

# Tackling Human Trafficking – Summary of responses to the Consultation on Proposals for a UK Action Plan

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# CONTENTS

Introduction . . . . .	<b>3</b>
Background . . . . .	<b>4</b>
Executive Summary . . . . .	<b>5</b>
Next Steps following this consultation . . . . .	<b>6</b>
Detailed summary of the Responses to Questions 1-18 . . . . .	<b>7 – 48</b>
Annex A – List of Respondents . . . . .	<b>49 – 55</b>
Annex B – List of Consultation Questions . . . . .	<b>56</b>
Annex C – The Consultation Criteria and Code of Practice . . . . .	<b>57</b>



## **INTRODUCTION**

This document summarises the responses to the consultation paper “Tackling Human Trafficking – Consultation on Proposals for a UK Action Plan”.

Further copies of this report can be obtained by contacting the Organised Immigration Crime Team at the address below:

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This report is also available on the department's website at [www.homeoffice.gov.uk](http://www.homeoffice.gov.uk)

## BACKGROUND

### The Consultation Exercise

The consultation paper “Tackling Human Trafficking – Consultation on Proposals for a UK Action Plan” was published on the 5th January 2006 by the Home Office and Scottish Executive. It invited comments on proposals for a UK Action Plan to address all forms of human trafficking. The consultation paper was divided into three key areas as recommended by the Organisation for Security and Cooperation in Europe (OSCE). These were; Prevention; Investigation, Law Enforcement and Prosecutions; and Protection and Assistance to Victims. The consultation invited views on the proposals and asked 18 questions. A list of those questions can be found at Annex B.

The consultation ran for a period of 3 months and closed on the 5th April 2006. The consultation document was placed on the Home Office website and copies were sent to a large number of stakeholders inviting comments. The Home Office were also involved in a series of workshops and seminars in order to encourage further responses.

### The Responses

In total we received 206 responses. The overall number of returns was sufficient to provide a good cross section of views on the proposals. The consultation document was generally well received with respondents welcoming the establishment of a UK Action Plan for tackling trafficking in human beings.

The number of responses from each sector is given in the table below. A list of all those who responded is at Annex A.

<b>SECTOR</b>	<b>NUMBER OF RESPONDENTS</b>
Police	14
Individuals	14
NGO/Charity/Voluntary organisation	55
Academic/Professional Association	6
Government Departments	9
Religious Organisations	89
Non-Departmental Public Bodies	1
Crime Disorder Reduction Partnerships	4
Trade Union	1
International Government Organisation	4
Local Government/County Council	5
Legal	3
Seminar	1
<b>Total</b>	<b>206</b>

## EXECUTIVE SUMMARY

This report provides a summary of the responses received to the public consultation paper *Tackling Human Trafficking*. This consultation document set out some key areas of work we consider should form the basis of a UK Action Plan and covers the three broad areas of prevention; investigations, law enforcement and prosecution; and providing protection and assistance to victims.

The responses received dealt comprehensively with the three areas and generally welcomed the emphasis from the government and law enforcement agencies on combating human trafficking. However, the majority of respondents raised concerns that there was also a need for the action plan to have at its core, a focus on human rights and an emphasis on the protection of victims as well as the prosecution of traffickers. To this end a number of organisations expressed the view that in order to achieve this, it was essential for the UK Government to sign the Council of Europe Convention on Action against Trafficking in Human Beings to allow victims a formal period of reflection, and the possibility of a residence permit. The Government is currently considering this option. Respondents also raised the issue of the current adequacy of the provision for victims of trafficking and put forward a number of suggestions on how it could be extended.

Other suggested areas for further action included the need to ensure that child trafficking was centrally addressed within any national action plan, and that equality issues were adequately tackled.

Within this context it was recognised that much more needs to be done to develop intelligence on trafficking and the organised crime gangs involved, especially in relation to the trafficking of children and for the purposes of labour exploitation.

A number of proposals were received relating to better co-operation between governments, law enforcement agencies and non governmental organisations, both within the UK and internationally, in order to ensure that the aim of an end to end strategy is achieved and is fully effective. Within these proposals are many suggestions on both how to raise awareness in the UK and source countries and develop staff training for all interested organisations including local government, education, charities, churches as well as law enforcement.

In the international sphere the responses welcomed the work undertaken via various Government funded initiatives but felt that more should be done to prevent trafficking at source by widening the scope of initiatives and ensuring that adequate funding is provided.

## **NEXT STEPS**

We intend to consider the responses to the consultation paper over the next few months with the aim of producing a final UK Action Plan later in the year which will include an equality impact assessment. This process will involve discussion with stakeholders, relevant experts, and other government departments and agencies in order to build upon the proposals for action set out in the consultation paper.

# DETAILED SUMMARY OF THE RESPONSES TO QUESTIONS 1–18

## Question 1

### Have we got the scope of the plan right?

### Have we adequately covered the various forms of exploitation which can arise in the trafficking context?

Question 1 was divided into two parts. On the question of whether the scope of the plan was right a large number of respondents thought that the scope of the plan was adequate and welcomed the proposals. A number of respondents identified specific areas of concern in relation to the scope which can be summarised under the following headings;

#### *Human rights focus*

A number of respondents commented that they would like to see a greater emphasis on combating trafficking from a human rights perspective. In their view trafficking should be seen as a breach of fundamental human rights, and protection and assistance as duties owed to individuals.

A significant number of respondents expressed the view that the consultation document appeared to discuss trafficking only in terms of organised immigration crime, and pointed out that many women trafficked for the purposes of sexual exploitation will have entered the UK legally; for example, they may be from one of the EU accession states and have travelled on their own passports. In addition, indigenous women and children may be trafficked within the four countries of the UK or between cities breaching no immigration legislation. The scope of the plan should give greater emphasis to the problem of internal trafficking.

Some respondents who worked in the immigration field commented that looking at trafficking through the prism of organised immigration crime provided an inadequate framework and felt that the wider context is

lost as a result of this approach. For example, trafficking for forced labour is not looked at within the wider context of labour exploitation, and in particular the exploitation of the migrant labour force. There is also a risk of too much focus on large-scale crime, without tackling smaller scale operations, for example children sent to work in the home, or overseas domestic workers more generally.

#### *Emphasis on victims*

Many respondents argued that the plan's scope should be altered to ensure that the focus is as much on protecting victims as prosecuting traffickers. The view expressed was that the plan needs to put people who have been, or are, at risk of being trafficked at its heart.

One human rights organisation who responded pointed out that "Providing Protection and Assistance to Victims" is made the final category of the paper, and in the case study included on page 13 we are told what happened to the traffickers, but nothing about what happened to the 15 year old victim who had been trafficked. The respondent went on to argue that in order to get the scope of the Action Plan right, victim support and protection should be explicitly integral to every proposal at each stage of the process, rather than being dealt with as a separate issue. The view expressed was that until needs of victims are *centrally* addressed within the context of 'prevention of trafficking' and 'investigation, law enforcement and prosecution', these objectives will not be achieved.

A number of respondents commented that the proposals for the UK Action Plan do not contain a detailed outline of the profiles and backgrounds of victims of trafficking.

Whilst it was acknowledged by these respondents that the consultation document requests information on the kinds of provision required for victims, it was pointed out that it does not

examine the impact that this crime has upon their physical and psychological health, and their vulnerability to re-trafficking/further abuse and exploitation. The Consultation fails to recognise the importance of rapidly identifying and meeting the urgent medical needs of trafficked persons upon contact with them. Neither does it recognise the need to put policies and legal provisions in place for longer term care.

