

Human Trafficking and Exploitation

Guidance for Scottish Local Authorities

COSLA Migration Team

COSLA's Migration team has responsibility for policy issues relating to migration to Scotland in all its forms including asylum seekers and refugees, human trafficking, population and demographic change, and also provides oversight of equality and human rights issues.

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Foreword

Human trafficking and exploitation has been reported in all 32 Scottish local authorities. The victims of these atrocious crimes, men, women and children of any nationality, suffer unthinkable psychological and physical abuse. It is often said that human trafficking and exploitation is 'hidden in plain sight,' meaning that these crimes occur right across Scotland, in our villages, towns, cities and rural areas, and yet limited awareness amongst the general public enables these crimes to continue unchecked.

Raising awareness is therefore an important element in the fight against human trafficking. As frontline service providers, local authorities play a key role in identifying and supporting victims and deterring criminal activity and it is crucial that all staff are informed about how these crimes might intersect with their day to day duties.

This guidance has been produced in the context of the Scottish Government's Trafficking and Exploitation Strategy. The Strategy was published in 2017 and sets out an approach and commitment to tackling human trafficking by supporting and protecting victims, identifying perpetrators and addressing the conditions that facilitate this activity. It emphasises the importance of both national cooperation and local level interventions and engagement. I am pleased to share this guidance, and affirm COSLA's continued commitment to supporting Scottish local authorities in this important work.



Councillor Kelly Parry,
COSLA Community Wellbeing Spokesperson

Purpose of this guidance

This guidance is intended to support Scottish local authorities to develop good practice to identify, refer and support victims of human trafficking and exploitation, and disrupt and deter criminal activities.

It is intended to be a primer for all local authority staff on human trafficking and exploitation, and it is arranged in such a way that staff can be directed to the area most relevant to their work. Topics covered range from spotting the signs for frontline staff, to strategic planning suggestions and considerations for partnership working. External links are included for further reading and more in-depth information.

The document is designed to be a non-prescriptive guide. It does not replace existing guidance or structures at a local authority level and does not remove the need to keep local policies and processes under review.

The guidance is in eight parts:

[Part 1](#) provides the definition of the crimes of human trafficking and exploitation in Scotland, and the legislative and strategic context which underpins our work in this field.

[Part 2](#) provides a very brief overview of the many ways in which local authority staff may come across victims of human trafficking and exploitation, the instances in which local authority staff may identify victims, and the means by which local authorities are required to refer and support victims, and deter and disrupt criminal activities. Part 2 also outlines approaches to partnership working.

[Part 3](#) explores local authorities' role to identify victims in more detail, with a checklist of some of the common potential signs.

[Part 4](#) explores local authorities' role in referring victims to the National Referral Mechanism (NRM), with an overview of the purpose and benefits of the NRM, and the referral process.

[Part 5](#) considers local authorities' duties to safeguard and support adult and child victims. There is a flowchart of the referral and support process, and a factsheet outlining key considerations when providing support.

[Part 6](#) outlines local authorities' specific powers to disrupt and deter criminal activity via regulatory and licensing duties, community safety partnerships, and responsible procurement practices to seek to remove human trafficking and exploitation from supply chains.

[Part 7](#) is a directory of useful websites and resources, including a list of training providers.

[Part 8](#) is a suite of tools that can be used for awareness raising and training. Some are available as Word documents so you can edit them (available to download separately on our website).

It is our hope that this guidance will be a catalyst for increased work in this field and that over time we build up a community of practice and network of practitioners to better support local authorities in this field.

If you have any questions regarding the guidance or implementing it in your council's work, please get in touch with COSLA Migration Team via our website:

<http://www.migrationscotland.org.uk/about/contact-us>

PART ONE – Introduction

What is Human Trafficking and Exploitation?

Human trafficking and exploitation are complex and hidden crimes, as well as abuses of human rights and dignity.

Human trafficking is often referred to as a hidden crime, and one which is often ‘hidden in plain sight’. There is widespread acknowledgement that the full scale of human trafficking in Scotland is as yet unknown, due to underreporting and a lack of familiarity about the many forms that human trafficking can take. Many think that human trafficking is a crime mostly confined to major cities. However, victims of human trafficking have been found in towns, villages and rural areas. There is also a perception that trafficking is about people from out with the UK. However, UK-wide statistics show that UK citizens can, and have been, trafficked and exploited.

Police Scotland has confirmed reported incidences of human trafficking and exploitation in **all** 32 Scottish local authorities. Therefore, **all** local authorities need to consider means of protecting and assisting victims of human trafficking. Some of these people will also be subject to immigration control and may therefore require accommodation and support.

Human Trafficking is commonly confused with people smuggling. Smuggling involves transfer across international borders, while trafficking can occur across international borders or within a country. In smuggling, there is usually one single transfer of money and once the individual has arrived at a destination they disengage from the smuggler and are free to make their own decisions, while in trafficking the victim is exploited over a period of time. Although two distinctively different crimes, the underlying factors that give rise to each are often linked, and it is not uncommon that individuals who are smuggled into the UK become victims of trafficking and exploitation.

The Law in Scotland

The Human Trafficking and Exploitation Act (Scotland) Act 2015 was unanimously passed by the Scottish Parliament in October 2015. This Act defines the offences of human trafficking and exploitation.

A person who performs any of the following actions with a view to another person being exploited commits an offence of **human trafficking**:

- recruitment of another person;
- transportation or transfer of another person;
- harbouring or receiving of another person;
- exchange or transfer of control over another person; or
- the arrangement or facilitation of any of the actions mentioned above.

This offence does not always require coercive means such as threats or intimidation to be present and it is irrelevant whether the victim 'consented' to any part of the action.

There is **no requirement for the victim to have been moved**, either from overseas or within the UK, to constitute an offence.

A person commits an offence of **slavery, servitude and forced or compulsory labour** if:

- the person holds another person in slavery or servitude and the circumstances are such that the person knows or ought to know that the other person is so held, or
- the person requires another person to perform forced or compulsory labour and the circumstances are such that the person knows or ought to know that the other person is being required to perform such labour.

A crime is committed even if the victim gives their consent.

The Act provides a range of improved protections for victims, including a statutory duty on Scottish Ministers to provide support and assistance to victims.

There is **presumption against prosecution** of persons who are the victims of trafficking, slavery, servitude or forced or compulsory labour and who have committed offences as a consequence thereof.¹

1

https://www.copfs.gov.uk/images/Documents/Victims_and_Witnesses/HumanTrafficking/Lord%20Advocates%20Instructions%20for%20Prosecutors%20when%20considering%20Prosecution%20of%20Victims%20of%20Human%20Trafficking%20and%20Exploitation.pdf

Forms of Trafficking and Exploitation

People can be trafficked for the purpose of exploitation for numerous reasons. **Victims can be subjected to more than one form of exploitation, e.g. commercial sexual exploitation and criminal exploitation in the form of shop-lifting.**

Sexual exploitation: victims may be forced into prostitution, pornography or lap dancing for little or no pay. They may be deprived of their freedom of movement, subjected to threats and violence or the perpetrator may be psychologically controlling and abusive. They may be made to live in very poor conditions and forced to have sex with their perpetrators or other paying customers. Victims may be advertised online, in 'mainstream' sex markets and sexual entertainment venues.

Child sexual exploitation is a form of child sexual abuse in which a person(s), of any age takes advantage of a power imbalance to force or entice a child into engaging in sexual activity *in return for something* received by the child and/or those perpetrating or facilitating the abuse. As with other forms of child sexual abuse, the presence of perceived consent does not undermine the abusive nature of the act.²

Labour exploitation: a victim is made to work with little or no pay, and may face violence or threats. If they are foreign nationals, their passports may be confiscated by their exploiters and they may be made to live in very poor conditions and under constant threat. Victims may also be regularly physically, emotionally, sexually abused, assaulted or raped as part of their experience.

Forced criminality: individuals who have been the victims of human trafficking or exploitation are vulnerable to being forced to participate in a range of illegal activities including pick pocketing, shop lifting, cannabis cultivation, county lines exploitation and other activities. The Lord Advocate has published specific instructions against prosecution for victims of trafficking, slavery, servitude or forced or compulsory labour who have committed offences as a consequence thereof.³

Organ harvesting: victims are trafficked in order for their internal organs (typically kidneys or the liver) to be harvested for transplant.

Domestic servitude: victims work in a household where they may be ill-treated, humiliated, subjected to exhausting hours, forced to work and live under unbearable conditions or forced to work for little or no pay.

Debt bondage can be present in many forms of exploitation, and can take a range of forms. Debts may arise out of the exploitation itself, for example in relation to accommodation or travel fees, with victims having little or no control over their debt and little or no way to pay it back. Costs may be deducted from their wages, leading to further debts being accrued. A

² <https://www.gov.scot/policies/child-protection/child-sexual-exploitation/>

³

https://www.copfs.gov.uk/images/Documents/Victims_and_Witnesses/HumanTrafficking/Lord%20Advocates%20Instructions%20for%20Prosecutors%20when%20considering%20Prosecution%20of%20Victims%20of%20Human%20Trafficking%20and%20Exploitation.pdf

person may be forced to work to pay off the debt and it can also be used as a means of controlling a victim and keeping them enslaved.

Financial exploitation: for example benefit fraud, where benefits are falsely claimed by perpetrators on behalf of their workers; bank accounts being opened in a victim's name but used by perpetrators; or workers' wages being paid directly into the exploiters' own bank accounts by companies who think they are paying the worker.

'County Lines' is a term used when drug gangs from big cities expand their operations to smaller towns, often exploiting children and vulnerable people as drug runners. These dealers will use dedicated mobile phone lines, known as 'deal lines', to take orders from drug users. In most instances, the users or customers will live in a different area to where the dealers and networks are based, so drug runners are needed to transport the drugs and collect payment.

Remember

- Victims CANNOT give consent to being trafficked or exploited (even if they think they have)
- Victims DO NOT HAVE TO BE MOVED for a trafficking offence to have taken place
- Victims CAN BE UK or foreign nationals, male or female, children or adults.

Trafficking and Exploitation Strategy for Scotland

The Scottish Government worked with a wide range of organisations and individuals to develop and agree the *Trafficking and Exploitation Strategy for Scotland*.

The Strategy brings together, and builds on, all the valuable work already undertaken by the Scottish Government, local authorities, Police Scotland, the Crown Office and Procurator Fiscal Service (COPFS), NHS Scotland and expert third sector organisations to provide support for victims and take action against perpetrators.

COSLA's Community Wellbeing Board has endorsed the involvement of local authorities in this strategy and COSLA's Community Wellbeing Spokesperson is a member of the Trafficking and Exploitation Strategic Oversight Group which is chaired by the Cabinet Secretary for Justice.

The strategy has three action areas:

- **Action Area 1:** identify victims and support them to safety and recovery
- **Action Area 2:** identify perpetrators and disrupt their activity
- **Action Area 3:** address the conditions that foster trafficking and exploitation

Additionally, the **Child Trafficking Strategy Group** looks at the specific needs of child victims in more detail, seeking to promote better understanding of situations that can lead to routes into trafficking and exploitation for children; to ensure trafficked children receive a high standard of care; and to make sure that children have access to the support they need to recover.

COSLA chairs Actions Area 1, has representation on the other groups, and is supporting Scottish local authorities to develop collaborative approaches to implementing the Strategy.

