



Rhodes Foundation Scholarship Trust

Exploring Human Trafficking & Modern Slavery Learning from Romania

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Nadia Hilal & Lee Munro

Probation Officer & Senior Probation Officer
Her Majesty's Prison and Probation Service
North West & North East

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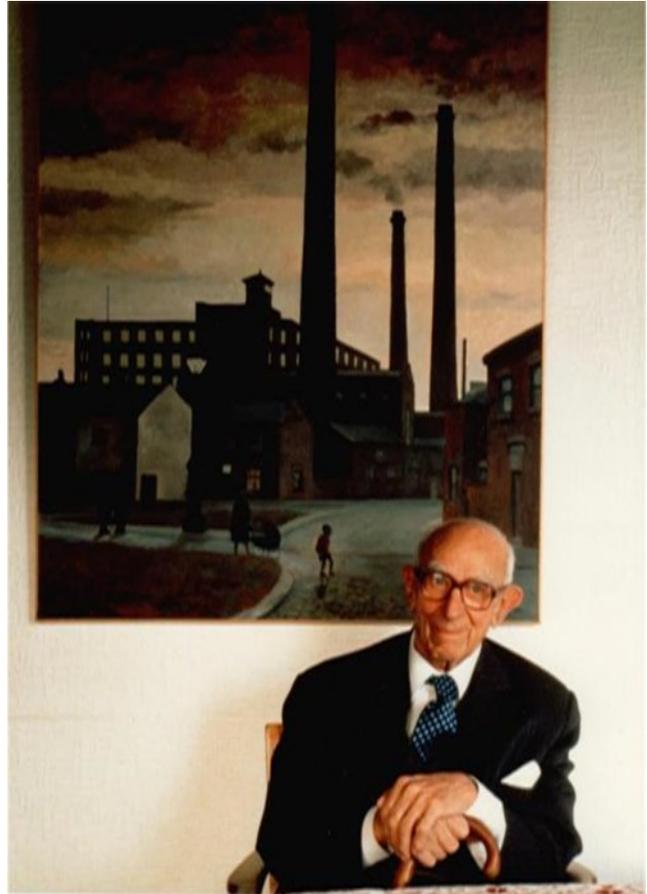
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Probation
Journal

**Hervey Rhodes, Baron Rhodes of Saddleworth, KG, DFC, PC, DL
(12th August 1895 – 11th September 1987)**



The Rt. Hon. the Lord Rhodes KG DFC PC DL
12 August 1895 - 11 September 1987

Lord Rhodes's life connected the 19th and 20th centuries in many ways: the changing face of work and industry, the political, social and cultural landscapes as well as the contribution of philanthropic and voluntary movements anchored in a tradition of public service to which he was unwaveringly committed.

It was no surprise that when approached by the Lancashire South East Probation Service he unhesitatingly agreed to be the first President of the Selcare Trust when it was founded in 1971. The Selcare Trust developed innovative ways of working with offenders and their families which gained national recognition.

On Lord Rhodes' death in 1987, the then Chief Probation Officer of Greater Manchester, Cedric Fullwood proposed that the Rhodes Foundation Scholarship Trust should be established in honour of his unstinting support to the work of the Probation Service.

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Abbreviations

ANITP	National Agency against Trafficking in Persons
EU	European Union
GMP	Greater Manchester Police
HMPPS	Her Majesty's Prison & Probation Service
HT/MS	Human Trafficking/Modern Slavery
IOM	International Organisation for Migration
IRIS	International Recruitment Integrity System
MAPPA	Multi- Agency Public Protection Arrangements
MASH	Manchester Action on Street Health
NGO	Non-Governmental Organisation
NPS	National Probation Service
NRM	National Referral Mechanism
SOCU	Serious and Organised Crime Unit

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Nadia Hilal & Lee Munro

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1. Introduction & Background

Introduction

This report aims to provide an overview of what is meant by Human Trafficking / Modern Slavery (HTMS) and an understanding of how agencies are working together to tackle such crimes. By drawing together the experiences and observations of experts from a range of organisations within the criminal justice sector and Voluntary & Community Sector (VCS) sector, the intention is to reflect on what it takes to meaningfully work together to address the issues associated with HTMS. The ultimate aim of the project is to extend our knowledge of the subject matter so that in turn we can upskill staff within Her Majesty's Prison and Probation Service (HMPPS).

The origins of this study stem from our current roles within HMPPS' SOCU. We have regional responsibility, covering all the North West and the North East and we are also part of a small nationwide resource who regularly meet. One of our key responsibilities is upskilling staff, supporting defensible decisions and acting as a conduit between Law Enforcement Agencies (LEA's) and HMPPS colleagues, encouraging good practice. We are specifically focused on Serious and Organised Crime, with HTMS falling within our remit. There is an expectation that we have a strong understanding around the various offences that fall under this area of work and are therefore seen as a point of contact to offer support for colleagues across the HMPPS when required. Given this, it is important that we are confident in the advice and support we give to lend legitimacy to the subject area.

Upskilling probation officers based in both the community and prisons would enable NPS to contribute to the fight against HTMS and give them the confidence to respond appropriately to the criminalisation of victims and the identification of the risks posed by the perpetrators of these offences. Probation officers working in Courts could identify potential victims, helping prevent unlawful convictions and complete appropriate risk assessments for the perpetrators. Probation officers working within prisons who are trained around HTMS would be uniquely placed to identify victims who have been convicted and imprisoned. They could have a key role in safeguarding and protecting these vulnerable prisoners and enabling a referral into the National Referral Mechanism (NRM), providing them with the possibility of access to support and assistance. Finally, probation officers working with offenders in the community have unique opportunities to identify potential victims who may have been criminalised in the past or are targeted for exploitation after release from prison. Probation officers can play a crucial role in their safeguarding and protection, through referral and signposting to statutory and non-statutory support as well as assistance available both within and outside of the NRM. Probation officers will also be able to consider how to work with perpetrators to ensure their risks are managed in a robust manner and restrict them from engaging in this offending again.

Background

Slavery did not end with abolition in the 19th century. Instead, it changed form and continues to harm people in every country in the world. Whether it is women forced into prostitution, men forced to work in agriculture or construction, children in sweatshops or girls forced to marry older men, their lives are controlled by their exploiters. Victims no longer have a free choice - they are in slavery. Today slavery is less about people literally owning other people, although that still exists but more about

being exploited and controlled by someone else. The different forms of Modern Slavery are outlined below:

- **Forced labour** – any work or services which people are forced to do against their will under the threat of some form of punishment.
- **Debt bondage** or bonded labour – the world's most widespread form of slavery, when people borrow money they cannot repay and are required to work to pay off the debt, then losing control over the conditions of both their employment and the debt.
- **Human trafficking**– involves transporting, recruiting or harbouring people for the purpose of exploitation, using violence, threats or coercion.
- **Descent-based slavery** – where people are born into slavery because their ancestors were captured and enslaved; they remain in slavery by descent.
- **Child slavery** – many people often confuse child slavery with child labour, but it is much worse. Whilst child labour is harmful for children and hinders their education and development, child slavery occurs when a child is exploited for someone else's gain. It can include child trafficking, child soldiers, child marriage and child domestic slavery.
- **Forced and early marriage** – when someone is married against their will and cannot leave the marriage. Most child marriages can be considered slavery.