#### *Demand*

A number of organisations commented that there should be more emphasis in the Action Plan on the demand aspect of trafficking. One comment was that the “customer” appears to be invisible at present. One criticism of the proposals was that it was too simplistic in its handling of the issues involved in demand. It should have outlined the difference between the demands for trafficked persons for forced labour, the demand for persons trafficked for sexual exploitation and child trafficking.

#### *Omission of underlying causes of trafficking*

A number of respondents expressed concern that the document did not mention the underlying causes of the trafficking problem. These included, at the most basic level, poverty, war, instability and gender inequality which all contribute to the often ill considered desire for people to leave their country of origin and take the risk of being trafficked. Concern was expressed that any strategy on trafficking should include regard to wider issues such as international aid, trade justice and debt repayments.

#### *Equality Issues*

A number of respondents, including those with a particular interest in issues relating to women commented that trafficking needs to be recognised within the overall context of violence against women, and expressed disappointment at the consultation document’s lack of gendered analysis.

Other respondents commented that there was not enough emphasis on the trafficking of men (including for sexual exploitation). Additionally, while women and children are seen as the most vulnerable to enslavement in the trafficking context, it has been men who have died as a result of exploitation as migrant labour e.g. Morecambe cockle pickers and those asphyxiated in a lorry in Dover.

Another respondent with an interest in equality issues commented that the action plan needs to be integrated with other policies surrounding migration, employees’ rights, anti discrimination and equality. The action plan at the moment does not take into account learning that would emerge from a race equality impact assessment.

#### *UK wide approach*

There were a number of responses with a particular focus on Scotland. Some Scottish based respondents drew attention to the need to ensure that the four countries of the UK are providing a consistent response and adequate support for women. For example, respondents commented that the Action Plan should take account of the fact that although Scotland can prosecute traffickers under the Criminal Justice (Scotland) Act 2003, much of the legislation, and therefore policy and practice, applicable to protecting victims is reserved to Westminster. Respondents urged greater clarity around these legislative and funding issues to ensure that trafficking is addressed consistently (through prosecutions and protection) throughout Scotland, Northern Ireland, England and Wales.

Another respondent was concerned that the scope of the consultation should clearly indicate that it includes Northern Ireland.

#### *Africa*

Several respondents pointed out that African countries should be identified as sources of

trafficked persons. One respondent working in the area of child protection stated that they had gathered evidence that children from Africa are trafficked to the UK for reasons including sexual exploitation, labour, benefit fraud, organ donation, begging and organised crime. It warned that if the UK ignores African countries today and works only with other source countries and succeeds in controlling trafficking from those parts, traffickers will turn more of their attention to Africa.

Another omission from the consultation paper which was identified by respondents was the non inclusion of the African Union as a key partner in the section in the consultation document on work within international fora (page 6) and the consequent recommendation that the UK should work with the African Union to combat trafficking.

#### *Child trafficking*

A number of respondents commented that the proposals fail to adequately address the issue of child trafficking. They pointed out that the trafficking of children is not the same as the trafficking of men or women. Children have a different vulnerability to trafficking, based on their reduced capacity to assess risk and their increased dependence on others. They also have specific needs as victims of trafficking. These child-specific factors must be recognised in any action plan aimed at combating trafficking of children.

Many respondents (including a number of non governmental organisations who work in the field of child protection and assistance in the UK and abroad) recommended that the UK Action Plan should include a particular focus on children and young people who are trafficked for the purpose of sexual exploitation. Some of these respondents expressed the view that this should take the form of a comprehensive plan committing the Home Office to working closely with all other relevant government departments

to make sure that all professionals working with children are trained to recognise when children may have been trafficked and have clear procedures to follow to support victims. Other respondents thought that what was required was a separate strategic framework document for safeguarding trafficked children.

#### **The second part of Question 1 asked whether we had adequately covered the various form of exploitation which can arise from the trafficking context.**

A large number of respondents welcomed the intention to increase knowledge and understanding of other forms of trafficking.

#### *Labour exploitation*

Many respondents agreed that further research was required to properly understand the phenomenon of labour exploitation and trafficking for that particular purpose, and that this was required before any real action plan on trafficking for the purpose of labour exploitation could be developed.

Respondents working in the field of immigration commented that the Action Plan currently gave insufficient attention to how it will address migrant workers trafficked for labour exploitation, including migrant workers from EU countries and accession states. Comment was made that little attention is paid to trafficking in sectors such as the construction industry, agriculture, and the food, catering and hotel industries. Respondents went on to state that the consultation paper does not address how the plan will cover the extent to which those with a legal right to be here and to work can nonetheless be exploited: because they do not know their rights, through threats of violence, by employers retaining their documents (gained for example, on the pretext of registering them for the workers registration scheme) or through debt bondage.

Respondents working in law enforcement commented that the success of the UK economy means that we are increasingly at risk of becoming a country where coerced work in the private sector is likely to become more of a problematic issue. The fact that London will host the Olympics in 2012 and the consequent major construction programmes in the capital and its environs means that there is a risk that the UK is increasingly likely to become a destination country for forced labour.

Organised crime will support, facilitate and exploit migratory movements whenever opportunities arise, and consequently this is an area that demands further attention in the immediate future if law enforcement is to combat the threats posed.

Other respondents argued that consideration should be given to mentioning financial exploitation, for example, asserting that in agriculture the specific form of exploitation is that of financial exploitation – i.e. the non payment of minimum wage, illegal deductions etc.

*Other forms of exploitation that can arise from the trafficking context*

A number of respondents identified other forms of trafficking that the Action Plan should consider. These included; trafficking of children for domestic work; for the purposes of fraudulent welfare claims; for certain religious practices; for work in cannabis factories or with trade in counterfeit goods. Trafficking of persons for the provision of organs for transplant was also highlighted as a concern. Another respondent also considered that it would be useful to consider cases where a person is brought to the UK for marriage and exploited within that relationship and whether these cases could be understood within the framework of trafficking.

## **Question 2**

### **Are there any areas for action or specific actions missing from the proposals?**

A large number of respondents identified areas for action missing from the consultation paper proposals and these are summarised below under the headings “Prevention, Investigation, Law Enforcement And Prosecution and Victims”. Suggestions that do not fit into any of these categories are included under the heading “General”

Child trafficking action points will be dealt with under question 8.

### **Prevention**

- In addition to the research proposals made in the consultation, work needs to be done to understand what makes the UK a primary destination state. Research should look at what attracts traffickers to the UK (such as demand, societal acceptance, low chances of detection, poor conviction rates, sentences as an insufficient deterrent), and what deters traffickers from using other states as destination points. By gaining this informed perspective, future policy reform could be more effectively targeted.
- Exposing and reporting trafficking needs to be considered everyone’s responsibility. For increased public responsibility for reporting cases of trafficking to become a reality, much work needs to take place to raise awareness of the difference between smuggling and trafficking amongst the public and agencies (both voluntary and statutory).
- Information about trafficking, of all groups, not only women and children, should be included in the training of all British government staff overseas, not

only the military. It should cover all ages and both sexes, as well as all forms of trafficking.