The strategy can be read here:

<https://www.gov.scot/publications/trafficking-exploitation-strategy/>

The first annual progress report:

<https://www.gov.scot/publications/human-trafficking-exploitation-strategy-first-annual-progress-report/>

The second annual progress report:

<https://www.gov.scot/publications/trafficking-exploitation-strategy-second-annual-progress-report/>

Equally Safe – Scotland’s Strategy to Prevent and Eradicate Violence against Women and Girls

This strategy and linked delivery plan is co-owned by COSLA and the Scottish Government and was developed in collaboration with multi-agency partners. This strategy flows from the Scottish Government's adoption of a gendered analysis of violence against women.

It places the different forms of violence against women within the gendered reality of men's and women's lives, what it means to be a man and a woman in our society and the status and privileges which are afforded to us depending on whether we are born a man or a woman. It includes women and girls across all protected characteristics defined by equality legislation - age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion and belief and sexual orientation.

Under the Equally Safe Strategy, violence against women and girls encompasses (but is not limited to):

- physical, sexual and psychological violence occurring in the family (including children and young people), within the general community or in institutions, including
- domestic abuse, rape, and incest;
- sexual harassment, bullying and intimidation in any public or private space, including work;
- commercial sexual exploitation, including prostitution, lap dancing, stripping,
- pornography and trafficking;
- child sexual abuse, including familial sexual abuse, child sexual exploitation and online abuse;
- so called 'honour based' violence, including dowry related violence, female genital mutilation, forced and child marriages, and 'honour' crimes.

Equally Safe acknowledges that women and girls are at an increased risk of violence and abuse because they are female. The explicit inclusion of girls in the scope of the Strategy aligns with the UN definition of violence against women that includes the girl child, reflecting that this risk is present throughout life.

The strategy can be read here:

<https://www.gov.scot/publications/equally-safe-delivery-plan-scotlands-strategy-prevent-violence-against-women/>

PART TWO – Human Trafficking and Local Authorities

Human trafficking and exploitation intersect with many services that local authorities provide, and therefore raising awareness of the potential indicators, adequate referral procedures and support for vulnerable individuals should be considered across multiple local authority teams.

Identify

Identifying victims of trafficking does not fall neatly within the remit of one department. It requires all staff to be vigilant. For example: housing and homelessness services may see people who are at risk of trafficking through undertaking homelessness assessments, or through housing inspections they might come across victims living in substandard accommodation; frontline workers in schools may come into contact with individuals who bear physical signs that might suggest they are a victim; councillors may hear concerns from residents about particular businesses or houses in their areas or hear reports about sex being available for sale from a building in the area; and repairs and maintenance staff may have access to premises where they might spot signs of trafficking or exploitation.

See [potential signs](#).

Refer

Local authorities are a specified public authority that can refer victims to the National Referral Mechanism, a UK-wide system for providing specialist support to victims. A victim must provide consent for a referral to take place.

See [National Referral Mechanism \(NRM\)](#)

Support

Local authorities are required to attend to the *immediate* needs of victims under statutory safeguarding duties. Local authorities have specific safeguarding duties towards all child victims, and are able to make referrals to specialist victim support services for adults. Local authority teams also need to consider if or how longer term social and psychological needs should be met once such provision has ended.

See [support](#).

Disrupt and deter

Local authorities have an additional role to play in assisting the police in disrupting organised criminal networks and reducing demand for victims of trafficking in their area. Trading Standards, licensing, environmental health and other regulatory services have various powers to investigate and enter premises, increasing opportunities to identify victims and perpetrators. Further enforcement powers can be used to disrupt and deter criminal activity. Local authority procurement teams can ensure that their own supply chains for goods and services are not complicit in any act of human trafficking and exploitation, therefore **disrupting** criminal activity.

See [disrupt and deter](#).

Considerations for partnership working

Owing to the scale and complexity of these crimes, support provision needs to be carried out in a co-ordinated multi-agency manner **to identify and support potential victims of human trafficking and exploitation**. Councils will need to cooperate with agencies including Police Scotland, Crown Office and Procurator Fiscal Service (COPFS), NHS Scotland, Violence Against Women Partnerships, Health and Social Care Partnerships, support providers, UK agencies, third sector organisations and other Local Government departments to support victims.

Local authorities should think about the most effective means of tackling these crimes in their area. It may be that existing structures, such as Chief Officers Groups, Community Planning Partnerships, Child Protection Committees, Adult Protection Committees and Multi-Agency Public Protection Arrangements (MAPPA) evolve and work together to take a lead on human trafficking and exploitation, or it may be that local organisations and agencies develop their own specific structures.

Approaches will naturally have to reflect the local landscape. However, fundamentally, Scottish local authorities **should**:

- establish a protocol (see case studies below) for making referrals and ensure all staff have access to it via internal systems; and
- establish approaches to training and awareness raising across all council departments that is appropriate and tailored for different staff needs. See [website directory](#) for providers;
- ensure processes and professional development opportunities ensure a human rights approach.

Local authorities **may** also want to consider:

- undertaking a risk assessment to identify geographic, economic and demographic factors that are likely to lead to trafficking, including identification of particularly vulnerable groups (women, girls, vulnerable young people, young people transitioning across child to adult services, disabled women, men, children and young people etc);
- applying a gendered analysis and broader equalities impact assessment to planning, monitoring and evaluation
- assigning a team or lead officer to cascade training, raise awareness, collate intelligence and act as a point of contact on all matters relating to human trafficking and exploitation, including to collate, administer and quality assure NRM referrals;
- capitalising on pre-existing partnerships for sharing knowledge and providing support to vulnerable groups;
- developing partnerships across local authority boundaries to coordinate work in this field, including coordination between local authority services, social services, children and young people teams, the police, NGOs, private sector and other multi-agency partnerships; Police Scotland divisions, which cover multiple local authority boundaries, might be a natural basis on which to plan this; and

- developing inter-agency intelligence and referral protocols.

The Independent Anti-Slavery Commissioner (IASC), in collaboration with the University of Nottingham Rights Lab, has produced a partnership toolkit to help local organisations and agencies work better together to tackle human trafficking and exploitation. Resources include checklists, a governance library and free quality assured training resources - <https://iasctoolkit.nottingham.ac.uk/>

IASC and the University of Nottingham Rights Lab have also compiled case studies of multi-agency partnerships across the UK - <http://iascmap.nottingham.ac.uk/>

Local Authority Case Study One

Glasgow Child Protection Committee - Child Trafficking and Exploitation Inter Agency Guidance

This guidance has been developed to support front line practitioners and their managers who are working with children and young people who may be suffering significant harm or who are at risk of suffering harm through child trafficking and exploitation. It enables identification and informs appropriate responses in relation to children and young people's support and protection needs.

<https://www.glasgowchildprotection.org.uk/CHttpHandler.ashx?id=12917&p=0>

Note: Inter-agency guidance for adult victims is currently being drafted.

PART THREE – Local authorities’ role to identify potential victims

The Impact of Human Trafficking and Exploitation

The effects of trafficking vary depending on the type of trafficking and the specific situation and victims may be subject to physical, psychological, and social impacts.

Traffickers establish control over their victims using a wide range of physical and psychological methods. These can include:

- physical violence and threats of physical violence to victims and / or their families;
- misinforming victims about their how authorities will respond, e.g. potential of imprisonment and deportation;
- forced substance abuse;
- coercing them into participating in criminal behaviours; and
- isolating victims from others and limiting their movement and access to services.

Victims may be exposed to injury and serious health risks due to poor living and working conditions. There are resultant harms caused by trauma, sexually transmitted diseases, unwanted or enforced pregnancies and/or abortions. Trafficked persons may be exposed to or be forced to engage with substance abuse. Victims may have limited access to basic necessities such as safety, food, sleep, hygiene, and medical care which can have serious impacts on long- and short-term health.

Psychologically, victims are denied their basic human rights, resulting in loss of personal autonomy and space for personal action. Perpetrators are likely to use a combination of coercively controlling behaviours to create compliance in victims -this may or may not require the use of actual physical violence to ensure control. Survivors can live in fear that their traffickers will find them, and re-traffic them, which can lead to distrust of others. Research indicates that there is a high prevalence of mental health difficulties within this population including post-traumatic stress, anxiety and depression.

Potential Signs of Human Trafficking and Exploitation

Victims of trafficking and exploitation don’t always self-identify as being exploited. Victims may also have difficulty identifying their trafficker as the person who has exploited them because they are a relative, primary care giver, partner, friend, or have an emotional or financial dependency on that individual. Victims are likely to have been groomed, believing that their traffickers are helping them improve their life, be a ‘short term’ solution to current challenges.

They may see their current situation as an improvement on past experiences i.e. an orphaned street child living in extreme poverty who is offered food and shelter in exchange for cleaning, cooking and looking after children in a family home, may see this as better than living on the streets despite being exploited.

Victims may feel ashamed and confused, particularly if they have been coerced into criminal or abuse behaviours towards others, or if they have been programmed to believe they are to blame for their situation. They may be too frightened to tell someone what is happening to them for fear of repercussions, including threats to their lives or the lives of their families.

However, there are indicators that can help establish if a person is a potential victim of trafficking. Police Scotland have outlined some of the potential signs of human trafficking and exploitation⁴ which are summarised in a factsheet [below](#).

The list is not exhaustive and not all indicators will necessarily be present in all situations. It is also important to take into account the type of crime taking place, the situation and the environment when making observations.

It is important that *all* frontline staff are aware of the impact of human trafficking and exploitation and the potential signs that they may encounter in their role. Procedures need to be in place to ensure that all relevant actors are aware of any suspicions of trafficking, and this information must be shared quickly and confidentially.

For more information on indicators:

United Nations Office on Drugs and Crime Indicators

https://www.unodc.org/pdf/HT_indicators_E_LOWRES.pdf

Modern Slavery Helpline, Spot the Signs

<https://www.modernslaveryhelpline.org/about/spot-the-signs>

Migrant Help, Spot the Signs

<https://www.migranthelpuk.org/spot-the-signs>

⁴ <https://www.scotland.police.uk/keep-safe/advice-for-victims-of-crime/human-trafficking/potential-signs-of-human-trafficking/>

Indicators of Human Trafficking and Exploitation Factsheet

Human Trafficking and Exploitation can happen everywhere so look for the signs. This list is not exhaustive and not all indicators will be present in all situations.

General indicators

- Passport or documents held by someone else.
- Others speaking for people you are talking to.
- Expression of fear, anxiety or hypervigilance.
- The person is withdrawn or submissive
- Excessive working hours.
- Highly distrustful of law enforcement or authorities.
- Person has false documents.
- Found in/connected to a location likely to be used for exploitation.
- Not knowing address of where they work or live.
- Poor or sub-standard living accommodation.
- Injuries apparently as a result of an assault.
- Injuries apparently from restraint measures.
- Lack of access to earnings.
- Any evidence of control over movement either as an individual or a group.
- The person acts as if instructed by another.
- Afraid of saying what their immigration status is.
- Their appearance suggests general physical neglect.
- They appear to be moving location frequently.
- They are not registered with a GP, nursery or school.
- They have old or serious injuries left untreated or treated late and are vague and reluctant to explain how the injury occurred.
- They give a vague and inconsistent explanation of where they live, their work or schooling.

Source: <https://www.scotland.police.uk/keep-safe/advice-for-victims-of-crime/human-trafficking/potential-signs-of-human-trafficking/>

Potential signs of sexual exploitation

- Occupants are rarely seen outside.
- Occupants of premises change regularly.
- Male callers day and night staying for only a short time.
- Sexual debris such as condoms, call cards, advertisements.