Human trafficking is a highly organised crime. Traffickers take people from one area of a country to another or across borders, and when they arrive, they force their victims into exploitation. Trafficked people are exploited sexually, placed in domestic servitude, agricultural work, begging, manufacturing, construction, and organ harvesting amongst a host of other exploitative purposes. It is not the same as people smuggling. The role of consent is the key difference between people smuggling and human trafficking. People that seek to leave their homes, often rely on smugglers to facilitate their illegal journey. In legal terms, human trafficking is outlined as 'the recruitment, transportation, transfer, harbouring or receipt of persons, using:

- Threats and force or other forms of coercion
- Abduction
- Fraud and deception
- Abuse of power or abuse of a position of vulnerability, and
- The giving or receiving of payments or benefits to achieve control over another person for the purpose of exploitation.

Trafficking has three steps: **action, means, and exploitation**. Child trafficking has two steps: **action and exploitation**. This is because **means** is irrelevant as children cannot legally consent.

Common methods used to traffic humans include forms of deception like:

- Seduction and romance
- False job advertisements
- Lies about educational or travel opportunities
- Abduction
- Sale by family
- Recruitment through former slaves.

In November 2014, the Modern Slavery Strategy was released. It builds on and adapts the framework that has been successfully implemented in both the serious and organised crime and

counter terrorism strategies. It has four components: **Pursue**: prosecuting and disrupting individuals and groups responsible for modern slavery; **Prevent**: preventing people from engaging in modern slavery crime; **Protect**: strengthening safeguards against modern slavery by protecting vulnerable people from exploitation and increasing awareness and resilience against this crime; and **Prepare**: reducing the harm caused by modern slavery through improved victim identification and enhanced support and protection.

In 2015, the Modern Slavery Act set out provisions around slavery, servitude and forced or compulsory labour as well as Human Trafficking acknowledging the need to provide protection for victims. Whilst the Act itself is a powerful piece of legislation, there remain clear gaps in the understanding and use of such issues from many front-line services where professionals frequently come face to face with those that have been victims of HTMS.

One of the countries in the European Union (EU) that is affected the most by the horrifying reality of human trafficking is Romania, where thousands of young women and children are recruited, smuggled and forced into prostitution or other types of modern slavery in other EU or non-EU countries. Romania has become a crucial transit country for Human Trafficking for the purpose of sexual exploitation. Romania's strategic geographical location (in Eastern Europe and very close to the western part of the Middle East) makes it a country of origin, transit and also a destination for the trafficking of human beings. Furthermore, Romania's entry in the European Union (EU) in 2007 allowed the free movement of the country's citizens to other EU countries, which caused the country to become an even more attractive place for human traffickers, as they can easily transport their victims to other EU countries.

A startling and somewhat sobering statistic is that Romania is currently the second highest ranking country in terms of experiencing mass migration; as many as 3.4 million Romanians have left the country since it joined the European Union in 2007. The figure represents 17 per cent of the country's total population. The exodus is unprecedented anywhere in Europe during peacetime. Over the same period, only war-torn Syria has seen a higher percentage of its citizens migrate (Turp, 2018), which begs the question, why? With an average wage of around 300-400 Euros per month the reasons for such mass migration become more understandable. Julia Vázquez Santiago explains that young women from rural or marginalised areas and those with the lowest levels of education are the most likely to fall into the hands of traffickers for purpose of sexual exploitation. However, unlike in other countries or regions, victims are not abducted or kidnapped. Traffickers usually act under covert or false identities, build rapport with victims and often offer them seemingly well-paid jobs, an education, or even a loving relationship in order to persuade them to move abroad. Once abroad, victims are deprived of their freedom and forced into prostitution, pornography or other contemporary forms of slavery. As most of the victims of human trafficking come from less developed areas and usually have lower levels of education, they are not familiar with how human trafficking networks operate and are vulnerable to traffickers.

The following statistics/information has been shared by Greater Manchester Police (GMP) and highlight the increasing numbers of Romanians involved in HTMS within Manchester:

- In relation to Romanians, this has continued to be one of the largest nationalities with links to potential HTMS within the North West.

- During 2017 there were 20 officially identified Romanian victims of Modern Slavery (2nd highest after UK victims) in 2018 this had increased to 31 (3rd after UK and Vietnamese)
- Regarding potential offenders this is harder to quantify however Romanian's remain one of the largest nationalities with links to modern slavery.
- Presently, Romanians are the second highest nationality in 2016 and 2017 after the UK for convicted offenders, 30 in 2016 and at least 16 potential offenders in 2017.
- Looking specifically at official HTMS crimes recorded for Greater Manchester, this shows that Romanians are the second largest offender nationality after the UK since the GMP MDS Unit started in 2015.

The IOM provided us with the below facts/observations in relation to issues in Romania:

- Romania is mainly an origin country (where victims originate).
- In 2018, Romania together with France, had almost 300 convictions per year (the highest numbers in Europe).
- Trafficking trends have shown that:
 1. Often it is not big mafia style criminal groups, but rather small groups responsible for Trafficking
 2. Recruitment is not generally violent anymore (Now the use of the 'lover boy' situation occurs which makes it more difficult identify trafficking from the very beginning as often the victim is happy to travel with the trafficker and will travel together across the border etc. – This raises the question - how can you detect it before they leave the country?)
 3. Women are often leaving and travelling to work as prostitutes in countries where prostitution is legal, but then become victims of Trafficking – this is a difficult situation to control. Data from Europol indicates that in places where prostitution is legal, the exploitation of minors (both genders) is flourishing
- Romania's system looks at prevention and raising awareness. Prevention is targeted with well-tailored messages based on data. Police, specialised prosecutors, financial departments and Non-Governmental Organisations (NGOs) are dealing with the issues. The National Identification and Referral Mechanism functions well but there are still things that require improvement, particularly since Romania relies heavily on receiving information from destination countries in terms of victims to appropriately target prevention and awareness.
- When victims are sent back to Romania there is often no information regarding them or their status (gender, if they have a medical condition or a physical risk, what were the circumstances of trafficking, etc). To address some of the challenges it is important to pass personalised or depersonalised information/data surrounding Trafficking to ANITP.

- The situation regarding the fight against Trafficking is extremely complicated and as result of contact, meetings, seminars etc. with partners all over Europe it is recognised that even though there are many common incidents and working documents pertaining to Europe there is no uniformed approach. For instance, some countries focus on the demand aspect, others prosecution, victim assistance, etc. It is exceedingly rare to see a well-articulated system which deals with all problems and often the approach is not holistic.
- All countries have weak links – traffickers find a weak link in the system of countries of origin, transit and destination and exploit it. However, all countries in Europe have improved their capacity to investigate Trafficking and protect victims. Conversely, the prevalence of Trafficking is not diminishing. There is a need to focus also on the beneficiaries of trafficking. Thus, the new EU directive of Trafficking is asking member states to incriminate those who have knowledge and use services of a victim of Trafficking.

