

Communities, Equality and Local Government Committee

Meeting Venue:

Committee Room 2 – Senedd

Meeting date:

Thursday, 13 March 2014

Meeting time:

09.00

Cynulliad
Cenedlaethol
Cymru

National
Assembly for
Wales



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Agenda

Private pre-meeting (9:00–9:15)

1 Introductions, apologies and substitutions

2 Inquiry into Public Libraries in Wales: Evidence Session – Minister for Culture and Sport (9:15–10:15) (Pages 1 – 6)

John Griffiths AM, Minister for Culture and Sport

Linda Tomos, CyMAL Director

Huw Evans, CyMAL Library Development Team

Break (10:15–10:30)

3 Scrutiny session on Human Trafficking: Evidence Session – Minister for Local Government and Government Business (10:30–11:30) (Pages 7 – 62)

Lesley Griffiths AM, Minister for Local Government and Government Business

Steve Chapman, Anti Human Trafficking Co-ordinator

4 Papers to note (Pages 63 – 83)

5 Motion under Standing Order 17.42 to resolve to exclude the public from the meeting for the following business: 6 & 7 and the meeting of 19 March 2014

6 Housing (Wales) Bill: Consideration of draft Stage 1 Report (11:30–12:30)

Lunch (12:30–13:00)

7 Housing (Wales) Bill: Consideration of draft Stage 1 Report (13:00–14:00)

Communities, Equality and Local Government Committee
CELG(4)-08-14 Paper1

Written Evidence to the Communities, Equality and Local Government Committee,
13 March 2014 – Inquiry into Public Libraries in Wales

Introduction

1. The purpose of this paper is to set out written evidence on the work of the Welsh Government through CyMAL: Museums Archives and Libraries Wales division in developing and delivering the national strategy for Welsh libraries. It covers the relationship between CyMAL and other organisations, and the statutory role of the Minister for Culture and Sport under the Public Library and Museums Act 1964.

Background

2. Libraries have a long and valued position in Welsh life and society. Library services are found in all aspects of life - community public libraries, health, school, further and higher education libraries, workplace libraries, prison libraries, and government libraries. The Public Libraries Act 1850 enabled local authorities to establish free libraries for the first time and Welsh councils began to establish local library services from 1861. There are now around 280 community libraries in Wales, together with mobile libraries, housebound services and e-services delivered via the Internet. The delivery of public libraries is subject to the Public Libraries and Museums Act 1964 which places statutory duties on local authorities and the Welsh Government. In 2011/2012 there were over 14 million visits to public libraries in Wales. Due to increased investment by the Welsh Government, public library usage has increased in Wales since 2002 by 11% compared to a decline in the rest of the UK of 4%. A UK survey by the Carnegie Trust in 2012 identified that 37% of Welsh people thought that libraries were essential to their community, the highest percentage in the UK.

3. All higher and further education institutions in Wales provide library and resource centres in Wales. The Welsh Government has actively encouraged regional partnerships between all types of libraries which, for example, enable library members in Wales to access higher education libraries and have books sent to their local library. This includes the Linc y Gogledd scheme in north Wales, the Books4U service in south east Wales and the SWAMP scheme in south west and mid Wales. The partnerships also deliver regional training and the sharing of best practice in professional areas including information literacy and digital information management.

4. In 1907, the National Library of Wales received its royal charter as one of the UK's 6 copyright libraries which enables it to receive a copy of books published in the UK. This entitlement was extended to e-books in 2013. The Library is now leading on digital information management and delivery for Welsh libraries. This includes a national procurement process for e-resources which has demonstrated tangible savings for Welsh

library services and delivered equality of access across Wales.

5. Since 2004, the Welsh Government through CyMAL has led a strategic approach to library service development in partnership with local authorities the Welsh Local Government Association, and other sectoral organisations. Over £20m has been invested in improving local libraries, delivering national digital services, a national training scheme and encouraging regional partnerships.

Statutory Role of the Minister for Culture and Sport

6. Public library services are regulated by the Public Libraries and Museums Act 1964. This act places a statutory duty on local authorities to provide comprehensive and efficient public library services. The Minister for Culture and Sport superintends the library services provided by local authorities through the Welsh Public Library Standards which were introduced in 2002. Under the Act, the Minister is entitled to instigate an inquiry if it is deemed that a local authority is failing to meet its statutory duties to deliver a comprehensive and efficient service. Ultimately, the Minister may take over the running of the library service if improvements are not achieved.

7. Across the UK, there is no tradition of intervention using the government's statutory powers under legislation. The local authority has the primary duty to ensure that it provides a comprehensive and efficient service. The approach undertaken in Wales is to work with the local authority to improve areas which are identified as weak by the annual Welsh Public Library Standards assessment process. The national strategy for libraries is also an important mechanism to drive an improvement agenda through collaboration and the sharing of best practice.

Welsh Public Library Standards

8. The Minister for Culture and Sport supervises the library services provided by local authorities through the Welsh Public Library Standards and Assessment Framework which is not statutory but does act as guidance for the Minister in carrying out his statutory role. Wales is the only UK nation to have developed a robust and clear performance improvement framework for public libraries which has been regularly reviewed and continues to be implemented.

9. The aims of the Welsh Public Library Standards are to raise the quality and standard of public library services for the people of Wales. The fifth three-year Welsh Public Library Standards and Assessment framework programme will begin on 1 April 2014. This new framework has been developed with the Welsh Local Government Association and local authorities and moves to a more outcomes-based model. Library services are required to consult with their users under the Framework. It acknowledges the difficult financial position of local authorities, but continues to adopt a quality approach in assessing the performance of library services against their statutory duties.

10. Each year every library service submits an Annual Return for the Welsh Public Library Standards. This return assesses the service's performance against the Standards and Indicators for the previous year. A panel comprising of assessors from local government and other experts consider the performances of the services. An annual report based on the information provided in the return is then produced for each local authority and placed on the CyMAL website. The Welsh Public Library Standards do not prescribe

how authorities should provide a library service, rather the outputs and outcomes which should be achieved. The feedback within the Annual Reports therefore reflects the particular context within each library authority.

Role of CyMAL Division

11. CyMAL division was established in April 2004 by the Welsh Government to develop policy on the strategic development of museums, archives and libraries in Wales. In 2007, CyMAL became responsible for sponsoring the National Library of Wales and Amgueddfa Cymru – National Museum Wales. Most divisional staff are professionals in the sector's work. In 2005, the first ever national strategy for libraries in the UK was developed by CyMAL in collaboration with the library sector. The current strategy, *Libraries Inspire*, was launched in 2012 and will be completed in 2016. The budget for delivering the national strategy for libraries in 2013/2014 is £0.9m revenue and £1m capital.

Libraries Inspire

12. The *Libraries Inspire* strategy was developed following a full consultation process and is derived from an extensive evidence base. *Libraries Inspire* outlines how the library sector contributes to the delivery of the Welsh Government's Programme for Government strategic objectives. The main indicator in relation to libraries relates to the number of visitors and the progress report also highlights the number of libraries modernised as part of the Community Learning Libraries programme. In addition, libraries provide tangible contributions to other important delivery areas for lifelong learning, social inclusion, poverty, health, digital developments and supporting Welsh culture, heritage and the Welsh language. To meet the challenges of the current economic environment, *Libraries Inspire* encourages the sector to innovate and seek new ways of collaboration, maximising the opportunities provided by new technology. The key objectives are to,

- work together to review current models of service delivery in response to the current economic climate, and develop new innovative models of delivery
- develop partnership working in procuring and improving access to resources, including new online services such as e-books and e-magazines
- modernise public library buildings to meet the changing needs of their users
- maximise the contribution of libraries in developing people's skills to help everyone reach their potential, reduce inequality, and improve economic and social well-being
- invest in developing the skills of library staff
- implement a co-ordinated audience development programme across Wales to enrich the lives of individuals and communities
- ensure the provision of a high quality service through initiatives such as the Welsh Public Library Standards.

13. The strategy is delivered via an annual delivery plan which outlines key performance targets and specific actions for both CyMAL and the sector, working in partnership. An external evaluation will be conducted at the conclusion of the strategy. The independent evaluation of the previous strategy, *Libraries for Life 2008-2011*, concluded that the strategy contributed positively to the development of Welsh libraries and represented good value for money.

Community Learning Libraries Programme

14. Libraries more than ever need to be places of inspiration and aspiration where people can come to access high quality resources, to learn and study, to enjoy, or to take part in activities in a safe relaxing environment. They form a cultural and educational hub in the community.

15. As part of the overall national strategy for libraries, the Programme has refurbished 89 libraries since 2007 with over £12m provided in grants matched by local authority funding. Projects are considered under 2 bands, grants of up to £120,000 and grants of up to £300,000. Following a needs analysis conducted in 2006, the objectives of the Programme were established as to,

- re-establish the public library at the heart of the community
- enable the library service to deliver improved services
- deliver innovative lifelong learning activities
- provide a flexible space for community activities often in partnership with other agencies
- improve access to the building and library resources by disabled users
- harness technological developments, and
- lead to increased use by the community.

