

## SUBMISSION FROM GLASGOW COMMUNITY & SAFETY SERVICES

### 1. INTRODUCTION

- 1.1 This report supports the Scottish Parliament's Equal Opportunities Committee (EOC) request for evidence from Glasgow Community and Safety Service's Scotland wide trafficking services. The evidence has been requested to be given in person on the 20.03.12 and written evidence can be submitted if appropriate. Glasgow Community and Safety Services is of the opinion that written evidence submitted in advance will further support the EOC's evidence gathering.
- 1.2 Glasgow Community Safety Services (GCSS) is a charitable organisation formed by Glasgow City Council and Strathclyde Police to prevent crime, tackle anti-social behaviour and promote community safety in the city. GCSS has specific responsibility for taking forward work on violence against women on behalf of the Council. The key Glasgow services which support women out of prostitution are located within, and managed by, GCSS. In 2004 GCSS established TARA to provide services to female trafficking victims who are commercially sexually exploited.
- 1.3 Since 2004, the main aims of the TARA service have been to raise awareness of the issue of trafficking in women for commercial sexual exploitation, to better understand their needs, to continue to develop and provide a specialised support service and to provide existing organisations with advice and information so they can better support women to socially and vocationally integrate or reintegrate into their chosen communities. TARA has provided a direct service to women since 2005 including a comprehensive assessment of needs (including risk) and offers a range of support services, including crisis accommodation, dependant on individual need. There have been effective and close working relationships with colleagues across the Police forces, UKBA, Health, Social Work Services and voluntary organisations to achieve these aims.
- 1.4 The report will be structured to take account of the Equality and Human Rights Commission's findings and recommendations from their Inquiry and the common themes identified in the recent debate on Human Trafficking in the Scottish Parliament on the 29.02.12. The report will also provide statistical information on the referrals and support provided to women during the period July to December 2011.