2. Methodology

To begin planning our trip we initially met with Manchester University lecturers, Dr Rosemary Broad and Professor David Gadd to discuss our initial proposal. Following contact with Rosemary and David we were put in contact with Madalina Vlangar (Chief Superintendent based at the Embassy for Romania in London) along with Tina Threadgold (Operations Manager from the Manchester MASH team). We also attended a Modern Slavery event in London - 'Between two Fires' on 26th March 2019 presented jointly between Bedfordshire University and the London International Organisation for Migration (IOM). We have also spoke to Ms Shona Dale, Strategic Intelligence analyst from the Regional Intelligence Unit.

Following an initial teleconference with the London branch of the International Organisation for Migration (IOM), we then followed this up by visiting in person the London offices, meeting with Ms Jennifer Dew and Dr Patrick Burland to discuss the role of the IOM organisation and to assess support for our trip to Romania by putting us in contact with their counterparts based in the Romanian IOM in Bucharest, Mr Mircea Mocanu.

We met with Mrs Madalina Vlangar at the Romanian Embassy, London in September 2019. Madalina offered to facilitate meetings with Romanian Police in Bucharest to discuss the work they do in relation to victims and perpetrators of HTMS (ANITP). She also supplied us with several contacts for NGO's in Romania who work with victims of HTMS and a contact for the Romanian Probation Service. Contact was made with the Romanian Probation Inspectorate who helped support us in organise a Probation focus group at the Romanian Ministry of Justice.

In terms of research/literature we initially looked at the Modern Slavery Act 2015 and the Global Slavery index moving onto the NRM statistics for the North West. We also took into consideration online material searching a range of academic and general informative sources online, culminating in us attending the 'Between two fires' final report presentation (including Q&A at Portcullis House London). We have also had ongoing dialogues with the HTMS team at Nexus House GMP. We have carried out internet searches around Jilava prison, International Organisation for Migration and the National Agency Against Human Trafficking in Persons. To summarise:

Primary information:

- Meeting with ANITP
- Meeting with Governor followed by a focus group with prisoners convicted of MS/HT at Jilava Prison
- Meeting / focus group – Front line probation officers (including the director of the Romania Probation Service, the Inspectorate of the Romanian Probation service, front line probation staff, Probation legal advisor)
- Meeting with the Romanian International Organisation for Migration - (Director)

Secondary Information:

- Literature provided by agencies during trip
- Post trip communications
- Internet research & websites

3. National Agency Against Trafficking in Persons



On our first full day in Bucharest we attended a meeting with the National Agency Against Trafficking in Persons (ANITP) with our colleagues from Manchester University, Greater Manchester Police and Manchester MASH team. ANITP is part of the Ministry of Internal Affairs. It was established to coordinate and bring together the counter trafficking agencies including Local Authorities and NGO's. It has 15 regional centres and 95 staff comprising of psychologists, social workers, sociologists, lawyers, etc. The agency does not perform investigations, as this is the main responsibility of the Organised Crime Unit within the Police. Its functions include the following:

- To monitor the assistance offered by the NGOs to the victims of trafficking
- To act as the first point of contact for trafficking in Persons (TIP) with a key role in the National and Trans-National Referral and Identification Mechanisms
- To produce and maintain the national data base. This involves collecting information on victims and creating a profile. They anonymise the information given to them and collate it onto a secure data base with the victim's age, gender, type of exploitation, community of origin facilitates the identification of patterns. The national data base also allows ANITP to extract data, to analyse new trends, hot spots, types of trafficking and target prevention activities to specific areas in need
- To organise information/prevention campaigns within its own country and abroad. Usually these are developed in partnership with NGOs and other agencies.
- To work with other agencies in prevention, caring for survivors and acting at a policy level.

They aim to:

- Increase participation of victims in criminal proceedings phases
- Respect the rights of individuals participation in all phases of the trial
- Inform the victim about judicial and administrative proceedings
- Facilitate the victims of trafficking in accessing support services

When reflecting on this meeting and our meetings with other agencies, it is easy to identify a number of common threads. A key fact about Romania is that its average wages remain low in comparison to other countries in Europe and this therefore means that the UK continues to be an attractive option for Romanians (average wage 350-400 Euros per month). Migration remains high and the Romanian migrants continue to be vulnerable to Human Trafficking and Modern Slavery crimes. Migration is now having an impact on Romania in that there is a shortage of labour and they have now started to import labour from other countries. The National Agency Against Trafficking in persons believes that there needs to be more developed infrastructures in Romania to encourage people to stay and work. They also commented that it is not all due to poverty, that there is also a certain ingrained mentality and belief that they will have a better life in the UK. Victims are sold a dream that does not materialise when they arrive in the UK. This learning raised a range of questions; Could this explain why Romanians become perpetrators of HT/MS offences? With little financially lucrative opportunities available and the vast numbers of people wishing to leave Romania in search of a better life, there is therefore an availability of people to take advantage of, for their own profit. Could Brexit make this situation worse and provide perpetrators with further opportunities to exploit victims?

Romanian officials recognise the problem and a lot of emphasis is being placed on prevention/raising awareness, targeting railways stations and airports. ANITP engage in daily preventative work, not just quarterly promotions, including going to schools, universities and other key locations to engage actively in outreach. Their aim is to limit the creation of victims. Despite the organisation's awareness raising they are not seeing the changes needed and migration remains an issue.



ANITP only deal with the victims of HT/MS and commented that they thought agencies working with the perpetrators were "Generous to attempt to change 'villains' - they had choices, they made a bad choice". They informed us that there are 160 individuals convicted of HT/MS offences serving sentences and they believe all profiles similar, in that they do not see themselves as doing anything wrong. It appears that there is a clear distinction between agencies working with victims and those working with the perpetrators, with no cross over. However, learning from perpetrators, understanding why they choose to engage with this offending, and how they coerce and control victims, may help them address the issue of HT/MS.

Another key issue discussed was the common barrier encountered when working with victims; do Romanian women see themselves as victims? A common recruitment method used by perpetrators is the 'Loverboy' method, where the victims will view the perpetrators as boyfriends and do not see themselves as being exploited. This method was discussed during all our visits in Romania, it is obviously a preferred method and counters the stereotypical image of victims being bundled into the back of a van. As a preventative measure ANITP work to increase the self-esteem of victim and potential victims. Resistance or refusal of the victim to engage with the agency or act as a witness is seen as a product of fear and social stigma. In order to try and combat these issues their work focuses on helping witnesses of criminal cases and their support includes offering transport from home to court, completing risk assessments, offering physical protection and emotional support.

When ANITP complete a risk assessment, they will link in with local Police to set up appropriate levels of protection. However, corruption still appears to be a major concern in Romania. When we met with the director for the Romanian IOM, he commented that he would only encourage victims to link in with ANITP and not local Police due to issues with corruption. Could the involvement of local Police in supporting ANITP's work be counterproductive and hinder their good intentions?