Increasingly, more projects are delivering co-located services in the same premises as the library, making it easier for people to access community services in one place and achieving value for money outcomes. An independent evaluation of the programme concluded that:

‘Overall ... the capital investment programme has had a significant impact on the public library service in Wales ...’

CyMAL's Relationship with other Welsh Government Departments and External Bodies

16. Libraries provide important opportunities for the delivery of strategic objectives across government. The 'trusted brand' status and community location enables other government departments and organisations to support people in their communities. From 'Cuppa with a Copper' sessions for the police, health promotion activities with Public Health Wales and Macmillan Cancer Support, 'Digital Friday' sessions with Communities 2.0 to help people get online, homework clubs, reading groups and Technocamps, libraries make a difference. The introduction of Universal Credit and Universal Job Match by the UK government requires claimants to access information online. Free Internet access in all Welsh libraries provides a vital service for people requiring help and also supports advice organisations.

17. Internally, CyMAL works with other Welsh Government departments to identify opportunities for joint delivery. For example, in March 2014, the Minister for Culture and Sport and the Minister for Education and Skills will jointly launch a pilot programme to enable every child in Wales to join their local library. Libraries have a key role to play in supporting formal and informal learning. The OECD has identified informal reading as an important indicator for high performing nations in international benchmarking on childhood literacy. The Welsh Government through CyMAL provides financial support for the Summer Reading Challenge which encourages children to read 6 books during the summer holidays, activities for World Book day and National Libraries Day.

18. In the current digital age, people need to be able to get online to access information, stay in touch and generally benefit from technological developments. *Libraries Inspire* brings together different partners to ensure that help is available. For example, under the national digital strategy, the EU-funded Communities 2.0 Programme has established a successful partnership with local library services and Jobcentre Plus to provide help for people to get online. The higher and further education sectors in Wales have also led an important research initiative to progress information literacy delivered via libraries.

19. A collaboration between CyMAL, the sector and the Department for Health and Social Services developed the highly popular *Books on Prescription Service* to support people with mental health illnesses. This model has subsequently been adopted in the rest of the UK and internationally. A recent collaboration with Macmillan Cancer Support has successfully located Macmillan staff in libraries. The ability of libraries to reach people in their communities and online provides important opportunities for other partners.

20. All of these partnerships aim to increase the usage made of library services. Libraries have always changed to meet the needs of their users and sought ways to attract new users. An important strand of *Libraries Inspire* is to improve public awareness of the benefits of library services and to support library staff in developing audience development strategies. A small dedicated professional marketing team is located at Wrexham County Borough Council to support all Welsh public library services. The strategy includes national campaigns, training in the successful use of social media and innovative retail techniques, the Library Wales website and staff toolkit. More will always need to be done, however, the national strategy has resulted in a more professional approach by library services in attracting and retaining users of all ages.

Expert Review of Welsh Public Library Services

21. The current financial context requires a renewed commitment to ensure that library services deliver relevant and resilient services through collaboration and joint working. There are many excellent examples where this has been achieved under the Welsh Government's national strategy for libraries. However the challenges of the future will require a consideration of alternative service delivery models at the local, regional and national level. Work has already started on identifying what are people's requirements of a public library service, how should existing services adapt to changing needs and available resources? Recent budget planning discussions by local authorities have revealed the extent of the challenge. The people of Wales deserve a coherent and strategic response from the Welsh Government and library service partners.

22. In December 2013, I announced an Expert Review of Welsh Public Library Services to assess the impact of local authority reductions in expenditure on library services on their ability to maintain statutory provision. The Review will also consider potential sustainable models of service delivery identified from research and stakeholder consultation on:

- future trends in public library services
- suitable models of service delivery
- suitable legislative frameworks

I also wrote to all local authority Leaders and Chief Executives reminding them of their statutory responsibilities for public library services in setting their budgets for 2014-15. In February 2014 I met with local authority elected members and officials at a seminar

organised by the WLGA to discuss the future of public library service delivery. The initial findings of the Expert Review Panel will be submitted in July 2014.

23. As outlined in my written statement to members on 3 December 2013, I intend to ensure that people all over Wales benefit from a strong, resilient library service, responsive to public need, well managed, demonstrating financial efficiency and professionally run. These are difficult financial times for local authorities and I acknowledge the intense pressure under which councils are making difficult decisions. My officials are working closely with the Welsh Local Government Association to better understand where we can target support. However in such circumstances it is even more important to provide leadership to strengthen our ability to maintain and develop effective library services.

24. I expect local authorities to consult fully with their communities and conduct impact assessments of any changes to current provision. The people of Wales fought hard to establish a free library service, we must ensure that those values continue to underpin the library service of the future.

**Communities, Equality and Local Government Committee
CELG(4)-08-14 Paper 2**

**Communities, Equality and Local Government Committee Scrutiny Committee
Inquiry into Human Trafficking**

**Supporting Evidence of Lesley Griffiths, AM, Minister for Local Government
and Government Business**

1. The Welsh Government's strategic direction in relation to human trafficking

1.1 As the Minister for Local Government and Government Business, my aim is to deliver our Programme for Government commitment to make Wales a hostile place to slavery and to co-ordinate the best possible support for survivors of this heinous crime. In doing so, we will make our communities safer.

1.2 Tackling slavery requires a strategic co-ordinated approach, cutting across the boundaries of the four Governments in the UK. Our response in Wales has been bolstered by the appointment of an Anti-Slavery Co-ordinator.

1.3 The Welsh Government is the only Government within the UK to appoint an Anti-Slavery Coordinator. The post was a commitment in the Welsh Government's Programme for Government and has been in existence since 4 April 2011. Stephen Chapman is the second Co-ordinator and took up post in November 2012.

1.4 From a strategic position, I am a member of the UK's Inter-Departmental Ministerial Group on Modern Slavery. The Group is chaired by the Home Office Minister for Modern Slavery and Organised Crime and comprises Ministers from other Whitehall Government Departments, the Wales Office, the Scotland Office, the Welsh Government, the Scottish Government and the Northern Ireland Executive. This Group has oversight of the UK's efforts to combat slavery.

1.6 On 17 October 2013, I attended an Extraordinary Meeting of the Inter-Departmental Ministerial Group on Modern Slavery at 10 Downing Street chaired by the Prime Minister. The Prime Minister set out the UK Government's plans for a Modern Slavery Bill proposed to be introduced in May 2014. The proposed contents of the Bill include:

- Consolidation of existing legislation
- Introduction of an Anti-Slavery Commissioner
- Introduction of trafficking prevention orders
- Increasing Police powers to board, intervene and instruct vessels on the high seas

Other non-legislative considerations to strengthen the UK commitment to tackling slavery include:

- Transparency in company supply chains
- Using assets confiscated from traffickers to support anti-human trafficking activities
- Overhaul the Anti-Slavery governance by looking at the feasibility of introducing a network of regional co-ordinators to support the Commissioner
- Setting up a virtual task force to support local and regional anti-human trafficking operations

1.7 The Welsh Government is working with the UK Government on the introduction of these proposed new measures, building on the work we have already achieved in Wales.

1.8 Within Wales, the Welsh Government also works closely with all four Welsh Police Forces, the National Crime Agency and other law enforcement agencies. I regularly meet the Welsh Chief Constables and Police and Crime Commissioners and, at my most recent meetings with them, I asked them to prioritise their anti-slavery operations.

1.9 Also of note, is our liaison with the England and Wales Association of Chief Police Officers (ACPO) Strategic Lead for Migration Crime and Related Matters, Shaun Sawyer, the Chief Constable of Devon and Cornwall Police, and with Jeff Farrar, Chief Constable of Gwent Police, who leads in Wales to ensure all four Welsh Police Forces work in collaboration in addressing slavery.

1.10 To raise awareness of slavery and engage more Police activity in tackling the crime, in March 2013 ACPO launched 'Operation Eagle', an ongoing initiative to improve the response to tackling slavery trafficking and organised immigration crime. The objective of this operation is to raise awareness, increase the amount of information received and improve co-ordination and operational activities of all Police Forces across England and Wales. All four Welsh Police Forces are engaged in preventative, pro-active anti-slavery operations. Strategic and Single Points of Contact in all Police Forces have been identified to take a lead to improve the Police response to slavery. On my behalf the Anti-Slavery Coordinator is working closely with these Single Points of Contact to ensure good practice is being shared.

1.11 In response to the Group of Experts on Action against Trafficking in Human Beings Report '*Concerning the implementation of the Council of Europe Convention on Action Against Trafficking in Human Beings by the United Kingdom 2012*' we have worked with partners to introduce and build on the recommendations.

1.12 In January 2014, I issued a Written Statement to Assembly Members to highlight the Annual Report of the Welsh Government's Anti-Slavery Coordinator. The report details the considerable work delivered in Wales to date and I have provided a copy to this Committee.

