



COVERSHEET

Minister	Hon Casey Costello	Portfolio	Immigration
Title of Cabinet paper	Trafficking in Persons National Action Plan	Date to be published	12 October 2026

List of documents that have been proactively released

Date	Title	Author
August 2026	Trafficking in Persons National Action Plan	Office of the Associate Minister of Immigration
26 August 2026	Trafficking in Persons National Action Plan ECO-26-MIN-0164 Minute	Cabinet Office

Information redacted

YES

Any information redacted in this document is redacted in accordance with MBIE's policy on Proactive Release and is labelled with the reason for redaction. This may include information that would be redacted if this information was requested under Official Information Act 1982. Where this is the case, the reasons for withholding information are listed below. Where information has been withheld, no public interest has been identified that would outweigh the reasons for withholding it.

Disclaimer: clarification (paragraph 28 of Trafficking in Persons National Action Plan) that the Ministry of Social Development funds a range of victim support services which would include supporting victims of trafficking delivered through civil society organisations.

Note that some information has been withheld for the reasons of international relations, maintenance of the law, legal professional privilege, privacy of natural persons.

In Confidence

Office of the Associate Minister of Immigration

Cabinet Social Outcomes Committee

Trafficking in Persons National Action Plan

Proposal

- 1 This paper seeks Cabinet endorsement to the Trafficking in Persons National Action Plan (National Action Plan) and agreement to its associated deliverables.

Relation to government priorities

- 2 Transnational, Serious and Organised Crime (TSOC) presents a growing threat to New Zealand's communities, national security, and economy. In response, the Government approved the TSOC Strategy 2026–2030 (the Strategy).
- 3 The proposal in this paper supports the delivery of the Strategy and more broadly the Government Target 4 – Reduced Violent Crime and aligns with the National Security Strategy's approach.
- 4 The National Action Plan also sits within a broader system and supports a range of New Zealand's domestic, regional, and international plans, strategies, and obligations and **Appendix One** provides an overview of the broader system the National Action Plan sits within. Having such an action plan is also a legal requirement for ratifying countries under the International Labour Organisation Protocol of 2014 to the Forced Labour Convention 1930.

Executive Summary

- 5 Trafficking in persons is a serious human rights abuse and form of TSOC that causes significant harm to victims and communities and generates significant profit for offenders. Although the full extent of trafficking in persons in New Zealand is unknown, it is likely underreported, it is difficult to detect, and there are gaps in enforcement, victim identification and support. In December 2025, Cabinet approved the TSOC and its associated actions, including the development of a National Action Plan.
- 6 This paper seeks Cabinet agreement to the National Action Plan that provides a coordinated framework for New Zealand's response to trafficking in persons. The National Action Plan focuses on prevention, victim support, information sharing, coordination, enforcement, and reducing risks for vulnerable populations. It will be implemented over five years, primarily within existing baselines, and supports the TSOC Strategy Government Target 4, and the National Security Strategy.

Background

- 7 In December 2025, Cabinet approved the TSOC Strategy and endorsed its associated action plan [SOU-25-MIN-0175]. TSOC is recognised as a core national security

issue for New Zealand because of its wide-ranging impacts across society, the economy, and state institutions – and it is escalating.

- 8 The Strategy's vision is "*building resilient communities and systems to make New Zealand the hardest place in the world for organised criminal groups and networks to do business and cause harm.*" It aims to strengthen the collective response to TSOC by providing an end-to-end approach that reflects both law enforcement efforts and community resilience work.
- 9 A key action agreed as part of the Strategy is the development and implementation of the National Action Plan. The National Action Plan has been designed to sit within the Strategy and will serve as the Strategy's implementation framework for the response to trafficking in persons in New Zealand.
- 10 In August 2026, Cabinet agreed to establish a (TSOC) Chief Executives' Board (CEB) for an initial two-year period to provide strategic leadership, governance, and accountability for the all-of-government response to TSOC. Cabinet noted that responsibility for ministerial oversight of the Board will be determined by the Prime Minister. The CEB will be co-chaired by the Comptroller of Customs and the Commissioner of Police, with the responsible Minister and co-chairs responsible for setting the Board's membership, strategic direction, priorities, and objectives, and for publishing its terms of reference [SOU-25-MIN-0175].

