and slavery;
- provision of appropriate training and awareness to frontline professionals;
- effective investigations and prosecutions;
- improved partnership working; and
- strengthening accountability arrangements.

Strategic Aim 2 Protecting and supporting victims

To provide support and protection to victims:

- delivery of support services to victims and potential victims of human trafficking under the NRM;
- legislating to put this support on a statutory footing;
- protecting and supporting victims as they engage with the criminal justice system;
- supporting victims as they engage with the Competent Authority;
- raising awareness of the rights and entitlements of victims;
- ensuring that victims who may have committed a criminal offence as a direct result of their having been trafficked are not prosecuted where the Public Interest does not require it;
- providing specialist support to children;
- engaging with sectors which may come into contact with victims; and
- ensuring appropriate access to compensation services.

Strategic Aim 3 Preventing human trafficking and exploitation

To reduce the risk of and prevent human trafficking and slavery in Northern Ireland by:

- raising public awareness of the signs and indicators of human trafficking and slavery;
- targeted engagement and awareness raising with key sectors;
- engaging with the private sector to increase knowledge and understanding of human trafficking and slavery/forced labour;
- continuing to promote education on human trafficking;
- engaging with third level education;
- campaigning to reduce demand for the services of trafficked and exploited people.

STRATEGIC AIM 1: Strengthening law enforcement

No.	OBJECTIVE	PROJECTED OUTCOMES	ACTIONS	TARGET DATE	OWNER
1	To put in place effective legislative framework to deter potential traffickers	<ul style="list-style-type: none"> • Effective and robust criminal law provisions to facilitate investigations and prosecutions; • Robust sentencing framework in place for judges to work within; • Enhanced public protection. 	Work with Lord Morrow to deliver the Human Trafficking and Exploitation (Further Provisions and Support for Victims) Bill.	Legislation enacted in December 2014	DOJ
			Creation of a single consolidated offence of human trafficking for any kind of exploitation.	Legislation enacted in December 2014	DOJ
			Amend legislative framework to bring together slavery and human trafficking offences in a single piece of legislation.	Legislation enacted in December 2014	DOJ
			Legislate to make slavery offences triable on indictment only.	Legislation enacted in December 2014	DOJ
			Creation of preparatory offences to human trafficking and slavery offences.	Legislation enacted in December 2014	DOJ
			Creation of civil prevention and risk orders to enhance public protection.	Legislation enacted in December 2014	DOJ

			Legislate to increase the maximum penalty for human trafficking and slavery offences to life imprisonment and to specify them as Serious Offences under Schedule 1 to the Criminal Justice (Northern Ireland) Order 2008, with the effect that they could attract public protection sentences under that Order.	Legislation enacted in December 2014	DOJ
2	To support and improve capacity for effective investigations	<ul style="list-style-type: none"> • Effective, co-ordinated inter-agency approach; • Effective use of resources; • Best practice identified and promoted; • Identification of specific investigative opportunities; • Victim recovery and offender identification. 	Maintain existing representation on ACPO Regional Representatives Group.	Ongoing	PSNI
			Maintain and develop existing working relationship with Competent Authorities.	Ongoing	PSNI
			Maintain and develop existing working arrangements with An Garda Síochána, Europol, Interpol and Eurojust.	Ongoing	PSNI
			Proactive consideration of implementation of Joint Investigation Teams with	Ongoing	PSNI

			other European Member States, where appropriate.		
			Develop Memoranda of Understanding with An Garda Síochána and the Irish National Employment Rights Authority (NERA), and supporting other PSNI initiatives.	March 2015	GLA
3	To ensure delivery of appropriate and effective training for law enforcement agencies.	<ul style="list-style-type: none"> • Increased capacity to identify cases of human trafficking and slavery; • Effective and skilled response; • Effective investigations and prosecutions; • Improved multi-agency response. 	Ensure new PSNI recruits receive human trafficking training programme.	Ongoing	PSNI
			Ensure GLA officers are aware of latest training available through attendance at ILO-led training, then best practice cascaded to all officers.	June 2014	GLA
			GLA officers to attain accreditation through University of Derby CPD in Investigation .	September 2014	GLA
			Ensure all officers are aware of the Modern Slavery Bill and any reviews of best working practice associated with it.	March 2015	GLA