1.13 In my Written Statement, I also noted the change in the terminology we use in this area to ensure the work we undertake is fully understood by the public and our partners. The Anti-Human Trafficking Coordinator is now known as the Anti-Slavery Coordinator, victims of modern slavery as survivors and those who traffic are

referred to, quite simply, as criminals. These terms will become widely accepted and recognised as a result of the forthcoming Modern Slavery Bill and are already being used to some extent by the media. I believe they are more meaningful and give people a clearer understanding of the issue. In particular, this will clearly differentiate between people smuggling and asylum seekers where there is often confusion around these terms.

2. The position, remit and capacity of the Anti Slavery Co-ordinator

2.1 Since being appointed, the current Anti-Slavery Coordinator has formed strong links with a wide range of individuals and organisations, from both statutory and non-statutory devolved organisations and Non Governmental Organisations across the UK, to raise awareness and co-ordinate joined up activities to tackle slavery in Wales. This includes meeting regularly with Officials from the Home Office, Foreign and Commonwealth Office, Ministry of Justice, the Scottish Government, Northern Ireland Executive and other UK partners to discuss and share good practice.

2.2 A Wales Anti-Slavery Leadership Group has been established to provide strategic leadership. A Delivery Plan has been developed to support the Welsh Government's commitment to tackle slavery. I have chaired the Leadership Group, which consists of senior representation from devolved and non-devolved partners and Non Government Organisations. This is the only such group in the UK. Again, Wales is leading the way.

2.3 The Wales Anti-Slavery Leadership Group Delivery Plan has developed the following strategic objectives in order to direct their work:

- Build an evidence base using primary and secondary data sets to better inform the Leadership Group on the scale of slavery in Wales
- Scope a Training Needs Analysis to ensure future training is consistent across Wales
- Develop Intelligence/Information sharing protocols
- Develop a Communications Engagement Plan
- Develop a Survivor Care Pathway for Wales

2.4 To underpin delivery of the Delivery Plan Strategic Objectives and building on the success of the Gwent Consultation Group on Anti-Slavery, Anti-Slavery Fora have been established for Cardiff, South Wales and Western Bay. The purpose of these Fora is to share good practice on information/intelligence and deliver local initiatives. Anti-Slavery Fora are currently being developed for North Wales and the Dyfed-Powys areas.

2.5 In the first annual report by the Inter-Departmental Ministerial Group presented to Parliament in 2012, it was pointed out both data capture and intelligence sharing were key areas for improvement and future work in order to understand the level of slavery in the UK. As stated earlier, I am a member of this Group. The Group has oversight of the UK approach to tackling slavery. This includes the UK Government's Human Trafficking Strategy and the UK's compliance with EU and international requirements. My Anti-Slavery Coordinator has also been co-opted onto the Home

Office Joint Strategy Group's 'Task and Finish Data Group' which is developing the evidence base for the UK.

2.6 As set out in para 2.3 above, the need for a robust evidence base has been recognised and prioritised in Wales. The current figure of 50 referrals recorded in 2013 by the UK Human Trafficking Centre National Referral Mechanism (NRM) data is thought to significantly underestimate the scale of the problem in Wales. However, the 2013 data represents a 47% increase from 34 referrals in 2012 which is likely to be attributed to better awareness raising and the Police becoming more pro-active in their investigations into slavery.

2.7 In March 2013, my Anti-Slavery the Coordinator made a case and secured agreement from the Home Office's NRM Review Group, for the Welsh Non Government Organisations, Bawso and New Pathways, to be recognised as First Responder organisations. The intention is by giving this role to two Non Government Organisations, survivors of slavery will have the confidence to refer themselves to the NRM.

2.8 As well as providing these survivors with support secured through the NRM process, the data obtained from these cases will provide intelligence which may be used to bring the criminals to justice and also assist in building the evidence base. Of the 50 NRM reported cases in 2013, Bawso referred nine cases and New Pathways two cases. Considering both organisations did not begin to make referrals until April 2013, it is clear they have had an early and notable impact. Their involvement has surely contributed to giving survivors the confidence to refer themselves into the NRM process and their ongoing support will be vital.

2.9 Slavery, is seen by many to be a 'hidden crime'. The numbers of cases referred to the NRM process and the Criminal Justice System are the only primary data sets in use in the UK. Building an evidence base on the scale of slavery trafficking in Wales is one of the strategic objectives of the Leadership Group. The Anti-Slavery Coordinator is working with partners to produce primary and secondary data sets to better inform the level of slavery in Wales.

2.10 The Anti-Slavery Coordinator represents the Welsh Government on a range of UK Government Groups, the UK Threat Reduction Board, the UK Human Trafficking Strategy Board, the Home Office Joint Strategy Group (Non Government Organisations), Home Office NRM Oversight Review Group and the Home Office Child Trafficking Information Sharing Forum.

2.11 The Police have recognised cases of slavery are complex to investigate and the Anti-Slavery Coordinator has worked with the Police, the Crown Prosecution Service and other partner organisations to develop a training programme for Senior Investigating Officers (SIOs). The two-day programme, which is delivered from the 'Hydra Centre' at South Wales Police HQ, is being rolled out to SIOs, initially in South Wales Police, and then across the other three Forces in Wales. The first course was attended by 12 candidates. The Association of Chief Police Officers (ACPO) has recognised the training programme to be good practice and will be made available for cascading across the UK.

2.12 The Anti-Slavery Coordinator is also working with colleagues on an initiative, led by the Crown Prosecution Service, on the introduction of Joint Investigation Teams for cases of slavery. Other partners include the National Crime Agency, Police, Home Office Immigration, Department of Work and Pensions, Gang Masters Licensing Authority, Bawso and New Pathways. The aim is to direct the investigation of cases by ensuring early engagement with the Crown Prosecution Service. The benefits also include identifying opportunities for confiscation of assets under the Proceeds of Crime Act, witness support and protection and sharing good practice.

2.13 In December 2013, the Cardiff Anti-Slavery Forum piloted their first Anti-Slavery Multi Agency Risk Assessment Conference (MARAC) and, following positive feedback, this process is being used for all future cases involving potential victims of slavery in the Cardiff area. The MARAC is led by Bawso and involves a number of multi agency partners. This good practice will be cascaded across Wales.

3. Local Authorities' role in identifying human trafficking

3.1 Local Authorities on a daily basis have a significant leadership role to play in their communities in respect of slavery and in many instances are best placed to identify the signs of slavery where they are taking place. Our training awareness programme is being rolled out across Wales and this will equip frontline practitioners with the understanding and the confidence to deal and report incidents of slavery.

3.2 At a strategic level, the Chief Executive of Denbighshire County Council, Mohammed Mehmet, is the Public Services Leadership Group (PSLG) lead on Anti-Slavery. Mr Mehmet is promoting the work underway on Anglesey to Chief Executives of the North Wales Local Authorities and this will be cascaded to his fellow Chief Executives across Wales. This 'Champion' role includes reinforcing the awareness of the 2009 SOLACE report *'The role of Local Authorities in addressing human trafficking'* to the other Chief Executives of Welsh Local Authorities.

3.3 Mr Mehmet supported the Chief Executive of Anglesey County Council, Mr Richard Parry-Jones, on a successful bid to the Welsh Government Regional Collaboration Fund, to fund a North Wales Regional Anti-Slavery Coordinator. The North Wales Coordinator, Jim Coy, was appointed in November 2013. I would like to see Regional Anti-Slavery Coordinators being appointed across Wales, through partnerships between Local Authorities, the Police and other stakeholders. Utilising the Proceeds of Crime Act to fund these posts or using the profits made through slavery, seems only right and just.

3.4 The Anti-Slavery Coordinator, in collaboration with the Welsh Government Community Cohesion Coordinators based in the 22 Welsh Local Authorities is delivering training to raise awareness of slavery, explain how to report incidents and how to refer survivors to the UK Human Trafficking Centre using the National Referral Mechanism. This training is being delivered to frontline practitioners from Social Services, Safeguarding Children and Vulnerable Adults, Trading Standards, Environmental Health and other key frontline Departments. I am contributing £50,000 per annum for the next two years (2014-15 and 2015-16) to the overall

funding of the 9 Community Cohesion Co-ordinator posts to take forward work to support tackling slavery and honour based violence in Wales.

4. Awareness raising

4.1 It is currently estimated 21 million people across the world are held in slavery and it is the world's fastest growing criminal industry valued at £45 million.

4.2 Slavery is often described as a 'hidden crime' and there is a widely held perception it does not take place here in Wales. However, we know slavery is happening here - in our cities, towns and rural areas. I have met survivors in Wales and I have listened to their horrific experiences and heard of their suffering.