Potential signs of forced labour

- Large number of individuals living in the same address.
- Occupants change regularly.
- Van transporting people at unusual times of the day and/or night.
- Workers movements are monitored and/or controlled by others.
- Workers may seem fearful of employers, police or any other external agency and poorly integrate with the wider community.
- Employers, or someone else, is holding their passport and/or legal documents.
- Workers have no days off or holiday time.
- Workers display signs of physical abuse i.e. bruises, cuts and signs of untreated medical problems.
- Workers display signs of malnutrition, dehydration, exhaustion and poor personal hygiene.

Potential signs of domestic servitude

- The person is rarely allowed out of the house, unless their employer or guardian is with them.
- They have no private space or a proper place to sleep e.g. on the floor or sofa.
- They have a poor diet or are given the family's leftover food to eat.
- They are subject to mental, physical, sexual abuse, threats or other cruelty.
- A child may have poor attendance at school, no access to education and no time to play with their peers.
- There is no interaction with the family, friends or other authorities.
- Multiple female foreign nationals living at the same address.

Local Authority Case Study Two

Forth Valley's Multi Agency Guidance in relation to human trafficking and exploitation

In Forth Valley, multi-agency guidance on adult and child protection procedures and processes has been produced which includes specific guidance on human trafficking. This reflects the need for services to work together effectively to respond to victims of human trafficking across Forth Valley. The guidance is accompanied by a suite of protocol and assessment documents for use by partners across the region.

Forth Valley Human Trafficking Guidance (.doc file download)

<https://www.stirling.gov.uk/media/8904/forth-valley-human-trafficking-guidance-final.doc>

Forth Valley Inter Agency Adult protection guidance and procedures

<https://www.clacks.gov.uk/site/documents/socialservices/forthvalleyinteragencyadultsupportandprotectionguidanceandprocedures/>

Forth Valley Inter Agency Child Protection Resources

<https://www.clacks.gov.uk/children/cpcommitteeresources/>

PART FOUR – Scottish Local Authorities’ Role to Refer Victims

National Referral Mechanism (NRM)

The **National Referral Mechanism (NRM)** is a UK-wide mechanism for identifying and referring victims of human trafficking and exploitation to specialist support.

For a flowchart of the referral and support process see [here](#).

Referrals are made by specified organisations and public bodies: local authorities, Police Scotland, British Transport Police, UK Government Agencies (UKVI, Border Force and Immigration Enforcement), Trafficking Awareness Raising Alliance (TARA), Migrant Help, and Gangmasters and Labour Abuse Authority (GLAA).

Local authorities should have a protocol in place to process referrals, and staff should be made aware of who to approach for support. Those who are responsible for making referrals should be trained and have a thorough understanding of the NRM process and human trafficking and exploitation. Best practice further recommends an understanding of trauma-informed and victim-centred approaches.

The NRM Process

Consent

Adults must give informed consent to be referred to the NRM. Councils should seek to provide easily accessible advice to potential victims regarding:

- what the NRM is;
- what support is available through it;
- what the possible outcomes are for an individual being referred; and
- what data will be shared.

For adults, specifically, entering the NRM gives access to specialist services for victims of trafficking and exploitation. Additionally, ensuring that NRM statistics are as accurate as possible helps build a clearer picture about the scope of human trafficking and exploitation in the UK and enables national partners to better tackle the root causes.

No consent is required to refer children to the NRM. A referral should be made as part of the child protection duties of local authorities and should be taken within the relevant frameworks. A referral to the NRM is not necessary for the child to receive appropriate support. Similarly, a referral to the NRM is not a substitute for standard child protection procedures which should continue in tandem.

If you suspect that the victim’s life is in immediate danger you should contact Police Scotland on 999.

Referral

Referrals are sent to a central body in the Home Office named the Single Competent Authority (SCA), which investigates all NRM referrals. While a case is being processed, the potential victim is entitled to intensive support and specialist care for 90 days that will better enable them to rebuild their lives. For information on support, see [Part Five](#).

Local authority staff should follow existing data sharing and processing procedures with regard to their duty of care to adults and children.

If consent is not given, you can still make a third-party referral to the police to be considered for investigation and protection. The individual is still considered vulnerable and should receive support according to statutory protection procedures.

First Responders are required to submit an NRM referral through a single online form regardless of their location in the UK, or whether the victim is an adult or child.

<https://www.modernslavery.gov.uk/start>

Decision making

Only trained specialists within the SCA can determine whether trafficking or exploitation has taken place. The SCA will first decide if there are 'reasonable grounds' to believe that the person is a victim and, if the decision is positive, will proceed to assess the case further to decide whether the person is, conclusively, a victim of human trafficking and exploitation.

Throughout this period, specialised victim support is made available. See [Part Five](#) for more information.

Duty to Notify

The Human Trafficking and Exploitation (Scotland) Act 2015 provides for a duty to be placed on specified Scottish public authorities, including local authorities, to notify Police Scotland about a person who is, or appears to be, a victim of human trafficking or exploitation.

A Scottish Government consultation on Duty to Notify was published on 16th June 2019 and closed on 6th September. This guidance will be updated to reflect the outcome of the consultation.

2018 NRM Referral Statistics for Scotland

According to the National Crime Agency's end of year statistics,⁵ in 2018, the NRM received 228 referrals of potential victims where the referral was subsequently sent to Police Scotland for crime recording considerations; this represents a 10% increase on the 2017 indicative figure and 3.2% of all UK referrals to the NRM.

The 228 referrals were comprised of 89 females (39%) and 139 males (61%). There were 175 (77%) individuals referred for adult exploitation categories and 53 (23%) referred for exploitation as a minor.

In Scotland in 2018, 52 females and 7 males were referred for sexual exploitation crimes; while 6 females and 93 males were referred for labour exploitation crimes.

Local Authority Case Study Three

West Dunbartonshire Council adult and child protection website

West Dunbartonshire Community Planning Partnership and Public Protection Chief Officers group have published guidance about adult and child protection matters, including specific information about child sexual exploitation. The general public, local authority staff and partners can get more information and report concerns. Direct involvement of the Community Planning Partnership highlights the importance of partnership working.

<http://www.wdhscp.org.uk/public-protection/>

⁵ <https://nationalcrimeagency.gov.uk/who-we-are/publications/282-national-referral-mechanism-statistics-end-of-year-summary-2018/file>

PART FIVE - Support for victims of human trafficking and exploitation

Regulations made by Scottish Ministers under Sections 9 and 10 of the Human Trafficking and Exploitation (Scotland) Act 2015 define the relevant period during which Scottish Ministers must secure the provision of support and assistance to adult victims where there are reasonable grounds to believe that an adult is a victim of an offence of human trafficking under Section 1 of the Act and / or a victim of an offence of slavery, servitude and forced or compulsory labour under Section 4 of the Act.⁶ This support is delivered in practice through the NRM.

In Scotland, the relevant period whereby support is provided under the NRM system has been defined as 90 days or until a conclusive grounds decision is made, whichever comes sooner. In some cases, support may be offered beyond the 90 days if a “Conclusive Grounds” decision has not yet been made.

Under section 9(3) of the 2015 Act, Scottish Ministers may provide support and assistance for an adult during the period in which the SCA is making a reasonable grounds decision and for such a period as thought appropriate after a conclusive determination is made. The Human Trafficking and Exploitation (Scotland) Act 2015 (Support for Victims) Regulations 2018⁷ also provide for the same provision of support out with the relevant period for victims of a Section 4 offences.

Adults

In Scotland, the following organisations provide support to adult victims (see [contact details](#)):

- **Trafficking Awareness Raising Alliance (TARA)** – for potential adult female victims of commercial sexual exploitation only;
- **Migrant Help** – for all other potential adult victims of human trafficking or exploitation.

Both TARA and Migrant Help may apply discretion and continue to provide some support based on the needs of the victim beyond the NRM process.

The support and assistance available to potential victims includes (but is not limited to) the following:

- Accommodation;
- Support with day to day living;
- Medical advice and treatment (including psychological assessment and treatment);
- Language translation and interpretation;
- Counselling;
- Legal advice;

⁶ <http://www.legislation.gov.uk/asp/2015/12/section/9/enacted>

⁷ <http://www.legislation.gov.uk/ssi/2018/90/contents/made>

- Signposting to other services; and
- Repatriation.

When NRM support ends, local authorities assume responsibility for accommodation and other support in line with their existing statutory obligations e.g. adult support and protection and supporting vulnerable groups.

In addition, local authorities retain a statutory duty to assess risk and provide support in line with the relevant adult and child protection regulations and legislation.

If the individual has additional needs, other than as a result of being a victim, for example drug or alcohol addictions, NRM support will not meet these additional needs. Local authorities will be required to fulfil their statutory duties in this regard.

Adults that do not consent to entering NRM support may also require signposting to immigration advice. Local authority officers working in frontline services need to be able to understand how a person's immigration status affects their entitlement to benefits and other services, in order to ensure that people receive all of the services they are entitled to, establish correct referral routes, and take any necessary steps to alleviate destitution.

COSLA Migration Team has produced guidance on the rights and entitlements of individuals with no recourse to public funds (NRPF) with specific advice regarding victims of human trafficking and exploitation

<http://www.migrationscotland.org.uk/migrants-rights-entitlements/survivors-trafficking-and-modern-slavery/17-1-human-trafficking>

NRM support should be taken into account as a service for meeting needs, and reducing risk, but is not a substitute for an independent local authority assessment of its own responsibilities towards victims in their area.

If an adult does not consent to entering the NRM, they should still be assessed according to statutory adult support and protection duties. You can also make a third-party referral to the police to be considered for investigation and protection.

Children

For children, entering the NRM is not a substitute for statutory child-protection services.

A child victim of human trafficking or exploitation is a victim of child abuse, therefore the local authority's statutory duties are automatically triggered. Any person or agency should contact police or social work when they hold concerns that a child may have been trafficked.

In all cases where it is suspected that a child may be a victim of trafficking or exploitation, the child's safety is paramount and child protection procedures must be activated immediately. An Inter-Agency Referral Discussion (IRD) is the first formal multi-agency

consideration of the need for a co-ordinated child protection investigation. Inter-agency child protection processes will ensure NRM referral if there is reason to believe a child may have been trafficked. All steps taken have a focus upon the child's safety, health and wellbeing.

Indicators of risk and need in relation to trafficking and child sexual exploitation are underpinned by the GIRFEC (Getting It Right For Every Child) practice model, which provides a shared basic inter-agency foundation for risk assessment and child protection.

Where trafficked children are also unaccompanied, then the local authority will provide accommodation and support under *Section 25 of the Children (Scotland) Act 1995*.

All trafficked children, irrespective of nationality or immigration status, are entitled to the same level of care and protection, and to have their welfare safeguarded and promoted as those normally resident in the UK. Child protection and safeguarding procedures take precedence over immigration status.

The Human Trafficking and Exploitation (Scotland) Act 2015 specifically requires relevant authorities to presume that a victim of human trafficking is a child in circumstances where the age of a victim is uncertain, but there are reasonable grounds to believe that the victim is a child under 18 years of age. Where concerns exist that a young person has been trafficked (or experienced any other form of child abuse) this is a child protection matter and will have priority over the age assessment task - statutory powers and obligations must be carried out until an age assessment is carried out.