Trafficking in persons is a serious human rights issue and a significant material economic, social, and national security concern

- 11 Trafficking in persons is a global issue affecting most countries, whether as a country of origin, transit, or destination for victims. Factors such as increasing displacement, humanitarian crises, conflict, labour shortages, organised crime, and irregular migration are creating more opportunities for traffickers to exploit vulnerable people. It can occur across borders (cross-border trafficking) or entirely within New Zealand (domestic trafficking), and includes forms of exploitation such as forced labour, domestic servitude, sexual exploitation, forced criminality, forced marriage, and child exploitation.
- 12 Trafficking in persons is distinct from related offences. While it can overlap with migrant exploitation, people smuggling, and slavery, trafficking involves serious exploitation through coercion, deception, abuse of vulnerability, or similar means. Modern slavery is a broader concept that includes trafficking as one form of exploitation.
- 13 The impacts of trafficking in persons are wide-ranging. Trafficking causes significant harm to victims and their families, and affects New Zealand's economy, national security, human rights obligations, international reputation, and enforcement and border agency resources. It creates economic and security costs. Illicit profits are diverted away from legitimate economic activity, reducing productivity and tax revenue while increasing public costs. Trafficking can also strengthen transnational organised crime groups, undermine the rule of law and social cohesion, and threaten border and labour market integrity.

- 14 In contrast, offenders can generate substantial financial gains. International evidence indicates that forced labour alone generates an estimated US\$236 billion in illegal profits globally, with forced commercial sexual exploitation yielding the highest returns, averaging around US\$27,252 per victim.¹

New Zealand's trafficking picture differs from international perceptions

- 15 Traffickers exploit the vulnerabilities of people across demographics who lack resources and support. Globally, trafficking in persons disproportionately affects women, girls, and children: women and girls account for most detected victims, while child victims have increased significantly in recent years. Most traffickers are male and operate as part of organised criminal networks, highlighting the strong link between trafficking and organised crime.
- 16 However, trafficking in persons in New Zealand is less about people being secretly brought across the border and more about vulnerable people being exploited through legitimate work, migration, and community connections.
- 17 Understanding the full extent of the issue is challenging for two reasons. First, available data is limited. Second, the nature of the crime makes it difficult to identify, and victims may be reluctant or unable to report.
- 18 Labour exploitation remains the most identified form of trafficking in persons, although other forms are likely under identified or unreported. Most identified victims of cross-border trafficking in New Zealand are male migrant workers (around 70 percent) who have been exploited for labour. **International relations**
They usually enter New Zealand legally. Exploitation can occur before or after arrival and may involve false promises about work, large recruitment debts, withheld passports, threats, reliance on employers for visas, or other forms of coercion.
- 19 Higher-risk industries include horticulture, agriculture, construction, hospitality, beauty services, and the commercial sex industry. Risks increase in sectors that rely heavily on migrant workers, face labour shortages, use subcontractors, and / or limit workers' ability to change jobs.
- 20 Children are also vulnerable to exploitation through pathways such as, domestic servitude, forced labour, adoption arrangements that are misused to facilitate abuse or other forms of child trafficking².
- 21 New Zealand has had limited trafficking cases prosecuted to date, with only two convictions. These so far have involved small-scale offenders. However, there are growing signs that trafficking can be linked to migrant smuggling, document fraud, and other forms of organised crime.
- 22 In New Zealand, more victims of trafficking in persons are being identified and more investigations are being undertaken, suggesting awareness is increasing. In 2020, MBIE recorded fewer than 10 trafficking in persons investigations. In contrast, over

¹ Profits and poverty: The economics of forced labour. International Labour Organisation, 2024.

² Note recent changes to the Adoption Act 1955 have suspended the recognition of certain international adoptions to protect children and young people from harm.

the past two years it has recorded more than 600 cases involving suspected or alleged trafficking. Between 1 January and 31 December 2025, MBIE received 135 allegations containing indicators of trafficking in persons, with 71 remaining under investigation. During the same period, Police certified 10 people as trafficking in persons victims, and eight Victims of People Trafficking visas were granted.^{3 4}

- 23 International estimates suggest around 8,000 people in New Zealand may be living in modern slavery, indicating many trafficking in persons cases go undetected. Children are particularly vulnerable, with Oranga Tamariki reports receiving regular referrals containing elements of Trafficking in Persons.
- 24 Case studies of trafficking in persons are provided in **Appendix Two**.