4.3 Raising awareness is one of the priorities of the Wales Anti-Slavery Leadership Group Delivery Plan. The strategic objectives include initiatives ranging from public awareness campaigns to specific training for our frontline practitioners and professionals. Our current priorities include:

- Last month our successful national TV Advertising Campaign on ITV Wales, S4C and ON Demand. This is a UK first and interest has been shown by other Administrations in taking forward such significant campaigns
- National poster campaign on buses and bus shelters. The posters are also being displayed in Police stations and other public places
- The Wales Anti-Slavery Leadership Group have produced an awareness raising DVD which has been widely circulated and is on the Welsh Government website
- A half day "Introduction to Anti-Slavery" Course and full day "Anti- Slavery Practitioner" training being delivered across Wales. This training is one of the Leadership Groups Strategic Objectives and is being delivered by our partner organisations across Wales
- A two day "Senior Investigating Officer" training programme – another UK first which is intended will roll out to all UK Police Forces
- Anti-Slavery conferences and seminars – including marking Anti- Slavery Day (18th October)
- We are working with Swansea University to introduce a postgraduate training course and to have our training courses accredited
- I have given various TV, radio, newspaper interviews. The Anti-Slavery Co-ordinator also regularly engages with the media on my behalf to raise awareness
- The Welsh Government's Anti-Slavery webpage has been reviewed and updated and is now a source of vital information for practitioners, professionals, academics and the public
- As you will know, on Tuesday evening I hosted an awareness raising event at Ty Hywel for Cabinet Members, Assembly Members, Chief Constables, Crime and Police Commissioners, members of the Wales Anti-Slavery Leadership Group and other invited guests. The event centred on a production of the play "SOLD" which the Welsh Government has funded to produce the version

performed. I have also approved funding for a DVD of the play which will be used for awareness raising purposes.

- I will be visiting Cardiff Airport on Tuesday 8th April to see the security arrangements in place for tackling slavery and meeting frontline staff from the Airport Management, Police, UK Border Force and carriers who are engaged in this work. I will also be meeting frontline staff who will be attending an anti-slavery training awareness course being held at the Airport.

5. Funding for victim support services

5.1 Funding for victim support services is provided by the Ministry of Justice. The Salvation Army are contracted to provide the service for Wales and England.

5.2 In Wales, the Salvation Army has sub-contracted Bawso to provide such services. Bawso have regional offices throughout Wales and, being an NRM First Responder organisation has experience in providing support to survivors.

5.3 It should be noted to access this support, survivors have to voluntarily refer themselves and be accepted into the NRM process. Survivors are then entitled to a minimum recovery and reflection period of 45 day which includes:

- Finding temporary safe accommodation
- Medical treatment
- Counselling
- Interpretation to assist communicating in English
- Protection – assisting with the criminal investigation may require witness protection and ongoing support until the criminal case is resolved
- Providing legal advice
- Assistance to return to home country
- Non British or European Economic Area Nations will not be removed during the 45 days and, if identified to be a survivor, may be considered for a temporary residence permit
- If the survivor is not British or from the European Economic Area and they do not have a right to remain in the UK, then assisted return to their home country, if safe to do so, will be provided

5.5 If the survivor's situation is not resolved after 45 days they are then referred to the relevant Local Authority for continuing support.

5.6 The Welsh Government have been funding Bawso's 'Diogel Project' in North Wales since 2010, which provides safe accommodation and support to survivors of slavery. More recently the project has been expanded to support more women in North Wales and South East Wales. The project now provides 13 units of secure accommodation and 20 outreach units across Wales. In addition to funding the start up costs of the project including capital funding of £164,484 for the purchase of the building, ongoing revenue funding of £74,000 is provided.



Llywodraeth Cymru
Welsh Government

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



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

November 2013

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Foreword



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

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

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

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

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

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

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

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

Executive Summary

Introduction

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

Human Trafficking - Trends and Emerging Threats

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

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

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

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

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

Human Trafficking in Wales

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

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

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

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

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

The role of the Welsh Government AHTC

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

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

The Wales Anti Human Trafficking Leadership Group and Delivery Plan

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

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

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

Progress to date

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

Some of the progress achieved with our partners include:

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

Next Steps

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

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

Chapter 1

Human Trafficking - Trends and Emerging Threats



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

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

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

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

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

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

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

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

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

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

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

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

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

Chapter 2

Human Trafficking in Wales

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

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

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

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

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

The 2012 NRM reported referrals are summarised as follows:

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

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

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

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

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

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

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

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

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



Chapter 3

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

Background

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

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

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

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

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

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

UK Engagement and engagement with other agendas

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

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

The Inter-Departmental Ministerial Group

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

Media Interest

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

Other responsibilities

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

Chapter 4

Wales Anti Human Trafficking Leadership Group and Delivery Plan

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

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

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

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

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

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

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

Chapter 5

Progress to date

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

The evidence base

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

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

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

Training and awareness raising

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

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

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

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

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

Local initiatives

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

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

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

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

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

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



Operational activity

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

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

Communications

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

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

Chapter 6

Next Steps

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

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

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

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

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

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

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

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

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

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

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

Annex A

Wales Anti Human Trafficking Leadership Group Terms of Reference

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

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

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

Membership of the Group

- By invitation of the Leadership Group

Advisory/Observation

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

Frequency and duration of meetings

- Termly

Wales Anti Human Trafficking Leadership Group

Delivery Plan

Delivering the Anti Human Trafficking Strategy in Wales

2013 – 2014

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

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

1. Introduction and Purpose

Background: Wales Anti Human Trafficking Leadership Group

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

Purpose of the Wales Anti Human Trafficking Leadership Group

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

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

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

- Awareness raising
- Prevention
- Enforcement
- Supporting victims

2. Wales Anti Human Trafficking Leadership Group

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

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

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

3. Action plan

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

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

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

	future training in order to forward plan and to identify any 'gaps'		<p>piloted and is now being rolled out from the 'Hydra Centre' at South Wales Police HQ</p> <ul style="list-style-type: none"> • Introduction and Advanced AHT Courses have been introduced and are being delivered 1 day per month in each of the 4 Welsh Regions (The courses are being delivered by members of the 'Task & Finish' Group and are free of charge) • All Wales Police School Liaison Officers now trained and delivering AHT lessons • Kim-Ann Williamson working with Swansea University and other Academic Accreditors on the feasibility of AHT Courses being accredited and the introduction of Post Graduate training programmes. To report progress by the end of January 2014 	<p>ACHIEVED Roll-out ongoing</p> <p>ACHIEVED Will be ongoing</p> <p>By January 31st 2014</p>		
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3. Develop Intelligence/Information Sharing protocols	To establish dedicated human trafficking intelligence/information sharing protocols based on the four Welsh Police Force areas with a Pan-Wales 'hub'	Co-operation from Multi Agency partners to contribute. Also each partner to identify a SPOC in their organisation Operation 'Eagle' SPOC's identified and in place in all four Welsh Police Forces	Detective Superintendent Lian Penhale Wales Regional Intelligence Unit/Operation 'TARIAN' (Police) <ul style="list-style-type: none"> Protocol between four Welsh Police Forces and the Regional Intelligence Unit in place (June 2013). Ongoing work with multi-agency partners to develop protocols and progress to be reported to Leadership Group meetings AHT Multi Agency Fora have now been established for Cardiff, Gwent, and South Wales with Fora to be introduced in North Wales and Dyfed-Powys 	ACHIEVED Ongoing	Ongoing Will be reviewed January 31 st 2014	GREEN
4. Wales Anti Human Trafficking Communications Engagement Plan	Currently there is 'limited' information on Anti Human Trafficking in Wales	Support from Welsh Government Communications and partners providing information (SPOC: James Pearson)	Stephen Chapman Anti Human Trafficking Co-ordinator The Leadership Group were updated at the November meeting of the current work status of this work-stream:		January 31 st 2014	GREEN

			<ul style="list-style-type: none"> • The Welsh Government Web-Page has now been reviewed and updated. The Web-Page will provide links and contact details of partners, 'tool kits on advice to practitioners', information on events, seminars and training together with NRM statistics and other related human trafficking information to be available for practitioners, researchers and the public. The Anti Human Trafficking Officer will be responsible for keeping the Web-Page up to date • The Wales Regional Police Intelligence Unit/South Wales Police (Lian Penhale) have produced an Anti Human Trafficking 'Rich Picture.' The DVD was shown to the Leadership Group meeting. Now being distributed to Leadership Group organisations and available for wider circulation to 	<p>ACHIEVED WITH ONGOING UPDATES</p> <p>ACHIEVED</p>		
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			<p>interested groups/organisations</p> <ul style="list-style-type: none"> Public awareness raising campaign to be proposed early 2014 Other initiatives include: awareness raising by the Minister and AHTC including conference speeches, radio and TV interviews, press releases, articles, to be added and ongoing. Anna Miller WG Press Officer engaged 	<p>February 2014</p> <p>Ongoing</p>	<p>January 31st 2014</p>	
Victim Care	To develop a 'Victim Care Pathway' for Wales.	To develop a 'Victim Care Pathway' which provides the best possible support to victims who have been trafficked	<p>Angelina Rodriques, Deputy Chief Executive of Bawso.</p> <p>The Leadership Group were given an initial update at the November meeting of the current work being piloted in Cardiff:</p> <ul style="list-style-type: none"> The 'Victim Care Pathway' is currently under development by the Cardiff Anti Human Trafficking Fora and being piloted. Following evaluation within 	<p>By January 31st 2014</p>	<p>December 31st 2013</p>	<p>GREEN</p>

			the Cardiff Council area, a roll out plan will be introduced across Wales for all Local Authorities	Ongoing from February 2014		
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4. Monitoring and evaluation

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

Annex C

Wales National Referral Mechanism (NRM) 2012 Statics

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

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

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

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

Country of Origin Referrals 2012 All Referrals

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

Adult Referrals¹

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

Minor Referrals²

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

First Responder Referrals Totals³

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

¹ Age defined by age at first exploitation.