ANITP were also keen to discuss the UK's response to the issue of HT/MS and urged us not to only focus on the source country. They felt strongly that UK Police need to do more to increase convictions and that there needs to be a better response to people buying sex in the UK. They highlighted the statistic that less than 3% get prosecuted in GMP and posed the question why is the conviction rate better in Romania? One contributing factor is that the language barrier may impact on how willing Romanian victims in the UK are to engage with prosecutions. Gaining their trust and engagement relies heavily on the availability of interpreters and therefore requires more work. In Romania they are able to get more information from the victim due to the victim being Romanian.

However, we are aware from our work with Programme Challenger in GMP that a lot of good work is being done to combat this issue. Within Programme Challenger, there is a Modern Slavery Co-Ordination Unit and have more recently benefitted from being joined by Romanian Police colleagues supporting them with detection of crimes and prosecutions. The multi-agency Modern Slavery Co-Ordination Unit was launched as part of Programme Challenger in 2015. The core functions of the Modern Slavery Coordination Unit are to provide the highest level of care for victims once they have been identified, to raise awareness with the public and professionals about the various forms of slavery, trafficking and exploitation, encourage people to report any concerns they have in relation to these issues and develop operational strategies with partners to respond to the problem.

Within Greater Manchester Police, there are 50 modern slavery tactical advisors, who provide advice, support and expertise to police officers across the force in relation to modern slavery. This support includes help with the legislation, the National Referral Mechanism, applying a victim-focused approach, effective disruption tactics and writing a tactical advice documents for investigation teams. There is an advisor on cover 7am to 11pm 7 days a week. In addition, there are approximately 120 police Victim Liaison Officers who have completed a two-day modern slavery course on victim focus, victim support, the National Referral Mechanism and signposting victims for further support. They are also a single point of contact for any ongoing court cases. Every report of a potential modern slavery victim has a Victim Liaison Officer assigned to the incident.

The Modern Slavery Coordination Unit supports all partner agencies in notifying the Home Office and making a referral to the National Crime Agency through the National Referral Mechanism when a person has been identified as a victim of trafficking. The Modern Slavery Coordination Unit works closely with third sector organisations to ensure victims of trafficking and slavery receive all the support they need, particularly safe accommodation, material assistance and access to counselling and therapeutic support.

One of the officers asked us if we felt that authorities are complicating the issue by distinguishing between Modern Slavery and Human Trafficking. His view was that this is one of the issues that actually acts as a barrier and by there being a distinction, we are causing confusion to professionals. They view these issues as very much the same in Romania. We thought this was an interesting point that would warrant further discussion.

4. Visit to Jilava Prison



On our second day, we visited the Jilava prison which is a semi open/open prison. We visited the prison with our accompanying colleagues, making the hour-long trip from Bucharest to the rural area of Jilava. We experienced first-hand the stark contrast between the affluent Romanian capital and the small towns and villages we passed through during our journey, giving us a clear glimpse of the diversity within the country (this is particularly relevant when considering the plight of Romanian Gypsies, many of whom struggle with basic necessities such as clean water and electricity etc).

Jilava prison, as well as being a prison also helps service the labour shortage within Romania and specifically the local area including Bucharest. As previously noted, mass migration contributes to labour shortages within Romania and in turn the HT/MS. Bucharest Jilava prison was originally set up in 1907, on the premises of Fort No. 13 Jilava, one of 18 forts built between 1860-1870, around the city of Bucharest, forming part of a circular defensive system protecting the capital, the strategically placed forts were erected to defend against attacks by Turkish armies. To consolidate its rule, the communist government installed by the Soviet Union in 1945, carried out large scale arrests among the democratic opposition and anyone who dared oppose them, with many of these people ending up imprisoned at Jilava prison. The old fort was last used in 1989, over 30 years ago – it currently stands untouched as a monument/museum (ICPA – International Corrections and Prisons Association, 2020)

On arrival at Jilava we were greeted at the prison gate by Professor Ioan Durnescu (Ioan works at the University of Bucharest within the Sociology and Social Work department and is a well published and well respected academic), Ioan had arranged the prison visit directly with the Deputy Governor. The tour of the jail started with a trip to the therapeutic community unit. The Deputy Governor

explained that currently within her jail, she has 24 inmates sentenced for HT/MS serving sentences between 2 - 18 years, 9 of which are repeat offenders in this type of offending, 8 of which had no previous convictions for HT/MS, with the final 7 having no previous offending history. She advised that many were Romanians with the exception of a few Iraqis, with ages ranging from 24 to 50 years of age.

Through research and conversation with Christina we learnt that Jilava prison, lies to the south of Bucharest and is one of the largest prisons in Romania which the Romanian prison system promotes as a 'flagship prison'. During the Communist regimes Jilava prison served as a political prison, it normally houses around 1,000 prisoners under both open and semi-open regimes (when we visited there was approximately 926 inmates), and is viewed as a 'progressive regime' that prisoners arrive at prior to their release. In relation to the prisoner population, roughly half work inside the prison whilst a quarter work outside the prison. Rather than referring to it as 'Jilava prison', we are told that it is just referred to as 'Jilava', like the small town in which it is situated. This local label is attached because it's viewed by the government of Romania and those that work at the prison as an extension of the 'town' where it is based, underpinned and functioning with a strong sense of community. Within the prison estate there is a church, mini market (cigarettes and fresh bottled water being the items most in demand), a well-stocked library, a study room, sports fields, its own television channel and an outdoor children's play area. At Jilava, most of the sentences remaining to be served are for three years or less, so prisoners tend to not stay for long at Jilava.

Unlike the British prison system, those who work in Jilva are not paid in cash, but rather in credits and days. Accumulated credits are earned at a rate of 2 per working day. The credit system allows prisoners to earn 'rewards' which can be an extra care package sent in, an extra visit, an extra intimate/conjugal visit, permission to leave the prison to see family or even the cancellation of a punishment. 'Days' means a reduction in the statutory period at the end of which the prisoner can qualify to apply for parole, it is roughly around one day less for two days full-time work. If prisoners work at Jilava, it allows them to reduce their actual time in prison and bring forward their potential release. Out of the 926 prisoners at Jilava when we visited, around 300 were working inside the prison with a further 200 working outside of the jail. The latter earn fewer days towards their parole than those who work inside, 1 day for every 3 days of work, they benefit from the same system of reward credits but also receive a wage. With this system, nearly all the prisoners at Jilava want to work. A limited number choose not to work, being close to the end of their sentence and others cannot work due to age, infirmity or poor behaviour (violent offenders are not allowed to work). The mantra at Jilava is very much based around 'If your behaviour is good, you will enjoy opportunities. If it is bad, there will be no opportunities.

Within Jilava there is also an established section which is completely separate from the other residential areas of the jail. This section is where former police officers, judges, politicians and other figures on whom other prisoners could put pressure on or exploit are placed for their own safety. Cigarettes are one of the main currency's inside the prison for all informal services and trading between prisoners, as is bottled water, with the Romanian tap water travelling through old substandard pipes, most residents of Bucharest and the surrounding areas filter water first or avoid drinking tap water altogether.