Scottish Government, in partnership with COSLA, local authorities and other statutory bodies have produced an **Age Assessment Practice Guidance** to support social workers, their managers and others involved in undertaking and contributing to age assessments. <http://www.migrationscotland.org.uk/migration-information/resources/age-assessment-guidance>

Scottish Government's **National Guidance for Child Protection in Scotland** provides a framework for agencies and practitioners at local level to agree processes for working together to safeguard and promote child wellbeing. This is currently under revision and this link will be updated accordingly. <https://www.gov.scot/publications/national-guidance-child-protection-scotland/>

The decision to refer a child as a potential victim of trafficking under the NRM falls within child protection duties of local authorities and should be taken within the relevant frameworks. The Scottish Government has set out **Inter-Agency Guidance for Child Trafficking**, and local authorities should have regard to this guidance in designing their own policies and procedures. <https://www2.gov.scot/resource/0043/00437636.pdf>

The Human Trafficking and Exploitation (Scotland) Act 2015 places a duty on Scottish Ministers to introduce a new Independent Child Trafficking Guardian role. This provision will enable an appropriate person (an "Independent Child Trafficking Guardian") to be

appointed to assist, support and represent an eligible child. This is intended to complement the role and responsibilities of the existing statutory agencies. The Scottish Guardianship Service will continue to provide support to child victims of trafficking until the new service is in place.

A public consultation on the roles and responsibilities of the Independent Child Trafficking Guardian was published in August 2019 and closes on 17 November 2019. This consultation seeks views that will inform the development of the new service. This guidance will be updated accordingly.

Local Authority Case Study Four

City of Edinburgh Council's multi-agency protocol

The Council's Social Work Service is the primary service provider for safeguarding and responding to the needs of child victims of trafficking recovered from Edinburgh, regardless of their nationality or immigration status.

In all cases involving adults, an Inter-agency Referral Discussion (IRD), between social work, health and the police, identifies the victim and signposts them to support services including health care, support and accommodation, and access to legal advice. An IRD is initiated irrespective of whether the person is an "adult at risk" as defined by the Adult Support and Protection (Scotland) Act 2007. This is because any trafficked individual, regardless of the existence of a medical condition or disability will be vulnerable by the very nature of the trafficking experience.

Based on consultation with the adult and the IRD discussion a decision is made whether to refer to the NRM.

See the full protocol:

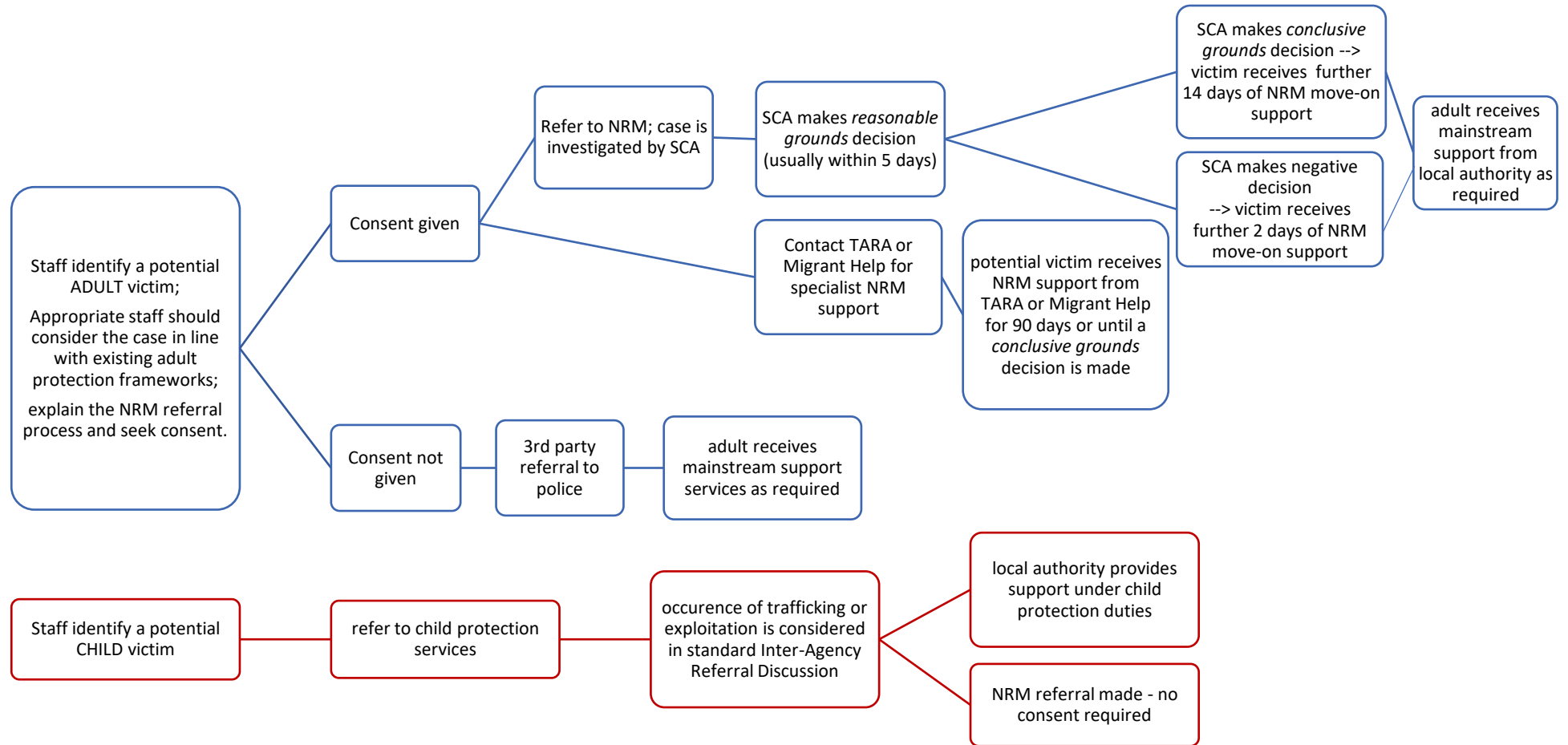
http://www.edinburgh.gov.uk/download/downloads/id/9959/multi_agency_support_protocol_for_victims_of_human_trafficking.pdf

Best practice in supporting victims of human trafficking

To achieve best practice in working with any victim of human trafficking, there are some key considerations that local authorities should take into account:

- Support must be trauma informed, human rights based and person-centred; NHS Education for Scotland have produced a Trauma Training Framework, designed to help workers across all parts of the Scottish workforce deliver trauma informed services. See [Websites and Resources](#).
- If interpretation assistance is required, only use official interpreters, and consider whether an interpreter of specific gender is required. COSLA Migration Team's [Migrants' Rights and Entitlements Guidance](#) outlines key considerations when working with interpreters.
- Support should be culturally sensitive, taking into account cultural or religious requirements;
- Some individuals might have a heightened fear of authorities, particularly law enforcement bodies, and so attempts should be made to dispel fears and establish trust and rapport;
- Risk assessments and individual safety plans should be made around access to communications, contact with relatives or potential traffickers and freedom of movement;
- Owing to the impact of these crimes on an individual, the victim may not readily communicate verbally - look out for signs of non-verbal communication and body language;
- Keep a note of any communications with the victim, noting down any key details such as locations, nationalities, methods used by the perpetrator that might support an NRM referral and law enforcement agencies;
- Accommodation should be safe, secure and suitable, considering needs for gender-specific accommodation, and whether single or shared accommodation is appropriate;
- If a victim has committed a crime or an immigration offence as a result of being a victim of human trafficking or exploitation, don't treat them as suspects – safeguarding and wellbeing of the victim are the priority. There are protections against inappropriate prosecution of victims of slavery and trafficking for crimes committed as part of, or resulting from, their exploitation;
- Additional support provision might be required during, and beyond, NRM support, for example mental health support, legal advice, education for children and young people, ESOL, signposting to external support and wellbeing services.

Flowchart overview of referral and support process



PART SIX – Local authorities’ powers to disrupt and deter

Regulatory powers and duties

Council officers are in a rare, and often unique, position to spot the signs of human trafficking. Furthermore, in the course of their normal duties, the action they take can disrupt and deter criminal activities.

Regulatory powers that are granted to local authorities can be a crucial means of mitigating against conditions that leave individuals vulnerable to exploitation and disrupting the activities of perpetrators. Services that can exercise these powers include, but are not limited to, trading standards, environmental health, licensing, planning, building control, housing, and fire safety.

These services have powers to enter and investigate where there are concerns about a specific business or premises. In certain circumstances, legislation enables authorised officers to seize and detain goods and documents, demand that certain actions are stopped or undertaken, bring about legal proceedings, and initiate injunctive actions and seek the recovery of proceeds of crime. In the course of normal regulatory activity local authority officers may see evidence of trafficking or exploitation and be in a position to report it.

The following table is not an exhaustive list of councils’ powers and duties but is intended to serve as an outline.

Function and legislation	Overview
<i>Procurement</i>	Councils’ procurement activities must be conducted in a fair and transparent manner with due respect for fair work policies, in an effort to avoid buying into supply chains that are susceptible to human trafficking or exploitation. <i>For more information see Procurement and Supply Chains.</i>
<i>Licensing and regulatory powers</i>	Councils powers to license and regulate services include, but are not limited to, taxi operators and drivers, public entertainment, street traders, sex shops and sexual entertainment venues. Councils have the authority to deny a license where there is suspicion that the proprietor is complicit in criminal activity. Further provisions give local authority officers the right of entry and inspection; and license holders who are found to be conducting criminal activities are liable to conviction.
<i>Planning</i>	Councils can issue enforcement notices if it appears there has been a breach of planning control; and authorised persons can, at a reasonable hour, enter land for investigatory and enforcement purposes.
<i>Housing</i>	Councils have a duty to carry out inspections of properties they hold to identify overcrowding. Landlords and occupiers are guilty of an offence if they cause or permit overcrowding and local authorities have a duty to enforce provisions in legislation

	regarding overcrowding. Local authorities have a duty to carry secure accommodation for individuals who present themselves as homeless and carry out assessments to prevent and alleviate homelessness in its area, thereby seeking to mitigate the conditions that can lead to vulnerable people being exploited.
<i>Adult and child protection</i>	Local authorities have duties to support vulnerable groups, which can mitigate against conditions that make people vulnerable to exploitation.

Community Safety Partnerships

Community Safety Partnerships are able to work together to identify and disrupt criminal activity both nationally and locally. They are strategic partnerships, within the Community Planning structures, of organisations working together to create and support safer communities and will have access to information, intelligence and links to local communities.

They typically include a range of both national and local organisations and elected members and officers. Community safety officers (including community wardens and anti-social behaviour officers) may come across trafficking or exploitation whilst working on issues around serious and organised crime, gangs, drug selling and other crimes committed within their area. Officers may also receive complaints about anti-social behaviour relating to exploitative activities such as sex work.

Procurement and Supply Chains

Victims of trafficking and exploitation can be found in businesses and supply chains. Trafficking and exploitation may occur in relation to a large range of raw materials, products and services, both at home and overseas. Robust public procurement strategies are therefore important means of tackling these crimes.

Scottish procurement regulations place a statutory obligation on public bodies to include relevant clauses in their contracts to ensure that those they contract with comply with environmental, social and employment law obligations.

In particular, statutory guidance under the Procurement Reform (Scotland) Act 2014 was published on 5 October 2015, providing guidance to public bodies on how to evaluate fair work practices when selecting tenderers and awarding contracts. Additional supporting guidance has been issued to public bodies, which includes contract conditions that bodies can adapt for use in their contracts.

COSLA is aware that some local authorities are already taking forward specific work relating to procurement, such as agreeing to implement the Charter Against Modern Slavery, amended to reflect the Scottish legislative context.