² 17 or under at the time of first claimed exploitation

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

Annex D

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

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

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

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

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

Annex E

Glossary

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

Paper No:	Issue and Date of meeting	From	Action Point
3	Inquiry into public libraries in Wales	WCVA	Consultation Response
4a, 4b, 4c	Scrutiny session on Human Trafficking 20/11/2013	Dyfed–Powys Police and Crime Commissioner Gwent Police and Crime Commissioner North Wales Police and Crime Commissioner	As part of the Committee’s scrutiny on Human Trafficking, the Committee agreed to write to the Welsh police and Crime Commissioners.
5a, 5b	Welsh language 4/12/2014	First Minister Chair of the Enterprise and Business Committee	Further to the First Minister’s attendance on 4 December to give evidence on matters relating to the Welsh language, the Chair wrote to the First Minister and Committee Chairs.

Policy Response



Communities, Equality and Local Government C
CELG(4)-08-14 Paper 3

Inquiry into public libraries in Wales

A response from WCVA

3 March 2014

WCVA
Baltic House
Mount Stuart Square
Cardiff
CF10 5FH

Wales Council for Voluntary Action

Response to the inquiry on public libraries in Wales

1. Wales Council for Voluntary Action (WCVA) is a registered charity and umbrella body working to support, develop and represent Wales' third sector at UK and national level. We have over 3,350 organisations in direct membership, and are in touch with many more organisations through a wide range of national and local networks. WCVA's mission is to provide excellent support, leadership and an influential voice for the third sector and volunteering in Wales.

2. WCVA is committed to a strong and active third sector building resilient, cohesive and inclusive communities, giving people a stake in their future through their own actions and services, creating a strong, healthy and fair society and demonstrating the value of volunteering and community involvement.

3. We believe that there is an urgent need to transform public services in Wales by treating people and communities as assets and equals in design and delivery; building services around the person and community; unlocking potential resources of time, money and expertise to combine with state funding; using existing state resources to enable and maximise citizen and community action, capital and care. This is why many people are now looking at a different co-produced public service, which places the citizen and community at the centre, with the state as the enabler and facilitator.

4. We welcome the opportunity to offer comments for the Communities, Equality and Local Government Committee's inquiry into public libraries in Wales. We have concentrated on the questions pertinent to our role as a representative body for the third sector in Wales.

Options for improving the financial sustainability of library services, including alternative models of provision

5. There are a number of options for redefining library service provision with communities. We believe it is irresponsible to cut and close. There are alternative models of provision which avoid library cuts or closures, but maximise their resources through co-productive approaches which might include transfer of ownership, reconfiguring services, greater community involvement, and partnering with community groups.

6. The following extract from WCVA's recent position paper *Putting People at the Centre*, (enclosed) set out the different scenarios for two councils who want to cut expenditure on libraries:

"In Council 1 the decision is taken by the Cabinet and the library is closed, with protests and negative publicity which do not alter the decision. Staff are made redundant and there is no longer a service in the area of any sort.

"Council 2 went to the community with its proposals and asked for ideas. The community propose transferring the freehold of the library building to a development trust; and transferring the library service to a nearby community centre with spare capacity, and running it with a mix of residents and a paid co-ordinator. The trust sells the original building and uses the proceeds to establish an endowment to pay towards the co-ordinator. Other ongoing costs are met by a continued revenue grant from the Council that is 80 per cent less than previous expenditure. The service and at least one associated job are maintained."

7. A further example could be -

Council 3 went to the community with its proposals and asked for ideas. The community proposed transferring the freehold of the library building to a newly set up community organisation. The organisation then used the building as security to raise loan finance to pay for upgrading and re-configuring the building. This then meant that the library now become a multi use building able to generate income through activities such as office rental for local private or social enterprises, provision of crèche facilities, room rentals for meetings and outreach learning activities, local tourist information or any other activity that is specific to the locality and can generate income to contribute to the maintaining of the core library activity.

8. Crucially, public bodies should be creating time and space for full consideration of ways in which services can be maintained or reconfigured with the full contribution of citizens and community groups.

9. Between maintaining an existing service and closing it, there are a number of options for alternative models of library service provision, which might include:

- Community management of libraries, through a partnership with Local Authorities
- Transferral of building ownership to trusts
- Greater partnership with town and community councils
- Partnering with local third sector organisations to maximise use of facilities, e.g. co-locating other services and activities within libraries to develop community hubs
- Transferral of library services to other community buildings with spare capacity
- Greater use of volunteers alongside paid staff
- Partner with other delivery organisations to supply books to housebound people
- Extend opening hours (evenings and Sundays) through partnering with community groups and deploying volunteers

10. It would be important that a partnership approach between Local Authorities and communities or community organisations should be established on an equal basis. For example, if a Local Authority transfers library service provision to a community group, it should not be too prescriptive about the requirements of transferred services: communities should have scope to shape services according to their needs and resources.

11. The ability to attract investment into the library once it is not a publicly held asset through various grant schemes, foundations and social investment funds, such as WCVA's Communities Investment Fund, means that altering a library's ability to be more sustainable is possible.

The use of volunteers in libraries

12. Alternative models of library service provision, following co-productive approaches, are likely to involve volunteers and exploration of these is to be encouraged.

13. Guidelines for good practice in working with volunteers can be found by referring to the Investing in Volunteers Standard www.investinginvolunteers.org.uk

14. Care should be taken not to place volunteers in what were previously staff roles. The Wales TUC/WCVA Charter 'A Charter for strengthening relations between paid staff and volunteers', March 2011, sets out principles for working with paid and unpaid staff alongside one another.

15. Volunteers may be involved directly in county library service provision. A volunteering policy is advisable, to set out clearly the principles and practice for volunteer involvement. WCVA is happy to advise on this. It may appropriately be Local Authority wide i.e. relevant to all departments, rather than exclusively for library services

16. Volunteers may also be involved in association with community groups who develop services in partnership with, or complementing and separate from what the Local Authority provides. The Local Authority would not be expected to have responsibility for volunteer policy or management in such cases.

17. Involving volunteers can lead to creative and cost effective ways of delivering services. It is not cost-free however. Volunteer involvement needs to be planned, resourced (training and expenses, for example) and appropriately managed and supported. It often works best where a designated staff member has responsibility and can give adequate time for volunteers.

The contemporary and community role of public libraries in Wales

18. Public libraries in Wales have a crucial role to play: one which is continuously developing role, and becoming more important than ever. Libraries are important as centres for knowledge and learning; enabling reading for pleasure; providing information about local services; enabling social contact; supporting improved literacy; providing services freely available to all in the community, of all ages; addressing poverty through the provision of free resources and job search; providing warm welcoming environments for people to spend time productively; addressing digital exclusion through the provision of internet access, training and support; providing bibliotherapy for people with mental health problems; and many other functions.

19. When supported, libraries are true enablers: facilities which enable an extensive range of activity that can contribute to community development and cohesion.

GC
WCVA
3 March 2014

Attached: *Putting People at the Centre*, WCVA

Comisiynydd Heddlu a Throseddu Dyfed-Powys,
Blwch Post 99, Llangynnwr, Caerfyrddin, SA31 2PF

Dyfed-Powys Police and Crime Commissioner,
PO Box 99, Llangunor, Carmarthen, SA31 2PF

Ffôn: Tel: 01267 226440
Ffacs: Fax: 01267 226448
E-bost: Email: opcc@dyfed-powys.pnn.police.uk



**COMISIYNYDD
HEDDLU A THROSEDDU
DYFED-POWYS
POLICE AND CRIME
COMMISSIONER**

Christine Chapman AC/AM
Chair
Communities, Equality & Local Government Committee
National Assembly for Wales
Cardiff Bay
Cardiff
CF99 1NA

26th February 2014

Dear Christine,

Thank you for your letter of 4 December 2013, concerning the Wales Anti-Human Trafficking Co-ordinator. Please accept my sincere apologies for my very delayed response.

You ask a series of questions, to which I have provided answers, as best I can, below. You seek views on:

- the effectiveness of the relationship between the Co-ordinator and the Police and Crime Commissioners;
- the effectiveness of multi-agency working between UK and Welsh Government departments;
- what mechanisms are in place for sharing intelligence between Police and Crime Commissioners and agencies in Wales;
- whether victim support services are adequate and responsive;
- whether I consider that awareness of human trafficking and how to refer victims into the National Referral Mechanism is consistent across police forces in Wales.