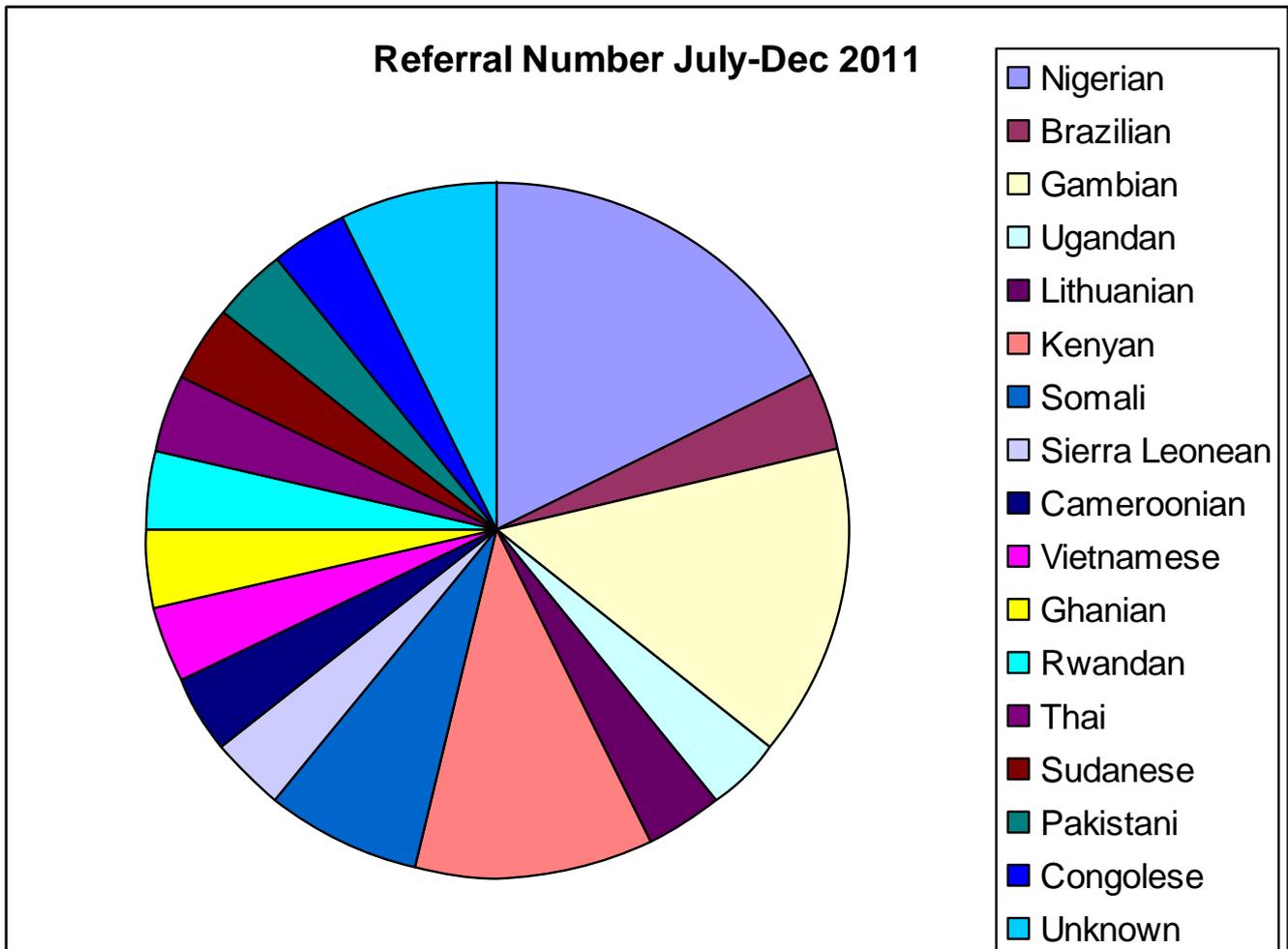
### 2. STATISTICAL INFORMATION JULY TO DECEMBER 2011

- 2.1 On a monthly basis TARA collates Key Performance Indicators (KPIs) in order to monitor referrals, eligibility and support offered to women and ensure a systematic and appropriate response. The table below contains the cumulative total of these KPIs for this 6 month period.

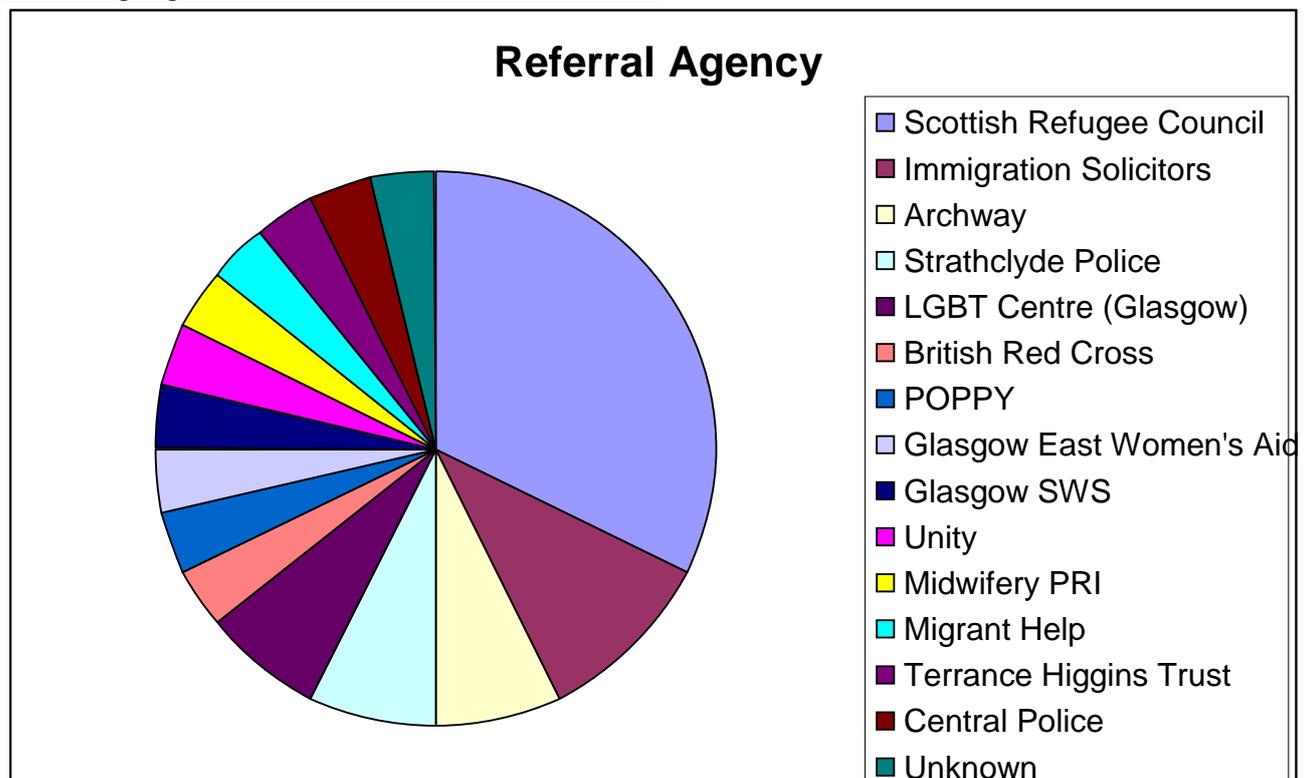
Table One: Key Performance Indicators 01.07.11 to 31.12.11