- There should be wider dissemination and regular updating of the Home Office Toolkit.
- Consideration should be given to the role of embarkation controls in detecting trafficking and traffickers and carrier sanctions should be reviewed and provision made to remove disincentives to carriers to offer protection and assistance to those discovered on their vehicles and bring people to the attention of the authorities.
- The implementation of the new points system for managed migration should be accompanied by research to look at the effects on labour exploitation and trafficking.
- Airline Liaison Officers assist carriers to identify people who do not have the correct documents to travel. This is not an adequate response where potential trafficking is detected. Specific omissions are work on what will be done to assist the trafficked person, and work with the police of the country concerned to see what action might appropriately be taken against the alleged trafficker. Similarly with posts overseas. In this case, specific omissions are work on what posts are going to do when faced with those at risk, and those who may be guilty of crimes because they are trafficking people.
- The action plan should incorporate strategies for training the health workers to be equipped to provide an appropriate response when faced by a trafficked person. Increased training and information for those, including hospital staff and GPs, and social workers, who

may have contact with people who have been trafficked

- In respect of demand reduction for prostitution there is no mention of how the government intends to do this in the Action Plan. Instead the consultation document states that proposed actions within the prostitution strategy (which does not apply to Scotland) will tackle this task. This causes some concern as the primary methods for tackling demand contained within the Home Office strategy are targeted at street prostitution, using enforcement techniques against kerb crawlers, whilst potentially giving legitimacy to small brothels.

#### **Investigation, Law enforcement and prosecution**

- In order to support the development of expertise in relation to effective investigation and prosecution of offences of human trafficking for sexual exploitation, there is a need to raise awareness in the wider area of prostitution. This could be achieved by the creation of a multi agency training module. In order to ensure an increased focus on the issue within the police service, consideration should be given to the creation of a performance indicator. The most effective measurement would be to create a specific target for trafficking within the overarching target figure for asset recovery.
- Key indicators should be set for Chief Constables in measuring awareness of and response to human trafficking. These should include:
  - Training of staff (in recognising victims of trafficking etc)
  - Number of investigations
  - Number of victims identified

- There is a clear need for a corporate response across law enforcement to the issue of human trafficking irrespective of the nature of any offences revealed. A police led UK Human Trafficking Centre to co-ordinate and support in the areas of intelligence gathering, victim support, training, policy setting and identifying and promulgating best practice is seen as vital in progressing the anti-trafficking agenda within the UK.

### **Victims**

- The key omission is ratification of the Council of Europe Convention on action against trafficking in human beings and action to fulfil the obligations ratification would entail.
- Paper does not focus on the long term protection of victims.
- Young British girls who may have been “trafficked” or lured into prostitution, from which they cannot escape due to the use of drugs/abuse/violence, should also be considered for assistance and rehabilitation.
- Greater liaison needed between IS and the CJS At the moment immigration often attempts to deport women trafficked whilst the police regard them as witnesses and expect them to be treated as victims of crime. Those who have been trafficked should not be detained, charged or prosecuted for immigration offences such as illegal entry or destroying their documents under Section 2 of the 2004 Asylum and Immigration Act as this is most likely to have occurred under duress or under the control of the traffickers. This is likely to prevent assistance to the police in investigations.
- There is no official in IND who is responsible for trafficking. An official at an appropriate level of authority should be given responsibility to enable liaison between IND, the police and CPS on a policy level.
- IND should urgently review its initial decision making in trafficking cases given that the caseworkers initially refused the asylum claims of trafficked women supported by the Poppy Project only to see 80% of these decisions overturned on appeal.
- The Home Office country reports should include comprehensive information on women’s rights and position on society that fully reflects the extent to which victims of trafficking may be at risk on return.
- Particular attention needs to be paid to consultation with both church based and women’s networks, particularly those in source countries who are in effect providing most of the services to reintegrated trafficked women to enable us to learn more about their needs and experiences.
- It is vital that all victims of trafficking have access to free and quality legal advice from lawyers who have appropriate experience and expertise. This requires better resource of LSC funding, tackling of legal aid deserts and retention of 2nd tier advice services for those in receipt of LSC funding for immigration to ensure that practitioners faced with a potential trafficking case can access expert advice.
- Provision in law for support for people who have been trafficked for any purpose, not only children, and adult women trafficked for sexual exploitation. There is no equivalent of the Poppy Project for people who have been trafficked for labour exploitation, who may be unable to

access any support unless they make asylum and human rights claims.

- Establishment of a fund for the compensation of people who have been trafficked. There is a need to review of the ability of people who have been trafficked to access the Criminal Injuries Compensation Scheme.
- Repeal of s.2 of the Asylum and Immigration (Treatment of Claimants etc) Act 2004 to ensure that people who have been trafficked do not disappear into the prison system without having been detected.
- Criminal assets confiscated from human traffickers should be invested in the investigation of trafficking and related crimes and a substantial proportion invested in the protection, support and compensation of its victims. The Serious Organised Crime Agency (SOCA) should develop procedures for the redistribution of assets seized from traffickers to be used to compensate victims of trafficking.
- Independent support options – both financial and advisory – should be made available to victims who voluntarily wish to return to their home country.
- Long term health needs of victims of trafficking need to be addressed. The physical and mental health outcomes among women who have been trafficked are serious and long-term. Providing effective care for victims of trafficking is not a one-step process, but a multi-faceted long-term process which includes medical treatment, psychological counselling, and practical assistance and social support.
- Witness Protection – victims' identities are not always sufficiently protected.

Protective measures in court (such as testifying with an alias, using protective screens or video-links, not releasing victim's names to the media) are ad-hoc and not used systematically. The decision to employ them is a judicial one and the judge is not required to consider a victims' particular vulnerability as a victim of trafficking. In addition, there is currently no link between a victim's willingness and ability to testify in court and their on-going protection in the UK – witnesses may therefore testify without any protective measures yet still face being removed from the UK to their country of origin, potentially facing reprisals. To remedy this, police should establish and follow guidelines for interviewing of all migrant women, informed by good practice on sexual and domestic violence and W.H.O. recommendations. Trafficked women should be accompanied by an independent support worker during police and immigration interviews, if the wish. Trafficking cases should be added to the list of cases likely to give rise to intimidated witnesses and Achieving Best Evidence interviewing techniques or cognitive interviews should be used. Training should be given to police on interviewing trafficked women. Police should recruit more female interpreters.

### **General**

- An independent National Rapporteur on Trafficking in Persons should be established.
- A National Referral Mechanism should be established, formalising procedures and agency responsibilities.
- In terms of trafficking for sexual exploitation, there is a failure to recognise synergies with other Central Government programmes, which may result in

duplication of effort and expenditure. For example, much has been learned about Criminal Justice System (CJS) responses to victims of rape and domestic violence and what factors assist in obtaining a conviction. Rather than using these learning's to inform the process, this consultation proposes new measures. Similarly how will this action plan fit with those in progress on prostitution, FGM and forced marriage?

- Despite the clear distinction made between trafficking and smuggling at the beginning of the document, the focus throughout is on techniques aimed at tackling a crime against the state, such as smuggling, rather than a crime against the person: exploitation through trafficking. Tackling exploitation, not tackling mere crossing of borders, lies at the heart of tackling trafficking.
- It would be useful if the project recognised an overarching objective “Reduction of the abuse of human rights through exploitation” and if the specific objectives set out in Annexe C were nested below this.
- We should also like to see timescales on the proposed actions. A successful action plan must contain specific time frames, the allocation of appropriate resources, a clear division of labour and a self monitoring mechanism.
- Better co-operation between frontline law enforcement agencies and social welfare providers will be essential if trafficking is to be tackled successfully. The OSCE/ODIHR Recommendations advocate a “multidisciplinary and cross sector approach involving all relevant actors from government and civil society.” Rather than a Home Office Action Plan, there should be a Government response to trafficking

which integrates the work of social services, health services, labour agencies/DTI and civil society with the Home Office’s work on tackling organised immigration crime.