I'm afraid I had never heard of the Wales Anti-Human Trafficking Co-ordinator, so can only comment that it has not been a terribly effective relationship thus far, in terms of my office. I believe the police do work with the co-ordinator when appropriate. These occasions are relatively rare in Dyfed Powys, in single figures.

The effectiveness of multi-agency working between UK and Welsh Government departments is generally reasonable, in my experience. I am not aware of evidence that work between Welsh and UK government departments is any less effective than work between departments within those governments. That said, I very much doubt that it is better.

Police and Crime Commissioners and police forces meet regularly to share information and manage Wales-wide issues. Forces have embedded intelligence sharing arrangements between them, as they do with other UK and international forces. We also have a number of police collaborations in Wales, not least the Welsh Extremism and Counter Terrorism Unit (WECTU), Tarian (which shares intelligence to tackle organised crime) and joint firearms arrangements. We work with other agencies through a number of fora; too many, in fact. We

work with Local Service Boards, Community Safety Partnerships, Area Planning Boards, Supporting People Partnerships and Local Resilience Forums, to name a few.

Victim support services can certainly be improved. They are adequate and responsive but, like other services, are under financial pressure. Police and Crime Commissioners are empowered to act as the voice of victims across the criminal justice system and with local partners. Our funding is expanding to include provision of victims' services and restorative justice over the course of the coming financial year (2014-15). I believe these services need to deliver better value, become more targeted and provide more space for local providers. This is a particular concern in my, very rural, area.

I understand that the National Referral Mechanism works well as far as the police are concerned. I am not aware of any problems with its consistency or referrals from police forces in Wales.

I hope this helps with your enquires.

Yours sincerely,

Christopher Salmon

Christopher Salmon
Police & Crime Commissioner

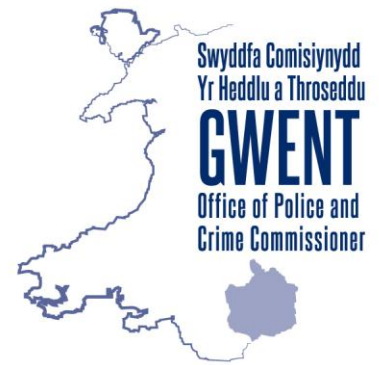
Swyddfa Comisiynydd yr Heddlu a Throseddu, Gwent
Office of Police and Crime Commissioner, Gwent

Pencadlys Heddlu Gwent | Gwent Police Headquarters,
Croesyceiliog, Cwmbrân, NP44 2XJ

Ffôn | Tel: 01633 642 200

Ebost | Email: commissioner@gwent.pnn.police.uk

We | Web: www.gwent.pcc.police.uk



Comisiynydd yr Heddlu a Throseddu ar gyfer Gwent | Police and Crime Commissioner for Gwent:
Ian Johnston QPM

Christine Chapman, AC/AM
Chair, Communities, Equality & Local Government Committee
National Assembly for Wales
Cardiff Bay
CARDIFF
CF99 1NA

7th January 2014

Dear Chris

Thank you for your letter of 4th December 2013. Please find below my views on the matters highlighted in your letter.

Question: The role of the Wales Anti-Human Trafficking Co-ordinator, including its effectiveness and achievements so far;

Answer: Tackling Human Trafficking requires co-ordinated action cutting across the Political and Agency boundaries in the UK. The response in Wales has been bolstered by the appointment of an Anti-Human Trafficking Co-ordinator (AHTC), who champions the fight against exploitation with Police Forces, Public Authorities and Charity Organisations. The Welsh Government is the only Government within the UK to employ an AHTC and should be applauded for their commitment in this area. Not only does the AHTC advise the Minister, he also raises awareness of Human Trafficking and contributes to policy development across the Welsh Government. Some of the achievements so far include the Cardiff Anti Human Trafficking Forum piloting their first Human Trafficking Multi Agency Risk Assessment Conference (MARAC) and following positive feedback are using this process for all future cases involving potential victims of Human Trafficking. The AHTC is working with colleagues on an initiative led by the Crown Prosecution Service on the introduction of Joint Investigation Teams for cases of human trafficking, such as the National Crime Agency, Home office Immigration and Gangmasters Licensing Authority. In March 2013 Operation Eagle was launched. The objective of this operation is to raise awareness, increase the amount of information received and improve co-ordination and operation activities of all Police Forces across England and Wales. All four Welsh Police Forces are engaged in preventative and pro-active anti human trafficking operations. I believe the role is very effective and the above demonstrates the achievements to date.

Question: the effectiveness of the relationship between the Co-ordinator and the Police and Crime Commissioners;

Answer: The relationship between the AHTC and the Force is very positive. There probably needs to be more interaction between the AHTC and the OPCC in relation to policy development and in future the link to victim services which will come within the PCC remit from October 2014. I have already made contact to discuss these issues with the AHTC as soon as possible.

Question: The effectiveness of multi-agency working between UK and Welsh Government departments;

Answer: There is a large amount of multi agency work being carried out in the field of Human Trafficking. The AHTC represents Wales on a number of UK Groups including the UK Threat Reduction Board, The UK Human Trafficking Strategy Board, the Home Office Joint Strategy Group, and the Home Office Child Trafficking Information Sharing Forum. In addition the AHTC is a member of the Wales Border Management Group and a number of key strategic and operational groups. The AHTC is also now part of the Violence Against Women and Domestic Abuse (VAWDA) team within the Community Safety Division of the Welsh Government. Awareness raising sessions are being delivered to key stakeholders across Wales including Local Authorities, Local Health Boards, Criminal Justice Partners, and NGO'S.

Question: What mechanisms are in place for sharing intelligence between Police and Crime Commissioners and agencies in Wales;

Answer: Section 115 of the Crime and Disorder Act 1998 covers the legality of the exchange of intelligence. That exchange is extremely effective at an operational level, as shown by the exchange of intelligence between Operation Imperial and Trading Standards in the Gwent Police area. However, more intelligence sharing needs to be developed between all Public Authorities. The GAIN process is a very useful mechanism to maximise this. The Regional Intelligence Unit based in Bridgend is in the process of preparing a problem profile in relation to the extent of the problem of Human Trafficking regionally. All 3 Southern Wales Forces have contributed to this by submitting information and intelligence on their problems locally. When complete I am advised this will be shared with PCC'S and relevant agencies.

As far as Gwent is concerned a Multi Agency HT forum has been set up which meets on a quarterly basis and is chaired by a DI. Intelligence and information is shared between partners in this forum with a review of recent cases and the dissemination of any lessons learned.

Question: Whether victim support services are adequate and responsive;

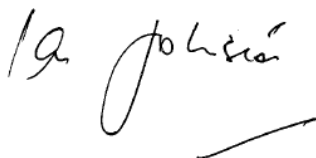
Answer: Victim Support have developed a referral pathway for all agencies who may encounter a potential victim of adult trafficking. This was developed with the Anti-Trafficking Partnership in Bristol, and part of that pathway is a referral to Victim Support for emotional and practical support for that victim. This is not currently an established pathway in Wales and is possibly an area for improvement, although Victim Support will take referrals through the normal process for victims of trafficking. Victim Support have held awareness raising sessions with their volunteers and are working on a training package. This may be an area that requires further discussion as part of my developing Commissioning Strategy.

Question: Whether you consider that awareness of human trafficking and how to refer victims into the National Referral Mechanism is consistent across police forces in Wales;

Answer: In June 2013, the AHTC arranged for Welsh National Referral Mechanism (WNRM) First Responders, the four Welsh Police Force Strategic Leads and Single Points of Contact and Welsh Government Community Cohesion Co-ordinators to visit the UK Human Trafficking Centre. The visit included a UK and Wales Human Trafficking Intelligence Briefing by the head of UKHTC and also an explanation of the role of the Tactical Advisors and of the NRM process. Work is continually being done with other first responders such as BAWSO and New Pathways to ensure that there is consistency with both police and partners in terms of referrals to the National Referral Mechanism. The Southern Welsh Forces have engaged regionally to try and establish a stronger intelligence picture of the extent of this problem. The police recognise the need to work closely with other agencies to improve the intelligence picture of this area of criminality. Gwent Police are very aware, particularly with our experiences of Operation Imperial, of the National Referral Mechanism. We have worked with UKHTC of the National Crime Agency and successfully engaged in the process with victims.

I hope you have found my responses to be helpful. If I can be of any further assistance please do not hesitate to contact me.

Yours sincerely



I Johnston, QPM
Police & Crime Commissioner for Gwent

Communities, Equality and Local Government Committee
CELG(4)-08-14 Paper 4c

Christine Chapman AC/AM
Chair
Communities, Equality and Local Government
Committee
National Assembly for Wales
Cardiff Bay
Cardiff
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Ein Cyf / Our Ref: File JA/AJ

5 March 2014

Dear Christine

Re: Scrutiny – human trafficking

I refer to your letter of 4th December 2014. I apologise for the delay in responding.