<b>Key Performance Indicator</b>	<b>Cumulative Total</b>	<b>Comment</b>
No of Referrals	28	A full breakdown of referring agencies is shown below.
One to One Meetings completed	25	TARA endeavours to make face to face contact with every woman referred to the service.
No of women who did not engage	6	These are women who TARA following on from an initial interview did not engage with the project or were ineligible for support. Reasons for this include – not trafficked for CSE, not trafficked, did not remain in overnight accommodation or did not feel project could meet their needs.
No of women who did not attend initial interviews and/or absconded	5	This KPI reflects the women for whom an interview was arranged but who then did not attend or who absconded from overnight accommodation and who could not be subsequently contacted.
No of women accessing short term support	4	This reflects women who have been provided with support for no longer than 4 weeks.
No of women offered long term support	13	This reflects the number of women accessing support for more than 4 weeks.
Average number of active cases	35	This is the monthly average number of active cases over this 6 month period
Average percentage of women engaged with the police	75%	This is the average number of active cases who have engaged with the police over this 6 month period.
No of cases closed	10	This is the number of long term support cases closed during this 6 month period.
NRM Submissions	4	Many referrals during this period had already been referred into the NRM by other First Responders.

Referrals by Nationality: 01.07.2011 to 31.12.2011



Referring Agencies: 01.07.2011 to 31.12.2011



2.2 TARA collates the Positive Outcomes for each individual woman receiving long term support and enables the progress of women to be recorded. These also enable GCSS to monitor and evaluate the work of TARA.

2.3 The Positive Outcomes have been collated under 4 key areas:

- **Education/Employment:** Examples include access to College courses, YWCA courses, ESOL, Paid employment,
- **Specialist Health:** Examples include sexual health, mental health, counselling, ante and post natal care and psychological services (COMPASS),
- **Community Integration:** Examples include local women’s groups, attendance at a place of worship, volunteering, guidance on appropriate social networks, community based events,
- **Support through legal system (asylum and criminal):** Examples include access to immigration advice, guidance around child protection processes, criminal injuries compensation, and criminal proceedings as a witness or accused.