- There needs to be gender impact assessment, prior to the development and implementation of a National Action Plan. This would then comply with impending responsibilities under the public sector duty to promote gender equality.
- A high-level lead should be appointed within the Home Office Immigration and Nationality Directorate (IND), to lead on violence against women issues, including trafficking and the strict implementation of the Gender Guidelines.
- There is a case for the development of fair-trade in order to try and address issues around trafficking for work purposes. Many people are trafficked because of a lack of sustainable income in their home countries – they need to work abroad to send money home to support the family. If there is well paid and sustainable work at home, families will not have to be split up in this way.
- There should be a contact desk, possibly within the Immigration Service, for Social Services and the voluntary sector to turn to for information and advice on trafficking.

### Question 3

#### **How can we measure the extent to which trafficking is taking place into and within the UK? In particular, how can we improve our knowledge on the scale of child trafficking and trafficking for labour exploitation into and within the UK?**

There was a wide consensus amongst respondents that the current lack of accurate estimates available on the extent of trafficked people into the UK is hampering any attempts to build a workable and effective anti-trafficking strategy.

Concern was also expressed by respondents that attention has outstripped hard research on the subject, leading to increased anxiety with the resultant risk that trafficking policies may be hastily produced and not supported by solid and reliable statistics; this could negatively impact on trafficking.

#### *Mapping of existing data*

A substantial number of respondents proposed that as a starting point a mapping exercise of existing data sources, including immigration and asylum statistics, service referrals, social services data, media reports, police data and data from other countries be carried out to map the extent of trafficking both in to the UK and within it.

#### *Obtaining data from different sources*

A number of respondents made suggestions on possible sources of trafficking data. These included:

- Health service providers – some of the service providers most likely to engage with trafficked women (for example, sexual health projects) show some reluctance to identify a service user as having been ‘trafficked’ citing the lack of

service provision for trafficking victims in the UK (and therefore no clear referral route) as reason for their reluctance. Health agencies and NGOs are averse to reporting a woman as having been trafficked if there is nothing of practical value that can assist that woman. It is therefore likely that a wealth of data is being held (informally) by health providers on trafficked women, currently being under-reported;

- Community networks and leaders of migrant communities from source countries may have an understanding of how traffickers operate and should be consulted as a source of information;
- Front line services such as health visitors, schools and community workers who work with trafficking victims might be able to help researchers and policy developers to better understand the scale of trafficking, to learn from the experiences of trafficked persons, and to better support the victims of this crime.
- It is essential that intelligence is gleaned from those who are currently experiencing or facilitating trafficking, and that multiple routes of moving that information into the appropriate receptors are created. The development of the crimestoppers number for anonymous reporting of trafficking is an excellent development. For this to be widely taken up there needs to be a highly proactive public relations campaign on both sex trafficking and trafficking for labour exploitation, with information given to the public about the key indicators for persons at risk of trafficking exploitation. Areas where this needs to be advertised are punter websites, crime related media shows, social services, libraries, leisure centres, night clubs, sports clubs, tourist web sites and pubs and clubs.

- The only effective method of increasing our awareness of the scale of trafficking into the UK is to offer better protection to trafficked people, and so increase numbers of reported incidents. This approach has been successfully used in cases of domestic violence.

### *Children*

Several respondents working in the field of children's rights and protection challenged the statement in the consultation paper that available evidence has indicated little demand for trafficked minors for the purposes of sexual exploitation. Respondents were concerned that assumptions may be made about the lack of trafficking of children to the UK because there are currently no adequate ways of monitoring the scale of child trafficking into the country. One respondent pointed out that the successful prosecution referenced in the consultation paper in fact involved a victim who was only 15 years of age.

Several respondents commented that if the UK government is to better measure the extent of child trafficking into, within and through the UK, agencies and individuals who may potentially come into contact with trafficked children, such as police, immigration officials, lawyers, local authority asylum teams, healthcare workers, education officials and social services, must be given more training on identifying child victims of trafficking. A complicating factor is that most children will not understand or recognise the term 'trafficking' as relating to their situation and the kind of questions that professionals should ask in order to find out more about possible trafficking will most usefully, therefore, be phrased and recorded differently.

Respondents suggested a number of ways in which our knowledge on child trafficking could be improved. These included;

- A harmonised and systematic approach to information collection and reporting across the UK through existing mechanisms such as the Local Safeguarding Boards managed and monitored by a DfES lead;
- There is the need for a Scottish national database of children whose circumstances are unusual or suspicious. The Home Office's National Register for Unaccompanied Children is not used throughout Scotland and its limited asylum definition and grant function make it an inappropriate vehicle for such an information source;
- One important source of information that should not be left out will be the accounts of adults who report 'historically' that they were trafficked as children.
- Extension of the National Register for Unaccompanied Children;
- Exploring with DfES the role of the Child Information Sharing Index to see how this could be used by professionals to identify trafficked children as these are children who may have had little or not contact with other services.
- The creation of the Scottish Crime and Drug Enforcement Agency under legislation currently before the Scottish Parliament with a trafficking remit makes it a central body that could collect such information and analyse trends or patterns. A special child unit should be established within its operation for this purpose to facilitate this essential intelligence gathering. Protocols would be required with a number of local Child Protection Committees to ensure good liaison.

### *Labour*

A few respondents commented that in measuring the extent of trafficking for labour exploitation, the Gangmasters (Licensing) Act 2004 which becomes operational on 6 April 2006 should provide us with more information, but only on those cases charged. The GLA will also become aware through worker interviews of trafficked labour provided into agriculture, horticulture and shell fishing in the UK either directly or having been displaced from another sector. This could be a useful contribution to any overall measurement of the extent to which trafficking is taking place in the UK.

Other respondents referred to the Joint Workplace Enforcement Pilot (JWEP) which is exploring the scope for closer coordinated working between Government workplace enforcement and compliance departments to tackle the exploitation of illegal migrant workers and should provide co-ordinated intelligence and data, although this is currently focusing on West Midlands area only.

### *Law Enforcement*

Respondents directly involved in law enforcement commented that the National Criminal Intelligence Service (NCIS), over recent years, in the annually published UK Threat Assessments, has identified the crime of People Trafficking in the same realm as Drugs and Arms Trafficking, and Money Laundering. Therefore, in many ways, the scale of the problem has already been identified and quantified.

In addition, the National Intelligence Model defines core products for all of law enforcement to adopt and these include Strategic and Tactical Assessments, Control Strategies and Intelligence Requirements. It is essential that these documents are seen as the control mechanisms which focus all of law enforcement activity at the greatest threats. The intelligence requirement must specify what intelligence is required in

relation to organised immigration crime, and provide for the collection of this information.

Other respondents working in the field of law enforcement suggested that by ensuring trafficking is included in policing plans, it will be possible to begin to gather accurate data and produce meaningful assessment on a national basis. Given the scope of data held within NGOs and other stakeholders, The Association of Chief Police Officers advocate the creation of a centre to co-ordinate the policing response. This UK Human Trafficking Centre would drive information from sources such as the ILO, IOM, NGOs, UNICEF, NASS, Social services, government departments, bodies representing children's groups, pressure groups and trade unions.

Other voluntary organisations who responded commented that the development of a centre for research and excellence on trafficking would be a good idea – one suggestion was that it be placed in the University of Cambridge and partnered with several other Universities in countries of transit and origin. In this way research from countries of source that experience the movement out of their country and the return of victim/survivors can be built alongside research from the countries of destination where the extent of the trade is substantially camouflaged.