			To provide appropriate training to prosecutors to ensure identification of cases of human trafficking and slavery and enable effective prosecutions.	October 2014	PPSNI
			Identify opportunities for joint PSNI / An Garda Síochána training	March 2015	PSNI
4	To improve our understanding of the scale of human trafficking and slavery/forced labour within Northern Ireland.	<ul style="list-style-type: none"> • More accurate evidence-base; • Improved evidence-based policy-making; • Improved operational response; • Support effective investigations and prosecutions. 	Legislate to create a statutory duty to report cases of human trafficking to the UK Human Trafficking Centre.	Legislation enacted in December 2014	DOJ
			Development of Memorandum of Understanding for the exchange of operational learning in order to identify cases of trafficking / forced labour, ensuring all cases are recorded in order to identify trends.	March 2015	PSNI GLA DEL EIA
			Maintain and develop PSNI involvement in Operation Eagle to raise awareness, manage information and improve operational	Ongoing	PSNI

			response.		
			Publish findings of research on victims of human trafficking referred to the NRM from Northern Ireland.	August 2014	OCTF subgroup
			Explore the possibility of putting in place arrangements for biennial analysis of victim referrals, on a cross-border basis, to identify key learning points and common themes.	March 2015	DOJ / OCTF DOJE / AGS
			Contribute to Review of NRM, informed by input from Engagement Group and OCTF subgroup.	NRM Review Team scheduled to visit Northern Ireland on 10 and 11 June 2014 and will meet with the Justice Minister and members of the Engagement Group and OCTF subgroup. Review Team to report in Autumn 2014.	DOJ
5	To ensure effective partnership arrangements are in place for a multi-agency response to offences of human	<ul style="list-style-type: none"> • Strategic alignment with other UK jurisdictions; • Strong pan-European links; • Effective cross-border co- 	Facilitate engagement and information sharing through regular meetings of the OCTF's Immigration and Human Trafficking	Meetings on a quarterly basis	OCTF subgroup

	trafficking and slavery.	<p>operation;</p> <ul style="list-style-type: none"> • Effective information sharing; • Effective multi-agency response; • Co-ordination of anti-trafficking efforts between Government and civil society; • Policy and operational responses are better informed. 	subgroup.		
			Facilitate regular meetings of the Human Trafficking Engagement Group and its subgroups.	Meetings on a quarterly basis	DOJ / Engagement Group
			Continued attendance at Inter-Departmental Ministerial Group and supporting groups and contribution to the UK-wide strategic response.	Meetings as arranged	Minister / DOJ
			Identify further opportunities for cross border co-operation, including involvement in REACH and co-hosting 2014 cross-border forum (on forced labour) with DOJE.	March 2015	DOJ /DOJE
			Seek opportunities for collaboration on pan-European projects.	Ongoing	DOJ / OCTF partners
			Host visit to Northern Ireland by EU Anti-Trafficking Co-Ordinator.	October 2014	DOJ / Law Centre NI

6	To strengthen oversight of Northern Ireland's response to human trafficking and slavery.	<ul style="list-style-type: none"> • Greater transparency and accountability; • Identification of best practice; • Effective, joined-up response. 	Develop draft legislation to establish oversight and accountability arrangements for Northern Ireland.	Legislation enacted by Spring 2015.	DOJ / Home Office
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STRATEGIC AIM 2: Protecting and supporting victims

No.	OBJECTIVE	PROJECTED OUTCOMES	ACTIONS	TARGET DATE	OWNER
1	To ensure that victims and potential victims of human trafficking under the National Referral Mechanism are provided with appropriate support and assistance.	<ul style="list-style-type: none"> • Victims and potential victims are provided with appropriate support; • Compliance with requirements under EU Directive; • Clarity for potential victims about entitlements to support. 	<p>Ensure delivery of services under DOJ's contracts with Migrant Help and Women's Aid to adult potential victims of human trafficking during the NRM's Recovery and Reflection period.</p> <p>Support package includes, where appropriate:</p> <ul style="list-style-type: none"> • safe accommodation; • one-to-one support; • help with living / travel costs; • help to access healthcare; 	Ongoing	DOJ

			<ul style="list-style-type: none"> • sign-posting to immigration advice; • sign-posting to independent legal advice and advice on compensation; • help to access counselling or other therapeutic services; • access to interpreter / translation services. 		
			Evaluate support service contract.	Autumn 2014	DOJ
			Bring forward primary legislation to put support provided to adult potential victims under the DOJ contract, during the Recovery and Reflection period, on a statutory footing.	Legislation enacted by December 2014	DOJ
			Explore the feasibility and potential of creating a dedicated reception / assessment provision for separated / trafficked	Ongoing	HSCB

			children that will provide optimum safety, co-ordinated support and intervention as well as on-site expertise with an emphasis on timely assessment and care planning.		
			Clarify the relationship between core adult services and adult safeguarding in supporting adult victims of Human Trafficking and Modern Slavery and ensure that all relevant practitioners are aware of the specific needs of adult victims.	Included as specific action in Northern Ireland Adult Safeguarding Partnership Action Plan for 2014 – 15.	HSCB
			<p>The Provision of Health Services to Persons Not Ordinarily Resident 2005 Regulations cover the provision of free <i>secondary health care</i> to potential and confirmed victims of human trafficking, based on their assessed needs.</p> <p>The scope of this legislation will be extended to include the provision of</p>	End June 2014	DHSSPS