2.4 The cumulative totals of positive outcomes during this period are developed in the following table:

Table Two: Positive Outcomes 01.07.2011 to 31.12.2011

<b>Positive Outcome</b>	<b>Total</b>
Education/Employment	<b>38</b>
Specialist Health	<b>42</b>
Community Integration	<b>44</b>
Specialist Legal Support (incl criminal justice)	<b>102</b>

2.5 The percentage of women achieving positive outcomes is detailed in the table below.

Table Three: Percentage by month of women achieving positive outcomes

<b>Month (2011)</b>	<b>Percentage of women</b>
July	39%
August	43%
September	27%
October	40%
November	46%
December	32%

2.6 Whilst collating this information it has become apparent that moving forward is dependant on the women’s individual progress and the progress of external agencies. Some women are achieving more than one positive outcome and others none. Only these hard indicators of positive outcomes are collated at the moment.

2.7 TARA was granted funds during 2011/2012 to second a Consultant Clinical Psychologist and an Administrative Officer for 2.5 days per week. Given that the pilot has only been operational from the end of November 2011 and runs until the end of March 2012, it was agreed that the Psychologist would only link in with newly referred women agreeing to participate in the National Referral Mechanism and provide consultation to frontline staff on other women where there are mental health concerns.

2.8 The main intended outcomes of this pilot phase are:

- To carry out a **mental health audit** to identify the mental health needs of all women **currently open** to TARA.
- To conduct a **mental health screen of all new referrals** to TARA with a view to informing:
  - a) an evaluation of mental health needs
  - b) the NRM conclusive decision
  - c) the timing of police interviews
  - d) the TARA Project care plan
  - e) any necessary mental health referral and or treatment.
- To provide **psychological intervention** to potential victims of trafficking, as appropriate.
- To provide **training to TARA project staff** on safely and reliably eliciting a case history/ disclosure of trafficking experiences from women who are displaying overt trauma symptoms.
- To make available **clinical consultation** for TARA staff to raise concerns and seek advice re the mental health issues of current TARA clients.
- To work with **women referred to TARA to facilitate their engagement with the Police.**
- To discuss with the **Police to establish any additional training needs** in relation to taking statements from women who are potential victims of trafficking.
- To **provide training to the Police** on psychological impact of having been trafficked and on taking statements from women who are potential victims of trafficking in order to minimise the risk of re-traumatisation.
- To contribute to the **Health Board (NHS Greater Glasgow and Clyde) strategy** around identification and responding to the health needs of trafficked women

- To provide **training to peer professionals** around identifying and responding to the health and social care needs of potentially trafficked women.
- 2.9 At the time of writing, the clinical psychologist has had **involvement with 12 women** who have been recently referred to TARA either **through clinical consultation or direct assessment and treatment**.

### **3. KEY THEMES**

- 3.1 GCSS supports the 10 key findings and recommendations from the EHRC Inquiry and welcomed the debate in the Scottish Parliament on Human Trafficking which took place on the 29.02.12.
- 3.2 From these sources and the operational and strategic work undertaken by GCSS 6 key themes have been identified that it is felt would be of assistance to the EOC for GCSS to discuss in this written evidence:
- Strategic Leadership
  - A Scottish National Referral Mechanism
  - Legislation
  - Awareness Raising
  - Care Standards and end to end services
  - Olympic and Commonwealth Games

### **4. STRATEGIC LEADERSHIP**

- 4.1 GCSS welcomes the announcement of a summit to refresh Scotland's strategic direction for policy and delivery of services and believes this should be facilitated as a matter of priority for the Scottish Government.
- 4.2 After the issue of leadership was raised by the Equal Opportunities Inquiry into Trafficking and Migration in 2010/11 it was announced that a Scottish Government Services Operational Group had been established to take issues forward. This group met three times and focussed only on victim care. The last meeting of the group was on the 05.05.2011 and since then a new UK Strategy to tackle Human Trafficking has been published. There would be benefit to Scotland adopting a more strategic focus.
- 4.3 As one of only two government funded support providers for VoTs TARA attends a number of UK wide governmental and NGO working groups. Attendance at such meetings ensures that Scotland is represented in any developments that may have a UK wide impact. There is an opportunity to discuss Scottish interests and influence any relevant policy developments.
- 4.4 Attendance at these groups ensures that TARA is up to date with the implementation of the UK Government Strategy, the CoE Convention, developments in victim care and ensures that GCSS is networked across the UK with colleagues working in the field of Human Trafficking.