In conjunction with the points listed in your letter, I would submit the following information:

1. With regard to effectiveness and achievements to date, my view is that Wales is taking the lead on co-ordination of anti-human trafficking activity. I view the fact that north Wales is the first official, formal structure overseen by a local Co-ordinator – Mr James Coy – as a significant step. I understand that Steve Chapman is progressing the same approach in the other three police areas in Wales. The work done by Steve Chapman in producing a formalised training package that will standardise and achieve consistency with the delivery of training amongst the partner agencies is real progress. Likewise, I think the victims' safeguarding pathway developed by Cardiff & Vale Health Board will prove effective - I understand that Betsi Cadwaladr University Health Board staff have viewed this and consider it good practice. Thus, it seems likely that this good practice will be shared.
2. Over the course of the last four months, we feel that we have established an effective relationship with the Co-ordinator. Mr Coy has been in post since the 4th November and since then, we have met on a number of occasions. We held a 1:1 meeting on 25th November when he outlined start-up information in detail; we met with the Commissioner on 18th February when Mr Coy provided us with a full update on progress; I have met Mr

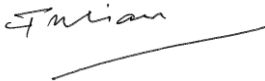
Coy at North Wales Safer Communities Board meetings on 13th November and 20th February. In addition, the Commissioner opened the Barnardo's Conference on child trafficking and I gave a keynote speech at the North West Wales 'Together Against Trafficking' conference held at Bangor University on 22nd January. I met Steve Chapman at this event.

3. On the effectiveness of multi-agency working between UK and Welsh Government departments, I am reliant to some extent on the briefings supplied by Mr Coy, however I can only reiterate here my perception that the Welsh anti-human trafficking project appears to be leading the way in that already I understand it to be the case that other areas of the UK have been in contact with a view to replicating the approach. Also of relevance on this point is the clarity of message on the part of the Home Secretary and the Welsh Government Minister for Local Government and Government Business.
4. You ask in this point what mechanisms are in place for sharing intelligence between Police and Crime Commissioners and agencies in Wales. I see this point as under development. The north Wales Co-ordinator is currently checking that we have in place the necessary protocols. There is a need to distinguish here between information and intelligence. Training and familiarisation activities for police and partner agencies targeted at identifying human trafficking will doubtless result in the sharing of not only information but intelligence also. Accordingly, it is important that the relevant protocols, including the Wales Accord on the Sharing of Personal Information, are still fit for purpose. I understand that Mr Coy has taken the lead in examining this issue and is ensuring that the agreements cover intelligence as well as information. In addition, with regard to the Government Agencies Intelligence Network, I understand that the Force is committed to working with the one at Bridgend and the one which is being established at Warrington. This should smooth the pathway for intelligence sharing between law enforcement and non-law enforcement partners.
5. On whether victim support services are considered adequate and responsive, we are about to embark on the completion of a needs assessment with regard to victims' commissioning in north Wales. According to the briefing the Commissioner and I have received from Mr Coy, interim reception facilities are being put in place in Holyhead Port. Our understanding is that each agency is going to have a part to play in the relevant victim pathway. I understand that the Cardiff pathway has been heralded as very good practice.

6. The final point asks whether I consider that awareness of human trafficking and how to refer victims into the National Referral Mechanism is consistent across police forces in Wales. My understanding is that, on the latter point, it is not. However, this has been identified. Initial training packages are still in the process of being rolled out. I understand from Mr Coy that Holyhead Port is due for completion in April and that it will involve the four main agencies at the port.

In terms of other information, it is perhaps relevant to point out that during the last two months, we have been consulting on the revision of the Commissioner's Police and Crime Plan. This has involved discussions on anti-human trafficking. We are not aware of any barriers encountered by the local Anti-Human Trafficking Co-ordinator.

Yours sincerely



Julian Sandham
Deputy Police and Crime Commissioner



Ein cyf/Our ref: SF/FM/0543/14

Llywodraeth Cymru
Welsh Government

Christine Chapman AM
Chair: Communities, Equality and Local Government Committee
National Assembly for Wales
Tŷ Hywel
Cardiff Bay
Cardiff
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5th March 2014

Dear Christine

I am writing in response to your correspondence dated 28 January, as Chair of the Communities, Equality and Local Government Committee, about the Welsh language.

Your correspondence raises a number of points, and I have provided information specifically related to the headings contained therein.

As far as our progress with the Strategy *A Living Language: A Language for Living* is concerned, we will shortly be publishing an annual report, and I would be happy to discuss any issues raised in it with the Committee.

I believe that the Strategy remains appropriate. Though the 2011 Census results were disappointing, they were not unexpected. Therefore although we launched the Strategy before those results were published, it was drafted with the aim of getting to grips with the situation revealed by the Census.

Our Action Plan for 2013-14 shows how we moved on following the Census. One of the proactive steps we took, of course, was to hold the Gynhadledd Fawr, in order to gather practical ideas to support the language and our Welsh communities.

The written statement I issued on 3 February contains further details about the steps we have taken thus far.¹ In that statement I emphasise that the Strategy continues to underpin and drive our approach and that important developments are in progress, but that we cannot afford to be complacent. I also said that I would be making full policy statement in the spring, and I intend to do so before the Easter recess.

Concerning the mainstreaming of the Welsh language within the Welsh Government, we are addressing the need to analyse the Welsh Government budget's impact on the Welsh language. Specifically, work has been done to draw up a new methodology, and we will begin to assess expenditure on the Welsh language and its contribution to the aims of *A Living Language: A Language for Living* in the 2014 budgeting process.

¹ <http://wales.gov.uk/about/cabinet/cabinetstatements/2014/welshlang/?lang=en>

As we prepare to implement the new Welsh Language Standards, we are working on a new impact assessment tool for policy decisions, with the aim of mainstreaming Welsh across policy decisions.

Another issue contained in your letter is the Welsh Language Commissioner's role and budget. When I laid the Welsh Language Commissioner's budget estimate before the National Assembly for Wales on 27 January, a letter was also published which included an explanation of the basis for the 10% cut in the 2014/15 budget. A copy of that letter can be found online.²

Officials are currently working with the Welsh Language Commissioner to update and review the Joint-working Framework Agreement. Once this is agreed and signed it will be published on the Welsh Government website. I have also asked my officials to forward a copy of the agreement to you when it is published.

In the field of planning, practice guidance is currently being prepared by the Welsh Government, and we expect it will be made available to local planning authorities in the spring. We are working with representatives from local planning authorities and the Welsh Language Commissioner's office to prepare the guidance and believe it will be another useful tool, complementing Planning Policy Wales and Technical Advice Note 20, to help authorities consider the Welsh language effectively in their Local Development Plans (LDPs). The practice guidance will be useful for authorities at both the preparation and review stages of the LDP.

In relation to our response to the Welsh Communities Task and Finish Group, we are currently considering the recommendations, and this will feed into the policy statement that I will make during the spring. We will issue our response to the report at the same time.

In your letter you refer to the lack of a reference to the Welsh language in the Social Services and Well-being (Wales) Bill. There is current legislation and guidance which provides sufficient coverage and protection in relation to the provision of public services in the Welsh language (the Welsh Language Act 1993, the Welsh Language (Wales) Measure 2011 and *More than just words: the Strategic Framework for Welsh language services in Health, Social Services and Social Care*). There is therefore no gap in the law which would be addressed by the inclusion of an explicit reference to the Welsh language on the face of the Bill.

In addition, the approach set out in *More than just words* is being taken forward through the Well-being Statement. This Statement will guide the development of the work to implement the Bill and is a core part of the legislative framework as it sets out a duty on the Welsh Ministers in the Bill. The Statement was developed in partnership with people who use services themselves and includes direct reference to getting care through the Welsh language.

The Explanatory Memorandum published alongside the Bill also makes clear that subordinate legislation will make specific reference to the Welsh language, for example, in relation to the new assessment and commissioning arrangements for social services and social care.

² <http://www.assemblywales.org/bus-home/bus-business-fourth-assembly-laid-docs.htm?act=dis&id=253281&ds=1/2014>

The importance of having regard to a person's language of choice is specifically provided for in the Bill. A Government amendment introduced at Stage 2 and agreed by the Health and Social Care Committee in November 2013 means that under the overarching duty at section 4(3)(c), any persons exercising functions under the Act "must have regard to the characteristics, culture and beliefs of the individual (including for example, language)". This reference to language incorporates the Welsh language where this is a person's language of choice.

In addition a Government amendment tabled at Stage 3 was recently passed. This amendment captures the spirit of an amendment tabled by Elin Jones AM during Stage 2 which was to provide for linguistic need to be recorded on any register of sight-impaired, hearing impaired and other disabled people maintained in accordance with what was then section 15 and is now section 17 in the post-Stage 3 Bill.

The Bill therefore legislates clearly to give citizens a strong voice and real control over services without the need to have explicit references to the Welsh language on the face of the Bill.