New Zealand's current system does not respond to Trafficking in Persons as well as it could

- 25 Over the past five years, agencies have made some progress to strengthen New Zealand's response to trafficking in persons through increased prevention activity, improved investigative guidance, enhanced training, and legislative reform, including changes to the Crimes Act 1961 to update the offence, close loopholes and streamline the investigation and prosecution process.
- 26 Despite recent improvements, New Zealand continues to face criticism that our response to trafficking in persons falls short of international best practice, particularly due to low conviction rates, inconsistent victim identification, and limited access to support services. This is reflected in a Tier 2 ranking in the US Department of State's Trafficking in Persons Report, while Five Eyes partners and countries such as the Philippines are ranked Tier 1.⁵
- 27 Addressing existing structural and operational barriers, including limited investigative capacity, fragmented reporting pathways and unclear agency responsibilities, would strengthen New Zealand's ability to identify and respond to trafficking in persons, supporting more effective interventions and enforcement outcomes. These barriers contribute to delayed case progression, missed opportunities for early intervention, and low prosecution rates.
- 28 There are currently no dedicated government funded support services for victims of trafficking in persons. Support arrangements are largely ad hoc and are predominantly provided by civil society organisations. Certified trafficking in persons victims may be granted a 12-month temporary visa, which enables them to work and, where eligible, access certain financial assistance and victim support through the Ministry of

³ The responsibility for investigating Trafficking in Person is shared by the Ministry of Business, Innovation and Employment (MBIE) (cross-border trafficking) and Police (domestic trafficking), with support Oranga Tamariki, Department of Internal Affairs, New Zealand Customs Service and Ministry of Foreign Affairs and Trade.

⁴ Data caveats: data is collected by multiple agencies using different systems and processes. While agencies are working to improve data quality and consistency, changes to datasets over time and duplication from joint investigations can make year-on-year and whole-of-government comparisons difficult.

⁵ A Tier 2 ranking indicates a country does not yet fully meet the minimum standards for eliminating trafficking in persons but is making significant efforts to do so. The ranking is determined by the U.S. Department of State against standards set out in the U.S. Trafficking Victims Protection Act.

Social Development and publicly funded health services. However, access to these support services is ad hoc and challenging.

- 29 Improving awareness, victim identification, intelligence gathering, and coordination between agencies are important to bolster New Zealand's response.

I seek agreement to the National Action Plan for Trafficking in Persons

- 30 The National Action Plan was developed in collaboration with government, non-government, and international stakeholders and provides a coordinated framework to strengthen New Zealand's response to trafficking in persons. It brings together New Zealand's response into a single, coordinated framework with clear priorities, responsibilities, and oversight to improve how New Zealand prevents trafficking, supports victims, holds offenders to account, shares information, and tracks progress and results. The National Action Plan also recognises the close coordination required with Pacific partners to respond to trafficking in persons threats in the wider Pacific region. **Appendix Three** provides the proposed National Action Plan deliverables, including lead agencies, and **Appendix Four** the National Action Plan intervention logic.
- 31 I consider the proposed National Action Plan supports the Government's TSOC priorities by strengthening New Zealand's response to trafficking in persons, a form of TSOC that causes significant social, economic, and human rights harms. The National Action Plan supports the goals of the Strategy and alongside the changes to the Crimes Act 1961, the National Action Plan provides a framework for practical action to address the barriers to identify, investigate, and prosecute trafficking in persons.

Proposed mission and activities of the National Action Plan

- 32 The proposed National Action Plan mission is, *"to deliver an effective, coordinated whole-of-system approach to trafficking in persons, with a focus on awareness, prevention, victim protection, and collective accountability across government"*. Its goals are to:
- Improve awareness and public understanding of trafficking in persons in New Zealand, including risks and vulnerabilities to exploitation.
 - Provide for earlier and more consistent identification of victims, supported by a coordinated and accessible victim support system.
 - Build greater coordination across government, private sector, civil society and international partners with improved system data, monitoring, and reporting.
 - Strengthen enforcement responses to effectively detect, disrupt, and hold offenders to account.
 - Improve system responses to prevent and address trafficking risks for vulnerable populations, including women and children.
- 33 Activities within the National Action Plan sit under four key pillars adopted from the United Nations Convention against Transnational Organised Crime (UNTOC)

Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children (The Palermo Protocol). These four pillars – *Prevention, Partnership, Protection and Prosecution & Enforcement* organise activities and deliverables according to focus areas.