			free <i>primary health care</i> to potential and confirmed victims (subject to Health Committee approval).		
			DHSSPS is currently at the planning stage for new regulations to provide <i>social care</i> provision to potential and confirmed victims of human trafficking.	Ongoing	DHSSPS
2	To establish a regional Practice Managed Network on Separated / Trafficked Children.	<ul style="list-style-type: none"> • Strengthened and enhanced body of knowledge and expertise of key practitioners across lead agencies; • Sharing of practice learning needs and development of training programme; • Awareness and consolidation of interface issues and related policies regarding child protection, adult safeguarding, immigration, child sexual exploitation and missing children. 	Establishment of a Practice Managed Network on Separated / Trafficked Children.	Ongoing	HSCB
3	To provide appropriate and accessible information to victims of human	<ul style="list-style-type: none"> • Victims aware of the support available; 	Ensure multi-lingual leaflets for victims are widely accessible.	Ongoing	DOJ / Engagement Group

	trafficking on victim rights and available support.	<ul style="list-style-type: none"> • Address victims concerns and reduce vulnerability; • Identify gaps 	Information, guidance and support signposted through the DOJ-funded support services to potential victims of human trafficking.	Ongoing	DOJ through service providers Migrant Help and Women's Aid
4	To ensure that victims of human trafficking have appropriate access to compensation.	<ul style="list-style-type: none"> • Victims of human trafficking appropriately compensated; • Reduce vulnerability. 	Legislate to place a requirement on DOJ to produce statutory guidance on arrangements for victims of human trafficking to apply for compensation.	Legislation enacted by December 2014	DOJ
			Review of the Criminal Injuries Scheme.	Public consultation completed by March 2015. Post Consultation Report and proposals for Legislative change to be completed by June 2015.	Compensation Service (DOJ)
			Compensation Service will continue to record data on compensation claims in human trafficking cases (where this is known)	Ongoing	Compensation Service (DOJ)
5	To ensure a victim-centred approach to human trafficking across the Criminal Justice system.	<ul style="list-style-type: none"> • Enhanced awareness of victims' rights and entitlements; • victims who have been forced to commit offences not prosecuted where that 	Engagement with legal professionals to raise awareness of victims: <ul style="list-style-type: none"> • Publish article in The Writ; • Awareness training 	<ul style="list-style-type: none"> • Article in Autumn 2014 • Training by March 2015 	DOJ DOJ / OCTF Subgroup / Engagement Group

		<p>is not in the public interest;</p> <ul style="list-style-type: none"> • victims' rights and interests protected and upheld; • Victim confidence in and willingness to engage with criminal justice system; • Effective prosecution of perpetrators. 	<p>provided to legal professions.</p>		
			<p>Include a specific section on human trafficking victims including victims who are children in the DOJ Guidance on Working with Intimidated Witnesses.</p>	<p>June 2014</p>	<p>DOJ</p>
			<p>Awareness training on human trafficking indicators delivered to prison officers working in Reception / Committal.</p>	<p>May 2014</p>	<p>DOJ / Engagement Group / NIPS</p>
			<p>PPSNI guidance for prosecutors on the consideration of cases where a victim may have committed a criminal offence as the direct result of their having been trafficked to include law and procedure and reinforce prosecutors' obligations.</p>	<p>May 2014</p>	<p>PPSNI</p>
			<p>Primary legislation to avoid secondary victimisation during police interviews of victims.</p>	<p>Legislation enacted by December 2014</p>	<p>DOJ / Lord Morrow</p>
			<p>Primary legislation on</p>	<p>Legislation enacted by</p>	<p>DOJ / Lord</p>

			victims' entitlements to special measures in court.	December 2014	Morrow
			Continued awareness raising for PSNI officers through Operation Eagle and training for new recruits.	Ongoing	PSNI
			Roll out of Victim and Witness Care Units to cover all of Northern Ireland.	April 2014	PPSNI / PSNI
			Human Trafficking awareness training to be provided to all Victim and Witness Care Unit Staff.	October 2014	PPSNI / PSNI
			Complete consultation on revisions to industrial tribunal and Fair Employment Tribunal rules and procedures.	December 2014	DEL
6	To provide specialist support to victims of trafficking who are under 25 years old.	<ul style="list-style-type: none"> Victims under 25 years old are able to access specialist legal advice and representation. 	Continuation of Law Centre (NI)'s Anti-Trafficking and Young People project.	Ongoing	Law Centre NI