The Romanian prison system employs around 13,000 people for 16,000 posts whilst some 3,000 positions remain vacant, mainly guard positions, due to the lack of labour and resources available in the country (ICPA, 2020). As a result, keeping prisoners busy and happy is vital to the good order

and discipline of all the Romanian jails. The more active prisoners are, between work and educational activities, the fewer prison rules tend to be broken and all prisons rely on a 'good regime' to contribute to the safe running of their establishments, Jilava being no exception. At Jilava, work is encouraged as it is viewed as meaningful to provide a strong sense of worth and responsibility, but this is not the only reason for a strong work ethic at Jilava given the rewards on offer.

Several outside companies employ prisoners during their time at Jilava prison, for example - 'Green Revolution' which is an urban ecology NGO and is mainly involved with a bike-sharing service in Bucharest. In 2019, the company signed a contract for five prisoners to work with them from Jilava prison. The prisoners work under the same conditions as civilian employees, side by side, without any differentiation (Ilie & Cassonnet, 2019). Green Revolution has turned to Jilva because of the labour shortage, as discussed previously in this report. There is evidence, however, of some prisoners continuing to be employed by such companies following their successful work trial, once they have left Jilava prison, so it would seem to provide a genuine opportunity for employment, unfortunately this would seem to be the exception rather than the norm.

The labour crisis is what led Andrei Puiu, director of Transan Interactive Distribution, to employ prisoners. A contract for 25 prisoners (out of a total of 100 employees) has been signed for the second year running, mainly for local assembly-line work. Andrei states that "without a contract with the prison, we would have had a major problem" (Ilie, LM & Cassonnet, F - 2019). Clearly there are numerous benefits to employing prisoners which include; zero absence rate, you can almost be sure of having your agreed workforce for each working day, they attend on time; if there is a problem with a prisoner, you can inform the prison direct and they are likely to send a replacement. Some of the contracts agreed by Jilava prison comes with an agreement to improve the infrastructure and therefore the conditions of detention, for example, the showers at Jilava prison have been renovated, air-conditioning units have been installed in communal areas and repainting throughout the prison has been carried out, and finally the prisoners promote stability among the other employees (Ilie, LM & Cassonnet, F - 2019).

All the above would seem to support the idea of work by prisoners, which, since it is no longer forced work (clear rewards to holding a strong work ethic), respects fundamental rights and labour law, and benefits everyone: staff, the prison system, contracting firms and the prisoners themselves. The system of reward credits and sentence adjustment is clearly effective and results in a disciplined, motivated and theoretically perfect workforce.

This system allows 'Jilava' to operate within the town of the same name, it has improved the conditions of detention, assisted the day to day work of staff, contributed to alleviating the country's labour shortage and helped to control prisoners. So is it really that perfect for prisoner's? clearly given the issues around HT/MS and mass migration, one would expect a reduction in prisoners' willingness to work for low wages upon release and this cohort would in all likelihood have the same outlook as the general population, in seeking better paid work with better prospects elsewhere, so is it really contributing to the reduction of reoffending? During the prisoners' time detained, they are working for reward (to help with parole and credits/days deducted/conjugal rights), however this would no longer motivate in the same way following release. The reward is no longer as valuable once released as they have ultimately achieved their freedom.

Returning to the visit, whilst on the therapeutic wing we were met by the 'principle' prisoner on the unit (there is a hierarchy amongst the Therapeutic Community [TC] at Jilava which is strictly adhered to, with clear lines of communication respected). We had a brief talk by the principle prisoner, which was not overly different to those of 'wing rep' status within our own TC's back in the UK. The prisoner explained the hierarchy on the unit and the lines of communication which are permitted by prisoners of lower standing to take if they have a question or a complaint. We were then shown the kitchen, the dining room and the library all of which seemed small given the number of residents and when compared to similar prison layouts in the UK.

Following the tour of the unit we were advised that an informal focus group had been arranged for us with several prisoners convicted of MS/HT offences. However, all the group agreed that as we were unaware of this meeting being organised for us, we all felt unprepared. We met with the prisoners for around an hour and we discussed in brief their offences and the context to their offending. What was clear is that each prisoner downplayed their role in the offences. The prisoners we spoke with justified their involvement with reasons for their actions ranging from "were only helping out", to "I didn't financially benefit that greatly", also each downplayed the time period they were involved in the offences from a few weeks to a few months, with a common theme between them being "I was only guilty of driving some of the victims".

What did stand out and what was clear was that 'family' and the 'lover boy' method were evident in each of the three prisoners offences described. Whilst this would have prompted further questioning and exploration in the UK, it was clear that this arrangement was somewhat uncomfortable for all and felt 'staged' and 'awkward' speaking to these handpicked individuals from our group's perspective. Had we continued with any questioning it would have yielded little meaningful information and would have been somewhat difficult to judge, particularly when considering the type of information we would normally have sought to ascertain i.e. the context of the offending and the reasons for their engagement in such offences, in greater detail and depth. That said that, it was interesting to speak with Romanian perpetrators of MS/HT in a local prison setting.

Having left the TC unit, we were guided towards the Old Fort - at no point was there an offer to visit the main prison residential areas, which would have clearly been an insightful and interesting experience as opposed to the somewhat staged visit to the TC unit which was presented as something of a 'jewel in the crown' of Jilava prison.

A senior prison officer at Jilava doubled as our well-versed tour guide. He walked us through the fort's tunnel-like wings and corridors telling us about its often grisly history in a strangely warm and knowledgeable way which put us somewhat at ease, given the eerie surroundings. It was a sobering experience to have visited the site of the old fort and one that certainly struck a chord with all of us on the visit. The fort was last in use in 1989 which given that is comfortably within our lifetime, it really hit home to be standing in the cells, which had been left untouched for decades. It is hard to put into words, but the conditions here were comparable to those of a concentration camp. The rooms tell very traumatic and sad stories about prisoners who were deprived of food, rest and dignity and often faced certain death. The old Fort became one of the most feared political prisons of its time (it oversaw a massacre of 64 political prisoners held there in 1940). Some of the worst cells were referred to as the 'black' cells because they were under ground, at 8-10m depth, and inmates were kept in the dark, cold, and with constant moisture present to make for an extremely uncomfortable and harrowing existence.

Having left the visit behind, on the route back to Bucharest, what struck us was the lack of a clear joined up approach between prisons and the probation service. There were clear points along a prisoner's sentence whereby prison staff and probation officers would come together to help manage the prisoner's progression but in comparison to the English & Welsh way of having probation officers embedded in prisons, this was lacking and clearly could impact negatively on reoffending rates. The second striking feature was how the prison is run as a business in servicing the labour shortage whilst benefiting financially from such arrangements. As a result, Jilava acts simultaneously as a prison, a reintegration centre and as an employment agency. Clearly, it benefits from the outside work undertaken by prisoners which it is estimated to generate around 1 million euros every year at Jilava (Ilie, LM & Cassonnet, F - 2019). Finally, the number of political prisoners within the jail and the frequency of those that qualify for this cohort arriving there is concerning. It clearly highlights the issues within the country in relation to politics and corruption, which may go some way in helping to understand the decisions taken by those that chose to migrate from a country that appears to be constantly in a state of political flux and unrest.