Scottish Government public sector procurement resources

[Slavery and human trafficking: guidance for businesses](https://www.gov.scot/publications/slavery-human-trafficking-guidance-businesses-scotland/pages/1/)

Businesses which provide goods or services to the public sector have a growing requirement to demonstrate what steps they are taking to mitigate violations of human rights in their supply chains. The duties placed on businesses in relation to human trafficking vary depending on the size of the business. This guidance provides tailored guidance for all businesses in Scotland; those with an annual turnover of £36 million or more; and those with an annual turnover of £36 million or less.

<https://www.gov.scot/publications/slavery-human-trafficking-guidance-businesses-scotland/pages/1/>

The [Scottish Procurement Journey](https://www.procurementjourney.scot/) is an online toolkit intended to support all levels of procurement activities and to help manage the expectations of stakeholders, customers and suppliers alike and facilitates best practice and consistency across the Scottish public sector.

<https://www.procurementjourney.scot/>

[Fair work practices and the award of public contracts : statutory guidance](https://www.gov.scot/publications/statutory-guidance-selection-tenderers-award-contracts-addressing-fair-work-practices/)

Scottish Government guidance to help public bodies evaluate fair work practices, that comply with human rights standards, when selecting tenderers and awarding contracts.

<https://www.gov.scot/publications/statutory-guidance-selection-tenderers-award-contracts-addressing-fair-work-practices/>

[Worker conditions: sustainable procurement guidance](https://www.gov.scot/publications/sustainable-procurement-guidance-worker-conditions/)

Guidance for public bodies covering the purchase of products and services where there may be concerns about human rights, working conditions and exploitation.

<https://www.gov.scot/publications/sustainable-procurement-guidance-worker-conditions/>
Sustainable Procurement Guidance

A list of guidance to help public sector bodies embed sustainability into their procurement processes.

<https://www.gov.scot/publications/sustainable-procurement-guidance/>

PART SEVEN – Websites and resources

Organisations delivering NRM victim support

Trafficking Awareness Raising Alliance (TARA)

Funded by the Scottish Government, TARA provides an assessment and support service to women over the age of 18 years who have been trafficked for commercial sexual exploitation into and across Scotland. Support can include safe accommodation for single women, a mobile phone, clothing and basic toiletries, advocacy and referrals to mainstream services, legal advice and health care. TARA cannot accommodate women with children and expect the local authority to do so. TARA will also encourage women to speak to police about their experience and assist them in that process.

TARA is a named First Responder for The National Referral Mechanism and can provide advice, guidance and additional information for partner agencies.

Tel: 0141 276 7724 (24/7)

<https://www.glasgow.gov.uk/TARA>

Migrant Help

Funded by the Scottish Government to provide support to all adult trafficking and exploitation victims except females trafficked for the purposes of commercial sexual exploitation.

Migrant Help is a named First Responder for the National Referral Mechanism and can provide advice, guidance and additional information for partner agencies

Tel: 0141 884 7900 (daytime) 0141 212 8553 (out of hours)

<http://www.migranthelpuk.org>

Scottish Guardianship Service

Independent advice, information and advocacy service for separated trafficked non-EEA children (up to age 18) and unaccompanied asylum-seeking children

<https://www.aberlour.org.uk/services/scottish-guardianship-service/>

Training providers

Trafficking Awareness Raising Alliance (TARA)

TARA offers free bespoke trainings and briefings to local authorities and frontline organisations throughout Scotland, which can cover a general overview of human trafficking and commercial sexual exploitation, supports available and First Responder training including the NRM. Topics can be tailored to the learning needs of each group. To request

more information, please contact their Trainings & Information Officer at ayesha.amin@glasgow.gov.uk or the TARA team at CommSafetyTARA@glasgow.gov.uk

Hope for Justice

Hope for Justice is keen to work with and train local authority employees, law enforcement professionals, medical professionals, social services, community outreach programmes and other frontline agencies and organisations to tackle the issue of human trafficking and exploitation. They offer training on: What is human trafficking? Spotting the signs & reporting trafficking; Legal framework for supporting victims; Public authority obligations; Working with potential victims of trafficking

<https://hopeforjustice.org/professionals/>

Stronger Together

Stronger Together is a multi-stakeholder business-led initiative aiming to reduce human trafficking and exploitation of workers in business supply chains. Their website provides guidance, training and resources. Their workshops focus on practical skills to equip businesses to tackle trafficking and exploitation, and they are very interested in working with local authorities.

<https://www.stronger2gether.org/>

The Gangmasters and Labour Abuse Authority

The GLAA can provide training on raising awareness of, and tackling, labour exploitation.

<https://www.gla.gov.uk/home/speaker-request/>

International Organisation for Migration (IOM – the UN Migration agency)

The IOM can provide both general awareness as well as train the trainer courses, depending on your needs.

<https://unitedkingdom.iom.int/what-we-do/human-trafficking-modern-slavery>
iomuk@iom.int

These are the training providers we are aware of at the date of publication. We will update this section when other opportunities become known to us.

Information and guidance

General

COSLA Migration Team

Our website has a list of resources and information on human trafficking and exploitation.

<http://www.migrationscotland.org.uk/anti-human-trafficking-and-exploitation-resources>

Migrants' Rights and Entitlements

COSLA, jointly with Scottish Government, have produced guidance to assist Scottish local authorities in meeting their statutory duties to support migrants and asylum seekers who have no recourse to public funds and are vulnerable to exploitation and trafficking. It provides information for people working in all sectors, who need to establish a migrant's

support options and entitlement to services, and highlights specific considerations for working with children and young people, adults with disabilities, and survivors of trafficking or domestic abuse, that may require a targeted response.

<http://www.migrationscotland.org.uk/migrants-rights-entitlements/introduction/1-1-how-use-guidance>

Scottish Government Human Trafficking Team

<https://www.gov.scot/policies/human-trafficking/>

Improvement Service Briefings

The Improvement Service has produced a series of briefings for Elected Members relevant to commercial sexual exploitation and tackling Violence Against Women and Girls

http://www.improvementservice.org.uk/documents/em_briefing_notes/EM-Briefing-CSE.pdf

http://www.improvementservice.org.uk/documents/em_briefing_notes/em-briefing-vawg-community-justice.pdf

http://www.improvementservice.org.uk/documents/em_briefing_notes/em-briefing-gendered-analysis-vawg.pdf

Home Office

The Home Office website hosts general information and all NRM guidance.

<https://www.gov.uk/government/collections/modern-slavery>

National Trauma Training Framework

The NHS Education for Scotland National Trauma Training Framework is designed to help workers to understand the knowledge and skills required to successfully deliver quality, evidence based trauma informed or trauma specific services to people affected by traumatic events.

<https://www.nes.scot.nhs.uk/education-and-training/by-discipline/psychology/multiprofessional-psychology/national-trauma-training-framework/framework-and-training-plan.aspx>

NHS Scotland Human Trafficking Guidance for Health Workers

NHS Scotland has published staff guidance on human trafficking and exploitation, which aims to help frontline health professionals spot the signs of trafficking and what action to take if they have concerns. The guidance is supported by an e-learning resource for NHS staff. The guidance is intended to help health workers provide assistance to meet victims immediate healthcare needs, and facilitate access to specialised human trafficking services and longer term care and protection.

<https://www.gov.scot/news/human-trafficking-guidance-for-health-workers/>

Human Trafficking Foundation Care Standards 2018

These proposed standards aim to improve service provision by ensuring that adult survivors of trafficking consistently receive high quality care wherever they are in the UK.

<https://www.antislaverycommissioner.co.uk/media/1235/slavery-and-trafficking-survivor-care-standards.pdf>

Support for children

Inter-Agency Guidance for Child Trafficking

<https://www2.gov.scot/resource/0043/00437636.pdf>

Age Assessment Practice Guidance to support social workers, their managers and others involved in undertaking and contributing to age assessments.

<http://www.migrationscotland.org.uk/migration-information/resources/age-assessment-guidance>

[Scottish Government's National Guidance for Child Protection in Scotland](#)

<https://www.gov.scot/publications/national-guidance-child-protection-scotland/>

Partnership working

Anti-Slavery Partnership Toolkit containing resources to help planning a multi-agency approach to tackling human trafficking, including a training library with free quality-assured and accredited resources.

<https://iasctoolkit.nottingham.ac.uk/>

Case studies of multi-agency partnerships across the UK

<http://iascmap.nottingham.ac.uk/>

Potential indicators

United Nations Office on Drugs and Crime Indicators

https://www.unodc.org/pdf/HT_indicators_E_LOWRES.pdf

Modern Slavery Helpline, Spot the Signs

<https://www.modernslaveryhelpline.org/about/spot-the-signs>

Migrant Help, Spot the Signs

<https://www.migranthelpuk.org/spot-the-signs>

Procurement

[Scottish Government procurement guidance for businesses](#)

This guidance provides tailored guidance for all businesses in Scotland; those with an annual turnover of £36 million or more; and those with an annual turnover of £36 million or less.

<https://www.gov.scot/publications/slavery-human-trafficking-guidance-businesses-scotland/pages/1/>

The [Scottish Procurement Journey](https://www.procurementjourney.scot/) is an online toolkit intended to support all levels of procurement activities and to help manage the expectations of stakeholders, customers and suppliers alike and facilitates best practice and consistency across the Scottish public sector.
<https://www.procurementjourney.scot/>

[Fair work practices and the award of public contracts: statutory guidance](https://www.gov.scot/publications/statutory-guidance-selection-tenderers-award-contracts-addressing-fair-work-practices/)

Scottish Government guidance to help public bodies evaluate fair work practices, that comply with human rights standards, when selecting tenderers and awarding contracts.
<https://www.gov.scot/publications/statutory-guidance-selection-tenderers-award-contracts-addressing-fair-work-practices/>

[Worker conditions: sustainable procurement guidance](https://www.gov.scot/publications/sustainable-procurement-guidance-worker-conditions/)

Guidance for public bodies covering the purchase of products and services where there may be concerns about human rights, working conditions and exploitation.
<https://www.gov.scot/publications/sustainable-procurement-guidance-worker-conditions/>

[Sustainable Procurement Guidance](https://www.gov.scot/publications/sustainable-procurement-guidance/)

A list of guidance to help public sector bodies embed sustainability into their procurement processes.
<https://www.gov.scot/publications/sustainable-procurement-guidance/>

Scottish Local Authorities – examples of current practices

City of Edinburgh Council's multi-agency protocol for identifying, reporting and supporting victims of slavery and exploitation
http://www.edinburgh.gov.uk/download/downloads/id/9959/multi_agency_support_protocol_for_victims_of_human_trafficking.pdf

Forth Valley Human Trafficking Guidance

<https://www.clacks.gov.uk/site/documents/socialservices/forthvalleymultiagencyguidanceeinrelationtohumantrafficking/>

Forth Valley Inter Agency Adult protection guidance and procedures

<https://www.clacks.gov.uk/site/documents/socialservices/forthvalleyinteragencyadultsupportandprotectionguidanceandprocedures/>

Forth Valley Inter Agency Child Protection Resources

<https://www.clacks.gov.uk/children/cpcommitteeresources/>

West Dunbartonshire Council adult and child protection website

<http://www.wdhscp.org.uk/public-protection/>

Glasgow Child Protection Committee - Child Trafficking and Exploitation Inter Agency Guidance

<https://www.glasgowchildprotection.org.uk/CHttpHandler.ashx?id=12917&p=0>

Organisations offering additional support services

[ARCHWAY Rape and Sexual Assault Centre](#)

Service for female and male victims of recent rape and sexual assault. Provides translators, follow up care, support sessions and referral to appropriate agencies. Works closely with TARA to support victims of trafficking for sexual exploitation. Victims do not need to engage with the police to access the service.