- 34 The National Action Plan activities are linked to and support delivery of relevant actions within the TSOC Strategy Action Plan. A sequenced approach to the National Action Plan implementation is proposed, with phase one comprising the foundational activities which are core to support effective delivery of phase two activities under the National Action Plan. Phase one activities are:
 - 34.1 Mapping New Zealand’s end-to-end response to trafficking in persons to understand the current operating model and identify opportunities to strengthen system performance.
 - 34.2 Establishing coordinated governance and engagement frameworks.
 - 34.3 Establish a coordinated, victim centred process to enable timely access to support for victims of trafficking in persons
 - 34.4 In alignment with the TSOC Strategy and Action Plan, strengthen information sharing, data governance, and intelligence to support an effective trafficking response.
- 35 Work can commence on phase two activities once phase one foundations are in place. Phase two activities have been identified at a high-level and include:
 - 35.1 Establishing standardised victim identification and screening processes to support early identification of victims of trafficking.
 - 35.2 Building system capability through a coordinated cross-sector training programme.
 - 35.3 Developing and coordinating protection frameworks and support services for child victims.
 - 35.4 Strengthening regional partnerships throughout the Pacific to prevent child trafficking.
- 36 Phase one activities focus on the Prevention, Protection and Partnership pillars, addressing key gaps in coordination, information sharing, victim identification, and victim support. Strengthening these foundations will improve New Zealand’s overall response to trafficking in persons and support progress across all four National Action Plan pillars.
- 37 While no specific activities are proposed under the Prosecution and Enforcement pillar in phase one, the activities will strengthen agencies’ ability to detect, investigate, prosecute, and disrupt trafficking offences through better information sharing, victim identification, and cross-agency collaboration. The National Action Plan’s five-year cycle provides opportunities to add dedicated prosecution and enforcement actions over time. Existing enforcement and prosecution activities will continue to be led by Police, MBIE, and other relevant agencies.

- 38 The scope of the National Action Plan is intentionally focused on targeted uplift rather than system reform. This approach reflects a pragmatic assessment of the current response and recognises that immediate improvements can be achieved through better alignment, stronger governance, and more coordinated delivery. The sequencing of activities through two phases provides an indicative order of implementation but is not intended to prevent progress where opportunities arise, and some elements of sequenced activities may be advanced earlier where capacity, resources, or existing initiatives allow.
- 39 I propose that the National Action Plan will be implemented over a five-year period, from 1 January 2027 – 31 December 2032. This timeframe reflects the need to sequence activity realistically across agencies, align with existing planning and funding cycles, and enable sustained progress against the National Action Plan. It is noted that the delivery timeframes in the National Action Plan set out in **Appendix Three** are indicative for completing key activities. Sub-actions sitting under the broader actions, for example the governance and engagement framework, have shorter timeframes based on their scope.

Implementation

- 40 While overall the National Action Plan will be led by the Ministry of Business, Innovation, and Employment (MBIE), success of the National Action Plan requires a joined-up approach across agencies. The key agencies involved are: Department of Internal Affairs; Ministry of Education; Ministry for Ethnic Communities; Ministry of Foreign Affairs and Trade; Ministry of Justice; Ministry for Pacific Peoples; Ministry of Social Development; Ministry for Women; New Zealand Customs Service; New Zealand Police; Oranga Tamariki; Health New Zealand | Te Whatu Ora (Health NZ), and Whaikaha – Ministry of Disabled People.
- 41 MBIE will continue to work with agencies during planning for and the implementation phase to ensure delivery expectations are proportionate and achievable within available resources.
- 42 The activities in the National Action Plan will be overseen by cross-agency governance and subject to regular reporting and review to ensure the National Action Plan remains responsive, targeted and effective over time. These review points will enable new activities to be added to the National Action Plan as the system matures and new priorities emerge. Progress will be reported across TSOC agencies and annually to the Minister responsible for Trafficking in Persons and relevant Ministers with responsibility for TSOC. Reporting will be aligned with Strategy reporting cycles to provide a coordinated view of progress across the national response.