STRATEGIC AIM 3: Preventing human trafficking and exploitation

No.	OBJECTIVE	PROJECTED OUTCOMES	ACTIONS	TARGET DATE	OWNER
1	To evaluate and baseline public awareness of human trafficking issues.	<ul style="list-style-type: none"> • Informed assessment of public awareness; • Effect evaluation of the impact of awareness raising activities and campaigns; • Informed target setting for raising awareness. 	Include human trafficking question in the omnibus crime survey.	Omnibus crime survey to be run January 2015	DOJ
2	To raise public awareness of human trafficking and modern slavery.	<ul style="list-style-type: none"> • Dissemination of accurate information; • Greater awareness of: <ul style="list-style-type: none"> ○ the existence of human trafficking and modern slavery in Northern Ireland ○ causes and impact ○ indicators ○ forms and types ○ how to respond and report • greater public capacity to report suspicions and incidences • reduction in demand • co-ordinated response by Government and NGOs • reduction in duplication • better use of limited resources. 	Further develop links with PCSP network, including: <ul style="list-style-type: none"> • deliver training to PCSP members; • representation on Engagement Group and its subgroups; • partnering on media campaign for EU Anti-Trafficking Day. 	Awareness training to be delivered by Autumn 2014. EU Anti-Trafficking Day October 2014.	DOJ / Engagement Group / PCSPs
			Identify opportunities to deploy UN GIFT Box on human trafficking across Northern Ireland at community events, music festivals and high-profile cultural occasions.	Launch by May 2014	PSNI / No More Traffik / DOJ / Engagement Group /
			Delivery of GIFT Box training to volunteers from No More Traffik and other NGOs to ensure that volunteers are informed about	Ongoing	No More Traffik

			global and local trafficking and are able both to refer people to appropriate points of contact as well as advise about ways in which people and communities can work towards a traffic-free society.		
			Cross-border forum on forced labour.	Autumn 2014	DOJ / DEL / GLA / DOJE/PSNI/ An Garda Síochána
3	To engage directly with key groups and sectors likely to come into contact with victims.	<ul style="list-style-type: none"> • Greater awareness of: <ul style="list-style-type: none"> ○ the existence of human trafficking and modern slavery in Northern Ireland ○ causes and impact ○ indicators ○ forms and types ○ how to respond and report • increased capacity to report suspicions; • increased capacity to identify and recover victims; • reduction in demand for services of trafficked and exploited people. 	<p>Delivery of awareness training according to programme of targeted awareness:</p> <ul style="list-style-type: none"> • GP surgeries • Ante-natal clinics • Faith Groups • Community groups • Citizens Advice Bureaux • Benefits office staff 	Ongoing	DOJ / HSCB / HSCT Engagement Group members
			Delivery of “Stronger Together” initiative in Northern Ireland, to equip employers with the knowledge and resource to recognise the signs of exploitation in the food and agriculture industries and tackle it.	March 2015	GLA / Migrant Help

			Delivery of GLA Prevention Plan within Northern Ireland.	March 2015	GLA
			Engagement with and provision of awareness information to: <ul style="list-style-type: none"> • Employers • Landlords • Estate agents • Hotels • Private security industry etc., (eg, through industry publications)	Ongoing	DOJ / DEL / GLA
4	To promote education on human trafficking and modern slavery.	<ul style="list-style-type: none"> • Tailored resources; • Increased awareness of the issues; • Active citizenship promoted; • Children and young people informed of risks and aware of safe choices. 	Work at secondary level: <ul style="list-style-type: none"> • education resource available in schools; • schools encouraged to mark EU-Anti-Trafficking Day; • direct engagement with schools. 	Ongoing engagement EU Anti-Trafficking Day 18 October	DOJ / Engagement Group
			Evaluation of education resource on human trafficking.	By June 2014	DOJ / Engagement Group
			Engagement with third level students during Fresher's week.	September 2014	Engagement Group
5.	To reduce demand for the services of trafficked and exploited persons	<ul style="list-style-type: none"> • greater awareness • Northern Ireland less 	Partner in the development of the REACH awareness campaign – EU-funded project to tackle	Consultation with key groups to be completed by June 2014.	DOJ / DOJE / Women's Aid

		attractive as a destination for traffickers	demand for the services of women and girls trafficked for sexual exploitation.	<p>Targeted campaign for women to be developed and delivered by March 2015.</p> <p>Awareness raising campaign for men and boys to be developed and delivered by March 2015.</p>	
			Engagement with employers and specific 'at risk' sectors	Ongoing	DOJ / DEL / GLA