Covers Glasgow and Strathclyde area.

Tel: 0141 211 8175

<http://archway.sandyford.org/>

[Freedom From Torture](#)

Freedom From Torture's centre in Glasgow covers survivors living in the whole of Scotland and offers therapy and other support to adults, children, young people and families, as well as medico-legal reports. Clinicians also offer training and support to frontline practitioners working with survivors.

<https://www.freedomfromtorture.org/UK-centres/our-Scotland-centre-in-Glasgow>

[Gangmasters and Labour Abuse Authority \(GLAA\)](#)

The Gangmasters and Labour Abuse Authority (GLAA) is the investigative agency for tackling labour exploitation in the workplace. It can investigate all aspects of labour exploitation: from failure to pay the workers the National Minimum Wage up to and including forced labour. The GLAA also runs the licensing scheme for the supply of temporary workers into the UK fresh produce sector – more than 1,000 licences are managed across this sector, covering agriculture, horticulture, shellfish gathering and all associated processing and packing. If you know of a business operating outside the law, exploiting workers, gaining an unfair or illegal advantage, or you have any information, then you can call 0845 602 5020 and speak to the GLAA intelligence team. Alternatively, call the GLAA's free reporting line on 0800 432 0804. Any call to the GLAA can be dealt with in strict confidence, if you prefer not to leave your name. It's also possible to report issues by emailing intelligence@gla.gov.uk, completing our online form or by calling the Modern Slavery Helpline on 08000 121 700.

www.gla.gov.uk

[Glasgow Psychological Trauma Service](#)

The Anchor, Glasgow Psychological Trauma Service (GPTS) is an NHS, tertiary level mental health service which offers multidisciplinary, evidence-based psychological interventions to clients who present with Complex Post Traumatic Stress Disorder (CPTSD) following experiences of complex trauma. Complex trauma experiences can be both a marker and cause of social inequality and therefore as a service they target populations presenting with additional vulnerabilities, such as asylum seekers and refugees, homeless populations those leaving care and female offenders. They have a role in responding to psychological trauma following major incidents and on behalf of the Scottish Government they offer services to adult victims of human trafficking and for in-care survivors of childhood abuse.

<https://www.nhsggc.org.uk/your-health/health-services/glasgow-psychological-trauma-service/>

[International Organisation for Migration \(IOM\)](#)

IOM can help with returning EEA victims of trafficking to their country of origin. The organisation may assist to sort out travel documents in liaison with the relevant embassy and in some cases provide financial assistance in purchasing travel tickets and provide support for the journey home. IOM is an international organisation and may also be able to provide support in various countries of origin.

<https://www.iom.int/countries/united-kingdom>

[Modern Slavery Human Trafficking Unit \(MSHTU\)](#)

The United Kingdom Modern Slavery Human Trafficking Unit (MSHTU) can provide 24-hour assistance and support to those dealing with trafficking of human beings. The centre can provide information and advice in relation to legal and immigration issues, current trends and developing operations.

Tel: 0844 778 2406 (24 hours)

Email: modern.slavery@nca.x.gsi.gov.uk

<https://nationalcrimeagency.gov.uk/what-we-do/crime-threats/modern-slavery-and-human-trafficking>

[National Human Trafficking Unit](#)

Police Scotland's National Human Trafficking Unit investigates all forms of trafficking and works with partner agencies to ensure victims get the support they need. If you suspect someone may be a victim of human trafficking contact Police Scotland on 101 or 999 in an emergency.

Tel: 0141 532 2723

SCDNationalHumanTraffickingUnit@scotland.pnn.police.uk

[Scottish Domestic Abuse and Forced Marriage Helpline Scotland](#)

0800 027 1234 (24 hours)

Help and support for anyone with experience of domestic abuse or forced marriage, as well as their family members, friends, colleagues and professionals who support them.

Email: helpline@sdafmh.org.uk

<http://sdafmh.org.uk/>

[Scottish Refugee Council](#)

Advice, information and assistance to asylum seekers and refugees.

Tel: 0141 248 9799

www.scottishrefugeecouncil.org.uk

[UK Modern Slavery Helpline and Resource Centre](#)

The Modern Slavery Helpline can support potential victims to access relevant services, including Government-funded support through the National Referral Mechanism. Statutory agencies can also get support to deal with potential victims.

Tel: 08000 121 700 (24 hours)

<https://www.modernslaveryhelpline.org/scotland>

Awareness raising resources

Awareness raising presentation

Action Area 1 of the Human Trafficking and Exploitation Strategy have produced a presentation to offer accurate and consistent advice for both professional and public audiences.

<https://bit.ly/2FFAyND>

Scottish Government resources

The Scottish Government have produced a series of awareness-raising leaflets and posters in English, Polish, Romanian, Bulgarian, Lithuanian and Vietnamese.

<https://www.gov.scot/publications/human-trafficking-resources/>

Case studies

Scottish Government have a number of case studies to illustrate some of the facets of trafficking and exploitation.

<https://www.gov.scot/publications/trafficking-exploitation-strategy-consultation-case-studies/>

Learning DVD

Police Scotland have created an interactive learning DVD. Currently not available online. To receive a free copy email: human.trafficking@gov.scot

NHS Guidance

NHS Health Scotland has a series of resources and materials for health workers, including a guidance document and an e-module for health and social care professionals (*their guidance is currently being updated*)

<http://www.healthscotland.scot/health-topics/gender-based-violence/human-trafficking>

Police Scotland Campaign

Police Scotland's 'In Plain Sight' campaign website.

<http://www.traffickedinplainsight.co.uk/>

Police Scotland Leaflet

Police Scotland produced an A5 leaflet outlining the indicators of human trafficking and exploitation and dos and don'ts when dealing with victims.

<http://www.scotland.police.uk/assets/pdf/174967/human-trafficking?view=Standard>

Modern Slavery Helpline resources for frontline staff.

<https://www.modernslaveryhelpline.org/learn-more/frontline-professionals/resources>

Resources for procurement and supply chains

Stronger Together is an initiative to eliminate modern slavery in supply chains by providing guidance, resources and training to employers, labour providers and workers.

<https://www.stronger2gether.org>

[School lesson plans](#)

Education Scotland have produced a resource which delivers a full programme of work on slavery and human trafficking for practitioners delivering the social studies curriculum. It includes guidance, information and learning ideas.

<https://education.gov.scot/improvement/learning-resources/Slavery>

[Human Trafficking and the ESOL Classroom](#)

SOHTIS (Survivors of Human Trafficking in Scotland) produced guidance for ESOL practitioners on how to support learners at risk and identify potential victims in their classrooms.

<https://sohtis.org/esol-resources/>

PART EIGHT – Toolkit

This suite of useful tools is available to download separately from our website as editable Word document files.

Factsheet/poster listing common potential indicators of human trafficking and exploitation.

This could be pinned on a noticeboard or given to frontline staff for quick reference.

Commonly held myths

As well as a useful reference, this factsheet of commonly held myths and facts could be adapted as part of an interactive staff training session.

Case studies

This fact sheet contains case studies with annotations to highlight the multi-faceted and complex nature of these crimes, and the involvement of local authority staff.

The colour coded prompt questions could be used as part of a training session, to encourage staff to apply their learning in real life examples.

Two-sided factsheets for frontline staff and managers

This section contains two sided factsheets that you may find useful when raising awareness of human trafficking and exploitation among staff.

They are available as a Word document, allowing you to edit these factsheets to best suit the training and awareness raising needs of your team, and to make them relevant to your local processes and referral protocols.

You may want to print them to put on notice boards; or encourage front line staff to carry a print-out for reference when undertaking their duties.

Referral and Support Flowchart

A copy of the referral and support flowchart is available as a Word document, allowing local authorities to adapt it to outline their own local protocols.

Potential Indicators of Human Trafficking and Exploitation

Human Trafficking and Exploitation can happen everywhere, look for the signs. This list is not exhaustive and not all indicators will be present in all situations.

General indicators

- Passport or documents held by someone else.
- Others speaking for people you are talking to.
- Expression of fear, anxiety or hypervigilance.
- The person is withdrawn or submissive
- Unusual or excessive working hours.
- Highly distrustful of law enforcement or authorities.
- Person has false documents.
- Found in/connected to a location likely to be used for exploitation.
- Not knowing address of where they work or live.
- Poor or sub-standard living accommodation.
- Injuries apparently as a result of an assault.
- Injuries apparently from restraint measures.
- Lack of access to earnings.
- Any evidence of control over movement either as an individual or a group.
- The person acts as if instructed by another.
- Unable or afraid of saying what their immigration status is.
- Their appearance suggests general physical neglect.
- They appear to be moving location frequently.
- They are not registered with a G.P, nursery or school.
- They have old or serious injuries left untreated or treated late and are vague and reluctant to explain how the injury occurred.
- They give a vague and inconsistent explanation of where they live, their work or schooling.

Source: <https://www.scotland.police.uk/keep-safe/advice-for-victims-of-crime/human-trafficking/potential-signs-of-human-trafficking/>

Potential signs of sexual exploitation

- Occupants are rarely seen outside.
- Occupants of premises change regularly.
- Male callers day and night staying for only a short time.
- Sexual debris such as condoms, call cards, advertisements.

Potential signs of forced labour

- Large number of individuals living in the same address.
- Occupants change regularly.
- Van transporting people at unusual times of the day and/or night.
- Workers movements are monitored and/or controlled by others.
- Workers may seem fearful of employers, police or any other external agency and poorly integrate with the wider community.
- Employers, or someone else, is holding their passport and/or legal documents.
- Workers have no days off or holiday time.
- Workers display signs of physical abuse i.e. bruises, cuts and signs of untreated medical problems.
- Workers display signs of malnutrition, dehydration, exhaustion and poor personal hygiene.

Potential signs of domestic servitude

- The person is rarely allowed out of the house, unless their employer or guardian is with them.
- They have no private space or a proper place to sleep i.e. on the floor or sofa.
- They have a poor diet or are given the family's leftover food to eat.
- They are subject to mental, physical, sexual abuse, threats or other cruelty.
- A child may have poor attendance at school, no access to education and no time to play with their peers.
- There is no interaction with the family, friends or other authorities.
- Multiple female foreign nationals living at the same address.

Human Trafficking and Exploitation Case Studies for Local Authorities

These case studies are adapted from the Scottish Government's consultation on the Strategy to tackle trafficking and exploitation.⁸

We've annotated the case studies to highlight the complex and multi-faceted nature of trafficking and exploitation in Scotland today, with particular attention to the role of the local authority or local authorities involved.

Annotations are colour coded in reference to the following questions:

What were the signs?

What form of trafficking or exploitation took place?

What did the local authority do?

What partnerships were in operation?

If you are running an awareness raising session for staff, these questions might be useful to consider when looking at case studies to help participants contextualise and apply their learning.

All of the cases are real life examples, with identifying details and names changed.

⁸ https://consult.gov.scot/human-trafficking-team/a-human-trafficking-and-exploitation-strategy/supporting_documents/683633_v2_20161007.pdf

Precious, aged 19

Precious, 19, is from West Africa and was trafficked for domestic servitude and prostitution (...) Precious was trafficked for domestic servitude twice before she was ten and after trying to escape on several occasions she was groomed by a woman who eventually would traffick her to the UK. Precious said:

“The woman who sent me to the UK made me get my eyebrows and a beauty spot tattooed on my face to make me look older. I was then escorted to the airport and then travelled alone to the UK...”