### *National Rapporteur*

A number of respondents suggested that an independent national Trafficking Rapporteur responsible for data collection be established. The Rapporteur should have the task of collecting information on the broad issue of combating human trafficking and report on a regular basis to the Government on trends and emerging issues.

## Question 4

### **Does your organisation have information on cases of trafficking into the UK, in particular trafficking for forced labour including domestic service?**

Some of the information given in response to this question was marked as confidential and has not been reproduced here.

A number of respondents commented that they had limited information on trafficking for forced labour and domestic servitude because this is often a hidden problem within families and communities. However, several respondents provided examples of case studies or information obtained through commissioned research. These included:

- A large international organisation offering assistance with voluntary return commented that it has limited information on this area but the information it does get stems primarily from voluntary return enquiries and statistics. It stated that it had been approached by 2 Sri Lankan women claiming to be forced to work in beauty salons and 4 Pakistani women who were referred by the police trafficked into the UK to work as cultural dancers. In addition, previously, they had a few under-18s from West Africa applying for voluntary return claiming that they were forced to work as domestics in the UK.
  - Respondents based in Glasgow expressed concern about developing links between trafficking for forced labour and trafficking for sexual exploitation. They referred to concerns that have recently been raised about a new community from one of the EU accession states in Glasgow. There appear to be concerns about members of that community working in the food industry and agriculture for very low wages. This is borne out by evidence of children scavenging through supermarket bins for food which has been discarded. There have also been suggestions (although no hard evidence) that the women of this community are being prostituted on street and off street in the locality. These concerns have been raised with the police, elected members and community organisations who are currently trying to develop a response to these issues
- One large Christian aid organisation commented that whilst it does not have concrete evidence of trafficking into the UK, in 2005 it conducted a desk review on abduction, which is one of the methods of acquiring people for trafficking. Seven national offices for the organisation in Africa participated in the review in November 2005 and the desk study found that abductions have taken place in a number of African countries with some direct link to the UK. Examples included
    - Zambia is a source and transit country for women and children trafficked for the purpose of sexual exploitation. In 2003, two girls were abducted in the country by a couple on the pretext that they would send the girls to school in Ireland where they (the couple) were living. The girls were taken to Ireland where they were held captive in the house of their abductors, overworked and sexually abused.
    - Tanzania is a source, transit, and destination country for women and children trafficked for the purposes of forced labour and sexual exploitation. Most victims are trafficked internally although Tanzanian girls are also reportedly trafficked to South Africa, Saudi Arabia, the United Kingdom and possibly other European countries for forced domestic labour.

- Additionally some ordained people with pastoral charge of church communities are approached by those who have been sent to this country as “domestics,” for help when their documents have been taken for “safe-keeping” or their treatment has been bad.
- An organisation with members who legally represent individuals who have been trafficked provided a number of anonymised case studies;
- The POPPY Project provides support and accommodation to women trafficked into the UK for the purposes of sexual exploitation but also has information on cases of trafficking in the UK specifically for forced labour and/or domestic service and the overlap between these forms of exploitation and sexual abuse. Evidence obtained from women referred to the Project indicates that 24% believed they were coming to the UK to work in the domestic sector/childminding. A further 24% had expectations of working in the restaurant industry. The remainder either believed they would be working in the sex industry in one form or another (24%) were fleeing violence (12%) or seeking other employment opportunities. A small percentage (4%) had expectations of working in a professional capacity.

Example of a case study – There have been a number of cases in which children from Vietnam have been held in private properties to tend cannabis plants, working in unsafe and insalubrious conditions. Despite raids on the properties, this cycle of exploitation does not appear to have been broken as yet.

Example of a case study – A young girl aged about 8 from West Africa had been sent unaccompanied and handed over to an “aunt”. She came to the attention of the authorities when there was a fire in the property and she was found to be alone in charge of 2 or 3 younger children belonging to the “aunt”. It emerged that her parents had been influenced by a supposed religious advisor to consent to her being brought here supposedly for education but in reality for exploitation as free domestic labour. The child was manifestly unhappy in care but terrified of speaking out against what she understood to have been her father’s wishes that she be educated in the UK. The local authority brought care proceedings and were ordered by the family court to serve the natural parents (who instructed London solicitors) and to make their own enquiries (i.e. send a social worker to do it) in the home country. The happy result was that the child was able to be returned home to her parents’ care.

## Question 5

### **How can we raise awareness among potential trafficking victims about the risks and realities of the exploitation they are likely to suffer through being trafficked?**

A large number of respondents supported the government’s funding of projects in source countries, with the aim to raise awareness of the risks of trafficking. A number of respondents warned that any awareness raising campaigns should incorporate a balanced message whereby the risks of trafficking are highlighted, but also with information about how to migrate legally.

One comment, repeated by several respondents was that the question could be read as suggesting that people just need to be told how exploitative trafficking is and they will respond by refusing to be trafficked. This would imply that individuals voluntarily and knowingly put themselves forward to be trafficked and would ignore the power relations between trafficker and trafficked person, over-simplifying the complexities of exploitation. They pointed out

that people being trafficked may recognise a risk; however the lack of alternatives open to them means that they take it. In addition, other respondents pointed out that some will not recognise that they have placed themselves or been placed in a situation where they are trafficked until they have actually been exploited.

A number of respondents working in the area of child protection commented that this consultation question is not applicable to children as it appears to be based on the premise that before becoming trafficked, a child is able to make choices that could be altered with improved knowledge and awareness. They argued that the question does not acknowledge that in many instances family members or trusted elders may be involved in the trafficking chain. Moreover, in the case of children specifically, even if they do feel unsafe and fearful about plans for their travel and care most legal jurisdictions, including our own, would not recognise their right to make 'independent' choices about where or with whom they live, and whether or not they want to comply with arrangements made for them by their parents or guardians

There was consensus amongst a number of respondents that awareness raising in source countries addresses the symptoms of the problem and not the cause. They argued that the wider problem of development, opportunities and employment lies at the heart of sourcing trafficking victims. Consequently, collaboration was required on projects that can enhance young person's opportunities, encourage community action and education amongst younger children as a key to targeting trafficking. Without this, no information campaign will address the underlying conditions which will lead to a constant renewal of young women making such calculations.

Many respondents made suggestions on ways that awareness amongst potential victims could be raised in source countries, in transit and after arrival in the UK. They are set out below:

#### *In source countries*

A number of respondents stressed that in order to make awareness-raising campaigns effective, they need to be dynamic and focused on those source countries that provide the likely victims into the UK. In addition, such campaigns should seek to engage with those NGOs already involved and allow them to help shape the strategy instead of imposing our plans on the countries involved.