Cost-of-living Implications

- 43 There are no cost-of-living implications associated with the proposal.

Financial Implications

- 44 There are no financial implications associated with the proposal. The National Action Plan will be implemented within existing agency baselines and taking into account existing agencies resources and capacity. Any future funding requirements identified

during implementation will be considered through baseline funding or future Budget processes.

Legislative Implications

45 There are no legislative implications associated with the proposals.

Impact Analysis

46 This paper does not require a Regulatory Impact Assessment as it has no direct legislative implications.

Population Implications

47 Effective delivery of the National Action Plan aims to reduce the harms of trafficking in persons that disproportionately impact some population groups.

Human Rights

48 The proposals within this paper are consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993.

Consultation

49 The Ministry of Foreign Affairs and Trade, Ministry of Education, Ministry for Ethnic Communities, Ministry of Justice, Ministry for Pacific Peoples, Ministry of Social Development, Ministry for Women, New Zealand Customs Service, New Zealand Police, Oranga Tamariki, Health New Zealand | Te Whatu Ora (Health NZ), Whaikaha – Ministry of Disabled People and the Treasury were consulted. The Department of Prime Minister and Cabinet were informed.

Communications

50 Public announcements on the National Action Plan will be made shortly after Cabinet decisions.

Proactive Release

51 This paper will be proactively released after announcements are made, subject to redactions as appropriate under the Official Information Act 1982.

Recommendations

- 1 **note** that trafficking in persons is a serious human rights abuse and form of transnational organised crime that causes significant harm to victims, communities, New Zealand's economy, and national security interest;
- 2 **note** that in December 2025, Cabinet approved the Transnational, Serious and Organised Crime (TSOC) Strategy 2026–2030, which included the development of a National Action Plan for Trafficking in Persons as a key action [SOU-25-MIN-0175];

- 3 **note** that in August 2026, Cabinet agreed to establish a Transnational Serious and Organised Crime (TSOC) Chief Executives' Board for an initial two-year period with ministerial oversight to be determined by the Prime Minister and the Board's membership, priorities, and terms of reference to be set by the responsible Minister and co-chairs [SOU-25-MIN-0175]
- 4 **endorse** the National Action Plan for Trafficking in Persons attached as **Appendix Three**;
- 5 **agree** that the National Action Plan for Trafficking in Persons be implemented through a phased approach from 1 January 2027 through to 31 December 2032, beginning with the following foundational activities as part of phase one:
 - 5.1 Mapping New Zealand's end-to-end response to trafficking in persons to understand the current operating model and identify opportunities to strengthen system performance;
 - 5.2 Establishing coordinated governance and engagement frameworks;
 - 5.3 Establishing a coordinated, victim centred process to enable timely access to support for victims of trafficking in persons;
 - 5.4 Strengthening information sharing, data governance, and intelligence to support an effective trafficking response;
- 6 **agree** that the following phase two activities of the National Action Plan for Trafficking in Persons will focus on:
 - 6.1 Establishing standardised victim identification and screening processes to support early identification of victims of trafficking;
 - 6.2 Building system capability through a coordinated cross-sector training programme;
 - 6.3 Developing and coordinating protection frameworks and support services for child victims;
 - 6.4 Strengthening regional partnerships throughout the Pacific to prevent child trafficking;
- 7 **direct** the Ministry of Business, Innovation, and Employment to work with relevant TSOC agencies to progress the activities in recommendations 4 and 5;
- 8 **note** that progress against the National Action Plan for Trafficking in Persons be monitored through cross-agency governance arrangements and reported annually to TSOC Strategy Ministers;
- 9 **note** that the National Action Plan for trafficking in persons will be implemented within existing agency baselines and that any future funding proposals will be considered through normal Budget processes;