4.5 The following table summarises the meetings attended during July to December 2011 and the role of TARA during these meetings.

Table Four: Meetings attended and Role 01.07.2011 to 31.12.2011

Meeting	Frequency	Purpose	TARA Role
NRM Oversight Group	bi monthly	To oversee the implementation of the NRM	To provide practical feedback on any issues from TARA
UKHTC Protection Group	Quarterly – 2 meetings attended in this reporting period	To support the UKHTC to action tasks around victim care from the UK Govt Strategy, identifying operational and strategic developments around victim care	To ensure Scottish interests are represented, to progress tasks relevant to Scotland, disseminate new developments to colleagues in Scotland and to that there is consistency in victim care approaches.
Human Trafficking Foundation (HTF) – Care Standards	Short term working group on a bi monthly basis. 2 meetings attended in this reporting period.	To develop of minimum care standards for all VoTs to inform practice and ensure consistency. This reflects one of the recommendations from the EHRC inquiry.	To share and identify current good practice and incorporate such developments into standard interventions.
HTF – Follow On Support	Short term working group on a bi monthly basis. 2 meetings attended in this reporting period.	To develop follow on support recommendations for all VoTs to inform practice and ensure consistency. This reflects one of the recommendations from the EHRC inquiry.	To share and identify current good practice and incorporate such developments into standard interventions.

HTF Stakeholders Meeting	Quarterly – 1 meeting attended.	Enables the HTF to feedback on their work to date and to influence their future work. Also provides a valuable networking opportunity as over 40 NGOs are represented.	To ensure Scottish practice, development and interests are shared and represented. To keep informed of developments across the UK
NRM Case Review	Bi annual – 1 meeting during this reporting period.	To review and identify issues between Competent Authorities, First Responder and Home Office Officials raised during the NRM process using live cases	To present case studies, participate in discussions and identify areas for improvement.
UK Govt Strategy Consultation	Consultation Event	To consult with NGOs on the UK Government Strategy to tackle Human Trafficking.	To ensure Scottish interests are represented.
UK Govt Strategy Tackling Demand Working Group	Bi monthly – none attended in this period	To progress actions to support the outcomes of the Strategy	To ensure that Scotland feeds into this process.
UK Govt Strategy Raising Public Awareness Working Group	Bi monthly – none attended in this period	To progress actions to support the outcomes of the Strategy	To ensure that Scotland feeds into this process.
GRETA Visit	2 meetings	NGO consultation events to feed into GRETA's information gathering visit.	To feed in Scottish concerns and good practice
Local NRM Competent Authority and First Responder Meeting	Bi monthly – 1 meeting attended in this reporting period.	To identify and resolve concerns between CAs and FRs regarding service users submitted to the NRM process.	To advocate for women being supported by TARA who are in the NRM process.

ATMG	Quarterly – no meetings attended in this period.	To participate as a coalition member in the shadow report of the UK Govt's Implementation of the CoE Convention	To provide data, and relevant Scottish information. To support and facilitate ongoing relevant work in Scotland.
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4.6 The table above evidences the work being undertaken on a UK level. However, often the work, and funding available to support it, pertains only to England and Wales. Currently there are no government led groups to bring practitioners together to share and agree best practice operationally and to develop a strategic approach to tackling Human Trafficking in Scotland. GCSS strongly recommends that the Scottish Government establish two Scotland wide working groups to regularly consider such operational and strategic issues.

## 5. A SCOTTISH NATIONAL REFERRAL MECHANISM

5.1 The table below provides information on GCSS's experience of supporting women through the current National Referral Mechanism (NRM) process, the awards of Reasonable Grounds Decisions (RGD) and Conclusive Grounds Decisions (CD) and any delays. Reasonable Grounds Decisions should be granted within 5 days of submission and Conclusive Grounds Decisions within 45 days unless a request is made for the RGD period to be extended. Since implementation TARA has supported a total of 40 women going through the NRM.