The types of awareness campaigns suggested by respondents included the following:

- Public awareness campaigns in source countries to include TV adverts, dramatic images and posters;
- Use of the education system in the source country to warn individuals through illustrations, supported by leaflets, videos and talks on personal experience. Key information and support service telephone numbers could also be provided to children and young people in school on credit card sized hand outs;
- Where literacy levels permit, awareness should be raised in source countries through methods such as including articles in magazines which are popular with young people or women. These should include both information on the techniques used by traffickers to lure their victims, and the truth to dispel myths (such as those that lead to distrust of authority) that are used by traffickers to maintain control over their victims. A similar technique (a survey by Refuge in the teenage magazine Sugar) was successful in raising awareness and gathering views around domestic violence among young girls in the UK;

- Media organisations that are primarily aimed at the young should be utilised to deliver preventative measures. (e.g. MTV);
- Awareness programmes should target in addition to potential victims, their families and communities, police, administrators and government officials, legal and welfare departments immigration officials and NGO staff in source (or potential source) countries;
- Awareness-raising should include theatre, traditional songs and dance in vulnerable communities;
- Community awareness programmes in source countries focused on creating awareness on the rights of children;
- Victims returning to their country of origin have a role to play in providing accounts of their own ordeal and the dangers and realities of exploitation. Victims also need to know that they will be safe if they are trafficked, escape and then seek police help and to encourage them to come forward to report it.
- Campaign material should also contain concrete information as to where to get assistance if they should find themselves being trafficked.
- Prevention campaign targeted at industries dominated by women, such as the catering industry and domestic work/child-minding;
- Campaigns should include practical information about how much you can realistically expect to earn as a waitress in 6 months or the real cost of living in the UK. Information could be provided at consulates and other places that offer UK travel advice as a warning about trafficking and common ploys used by traffickers to induce people to co-operate. It might also be possible to provide information about what a person could do if they ended up in the UK as trafficked person (e.g. do not believe the trafficker you will not be arrested etc).
- Such awareness-raising campaigns should not be left solely to local enforcement agencies (many of whom are viewed with mistrust) but should be the subject of government level public information broadcasts. Contribution should also be encouraged from the many international organisations that have credibility in relation to human rights issues.
- Communities are the key resource in the prevention of trafficking in source countries. As such, any awareness-raising programmes should be developed and delivered in consultation with communities. Example from Zambia – NGOs are creating awareness of trafficking via the radio and through posters. Girls and boys and their families are warned against accepting job offers from strangers, or strangers offering to look after children in their charge, strangers or people they know promising jobs in neighbouring countries, and promising to meet all costs associated with the travel. Girls in sex work are warned to be wary of marriage proposals from their clients and offers to accompany the clients on foreign trips.
- Awareness sessions should be collaborative with communities where they can explore the consequences of trafficking for themselves, sessions which acknowledge that for some there are short-term positive consequences which may influence their initial decision making.
- Awareness-raising or preventative campaigns in source countries would have

to be as sophisticated as the tactics adopted by the traffickers and respond to changing intelligence and information on methodologies. Women who have been trafficked have often answered adverts from employment agencies, television and newspapers for bar/restaurant work and catering. Using the same mediums as traffickers to raise awareness, offering legitimate employment agencies in source countries some form of UK approval or issuing helpful information and advice with travel tickets could help.

#### *Other measures in source countries*

A number of respondents suggested that the government should take steps to ensure there is better monitoring of both public and private employment agencies. This is particularly relevant given that the majority of women supported by the Poppy Project were actively seeking employment overseas when they were trafficked.

A number of respondents commented that there should be provision of technical assistance to governments in source and transit countries to enable them to tackle organised crime more effectively. In addition, the training of police in source countries should be coupled with exchange visits between the UK and source country police forces. These would aim to establish a strong police network and establish a credible reporting system across countries.

#### *In transit*

Many respondents argued that the vital points at which to raise awareness amongst potential victims of trafficking should be the exit points (from country of origin) and entry points (into the UK), with adequate signage provided at airports, ports and railway stations in a number of languages, including adequate contact details/emergency numbers. Such signage could appear in the female toilets at airports/stations

and should advise where to go in the airport/station to seek help. Other respondents considered that it would be worth distributing similar information in language schools, backpacker hostels etc. Such signage should emphasise that they should not be afraid to contact the police or other agencies that could be of help

Other respondents stressed that such campaign material should also advise individuals about their legal rights e.g. many believe it is legal to sell sex in the UK.

Respondents working in the field of child protection and rights commented that the UK government should recognise that family members and trusted adults can be complicit in child trafficking and, as such, the identification of a minor at a port of entry as accompanied by a parent or someone entrusted by a parent should not negate other suspicions of trafficking, should they arise.

#### *In the UK*

There was a widespread consensus amongst respondents that the government should name and shame traffickers and send a strong message to them that their crime will be fully prosecuted and the details published. When traffickers are convicted the penalties should be given as much publicity as possible as a deterrent and their assets removed.

#### *International co-operation*

A range of respondents commented that raising public awareness is crucial, both domestically and internationally to prevent trafficking in the first instant. As human trafficking is a transnational crime, we need to work closely with our international partners to co-ordinate awareness campaigns. This requires regular and ongoing work at inter-governmental level, in addition to working with NGOs and other key stakeholders.

One respondent commented it may be difficult to assess how effective these measures have been at raising awareness because if the risks of coming forward are assessed by the trafficked person as too great, awareness may well have been raised, but still the person will not come forward.

## Question 6

### **How can we ensure that victims are identified at the earliest opportunity particularly in source countries (prior to departure) and at borders where the victims are likely to suffer through being trafficked?**

A number of respondents commented that the accurate identification of victims of trafficking is complex and is a key challenge in the fight against trafficking.

There were a large number of comments on how victims could be identified. Identification of child victims is also dealt with under Question 14. Respondents put forward the following suggestions:

#### *Identification tools*

- The greater development and use of toolkits and the development of profiles and protocols with front line agencies, immigration, the police and, in some cases, local authorities may help to identify victims at an early stage.
- It would be helpful to undertake research amongst embassy and immigration staff over their current capacity to identify victims of trafficking. A relevant training package could then be developed and targets created to assist in keeping prevention high on the agenda.
- Awareness-raising and training would appear to be the most appropriate method to aid identification of women.

Awareness-raising with women (and possibly other passengers) would increase their vigilance and help concerned citizens to pass on information.

- Support the plan to expand guidance to asylum caseworkers to enable early identification of, and support to, victims of trafficking and to advise caseworkers on particular considerations when dealing with such asylum applications.
- Potential victims might be identified by profiling and researching information on those most vulnerable to trafficking in source countries. “Interdiction” techniques used in the USA to profile traffickers and trafficking victims has been successful in intercepting and reducing supply through early intervention. Profiling might include those who only make last minute bookings for flights using cash, those who have a history of travelling back and forth between source countries and UK, or by observing behaviour traits.
- Within Europe, a common identification protocol should be developed to encourage uniform standards, and approaches at borders, to identifying and supporting those who may be at risk.
- The Government should include in the UK action plan a method of developing a national referral mechanism as recommended by OSCE.

A number of concerns were raised by respondents about the possibility of women being stereotyped and restrictions being imposed on their right to travel. An example was given about women being trafficked for prostitution to Germany for the world cup. The EU Justice Commissioner has suggested that women from particular source countries should require temporary visas. Travel restrictions will not

prevent trafficking as alternative routes will be found and the risk to women will simply increase. This “solution” targets and potentially punishes women rather than focussing on the predominately male traffickers.

Respondents from Scotland provided information about how training for all staff employed at travel ports could lead to women being identified. The respondent had knowledge that women have been sold at coffee shops, and car parks, within airports and an example of innovative and informed practice was developed by the OIC team within Lothian and Borders Police. They briefed the parking attendants at Edinburgh Airport who were able to gather important information/concerns which were passed onto the team for follow up. This could be further developed and rolled out to all staff employed at airports/ports and could prove to be a valuable method of intelligence gathering or intervention.

#### *Immigration/Border control*

A number of respondents made suggestions relating to the immigration process/border control which would assist with victim identification. These included:

- Ensuring that individuals are seen singly and not as groups, or by a person acting on behalf of a group. Each person should be in control of their own papers.
- Identification must start at visa sections overseas as they are better placed than immigration officers to evaluate applications for entry etc. A series of questions as a kind of warning could be attached to visa applications for those countries where visas are required. In this situation it might also help to require all applicants to appear in person to prevent someone from just signing an application without knowing what it contained or without chance to be warned.