5. IOM Meeting

Prior to our trip, we had made contact and established a relationship with staff from the UK, London based International Organisation for Migration team (IOM). Subsequently we have continued to maintain contact with IOM colleagues, Dr Patrick Burland and Jennifer Dew. Migration is such a key issue for millions of people, it cuts across communities, influences priorities and shapes our societies. To fully realise the benefits of migration for those that chose to migrate and indeed the benefits for those countries who receive those individuals, agencies such as the IOM are necessary and indeed critical to have an oversight to allow migration to be well managed and beneficial to all. Originally established in 1951 the IOM recognises the link between migration and the economic, social and cultural development of countries, as well as the individual's right to the freedom of safe movement between countries. IOM prides itself on its responses to all things migration being innovative, collaborative and designed for longevity. Multi-stakeholder approaches involving government, society, academics, public and private sector and the third sector are all fully embraced and partnered with to provide a fully rounded specialist support-based approach. The IOM works primarily to deliver on seven key strategic areas (IOM Strategic Plan 2016 - 2020):

Resettlement

IOM aims to enhance migrants' resettlement programmes in direct partnership with governments, the receiving communities and society as a whole. The aim of which is to better facilitate the integration and promote successful resettlement outcomes for all. IOM also delivers pre departure checks, health assessments and facilitate and support the movement of individuals. The IOM also undertakes innovative resettlement pathways such as community sponsorship and local provisions for 'at risk' children.

Integration

IOM addresses integration challenges by promoting fair migration participation in the labour markets, reducing barriers to integration and bridging integration gaps through evidence-based research that guides policy making and enhances implementation capacities of committed stakeholders.

Community Cohesion

IOM support a shared vision, sense of belonging, and value of diversity between migrants and the receiving communities by promoting community engagement and cohesion through awareness raising activities and regular information campaigns.

Human Trafficking and Modern Slavery

IOM work to reduce the prevalence of, and harm caused by human trafficking and modern slavery by strengthening the capacity of frontline professionals, enhancing transnational collaboration, improving support conditions for those affected, and supporting businesses in addressing issues in global supply chains which contribute or facilitate human trafficking and modern slavery.

Diaspora (dispersion / spread of people away from their homeland) and development

IOM support the contributions of diaspora communities to development through research and diaspora mapping, awareness raising of remittance and costs and patterns, facilitating the sharing of appropriate skills and expertise.

Migrant assistance

IOM provide secure, reliable and cost-effective services to migrants by providing return and reintegration assistance and by offering reliable transit assistance to migrants.

Migration policy and research

IOM are active in assisting in the development of effective migration management policies by conducting and sharing migration research, supporting increased dialogue between migration stakeholders, and providing migration policy advice.

Human Trafficking and Modern Slavery are terms used to describe extremely disturbing and often complex crimes, crimes that highlight a complete disregard for human rights and the wellbeing of individuals. There are thousands of victims in the UK alone underpinned by a complex global industry who view such individuals as a commodity to meet a continuing demand. IOM has been a key participant in countering HT/MS providing frontline professionals with awareness-raising sessions and improving professionals' ability to recognise clear indicators of HT/MS as well as methods of taking meaningful actions. Through our liaising with IOM UK, we are aware that they take part in regular parliamentary inquiries (giving a clear indication of the influence they exert and the respect they have). IOM UK also facilitate study visits for practitioners and collaborates with companies to address risks associated with unethical global recruitment practices through the International Recruitment Integrity System (IRIS). IOM continues its counter trafficking work globally building on its expertise to support both the UK and international communities, enhancing protection and prevention services for victims and the vulnerable migrants.

Through our contacts in the IOM UK, we were able to link directly with the IOM in Romania. On the afternoon of our 3rd day in Bucharest, we met with Mircea Mocanu, who is the director for the Romanian branch of the IOM. He briefed us around the IOM being part of the UN system, with the main role within HT/MS being to bridge the gap, and to assist with the repatriation of victims of HT / MS offences. He explained that governments globally provide funds to enable the IOM to assist victims of trafficking. The Romanian IOM become involved from the start once a victim has been identified. They try to ensure that the three crucial stages; pre-departure, transfer and post arrival is carried out flawlessly with communication occurring between various units involved in the process at all stages. IOM's mandate involves the liaison between authorities in countries of destination and those in countries of origin. The four key areas they are involved with are:

- Capacity Building - expanding its established awareness raising training sessions to target and reach a broader range of stakeholders including local authorities, homeless charities, healthcare providers, private sector and public sector professionals.
- Improve support conditions - policies on migration, trade, employment and others who can directly or indirectly create the conditions for HT/MS or can create a barrier that prevent an effective response for the victims affected. IOM conducts research to see how the political - legal framework impacts on HT/MS with a focus on the conditions of support provided for the victims.
- Transnational collaboration - as a global phenomenon, transnational collaboration and experience sharing is essential to improving the IOM responses to HT/MS. IOM aims to share best practice and knowledge on HT/MS with all relevant partners - sharing publications, research, seminars, training, contacts etc.

- Private sector engagement - The presence of HT/MS in the operations and supply networks of many businesses international and in the UK (for example, Kozee beds, Dewsbury 2016) is a significant concern. With the majority of the estimated 21 million plus victims of modern slavery across the world being exploited in private sector areas. IOM works with private companies, trade and public bodies to enhance their own capacity to detect, prevent, address and report those responsible for HT/MS in their operations and supply networks to the relevant agencies.

During our meeting with Mircea he explained in detail the work undertaken by IOM staff in Romania, including before an individual's return, upon their return and post arrival (reviews) as follows. In the first instance following a case being referred IOM staff will conduct a risk assessment, there are IOM offices throughout the world and once a Romanian victim is identified they are referred to the Romanian Embassy or directly to the responsible IOM team. IOM staff in destination countries then conduct a full risk-assessment by gaining a broader picture through undertaking focused discussions with the victim, where appropriate any social worker involvement, the police and wider agencies with the aim of gaining information about how the victim was identified and what the situation was that they came from, whether they are in immediate danger, etc. IOM Romania is also contacted to see if they have received any additional information from NAAHTP (National Agency Against Human Trafficking in Persons – chapter 1). Essential to the process is the need for Travel documents, documentation is crucial, if the victim does not have proper travel documents IOM will reach out to embassy's or consular services to ensure that they are able to obtain these documents to enable the individual to return to their country of origin.