Table 5: NRM referrals supported by TARA from 01.04.09 to 31.12.11

Year	TARA - FR	UKBA - FR	Police - FR	Social Work - FR	Total
2009	9	5	1	0	15
2010	6	4	4	0	14
2011	6	2	1	2 (age disputed)	11
Year	Positive RGD	Negative RGD			
2009	12	3			
2010	13	1			
2011	9	2			
Year	Positive CD	Negative CD	Outstanding	Unknown	Extension (TARA)
2009	6	6	0	0	0
2010	10	1	1	1	0
2011	2	2	1	0	4
Year	Shortest time RGD	Longest time RGD	Mean Average	Awarded within 5 days	
2009	1 day	90 days	22 days	4	
2010	2 days	85 days	27 days	2	
2011	0 days	50 days	16 days	2	

- 5.2 Extensions to the recovery period can be requested dependant on the individual need. All extensions requested by TARA were for women presenting with severe trauma symptoms. If the Competent Authority (CA) does not issue a Conclusive Decision within the 45 days there is an assumption that the recovery period continues. However, this is not formally noted by the CA. Information regarding the timescales of the Conclusive Decision have not been included as they are issued to women at the same time as their asylum decision. There is less of an impact on women's ability to access services with outstanding CDs whereas significant delays in RGDs may prevent access to services.
- 5.3 GCSS considers the current model of a nation wide NRM process to be fundamentally flawed and unable to take account of the impact of trauma on potential victims of trafficking (PVoTs) and the complexities of supporting such vulnerable traumatised individuals. The system as it is established works as little more than a 'vetting' procedure, as evidenced in the ATMG 'Wrong Kind of Victim?' report published June 2010 and does not reflect the spirit of the convention or the recommendations of the Organisation for Security and Co-Operation in Europe (OSCE) and the Office for Democratic Institutions and Human Rights (ODIHR) guidance – 'National Referral Mechanisms – Joining Efforts to Protect the Rights of Trafficked Persons – A Practical Handbook' 2004. The system does not even gather comprehensive data on the nature and scale of trafficking into the UK.
- 5.4 GCSS is concerned that professionals from frontline services, such as TARA, are not involved in the decision making process leading to poor quality decisions. It is our experience that Conclusive Decisions can be made by inadequately staffed, trained or experienced Competent Authorities. Below are some redacted quotes from correspondence that women TARA supports have received from Competent Authorities when they receive a negative Reasonable Grounds Decision. Even at the initial stages of recovery a culture of disbelief can pervade the organisational context in which such decisions are made. GCSS understands that at this time there is only one part time Scottish based UKBA Competent Authority for all adult cases of trafficking referred. Worryingly TARA has not yet received a referral for support directly from a Competent Authority but has experience of women who have been referred into the system by UKBA months previously and who were then referred for support to TARA by their immigration solicitor a few months later.

## **Competent Authority refusal of Reasonable Grounds Decision 1:**

*Your claimed account contains the three elements as follows:*

- *Recruitment: You claim Mama asked if you wanted to go to the UK to attend secondary school.*
- *Means: You claim Mama deceived you by promising you the opportunity to attend secondary school in London, when you were in fact to be forced into prostitution.*
- *Exploitation: You claim you have been forced into prostitution for 4 years.*

And from the same correspondence

- *“It is not accepted that this man took such pity on you and cared about your wellbeing to such an extent as to help extricate yourself from a situation of exploitation, he did not take you to one of the many police stations in and around the London area, or to the Refugee Council”*

## **Competent Authority refusal of Reasonable Grounds Decision 2:**

- *“Whilst it is accepted that your account of events fits the definition of Trafficking in Human Beings as laid out in Art.4 (a) (a combination of the three constituent elements), it is considered that you do not fit the definition of a ‘victim’ for the purposes of the convention given that the investigating authorities (Strathclyde Police) do not accept you have been trafficked to the UK for sexual exploitation. Strathclyde police interviewed you regarding the specifics of the claim and found:*
- *1. No trace of any reports of any suspicious roadside deaths on any road from England to Scotland, and*
- *2. That you were unable to provide any details regarding accommodation that you allege to have been forced to reside for 4 months.”*

5.5 The current system does not support a formal appeals process; instead if further ‘new’ information is available a ‘reconsideration’ request can be made. The only formal alternative is the process of Judicial Review which focuses on the application of the legislation.