- In the UK better training for immigration officials and police working at border controls to ensure greater vigilance and sensitivity.
- Accelerated procedures for decision-making in asylum cases decrease the likelihood of trafficked people, with all the pressures upon them, disclosing the truth of their situation.
- Section 2 of the Asylum and Immigration Act 2004 provides that it is unlawful for a person to enter the UK without a valid passport or other travel document. This is a criminal offence for which there is a maximum penalty of imprisonment for two years. The provision should be repealed or amended as it acts as a disincentive for victims of trafficking to identify themselves.

A number of respondents made suggestions on how victims might be identified at borders. However, several expressed a concern that the draft UK Action Plan was silent on what, if anything, will be done to assist potential victims in these circumstances. They argued that mere refusal to allow them to board a plane will not be sufficient to break the exploitative relationship in which they find themselves, nor to protect them from their traffickers. Another respondent pointed out that the current eligibility criteria imposed by the Home Office on access to support from the Poppy Project, and separately the services that exist in Glasgow, state that women must have been prostituted in the UK within the previous 30 days in order to access supports. Interventions at the port of entry would mean that women would be ineligible for support. There must be the possibility of protection from exploitation as an incentive for victims to come forward.

## Law Enforcement

Respondents also made suggestions which related to law enforcement issues. They suggested:

- The UK government works with governments from known source countries to ensure effective policing at key transit points within these countries as well as from one country to another, for example, at bus and train stations;
- In many source countries, involvement or complicity in the trafficking process by government officials and the police is endemic. The British Government must put pressure on, and if necessary introduce sanctions against, states that help perpetuate the problem. Britain should work with other EU states to put pressure on such source countries to ensure that the potential negative consequences are sufficient to force change. It is understandable that victims can be convinced by their traffickers that the authorities will not help them in Britain if those in their own countries have been involved in their trafficking in the first place.
- In partnership with Europol, Interpol and other international agencies, further work needs to be done on trafficking routes and offender/victim profiles. Following this work, partnerships with ports, airports, travel agencies, transport carriers should be established to identify victims – based on victim and offender profiles – en route to destination countries
- Future technology developments such as the “E borders” programme will allow law enforcement to more effectively profile and interdict those at greatest risk. Consideration should be given to developing bespoke intervention or

prevention programmes with industry partners, particularly where routes they operate pose a significant risk in relation to human trafficking.

- Source countries must be encouraged to be proactive in prevention by instituting schemes whereby applications for identity documents are subject to personal application, supported by robust systems that allow for the effective capture of bio data.

## Travel industry

A number of respondents pointed out that as well as enforcement and immigration agencies, the travel industry has a vital part to play. Messages regarding the dangers of trafficking could be displayed in travel agencies, on flights and on travel tickets. Travel staff when suitably trained could be utilised effectively to identify potential offenders and victims.

However, some respondents commented that the government will recognise that travel industry partners have businesses to run, and should consider using economic incentives in a way that would encourage private sector partners to engage in supporting preventative programmes against trafficking. (For example the Government could consider waiving Carriers Liability Act penalties in return for support from carriers on specific routes at specific times – such an approach could benefit both carriers and Government in developing a partnership approach to prevent trafficking).

## Question 7

### **How can we reduce the demand for the services of trafficked persons, in particular for forced labour, including domestic service?**

A range of options were offered by respondents as to the action needed to reduce demand in relation to both trafficking for the purposes of

sexual exploitation and labour exploitation. There was substantial support for the “Swedish model” to be adopted in relation to trafficking and widescale recognition of the inextricable link to other government policies, most notably the Prostitution Strategy.

In relation to labour exploitation one enforcement agency stated that the Gangmasters Licensing Authority will operate a rigorous licensing system and through effective compliance and enforcement measures (working jointly with police and OGDs where possible). It intends to dissuade foreign-based labour providers from engaging the services of traffickers to obtain labour for employment in agriculture, food processing and packaging in the UK.

A few respondents expressed the concern that the “points based” managed migration policy could lead to more people being trafficked into the country, with others from the voluntary sector stating that the consultation document did not emphasise the need for government to work with charities and NGOs.

The summary of responses is listed below:

#### *Prostitution/Pornography*

A large number of respondents expressed the view there is a need to tackle the culture of exploitation and commercialisation of sex, and the underpinning attitudes in the UK towards women, in order to tackle the root cause of the trafficking problem. A few respondents added that the exploitation of women by those involved in military, peace keeping and development activities abroad should be investigated, with any nexus between exploitation by international staff and trafficking explored.

Many respondents stated that greater focus should be given to those who take advantage of prostitution. This approach should be guided by the standpoint that it is totally unacceptable to

purchase sex as an aspect of a consumer society. Accordingly many respondents advocated the adoption of the “Swedish model” to make it illegal to pay for sex.

A number of respondents expressed concern that the Government’s Prostitution Strategy did not sufficiently tackle the link between off street prostitution and the demand for trafficked persons. Additionally, some respondents also felt that the suggestion to allow small “mini” brothels in England and Wales could be perceived as one of the strongest “pull” factors to the UK for traffickers.

Furthermore, many respondents commented on the need for a Government funded publicity campaign aimed at creating a change in attitude towards the sex industry. This could involve a poster and advertising campaign informing people they may be participating in a vicious criminal enterprise, and to invite them to register such wrongs with the police, or anonymously with an organisation such as Crimestoppers. It was suggested by one respondent that existing government strategies for demand reduction in other areas, such as illegal drugs or alcohol abuse, could provide a useful basis from which to start.

A few respondents stated that publicity work be undertaken to undermine the sex tourism industry with further legislation passed if necessary, and by regulation of misleading and euphemistic newspaper advertisements.

Some respondents stated that users of trafficked women should be named and shamed along with those convicted of trafficking whose names should be made known in both the media in the UK and in their country of origin, if a foreign national. It was felt by some respondents that this would be a good deterrent, as well as a public information service, to those who may be susceptible to being trafficked. Additionally, some respondents felt that much more should be done to highlight

the plight of women and children who are trafficked in-country.

One respondent commented that establishments such as strip and lap dancing clubs may well involve women who have been trafficked, or coerced, into such an occupation and that this should be included in any publicity campaign.

A number of respondents including from those from law enforcement stated that demand reduction in relation to sexual exploitation can be developed through raising the awareness of those who pay for sexual services, of the potential consequences of having sexual intercourse with a trafficked person both in terms of current legislation and potential health risks. One respondent suggested that a publicity campaign of awareness linking the women used with the women in the users' families would help reduce demand, and that this could be funded by a tax on sex toys.

Additionally, it was commented by one respondent that the prostitution strategy to which trafficking was connected did not apply to Scotland and Northern Ireland.

A few respondents stated that there is a need for research into why men choose to go to prostitutes as this would assist in reducing demand, and that a men's working group should be established on this issue.

#### *Sexual Offences Act 2003*

Some respondents stated that there have not been enough prosecutions under the Sexual Offences Act 2003(SOA). One respondent organisation stated that they had researched into the impact of the S.O.A. and more research was required into its impact on the identification and prosecution of adults who are trafficking young people from abroad for the purposes of sexual exploitation. It was stated that the Home

Office should reconvene a forum at which these issues could be discussed.

#### *Trafficking for Labour exploitation*

Many respondents commented that the exploitation of trafficked persons for labour exploitation is a product of global poverty requiring, at the macro-level, policies designed to reduce the gap between the richest and poorest nations. As part of this, some respondents stated that businesses must take a share of the responsibility. One respondent stated that a meeting of the business community sponsored by IOM, ILO and others in January 2006 adopted a set of ethical principles against trafficking, and that an increasing number of companies are signing on to these principles. It was noted by a few respondents that the role of supermarkets in driving down prices had an unhelpful impact in dealing with exploited labour conditions. One respondent commented that the ILO must be strengthened.