Cooperation with authorities is crucial and at times IOM needs to establish a bridge between the police who are investigating a case, prosecutors in the country of origin and the destination country, for example when a victim may be supported to return to a destination country to provide a testimony in a Court trial. Travel arrangements are also undertaken directly by the IOM, the travel usually occurs by plane and is booked by IOM internally, this ensures a high degree of flexibility and confidentiality. Upon an individual's return, the victim is met by an NAAHTP representative, an IOM representative and a representative/psychologist from an NGO that will be assisting the victim during the reintegration process. Contact with the victim is usually established at the airport, prior to passport control, and they are accompanied by an IOM staff to final destination or subsequent means of transportation. Continuing reintegration assistance is provided by NGOs based on the individual needs of the victim. Finally, monitoring and ongoing follow up is undertaken with the help of the NGOs and NAAHTP for as long as necessary. Overall Mircea advised that roughly 1 in every 7 victims of HT are helped by the IOM globally.

The National Referral Mechanism (NRM) - is a mechanism by which people who may be the victims of modern slavery are: **identified, referred, assessed** and **supported** by the government. The support may include access to advice, accommodation, protection, emotional and practical help. In the case of victims being children the existing safeguarding arrangements should be used but the NRM must be notified of relevant cases. In relation to referrals, all child victims must be referred, adult victims can only be referred if they give written consent. When an adult is not referred a 'duty to notify' this must be submitted to the Home Office Modern Slavery Unit. In 2019 there were 7,273 referrals in to the NRM, an increase of 45% from 2018, 42% of which were children (NCA – National strategic Assessment - 2020).

In relation to NRM decision making, when a referral is made to the NRM a decision should be made as soon as possible but in any event within 5 days, a positive 'reasonable grounds' decision will entitle the victim to 45 days of Government funded support managed by the Salvation Army (sometimes through sub-contractors). The case is then considered for a 'conclusive grounds' decision, which confirms whether an individual is a victim of modern slavery. The Romanian National Identification and Referral Mechanism (NIRM), established in 2007, is a similar formal framework for cooperation on the basis of which government institutions and organizations fulfil the statutory tasks for protecting and promoting the rights of victims of trafficking by joining forces in a strategic partnership. The overall purpose of any NIRM referral is to ensure that the rights of the victims of trafficking are respected and to implement effective procedures for referring the victims to specialized protection and assistance services, as well as to monitor the quality of the services provided (National Identification Referral Mechanism 2019). The RNIRM considers the following perspectives:

Judicial approach – evidence is this enough for court etc,

Victim – if a person is a victim of trafficking, she/he is entitled to support/assistance. The assistance is usually provided by NGOs. The NGOs are working with NAAHTP and social services to support victims upon their return.

NAAHTP – is the one establishing the victim status.

Social services/authorities – are also part of the mechanism. For example, in cases of minors a social inquiry is requested through Embassy or Consulate and goes directly to the NGOs – intervene from a social point of view providing counselling, identification of employment, transfer of the victim to the police if there is an investigation, etc.

Mircea explained that one of the biggest challenges for IOM's work is that victims may not wish to co-operate with authorities. This could be the result of victims being traumatised and there are a number of barriers that may make it difficult for them to come forward or co-operate with the authorities including; unaware or denial that they are a victim, unaware help is available, language barriers and / or mistrust in their interpreter, controlled movement, fear of repercussions (for themselves or their families). Other reasons include:

- that they are always accompanied by a perpetrator
- feel socially isolated
- the victim feels that they are still better off than in their home country situation
- fears over immigration status
- ongoing involvement in criminal activity
- a belief that they are controlled by witchcraft
- a lack of trust in authorities
- self-blame or stigma
- Stockholm syndrome (where victims bond with their captors / abusers)
- substance addiction

A further issues Mircea highlighted, is the lack of understanding of the work that IOM undertakes and delivers which obviously impacts on their ability to provide the support outlined above. It is unclear why this is such an issue for them given one of their main remits is capability building. Is it that they are not targeting the right audience, do they not have a positive relationship with the NGO's and what is the reason for this?

6. Probation Focus Group



On our third day in Bucharest we attended a focus group with the Probation Service. The focus group was attended by the Director General, a legal advisor, the Probation Inspector, the Chief of Probation and five experienced probation officers based in various offices. Having so many staff from a variety of different roles in attendance made for an interesting discussion on general probation practice and more focused discussions around the issue of Modern Slavery and Human Trafficking. We were able to identify many similarities between their service and the National Probation Service in England & Wales. But also discuss the differences which are largely the result of resourcing issues and that the Romanian Probation Service is still in its infancy in comparison to the English & Welsh Service. It was humbling to hear that they hold our service in such high regard and that they look to our service in order to develop their practice going forward.

Following a pilot in 1996 where Romanian officials worked with the UK, the Romanian Probation Service was established in 2001, there was 2 phases to the introduction, 2001 & 2002. Work continues to develop the service and in 2014 there were further reforms made to the Service where new codes of practice were introduced. One of the major changes this brought was the introduction of the *Conditional Discharge* for offenders serving long sentences with two plus years left to serve. It appears that the introduction of this, along with other alternatives to custody, came at a time when there were significant problems with overcrowding in prisons. This resulted in there being 100,000 offenders being managed by the Probation Service which is also stretched for resources.

We were informed that there are currently 558 practicing probation officers across the country. Each officer will have a caseload of 100 plus and they will usually see each case once a month. Probation officers manage both adults and youths and up until recently they also used to deal with victims. As this was seen to be a conflict of interest victims are now dealt with by Social Care. Probation officers have a generic case load but are looking to have specialisms. This will not involve officers specialising in certain offences, rather it will be areas of specialism, so staff will focus on court work, programmes for example. Reflecting on how we operate in England & Wales, what strikes us is how

difficult it must be for probation staff in Romania. Not only are their caseloads remarkably high but they are also expected to be experts in all areas of probation work and manage cases of all ages.

In terms of partnership working, Probation in Romania is still a relatively new service, but they are trying to do work with other agencies to build up good working relationships. They reported good co-operation from Police in terms of relevant paperwork being shared, but there is no co-location or formal joint meetings with other agencies. They have not developed the Multi agency Public Protection (MAPPA) arrangements yet. This is something they would like to work towards and something that they have been following with interest from UK practice. There have been a number of pilots trying to improve the partnership working between Courts, Prisons and Probation due to changes whereby Probation are expected to supervise conditional releases. These include a pilot looking at prisons and probations co-operation, working together in 'through the gate' type work. Unfortunately, because of limited staffing resources, capacity has impacted on the effectiveness of the pilot. From our discussion with other agencies in Bucharest, it was apparent that the value in multi-agency working is recognised and there seems to be an understanding that the issues relating to Modern Slavery and Human Trafficking cannot be addressed if all agencies are working in silos. It is therefore disappointing that Probation appear to be absent from other agencies thoughts when considering how to address these offences.