5.6 GCSS is supportive of the establishment of a Scottish NRM multi agency model which more fully reflects that recommended by the OSCE and the spirit of the Council of Europe Convention on Action Against Trafficking in Human Beings. A process similar to MARACs or that which exists for trafficked children would ensure improved information sharing and risk assessments, ensure that support services are in place, bring the process closer to victims and provide good quality decisions. Any identified immigration issue should then be

referred to UKBA. As the victim's right to access support is dependant on the NRM a formal and expedient appeal process should be introduced. GCSS believes that this will ensure that the Scottish Government is upholding its devolved obligations under the CoE Convention.

## **6. LEGISLATION**

- 6.1 GCSS fully supports the EHRC's recommendation that the current legislation in Scotland is reviewed and a comprehensive Human Trafficking bill introduced. The support for this recommendation from the Lord Advocate, Frank Mullholland, during the launch of the inquiry is warmly welcomed. Currently legislation concerning Human Trafficking is covered in several different Acts of the Scottish and Westminster Parliaments. GCSS supports a comprehensive Human Trafficking bill which it is hoped will afford a comprehensive definition of Human Trafficking, improve identification following law enforcement operations and result in a greater number of prosecutions thereby ensuring that Scotland is viewed as hostile territory for human trafficking.
- 6.2 The suggestions during the parliamentary debate to create an aggravated offence of human trafficking is also welcomed by GCSS.
- 6.3 In addition GCSS supports the End Prostitution Now campaign and the resulting Private Members bill to criminalise the purchase of sexual services in all settings.

## **7. AWARENESS RAISING**

- 7.1 To date there have been no Scotland wide public awareness raising campaigns on the issue of Human Trafficking. GCSS through TARA have sought to raise awareness with professionals on identification, targeting those who may come into contact with PVoTs. During the period July to December 2011 TARA facilitated **24** awareness raising sessions and made approaches to all Scottish Police Forces advising them of our 24/7 response and offering dedicated training to their frontline officers. To date Northern Constabulary have approached TARA to discuss such an event.
- 7.2 Stop the Traffik UK have recently collaborated with the Home Office to develop and pilot a campaign targeting taxi drivers on sharing intelligence on Human Trafficking. This campaign consists of a sticker which on one side will raise awareness of passengers on Human Trafficking and on the other provide a 24/7 information and intelligence telephone line that taxi drivers can use to share any information with the London Metropolitan Police. The campaign and materials are fully funded by Stop the Traffik UK who are keen to support a similar pilot, with no cost to the Scottish Government, in Scotland. Both GCSS and the SCDEA are supportive of the campaign and its aims.