Every aspect of victims’ life can be controlled by perpetrators – even their appearance. Tattoos, for example, can be used to ‘mark’ victims.

“I was told I would need to do prostitution for three years in order to pay off my debt so after this I was taken by the traffickers to parties and clubs across the UK including London, Manchester and Glasgow...”

“One day I managed to escape the house in Glasgow and get help from the police where I disclosed my real age. The police put me in touch with TARA who provided me with a place of safety and also helped me get access to (support) and social services. Thankfully I now live independently with my children (and) I’m in a healthy relationship and I hope one day to be able to return to education.”

Operation Heathyard – West Lothian 2nd December 2016

Led by officers in West Lothian and supported by partners including West Lothian Council, National Crime Agency and Greater Manchester Police. The operation involved males from Slovenia being trafficked for the purposes of labour exploitation and forced criminality.

Effective inter-agency partnership working.

Four Slovenian nationals were arrested at addresses in Livingston, Bathgate and Salford and were charged with human trafficking offences. A reception centre was established by the National Human Trafficking Unit, Migrant Help and NCA Victim Team.

Traffickers may move their victims frequently to avoid being caught. There is no need for movement or travel to have occurred for human trafficking or exploitation to have taken place.

Operation Acervose – Monday 15th May 2017

A further multi-agency action day to raise awareness of human trafficking and to identify and recover potential trafficking victims was conducted. Around 500 officers including 50 from partner agencies visited 80 premises and locations in all 13 geographical divisions of Scotland including fisheries, car washes and nail bars. This formed part of a National Crime Agency coordinated, ongoing response to the threat of modern slavery and human trafficking across the UK. During the multiagency operation a child aged 15, who displayed indicators of trafficking, was found working in a nail bar. Police Scotland officers were supported by colleagues from HM Revenue and Customs, Immigration Enforcement, British Transport Police and the Gangmasters and Labour Abuse Authority.

An example of the value of local authorities' investigatory and enforcement powers to identify victims disrupt criminal activity

These crimes took place in plain sight in many of the services we use daily.

Multi Agency Working: Police & TARA in Aberdeenshire and surrounding local authorities

Engagement by Police and TARA with the local authorities during February 2018 has heightened the awareness of partners locally, in terms of the requirements to identify instances of Human Trafficking and provide support to victims. This interaction resulted in front page local press coverage of the efforts being directed at tackling Human Trafficking (Press and Journal - Feb 20th 2018), which in turn has increased public awareness of the issues. The article referred to the safeguarding of a victim and appearance at court of 2 males, as a result of a Police investigation in Elgin.

Human Trafficking frequently occurs across local authority boundaries, therefore regional partnership working is vital.

Multi Agency Working: Police, Modern Slavery Helpline & Social Work in Glasgow

The Modern Slavery team received a call at their HQ to state that a female possibly under 18 was being sexually exploited within a flat in Glasgow and there was concerns about her. As per protocol arrangements with the Modern Slavery helpline they contacted Police Scotland who were able to task this out to the division and identify the block of flats and thereafter the flat position with some good investigative

This crime took place behind closed doors. In this case study the police undertook the investigations, but local authority housing staff who do home visits may also spot the signs of human trafficking and exploitation by spotting environmental and physical signs.

police work. Police attended and rescued an 18 year old female in a flat who was being sexually exploited, she provided a statement to the police, she was also babysitting and looking after a five year old child who was the traffickers child who subsequently arrived at the flat a short time later and were arrested.

(...) Care packages were provided to the 18 year old female victim by TARA and local services provided by Glasgow Social work provided a care package to the child of the traffickers. A great example of multiagency partnership working that rescued two victims.

Local authority safeguarding services were crucial in providing support in tandem with NRM provision.

Multiagency Working—Aberdeen

On 26 June 2018, Police Scotland's Human Trafficking Champion in A Division took part in a multi-agency conference in Aberdeen, aimed at improving the identification and support for victims in the Aberdeen and Aberdeenshire area. The event was organised by a solicitor within the Civil Legal Assistance Office in Aberdeen and involved inputs from Police Scotland, COSLA, JustRight Scotland, TARA and Migrant Help. The event provided a platform for discussing various issues in relation to Action Area 1 of the Trafficking and Exploitation Strategy, resulting in an increased awareness of key issues amongst partners and an opportunity to enhance local practices to ensure that victims of Human Trafficking are appropriately protected.

A regional multi-agency approach was one of the keys to the success of this event. You might consider putting on a similar event in your region.

Suzanne, aged 14

Suzanne is 14 years old and is from a country in Africa. She first came to the attention of social work when she tried to enrol in a local school. She was accompanied by her uncle who told teachers that she had come to live with him and his wife. School staff alerted social work as Suzanne was poorly dressed, spoke very little English and did not have any documents with her proving her identity.

Here, local authority school staff first raised concerns.

These are very commonly reported signs of human trafficking and exploitation.

During an initial meeting with a social worker, Suzanne was accompanied by her uncle and aunt who spoke very good English and helped her to explain her story. She tells her social worker that she had been brought to the UK by an older man from her village. He had kept her in a house somewhere in England for several

In this case study, local authority services led on identifying the victim, referring to the NRM and providing the necessary support.

weeks and was 'bad' to her. She became upset and did not say much more. Her aunt explained that her family had paid for Suzanne to come to the UK to get a better life and that she could now live with her and her three young children. Her main priority is Suzanne getting enrolled in a local school so that she can learn English.

Social work paid a home visit and find that the home is clean although overcrowded but Suzanne's cousins seem well and happy.

Local authority staff were able to spot the potential signs of trafficking when they made a home visit.

However Suzanne was sharing a room with two younger children and still appeared withdrawn.

She once again became upset when the social worker asked her about her time in England. Suzanne did not appear to have any immigration paperwork and seemed uncertain about her current immigration status. She voiced concerns that she did not know for sure if the people she was living with were actually her relatives as the last time she saw her uncle was when she was only 5 years old.

Spot the signs – the child was emotional and withdrawn, and the house was overcrowded. She was also unsure about her immigration status and the identify of who she was living with.

Several months later, Suzanne presented to social work and told them that her relationship with her uncle and aunt had broken down and that she was afraid to go back to the house.

Suzanne was accommodated in a children's unit where she disclosed that the man who originally brought her to the UK was someone she met in her home country and he had promised to help her. When she arrived in the UK he had sexually abused her while she was staying with him.

Suzanne was identified as a victim of trafficking and was granted Refugee Status. Despite now having refugee status, Suzanne remains vulnerable to exploitation particularly as the circumstances of her arrival in Scotland, and the extent or otherwise to which her 'family' were aware of the trafficking, remain unclear.

Suzanne is currently living with a foster carer and is benefitting from having a nurturing and safe environment. She is attending school and is progressing well.

Sam, aged 17

Sam is from Asia and has recently been detained in a Young Offenders' Institution (YOI) and charged with crimes relating to cannabis cultivation. As Sam is seventeen years old and is subject to immigration control, the Police also made a child protection referral to the local Social Work team.

Sam was apprehended during a raid on a cannabis factory in a small rural community where he had been living in cramped and unsanitary conditions. When he was found, Sam told the Police that he hadn't eaten that day and that he had been beaten by his employer the previous week after he tried to leave the house.

Victims may be forced to commit crimes by their perpetrators, but if there is a conclusive decision that human trafficking and exploitation took place the victim benefits from presumption against prosecution.

During a police interview, Sam explained that he was watering cannabis plants in order to repay a debt to the people who had brought him to the UK. He told them that he cannot return to his home country as he still owes those people money and would not be safe in his home village. Sam stated that he was seventeen but seems unsure of his birth date and does not have any identity documents. He spoke limited English but YOI staff sourced a local interpreter.

There are some commonly reported signs here.

Sam was later released on bail pending trial to an address provided by social work. The address was in a homeless hostel in a small rural town near to where he had been working.

Hostel staff subsequently told Sam's social worker that he had an expensive new mobile phone and had recently bought some new clothes. He said that a friend had lent him some money for these purchases but when he was questioned further about his 'friend' he became agitated and used his lack of English to avoid answering the question stating that 'I do not understand'.


It's a commonly held myth that victims will actively engage with agencies who are trying to help them. The impact of cumulative trauma and coercive control can lead to people believing they cannot escape, they may fear reprisals, they may have 'trauma' bonded to the perpetrators or the fear of the unknown may prevent attempts.

Four days after his release from the YOI, Sam was seen in the morning leaving the hostel and he did not return. The police were contacted and he was reported as a missing child but his whereabouts remain unknown.

Jaroslava

Jaroslava is Roma and comes from Eastern Europe. She came to the UK to work and find a better life for herself. However, on arrival she was exploited in prostitution by her traffickers.

She eventually managed to escape and travelled to Glasgow where she went to the Hamish Allan Centre – Glasgow City Council’s homeless services reception centre. There she was able to rest for the night and the next day she met with one of their staff who suspected Jaroslava was a victim of trafficking and exploitation, and referred her to TARA. TARA found her a safe place to stay, took her to the doctor and gave her money to buy food and a phone. They also helped her find some work experience and attend an ESOL class to learn English as a second language. Eventually, they helped her make preparations to return to her home country.



A local authority staff member knew the signs of human trafficking and exploitation, and made the referral that led to Jaroslava receiving the support she needed. Local authority services such as ESOL were also a key part in helping her rebuild her life.

Common myths about Human Trafficking and Exploitation

MYTH: Victims movement is always restricted

FACT: In extreme cases some people may have no or limited freedom of movement but for many others they appear to be able come and go as they wish but they are controlled via threats, psychological control and fear. There is some evidence that mobile phones and/or social media can be used to locate and monitor movement and control people from afar.

MYTH: Movement or crossing borders must have occurred

FACT: There is no need for movement or travel to have occurred for human trafficking or exploitation to have taken place. International borders do not need to be crossed and victims can even be trafficked from one part of a town or city to another. In some cases, people may have freely travelled to Scotland from abroad but have then fallen prey to trafficking and exploitation. UK nationals can be trafficked and exploited.

MYTH: People can agree to being trafficked and exploited

FACT: You cannot consent to being trafficked. People may perceive their current situation as an improvement in circumstances or say they don't feel abused or exploited. This does not mean trafficking or exploitation has not taken place. For instance, people may have already been involved in prostitution and agreed to coming to Scotland but on arrival are subjected to further harm from perpetrators.

MYTH: Victims/survivors will be relieved or grateful for being recovered

FACT: People may appear to be resentful or angry when recovered and identified. This can be a common reaction to trauma. People may also be sending money home to family or be worried about the consequences of speaking out and be anxious about what will happen to them. Hostile reactions to police or 'supporters' and refusals of assistance are not uncommon or unique to victims of trafficking and exploitation.

MYTH: Victims will actively seek to escape

FACT: There may be many reasons why someone appears not to have tried to escape. The impact of cumulative trauma and coercive control can lead to people believing they cannot escape; they may fear reprisals (or have experienced them before) including to family members if caught by the perpetrators; they may have 'trauma bonded' to the perpetrator; or the fear of the unknown may prevent attempts to escape.

MYTH: Human trafficking and exploitation isn't committed by family members

FACT: People are trafficked by family members, husbands/wives, partners and 'friends'. Children are vulnerable to families intentionally or unintentionally colluding with perpetrators and women are vulnerable to 'grooming' by men. Domestic servitude frequently occurs within family settings.