In relation to the Welsh-language workforce, in November 2012 the Welsh Government launched *More than just words* its strategic framework to ensure that Welsh speakers can access health, social services and social care in the Welsh language. The strategy recognises that for many Welsh speakers receiving services in Welsh is not just a matter of choice but also a matter of language need e.g. for people with dementia, those who have suffered a stroke, and children under the age of five.

Two action plans accompany *More than just words*, one for the NHS and the other for social services and social care. These two action plans detail the practical steps needed to achieve the strategy over the next three years from April 2013 and they include a number of strategic objectives. One of the strategic objectives includes increasing the capability of the workforce to provide Welsh language services.

A monitoring system for *More than just words* and the two action plans was introduced in April 2013. An implementation manager is in post and is liaising closely with partners in the NHS and Social Services sharing good practice and support as needed. An implementation group has also been established. The implementation group is monitoring delivery progress on a 6 monthly basis and reporting through the Deputy Minister for Social Services to the Welsh Language in Health and Social Services Ministerial Task Group.

Since the implementation of *More than just words* in April 2013 some of the developments to increase the capability of the workforce to provide services in Welsh include:

- Aneurin Bevan Health Board is developing a course to raise staff confidence in using Welsh
- Hywel Dda Health Board has developed and initiated a successful language skills strategy. Workforce skills have been identified and are being used as part of staff rota plans
- Care Council for Wales has developed a through implementation plan, including work on a first draft of Welsh Language Competencies Framework, and work on developing a language skills plan for the sector
- The Care Council is also currently undertaking research to gather information regarding creating a Welsh language course for workers in the social services sector, with the intention of improving individuals' confidence in using their language skills.

In relation to sustainable development, the Minister for Communities and Tackling Poverty has asked the current Commissioner for Sustainable Futures, Peter Davies, to pilot a national conversation on the Wales We Want by 2050. This launched on 18th February and is intended to enhance our understanding of the long term issues that Wales may face.

Our proposals for a Future Generations Bill (the working title) will set ambitious, long term goals to reflect the Wales we want to see in the future. Putting these goals into law will set a course for public services in Wales to pull together towards a healthier and more prosperous country, by balancing the economy, the environment and society. We have developed proposed draft goals to help inform the discussion on the Wales We Want by 2050 as follows:

- Wales is prosperous and innovative;
- Wales is a more equal nation;
- Wales uses a fair share of natural resources;
- People in Wales are healthier;
- Communities across Wales are safer, cohesive and resilient;
- People in Wales participate in our shared culture, with a thriving Welsh language.

The national conversation is an opportunity for everybody to inform discussion on the Wales We Want by 2050. I understand that Peter Davies has engaged Cymdeithas yr Iaith Gymraeg and the Welsh Language Commissioner in these conversations.

Our proposals for the new Commissioner for Future Generations also include an advisory council which we intend to be made up of core members, one of which will be the Welsh Language Commissioner. This secures the Welsh language at the heart of our approach to achieving a more sustainable Wales.

The written statement issued by the Minister for Communities and Tackling Poverty can be viewed online.³ Further details on the pilot National Conversation can be found on the Wales We Want website.⁴

I would encourage you to get involved in the pilot national conversation. The conversation will reach out across Wales and engage with as many people as possible.

We believe that the relationship between childcare and Welsh-medium education is important. This is especially true when we consider Welsh-medium education, as children and parents' first contact with the language is through Welsh-medium childcare or playgroups. Welsh-medium provision is an integral part of Flying Start, and local authorities are asked to respond to parental choice. Local authorities are also required to state in their Welsh in Education Strategic Plans how they ensure that childcare provision, including that which is offered as part of Flying Start, contributes to the development and expansion of Welsh-medium education.

³ <http://wales.gov.uk/about/cabinet/cabinetstatements/2014/futuregenerationsbill/?lang=en>

⁴ <http://thewaleswewant.co.uk/>

Targets were included in the Welsh-medium Education Strategy as a way of measuring the effectiveness of the Strategy. That said, the targets clearly show the Welsh Government's aspiration to see an increase in the number of pupils being educated through the medium of Welsh. The increase in Welsh-medium education is shown, primarily, by measuring the increase in the percentage of seven year olds who are educated through the medium of Welsh. In order to achieve this, we have introduced a new planning procedure through the School Standards and Organisation Act, in the form of Welsh in Education Strategic Plans. These are a mechanism to improve planning from the pre-school stage to the end of statutory education. Therefore, by implementing them correctly, we will be able to achieve the targets in the Welsh-medium Education Strategy.

But the planning has to be done correctly and local authorities must stimulate growth as well as meeting the demand for Welsh-medium education. In 2012, the number of seven year old learners who were assessed in Welsh reached its highest level since the assessments were introduced in 1999, rising above 7,000 for the first time and registering the highest annual increase percentage-wise (7.4 per cent). However, this increase was achieved in the context of an unusually large annual increase (7.5 per cent) in the general cohort, leading to the target measure remaining unchanged. Therefore the increase in the Year 2 cohort is a consideration, as is the way local authorities work with groups such as Mudiad Meithrin to establish the all important contact point to Welsh education.

Linguistic progression is a priority for us at every educational stage. Attention is given to the number of pupils or students who continue to study Welsh as a First Language, or subjects through the medium of Welsh, as they move from one key stage to the next during their educational careers. We ask local authorities to state how they increase progression rates in their Welsh in Education Strategic Plans. Consortia can use the Welsh in Education Grant to organise relevant training and activities to improve linguistic progression. Welsh Language Champions are supported in every further education college to promote linguistic progression.

The work continues to promote Welsh-medium and bilingual learning in the Work-based Learning sector. By encouraging learners to continue to use Welsh as they learn, it gives them the opportunity to maintain and develop their Welsh-language skills for use in the workplace. Recently we also conducted a survey on the need for Welsh language skills in the workplace, and the final report will be published soon. The survey's results will help us plan post-16 education to ensure that young people have appropriate Welsh-language skills as they move into the workplace. The results will also be of use to the careers sector as they advise individuals on the skills needed by employers.

In the case of encouraging the use of Welsh by young people in a social setting, Urdd Gobaith Cymru has 50,000 members across Wales, with 962 branches providing well over 200 social activities annually.

The competitive side is one element of the Urdd's work. Over 220 Eisteddfod events are held by the Urdd every year, which feed into their main Eisteddfod. At present, the main winners receive a certificate, but the Urdd intend to offer special stickers to every one taking part in order to show an appreciation of their efforts. It is also important to remember that research conducted by the Urdd has shown that the children and young people who take part in the eisteddfods participate in at least 3 other Urdd-related activities. They are therefore fostered in the Urdd's ethos, which ensures that every individual is treated fairly, with respect and is encouraged to develop as a citizen.

As well as the Urdd's work, the Government also funds several other grants and projects which support young people to use Welsh socially. These include funding music projects such as Community Music Wales, the Gwallgofiaid and the BBC Radio Cymru tour of schools, as well as support for the Young Farmers in Wales. One of the division's main youth projects is the Supporting Language Use Project. This project's aim is to give young people more opportunities to use Welsh socially in a variety of settings, with the support of school staff and pupils and community / youth partners such as the Urdd and the Mentrau Iaith. The Government is working with several partners to implement this project, including Local Authorities.

Finally, I'm grateful to you as a Committee for your comments, and appreciate your constructive feedback. I look forward to meeting with you again during the summer term in order to update you on what the Government is doing to promote the Welsh language.

Yours sincerely

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

CARWYN JONES

**Y Pwyllgor Menter a Busnes
Enterprise and Business Committee**



Christine Chapman AM
Chair
Communities, Equality and Local
Government Committee

3 March 2014

Dear Christine

Welsh Language Scrutiny

Thank you for your letter to Nick Ramsay dated 28 January 2014 inviting the Committee to consider our approach to scrutiny of the Welsh language as it relates to our remit, and how to mainstream the Welsh language into our scrutiny work.

We welcome your initiative in this area and we are glad you have raised the issue as the Welsh language has not featured prominently in our work to date.

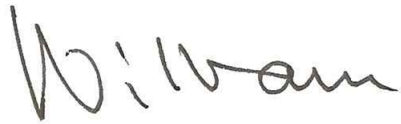
We agree that mainstreaming the language is important and that economic development and the Welsh language need to go forward hand in hand. This is particularly the case for those Welsh speaking heartlands where the provision of transport and economic opportunities are currently lacking.

We are aware that there have been some initiatives in this field, such as the Teifi Valley Local Growth Zones, Menter a Busnes and the report by the Welsh language and economic development task and finish group. We will aim to look at those initiatives over the coming months, and also to incorporate Welsh language issues within our regular questioning of Ministers and other witnesses during our future inquiries.

Bae Caerdydd
Cardiff Bay
CF99 1NA

Thank you again for inviting our views on this issue.

Yours sincerely

A handwritten signature in black ink that reads "William". The letters are cursive and connected, with a prominent 'W' at the start.

William Graham AM
Chair, Enterprise and Business Committee