## **8. CARE STANDARDS AND END TO END SERVICES**

- 8.1 GCSS fully supports the recommendations of the ERHC that basic care standards should be agreed and met by those services supporting people who have been trafficked. TARA has a number of mechanisms in place to ensure quality and professionalism of support, including assessment tools, care planning with regular reviews and exit interviews when women no longer require support. TARA provides 'end to end' support, in that access to support services, apart from accommodation funded directly by TARA, is not time limited and women can access the service whilst there is still a mutually assessed need. Support is provided on an intensive, high and low needs basis according to the stage of the woman's recovery and until the work of external agencies, including UKBA, Police Forces and Crown Office and Procurator Fiscal Service, is completed.
- 8.2 GCSS also attends the Human Trafficking Foundation's two short term working groups looking at minimum care standards and follow on support for adult victims of trafficking. Membership of these groups includes support services providing care to all victims of Human Trafficking and Senior Competent Authorities. Both of these groups were convened just prior to the publication of the EHRC's inquiry.
- 8.3 TARA recognises the importance of consistent follow on or end to end support for vulnerable women (and others who have been trafficked) and will take measures to try to ensure safe returns to countries of origin, including a risk on return assessment, safety plan and contact details of local NGOs who may be able to support. Difficulties arise however, when GCSS disagrees with Competent Authorities that women are not VoTs and their asylum claim has been refused and all appeal rights exhausted. In cases where we refute the negative decision but women are detained pending removal we have struggled to gain the travel information necessary from UKBA in order to ensure a safe return. We have 2 case examples of such situations where UKBA refused to share the travel information for women being removed which meant that in one case we were unable to ensure that NAPTIP, the Nigerian National Agency for Prohibition of Traffick in Persons, were in a position to meet her airside at the destination airport and in another we were communicating NGO contact details to a woman in an airport departure lounge. The women were able to make contact with us in their countries of origin and we were then able to encourage them to make contact with anti trafficking NGOs.
- 8.4 Locally GCSS has improved the professional relationship with Migrant Help and closer working will hopefully ensure a consistency of response for all VoTs.

## **9. OLYMPIC AND COMMONWEALTH GAMES**

- 9.1 Glasgow City Council has established a legacy team who have been briefed on the potential of human trafficking increasing in the city in the run up to the Commonwealth Games.

- 9.2 GCSS is in a position to ensure collaborative working and ensure resilience if there is an increase in women being trafficked for commercial sexual exploitation to meet increased demand from the sex industry.
- 9.3 The Glasgow Violence Against Women Partnership and the White Ribbon Campaign Scotland have been working together with a view to Glasgow becoming a White Ribbon City in 2014. The Scottish Government has expressed an interest in this piece of work.
- 9.4 GCSS is aware from its ongoing work with women involved in street and off street prostitution that large sporting events, concerts and conferences lead to an increase in demand from purchasers. There is no evidence to suggest that this will not be replicated in 2014 with the Commonwealth Games. The London Metropolitan Police received 600K to be spread across 5 of the Olympic London boroughs to ensure prevention and build resilience in light of an increase in demand for the exploitation of others in the sex industry, construction and other associated industries. Whilst there is no consensus that Glasgow will experience similar problems consideration should be given to contingency planning for frontline services that may identify, recover and support VoTs.
- 9.5 A Canadian Counter Trafficking organisation, The Future Group, published a report entitled "*Faster, Higher, Stronger: Preventing Human Trafficking at the 2010 Olympics*" in 2007. The report outlines measures taken by host countries of recent international sporting events to prevent human trafficking, and made recommendations in preparation for the 2010 Olympics. It is still available for download at [www.thefuturegroup.org](http://www.thefuturegroup.org).
- 9.6 The report found that the 2006 Germany FIFA World Cup experienced a short-term increase in demand for prostitution, but that extensive prevention campaigns, immigration controls and law-enforcement action likely prevented human traffickers from filling that demand. Instead, local prostitutes from elsewhere in the country were drawn in to host cities.
- 9.7 At the Athens Olympics, where prevention efforts were poor, researchers found a 95% *increase* in the number of human trafficking victims identified by the Greek Ministry of Public Safety in 2004. In other words, the number of known human trafficking victims almost *doubled* in the year of the Athens Olympics. While numerous factors come into play, a certain correlation between the Olympics and an increase in human trafficking cannot be discounted.

## **10. CONCLUSION**

- 10.1 GCSS is delighted that the Cabinet Secretary for Justice's amended motion was agreed at the recent debate and that a summit to refresh the strategic direction for policy and delivery and that urgent action must follow across the range of agencies working in the field of Human Trafficking.

- 10.2 GCSS hopes that this summit will be arranged as a matter of priority and that the 6 key issues explored above will be considered at this event by the Scottish Parliament in order to ensure that Scotland provides high quality support to recovered VoTs and creates a hostile environment for the perpetrators of this abhorrent crime.
- 10.3 GCSS hopes that the above evidence will be of assistance to the Equal Opportunities Committee whilst they consider the issue of Human Trafficking.

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