MYTH: Victims do not receive payment for the work they are forced to do

FACT: Some victims may receive some monies or 'payment' from perpetrators. Frequently though, disproportionate and illegal expenses are deducted such as rent, transport, clothing, equipment and 'fines' reducing payment to very little. In TARA's experience women exploited in the sex industry are often charged for on line advertising, condoms and laundry as well as the above. For some victims there is an illegal 'debt' retained by their families in their home countries resulting in significant fear of reprisals if they do not send 'repayments' home.

MYTH: It doesn't happen in Scotland

FACT: People who have been trafficked and exploited have been identified and recovered across Scotland. Police Scotland and support services have identified trafficking in all 32 local authority areas. Women, men and children have been exploited in the sex industry, labour and domestic servitude in villages, towns and cities across the country.

Two-sided factsheets for frontline staff and managers

This section contains double sided fact sheets that you may find useful when raising awareness of human trafficking and exploitation amongst staff.

You are free to edit these factsheets to best suit the training and awareness raising needs of your team.

You may want to print them to put on notice boards; or encourage front line staff to carry a print-out for reference when undertaking their duties.

You might want to add specific examples to look out for within your department; or you could use the blank template as part of a training session to help staff do a self-assessment of where they might encounter the signs of human trafficking and exploitation while carrying out their duties.

You will note that there is a section left blank for you to insert your local authority's agreed processes for referring and supporting victims.

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| Factsheet 3 | WHAT <i>ENVIRONMENTAL</i> SIGNS COULD YOU ENCOUNTER IN YOUR WORK?
Factsheet for staff who routinely visit homes or property <i>i.e. licensing, trading standards officers, housing officers, environmental health inspectors</i> |
| Factsheet 4 | Blank template |

Identifying and referring suspected victims of Human Trafficking and Exploitation

WHO IS THIS INFORMATION SHEET FOR?

Heads of service/department, managers, team leaders or those with line managerial responsibilities

WHAT IS HUMAN TRAFFICKING AND EXPLOITATION?

Trafficking can involve victims being sexually exploited or forced into the role of a servant, or trapped in forced labour, with nail bars, car washes and construction amongst the industries where potential cases in Scotland have been reported. It's an abuse of human rights and dignity and causes lasting physical and psychological damage. In carrying out your daily duties you can play a key role in identifying and reporting potential victims of trafficking.

QUESTIONS FOR MANAGERS TO CONSIDER

1. Think about where your team members carry out their duties - where and when might they spot the potential signs of trafficking and exploitation, or encounter the perpetrators and victims of these crimes?

2. Have staff in your team received training on how to spot the potential signs of human trafficking and exploitation while carrying out their duties?

3. Do you know where to find awareness raising materials to support your staff?

4. Are appropriate reporting mechanisms in place in your local authority and do you and your team know how to escalate concerns?

5. Is your team aware of these reporting mechanisms?

REMEMBER!

There is no such thing as a typical victim. For more information on other potential signs:

<http://bit.ly/HTsignsPoliceScotland>

Human trafficking can involve: slavery, domestic servitude, compulsory labour, prostitution and sexual exploitation, criminal exploitation, benefit fraud, sham marriages, organ harvesting.

Trafficking does not require movement between countries. Victims can be moved within the UK, within an area or not be moved at all. Sometimes they appear to have travelled freely.

Victims of human trafficking can include men, women, children, foreigners and UK nationals.

If a victim of human trafficking was forced to commit criminal offence there is a strong presumption against their prosecution.

WHAT SHOULD YOU DO?

Scottish local authorities should:

- establish a protocol for making referrals;
- establish approaches to training *and awareness raising across all departments, and for all staff*

If you think that someone is in immediate danger contact Police Scotland emergency line- 999

To report suspicious activity call Police Scotland's non- emergency line- **101**

For more information or to file a report contact **Modern Slavery Helpline – 08000121700**

To report human trafficking or related crime anonymously contact **Crime Stoppers 0800 555 111**

REFERRAL PROTOCOL FOR <INSERT NAME OF LOCAL AUTHORITY HERE>

FOR MORE INFORMATION

- Scottish Government's Trafficking and Exploitation Strategy: <http://www.gov.scot/Publications/2017/05/6059/0>
- Modern Slavery Helpline: <https://www.modernslaveryhelpline.org/scotland>
- COSLA Migration Team: <http://www.migrationscotland.org.uk/our-priorities/current-work/human-trafficking-and-exploitation>

Identifying and referring suspected victims of Human Trafficking and Exploitation

WHO IS THIS INFORMATION SHEET FOR?

Staff who work in frontline services and deal with members of the public on a frequent basis i.e. customer service centres, welfare and benefits offices, schools, libraries.

WHAT IS HUMAN TRAFFICKING AND EXPLOITATION?

Trafficking can involve victims being sexually exploited or forced into the role of a servant, or trapped in forced labour, with nail bars, car washes and construction amongst the industries where potential cases in Scotland have been reported. It's an abuse of human rights and dignity and causes lasting physical and psychological damage. In carrying out your daily duties you can play a key role in identifying and reporting potential victims of trafficking.

WHAT ARE THE POTENTIAL HUMAN SIGNS OF HUMAN TRAFFICKING & EXPLOITATION?

The relative invisibility of human trafficking means you may have encountered a victim without recognising it.

There are no definitive symptoms by which to identify trafficking however commonly reported indicators are:

- They do not possess official documents
- There are inconsistencies in personal details they provide i.e. names, dates, addresses
- They are accompanied by someone who appears controlling
- They display symptoms associated with physical, psychological and sexual abuse.

The individual *may*:

- Have old or serious injuries left untreated, appear to delay seeking treatment and be vague on their medical history;
- Not be registered with a GP, school or nursery;
- Have experienced being moved locally, regionally, nationally or internationally;
- Appear to be moving location frequently.
-

REMEMBER: these signs are not a definitive list, and someone who displays any of these signs might not be a victim. However even if it turns out to be a false suspicion it is important to follow your local authorities reporting mechanisms.

(Signs of trafficking and exploitation adapted from Human Trafficking and Exploitation: What health workers need to know about human trafficking and exploitation, NHS Health Scotland, 2018)

WHAT SHOULD YOU DO?

If you think that someone is in immediate danger contact Police Scotland emergency line- 999

Otherwise you should discuss your concerns with your line manager who will signpost you to your local authority's referral protocol.

Do not confront the suspected victim or in case this leads to increased harm.

The suspected victim may fear or not trust officials or strangers – be calm and try to build trust and rapport.

Note down anything that you notice and any information that the victim says that might build a picture of what has happened and support law enforcement services.

To report suspicious activity call Police Scotland's non- emergency line- **101**

For more information or to file a report contact **Modern Slavery Helpline – 08000121700**

To report human trafficking or related crime anonymously contact **Crime Stoppers 0800 555 111**

REFERRAL PROTOCOL FOR *<INSERT NAME OF LOCAL AUTHORITY HERE>*

REMEMBER!

There is no such thing as a typical victim. For more information on other potential signs:

<http://bit.ly/HTsignsPoliceScotland>

Human trafficking can involve: slavery, domestic servitude, compulsory labour, prostitution and sexual exploitation, criminal exploitation, benefit fraud, sham marriages, organ harvesting.

Trafficking does not require movement between countries. Victims can be moved within the UK, within an area or not be moved at all. Sometimes they appear to have travelled freely.

Victims of human trafficking can include men, women, children, foreigners and UK nationals.

If a victim of human trafficking was forced to commit criminal offence there is a strong presumption against their prosecution.

FOR MORE INFORMATION

- Scottish Government's Trafficking and Exploitation Strategy: <http://www.gov.scot/Publications/2017/05/6059/0>
- Modern Slavery Helpline: <https://www.modernslaveryhelpline.org/scotland>
- COSLA Migration Team: <http://www.migrationscotland.org.uk/our-priorities/current-work/human-trafficking-and-exploitation>

Identifying and referring suspected victims of Human Trafficking and Exploitation

WHO IS THIS INFORMATION SHEET FOR?

Officers and staff who carry out their duties on planned and unplanned visits to peoples' homes, businesses or premises.

WHAT IS HUMAN TRAFFICKING AND EXPLOITATION?

Trafficking can involve victims being sexually exploited or forced into the role of a servant, or trapped in forced labour, with nail bars, car washes and construction amongst the industries where potential cases in Scotland have been reported. It's an abuse of human rights and dignity and causes lasting physical and psychological damage. In carrying out your daily duties you can play a key role in identifying and reporting potential victims of trafficking.

WHAT ENVIRONMENTAL SIGNS COULD YOU ENCOUNTER IN YOUR WORK?

- **Is the person that opens the door evasive or trying to buy-time?** Perpetrators opening the door may use this tactic to allow a trafficked individual to exit the property.
- **Does the person that opens the door appear frightened and reluctant to let you in?** Victims of trafficking often exist in a highly controlled environment and may be discouraged from interacting with strangers.
- **Does one person in the property appear to be "in charge," or speaking on behalf of others?** Human trafficking is often hierarchical, and victims may be under significant level of physical and psychological control.
- **Does an individual or individuals appear disoriented, intimidated or confused, or not know the property address?** Victims of trafficking often have very restricted movement outside their property limited to local area or workplace only.
- **Are there signs of injury? Does an individual or individuals appear afraid or unsettled? Do they display signs of psychological trauma?** Victims may be physically abused or forced to take illegal substances. The experience of trafficking is also traumatising and may affect their mental health.
- **Is the property in unusually poor condition?** Perpetrators of this crime may not have high regard for the living conditions of their victims.
- **If in a house, does the number of beds and belongings suggest overcrowding?** No private sleeping place or sleeping in shared space (for example the living room) could be a sign of domestic servitude.
- **Are there additional locks on internal doors?** Victims of trafficking may have limited movement within the property or be held captive.
- **Does the appearance of the property suggest it is being used for commercial sexual activities?**

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WHAT SHOULD YOU DO?

If you think that someone is in immediate danger contact Police Scotland emergency line- 999

Otherwise you should discuss your concerns with your line manager who will signpost you to your local authority's referral protocol.

To report suspicious activity call Police Scotland's non- emergency line- **101**

For more information or to file a report contact **Modern Slavery Helpline – 08000121700**

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REFERRAL PROTOCOL FOR *<INSERT NAME OF LOCAL AUTHORITY HERE>*

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Identifying and referring suspected victims of Human Trafficking and Exploitation

WHO IS THIS INFORMATION SHEET FOR?

<Which staff is this resource aimed at?>

WHAT IS HUMAN TRAFFICKING AND EXPLOITATION?

<Edit as appropriate for the role> Trafficking can involve victims being sexually exploited or forced into the role of a servant, or trapped in forced labour, with nail bars, car washes and construction amongst the industries where potential cases in Scotland have been reported. It's an abuse of human rights and dignity and causes lasting physical and psychological damage. In carrying out your daily duties you can play a key role in identifying and reporting potential victims of trafficking.

WHAT SIGNS COULD YOU ENCOUNTER IN YOUR WORK?

<Read Police Scotland's Signs of Trafficking, and think about how they apply to you and your team's field of work.>

Suggested format: <sign in a form of a question> <what it can indicate >

Example: Does the person that opens the door appear frightened and reluctant to let you in? Victims of trafficking often live in a highly controlled environment and may be discouraged from interacting with strangers.

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REFERRAL PROTOCOL FOR <INSERT NAME OF LOCAL AUTHORITY HERE>

<Insert your local authority's agreed protocol for referring victims to support here>

FOR MORE INFORMATION

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Flowchart overview of referral and support process for <Insert Local Authority Name>