IN C O N F I D E N C E

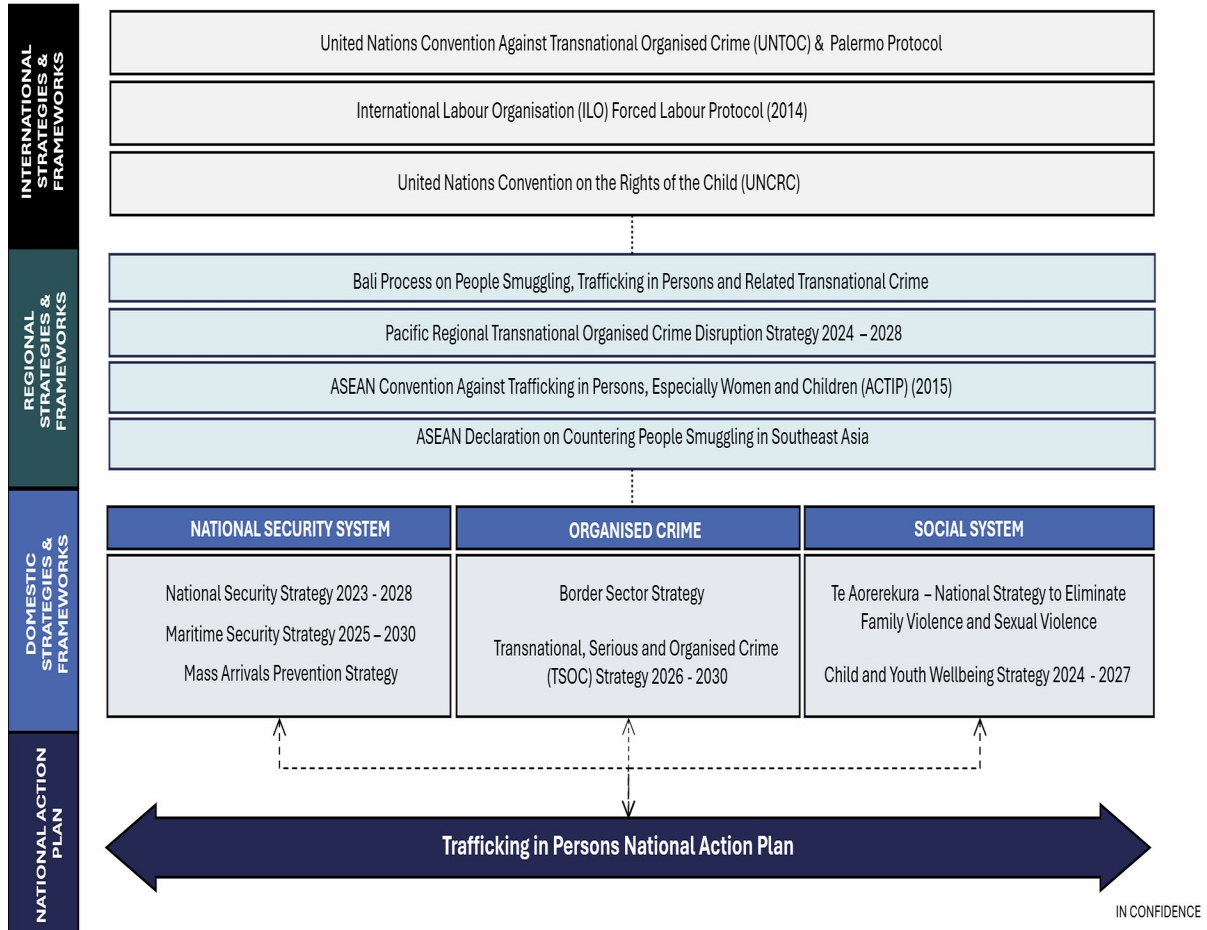
- 10 **authorise** the Associate Minister of Immigration to make minor and technical amendments to the National Action Plan for Trafficking in Persons prior to publication; and
- 11 **agree** to the public release of the National Action Plan for Trafficking in Persons following Cabinet decisions.

Hon Casey Costello

Associate Minister of Immigration

Appendix One: Trafficking in Persons Systems Map

Trafficking in Persons National Action Plan System Map



IN CONFIDENCE

Appendix Two: New Zealand case studies of Trafficking in Persons

Case Study 1: Transnational Labour Trafficking Network (2014, Ministry of Business, Innovation and Employment)

- An Immigration investigation identified an alleged labour trafficking network operating across multiple jurisdictions and involving the recruitment and exploitation of migrant workers destined for employment in New Zealand. The offending is alleged to have involved the coordinated activities of individuals based in both **Maintenance**

[REDACTED]

Case Study 2: Deceptive Recruitment of Hospitality Workers (2023, Ministry of Business, Innovation and Employment)

- A restaurant owner recruited three overseas workers for positions as head chef, sous chef and pastry chef. The workers were promised remuneration of \$35 per hour and 40 hours of work per week.
- Immigration Investigations identified concerns regarding the employment arrangements and allegations of migrant exploitation. The circumstances raised questions about whether the workers had been induced to travel to New Zealand through deceptive recruitment practices.
- Migrant exploitation charges were filed following the investigation. **Legal**

[REDACTED]

[REDACTED] The matter proceeded to trial in February 2026 for exploitation-related offending, resulting in the offender being convicted on six migrant exploitation charges. The matter remains before the Court for sentencing.