When we moved our conversation on to discuss the issues of Modern Slavery and Human Trafficking we were informed that only 1% of cases (861 is the national figure) within the criminal justice system are convicted of Human Trafficking and that this offending is viewed as a new trend. Most offenders are sentenced to a prison sentence, but the majority are suspended. Probation officers shared their observations that finances seem to be the main trigger for participating in this sort of offending and that they see a lot of peer/family influence. The 'Loveboy' method is viewed as a common means of getting young girls into prostitution and in relation to migrant offences, they have observed that family connections often enable the offences. These themes of relationships, familial influence and finances are also present in other forms of organised crime. The offenders are seemingly well connected, manipulative individuals, who use their reputation and power in order to control victims so that they can reach their end goal of financial gain. As with other organised crime the offenders also target the vulnerable selling them the promise of love or a better life. As in the UK there are no specific offending behaviour programmes for an offender convicted of Human Trafficking/Modern Slavery

and they rely on the generic offending behaviour programmes that they have available. There is also a great deal of emphasis placed on education.

It was interesting to learn that offenders under Romanian Probation supervision are allowed to travel abroad as long as they maintain phone contact. There does not appear to be an obligation or procedure in place for the Romanian probation officer to inform the receiving country that they are on Probation. The probation officers informed us that when an offender informs Probation they are going to UK/other countries the officer will do prevention work with them trying to alert them to the risks. They were able to share case examples of when their cases have travelled abroad and have become embroiled in Human Trafficking/Modern Slavery. From the discussions with probation staff, it was apparent that the offenders minimised their role within the offences, much the same of the offenders in the prison did during our discussions. This is no different from how offenders often behave in England & Wales. However, here we benefit from greater partnership working and therefore have better access to additional information from Law Enforcement Agencies giving us a more rounded view of the offending, which in turn assists us to complete an informed risk assessment.

Below are brief summaries of the case examples provided:

Migrant family, husband and wife, sister of wife murdered in Turkey. Husband and wife took the sister's children from the aunty - took them to the 'West' to earn money.

2 brothers exploited vulnerable females via the 'lover boy method' one took a girl of 17 into the family home, parents complicit and brothers transported female to Holland/Germany to work as a prostitute, repeated this with other females.

Male travelled with wife to England, DV perpetrated, neighbours called police, police arrived and it was discovered male had a conviction for HT from Romania, arrested and deported back to Romania.

Young male went from stealing / low level robberies in Romania to Denmark following job offer in construction. Poor conditions, low wage, passport confiscated. Lied to, made complaints to gang master, escaped. Police were alerted and he was offered accommodation, support, plane ticket home and financial support. Returned home to Romania where he finished his supervisor and was supported with psychology / counselling.

As with all the other agencies that we met with, Probation colleagues were also keen to discuss Brexit and the implications this may have on Human Trafficking and Modern Slavery Offences. Of course, this is uncharted territory but there were concerns raised during these discussions that Brexit may make migrants more vulnerable to being exploited. The UK Government's has stated its intention is to end the free movement of labour and introduce new immigration legislation to control and curb immigration to the UK. The risk post-Brexit is the introduction of restrictive immigration policies will increase the vulnerability of migrant workers to exploitation. Human Traffickers will undoubtedly see this as an opportunity to further exploit Romanian nationals who wish to travel to the UK in pursuit of better employment opportunities. Offenders under the supervision of the Romanian Probation Service are viewed as being particularly vulnerable to this due to them having limited opportunities in Romania. It may therefore be beneficial if possible, for the Probation Service to try and restrict offenders under their supervision from travelling abroad and have more emphasis on 'Prevent' work.

7. Reflections

In recent years, modern slavery and human trafficking have received more media attention and more resources have been made available for authorities to address the offences and the associated issues. Our trip to Romania highlighted some of the good work being done to tackle these offences from the point of view of a country of origin, making us reflect on how England & Wales is tackling the issue and consider how Probation can contribute to this. We were truly humbled that the Romanian Probation Service held the UK Probation Service in such high regard and were still eager to learn from our practice, despite acknowledging the uncertainty that we face due to Brexit. Whilst the Romanian Probation Service is still working to establish positive partnerships to facilitate a multi-agency approach to tackling MS/HT, the UK Service is fortunate to already have these well-established partnerships, but are we underestimating the contribution the NPS can have in the fight against these offences? Or are other services overlooking the impact the NPS could have, therefore excluding us from the much-needed multi-agency approach?

Some key points that this research opportunity has highlighted are:

- The importance of there being a multi-agency approach when tackling the issues of Human Trafficking/Modern Slavery. No one agency can address these issues, we cannot work in silo.
- Are authorities in Romania missing a trick by not having a multi-agency approach to dealing with perpetrators? The National Agency against Trafficking in Persons feels that services who deal with offenders are being very generous. They also highlight that they do not feel the perpetrators will change if they are given information about the victims (that they are being exploited, conditions they live in, how they are treated etc) Treating all the perpetrators the same, not working to understand their circumstances/motivation for becoming involved in the offending. Do they need to change the way they deal with the perpetrators to deal with the problem? Involve Probation more?
- Do we in the UK need to learn from the Romanian authorities' approach when dealing with victims? Ensuring that all relevant agencies have a knowledge and understanding of the NRM and all the services that are available for victims, including knowledge of the IOM.
- The situation regarding the fight against HT/MS is extremely complicated and through research and speaking to different organisations it has become apparent that even though there are many common threads of work there is no uniformed approach. For instance, some countries focus on the demand aspect, others prosecution, victim assistance, etc. It is exceedingly rare to see a well-articulated system which deals with all problems and often the approach is not holistic.
- All agencies we met highlighted similar issues - concerns that Brexit may make victims more vulnerable to further exploitation, victims not viewing themselves as victims, problems with the infrastructure in Romania meaning that the UK is still seen as an attractive option for people.

- Prevention work is key when trying to reduce the number of victims. The journey begins with a rational decision taken in good faith but based on unreliable, fictitious information – possible for enhance detection or protection pre- journey or during journey?
- learn from the perpetrators of HT/MS offences, understanding why they choose to engage with this offending, and how they coerce and control victims, may help them address the issue of HT/MS.
- Are professionals complicating the issue by distinguishing between Modern Slavery and Human Trafficking? Does this act as a barrier and by there being a distinction are, we causing confusion to professionals?
- The importance of dispelling the myths surrounding this topic. For example, that victims are abducted and 'bundled into the back of a van'. Provide workers with more accurate information of the methods used (eg the *lover boy* method) to improve their understanding of the issues and therefore improve risk assessments.
- Why are the NPS not first responders? The local authority is, but does this include Social Services?
- The importance of upskilling staff to ensure that they have a knowledge base of the topic, they are aware of key signs and indicators of Human Trafficking/Modern Slavery; that they have an awareness of the NRM and how they can assist with this referral process. Importantly that they know what other agencies they can link in with to ensure that we are working in a multi-agency way to tackle these issues.

It is hoped through our report and the issues highlighted within in it, awareness from colleagues can be raised, thus beginning to increase levels of understanding of the key signs and indicators of someone having been a victim of MS/HT and the reasons for perpetrators engaging in such offending behaviour.

Our aim is that in some small way our report will lead to an increase in confidence from colleagues, leading to, and encouraging an overall improvement in good practice. By supporting and strengthening the role colleagues play, through improving practice, strengthening collaboration and encouraging active multi agency engagement with other sectors, NPS confidence around MS/HT will continue to grow.

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