*Case Study 3: Migrant **Mainten** Trafficking Investigation (2024, Ministry of Business, Innovation and Employment)*

- An investigation was commenced into allegations involving migrant **Mainten** [REDACTED] Twelve complainants have been identified, including two located offshore.
- Complainants detailed to Immigration Investigations that they had paid significant sums to secure employment, worked excessive hours, received inadequate remuneration, and accumulated ongoing debts to their employer.
- Nine trafficking charges have been filed against the company director, with approval granted for an additional trafficking charge relating to an offshore complainant. Exploitation charges have also been filed against both the director and the company. The matter is currently before the Court

Case Study 4: Trafficking and Slavery in the Horticulture Sector (Operation STAR) (2018, Ministry of Business, Innovation and Employment)

- A **Internation** recruited vulnerable individuals, including children, from **Inter** between 1994 and 2019, promising employment, education, good wages and a better life in New Zealand. At least 13 **Intern** nationals travelled to New Zealand as a result of these representations.
- Immigration Investigations identified that victims were exploited in the horticulture sector and required to work extremely long hours, often up to 14 hours per day, seven days per week, for little or no pay. Victims were also required to perform domestic duties for the offender and his family.
- In 2020, the offender was convicted of 10 trafficking in persons offences and 13 slavery offences. He was sentenced to 11 years imprisonment and ordered to pay approximately NZ\$183,000 in reparations. The convictions were subsequently upheld on appeal.

Case Study 5: Trafficking into Forced Criminality (2023, Oranga Tamariki)

- **Privacy of natural persons**
[Redacted]
[Redacted]
[Redacted]
- [Redacted]
[Redacted]
[Redacted]
[Redacted]
- [Redacted]
[Redacted]
[Redacted]

Case study 6 – (2025, Police)

- **Privacy of natural persons**
[Redacted]
[Redacted]
- [Redacted]
[Redacted]
[Redacted]
- [Redacted]
[Redacted]
[Redacted]
- [Redacted]
[Redacted]
[Redacted]

Case study 7 – Operation Cassius (2024, Police)

- Privacy of natural persons
- [Redacted content]

Appendix Three: Trafficking in Persons National Action Plan Deliverables

FOUNDATIONAL: Phase One				
Foundational activities establish the governance, systems, processes, and relationships needed to support the wider response to TiP				
STRATEGIC PILLAR*	ACTIVITIES	LINK TO GOAL(S)**	DELIVERY MILESTONE	LEAD***
Crosscutting all four pillars	1. Map New Zealand's end-to-end response to TIP to establish an evidenced baseline understanding of the current operating model and identify opportunities to strengthen system performance <i>Sub-actions (delivery milestone):</i> - Map current identification triaging and investigation processes for allegations of TIP. (8 months) - Map current victim support referral pathways (including formal and informal) to inform Activity 3. (8 months) - Develop a full system map highlighting victim perspectives and linkages to the wider Pacific response. (12 months)	Goals 3, 4, 5	12 Months	MBIE
Partnership	2. Establish a coordinated governance and engagement framework to support the trafficking response <i>Sub-actions (delivery milestone):</i> - Establish a governance structure with representation from government and non-government stakeholders. (6 months) - Establish and embed designated TIP subject matter experts across key agencies and organisations. (12 months) - Develop and operationalise a structured, trauma-informed stakeholder engagement framework. (12 months) - Design and implement mechanisms to enable people who have been victims of trafficking to participate in governance and engagement activities in a safe, meaningful, and appropriate way. (18 months).	Goals 1 and 3	18 Months	MBIE
Protection	3. Establish an interim process to enable timely access to support for victims of trafficking and scope options for a formal pathway <i>Sub-actions (delivery milestone):</i> - Clarify an interim process for victim support referral pathways using existing system functions. (6 months) - Scope options for establishing a formal, single-entry victim support referral pathway. (36 months) - Scope options to strengthen access to legal support for victims of trafficking. (12 months) - Scope options to strengthen the effectiveness and consistency of the Victims of People Trafficking Visa. (12 months)	Goals 2, 3, 5	36 months	MBIE, Police, OT, MSD, Health NZ
Partnership	4. In alignment with the TSOC Strategy and Action Plan, strengthen information sharing, data governance, and intelligence to support an effective trafficking response <i>Sub-actions (delivery milestone):</i> - Review and assess existing information sharing frameworks to identify opportunities for improvement. (TBC) - Develop and implement information management protocols with non-government partners. (TBC) - Implement TIP data governance framework with common definitions, collection and regular reporting. (12 months) - Establish a structured intelligence and analytical programme. (6 months)	Goals 1, 2, 3, 4, 5	12 months	MBIE, Police, OT, DIA, MFAT

SEQUENCED: Phase 2		
Sequenced activities will be implemented over time as earlier work is completed. While the sequencing provides a general roadmap, opportunities to progress activities earlier will be taken where resources, capacity, or existing initiatives allow.		
STRATEGIC PILLAR	ACTIVITIES	LINK TO GOAL(S)*
Prevention	5. Establish standardised victim identification and screening processes to support early identification and prevent criminalisation of	Goals 1, 2, 4, 5

IN CONFIDENCE		
	victims.	
Prevention	6. Build system capability to identify and respond to trafficking through a coordinated cross-sector training programme.	Goals 1, 2, 3, 4, 5
Protection	7. Develop and coordinate protection frameworks and support services for child victims of trafficking.	Goals 1, 2, 3, 4, 5
Prevention	8. Strengthen regional partnerships with Pacific countries to collaborate on prevention of child trafficking, through information sharing, awareness programmes, joint initiatives, and capacity building.	Goals 1, 2, 3, 4, 5

***Strategic Pillars:**

- The *Prevention* pillar includes actions to identify and address the drivers and vulnerabilities which enable trafficking in persons, disrupting conditions that enable exploitation before it occurs.
- The *Protection* pillar includes actions to ensure effective victim identification, protection, and trauma-informed and culturally- and age-appropriate support to reduce the risk of re-victimisation.
- The *Prosecution & Enforcement* pillar includes coordinated criminal justice, law enforcement, and regulatory actions to detect, investigate, disrupt, and enforce trafficking offending, hold offenders accountable and maintain the trust and integrity of the system response.⁶
- The *Partnership* pillar includes whole-of-system collaboration to deliver an effective collective response to trafficking in persons.

****NAP Goals:**

1. Improve awareness and public understanding of trafficking in persons in New Zealand, including risks and vulnerabilities to exploitation.
2. Provide for earlier and more consistent identification of victims, supported by a coordinated and accessible victim support system.
3. Build greater coordination across government, private sector, civil society and international partners with improved system data, monitoring, and reporting.
4. Strengthen enforcement responses to effectively detect, disrupt, and hold offenders to account.
5. Improve system responses to prevent and address trafficking risks for vulnerable populations, including women and children.

*****All deliverables will be supported by agencies involved in the NAP including:**

- Department of Internal Affairs (DIA)
- Ministry of Business, Innovation and Employment (MBIE)
- Ministry of Education (MOE)
- Ministry for Ethnic Communities (MEC)
- Ministry of Foreign Affairs and Trade (MFAT)
- Ministry of Justice (MOJ)
- Ministry for Pacific Peoples (MPP)
- Ministry of Social Development (MSD)
- Ministry for Women (MfW)
- New Zealand Customs Service (Customs)
- New Zealand Police (Police)
- Oranga Tamariki (OT)
- Health New Zealand | Te Whatu Ora (Health NZ)
- Whaikaha – Ministry of Disabled People (Whaikaha)

⁶ No specific activities have been included under the Prosecution & Enforcement pillar at this stage, as the eight activities will support progress across all four pillars. The NAP's five-year cycle with review and refresh points will allow future Prosecution & Enforcement activities to be incorporated as priorities emerge. The NAP is also intended to complement, rather than replace, ongoing operational prosecution and enforcement activities.

Appendix Four: Intervention logic

IN CONFIDENCE

National Action Plan Intervention Logic