A number of respondents commented that legislation on the minimum wage should be rigorously enforced to reduce demand with heavy fines for employers who do not do so. This should be backed up by employers having the responsibility to check the credentials, history and eligibility for residence status of employees. Where staff are provided by agencies the agencies should be held responsible to ensure the minimum wage was paid. It was commented that this would impact on all forced labour including that of domestic service.

One respondent stated that greater inter-agency coherence between the Health and Safety Executive, the National Minimum Wage Inspectorate, Immigration Service and the Gangmasters Licensing Authority would be a useful step forward. This could be backed up by raising awareness of the fact that it is an offence to knowingly employ a trafficked person.

It was further stated by many respondents that often the passports of trafficked workers were held by their employer, which is a key indicator of an exploitative relationship. It was suggested that this practice should be made illegal, or at the very least where an employer produces a passport for a worker, a confidential interview should be held with the worker.

Additionally, a number of respondents stated that there should be rigorous enforcement activity to deal with “sweat shops”.

One respondent stated that this is a difficult area to consider as it makes economic sense to employ people who can be paid below the minimum wage. This respondent states that a robust approach from HMRC to prosecute employers who take on workers without appropriate documentation and proof of wages would reduce demand, especially if backed up with a high profile media campaign similar to the recent benefits advertisements.

One respondent stated that a reduction in benefits in the UK would be useful, in order to encourage more UK residents to fill jobs most likely to be in areas subject to the influence of traffickers. This should be supported by an improvement in the pay and conditions of such jobs to attract UK residents.

In addition, some respondents remarked that an information campaign aimed at those people who wish to employ domestic help in this country would reduce the incidence of trafficking for such labour. Further to this, one respondent stated that more research was required into the reasons why employers are not seeking workers through legitimate and legal routes. It was thought by a few respondents that a campaign aimed at educating employers as to the personal risks associated of employing a trafficked person and the nature and extent of trafficking would be helpful.

Some respondents stated that trafficked workers should be given the same rights as nationals in terms of pay and conditions by the UK signing and ratifying of the UN Convention on the Protection of the Rights of all Migrant Workers. Additional suggestions included extending the licensing provisions similar to the Gangmasters (Licensing) Act 2004 to other sectors, greater inter-country cooperation to manage migration, and a review of the situation whereby the renewal of work permits for domestic workers depends on the employer thereby creating the potential for abuse.

## **Question 8**

### **How should we tackle the specific problem of child trafficking?**

Comments from respondents were supportive of the Government’s approach, especially the need to consider issues specific to child trafficking with NGOs in relation to work internationally, and within the UK borders. A large number of respondents welcomed Operation Paladin as an excellent intervention and felt this should be expanded to cover all ports, along with the need to develop the skills of frontline staff in identifying potential victims of trafficking.

A number of respondents emphasised the need for the UK to develop a national perspective on child trafficking with an initial focus on data collection and documentation, along with better training of, and communication between, all involved staff. This should include age assessment training for all staff, especially those working for the immigration service. It was felt by a number of respondents that a national prevalence study must form the baseline starting position for any national strategy.

It was stated by one respondent organisation that a human trafficking centre based within law enforcement would work to raise the awareness and knowledge of the scope of child trafficking,

and build on activity undertaken at ports of entry and the work of social services.

One respondent commented that the consultation paper should emphasise the difference between child trafficking and those arriving unaccompanied to seek asylum.

Other views and suggestions are listed below.

#### *Pre-Entry to the UK/Carriers*

A large number of respondents referred to the need for an awareness-raising campaign among the general public both in the UK and in source countries, coupled with greater support of NGOs working in this area. There should be more co-operation with international agencies such as UNICEF with due regard paid to the diversity of cultures.

A focus on prevention at source and demand reduction was thought most likely to be of value. It was noted by some respondents that there is a need for research into the process by which children are placed with traffickers, to determine preventative strategies.

It was commented by some respondents that developing countries should be assisted to provide sufficient opportunities for families in order to prevent them from viewing a life abroad for their children as a solution to economic difficulties.

A number of respondents commented that pressure should be brought to bear on carriers to refuse to transport any unaccompanied children.

Some respondents stated that an identity folder should be produced before entry into the UK which should be held by the school or support agency dealing with monitoring the child.

#### *At point of entry to the UK*

Many respondents stated that Operation Paladin should be extended to all rail, air and seaports and one respondent stated that it should be extended to adult women.

Some respondents stated that indicators of trafficking should be shared with those tasked to identify trafficked children at ports of entry, with other respondents commenting that as soon as being identified as trafficking victims, children should be taken to a place of safety and social services immediately contacted.

Some respondents recommended the establishment of homes at ports staffed by adults fully trained in safeguarding children in order to protect both those trafficked into the UK and where the UK is being used as a transit country.

Many respondents stated that overall the needs of the victim must take precedence, including the possibility of being allowed to remain in the UK if that is the wish of the child.

One respondent suggested that an at risk register be established at all ports with some respondents stating that proposals to raise awareness among visa issuing posts overseas, and minors having their visa endorsed with the names of the accompanying person, being welcome developments. It was noted by one respondent active in dealing with child trafficking victims that of the 8 cases of African children all had false passports with which they entered the country. Accordingly, the respondent organisation stated that border controls require tightening in relation to the arrival of all unaccompanied children.

#### *Post entry Action within the UK*

A number of respondents emphasised the importance of having in place a clear process by which suspicions can be reported, and by which

victims can obtain support without fear of criminalisation. It was also noted by many respondents that there needs to be a process by which children in the country are protected from disappearing into the hands of abusers. In this respect one respondent stated that all local authorities should have as standard procedure, protective and investigative measures in place in line with section 47 of the Children Act.

It was suggested that social services and education authorities have a central role to play in this area, and that a multi-agency team should be deployed to monitor progress of all children identified as being at risk of trafficking. Some respondents commented that guardians be appointed where all new arrivals have journeys or stories which indicate risk of exploitation or abuse. One respondent stated that in support of the above a plan for witness protection and victim support be devised.

It was recommended by some respondents that the immigration service should be included in an amended Children Act to ensure they have a clear duty to safeguard and promote the welfare of children.

One respondent stated that the lead on child trafficking should fall to DfES rather than the Home Office. One respondent stated that a remit for child trafficking in Scotland should perhaps be passed from the Home Office to a more appropriate lead department.

Many respondents from the voluntary sector stated that immediately upon identification of a child trafficking victim or where suspicions of such are raised, Local Safeguarding Board procedures should be initiated and followed. Additionally, there should be regular meetings between local authorities, Immigration service and the police in order that information can be shared more effectively, particularly as trafficked people are more likely to talk to the local authorities than immigration and police services.

It was noted by one respondent that Kent County Council have established a trafficking protocol and profile in conjunction with immigration services, but stated that there was sometimes a lack of communication with enforcement agencies in relation to outcomes. It was thought by the respondent that there was potential benefit to have a high level campaign to highlight the plight of missing children, possibly in conjunction with the National Register of Unaccompanied Children.

Many respondents welcomed the suggestion that those looking after visa-registered children for 28 days or more to register this prior to arrival within the local authority. It was noted, however, by one respondent that this could lead traffickers to request shorter stays in the UK with the young person disappearing. It was stated that thought needs to be given on how best to close this potential loophole.

It was felt by a number of respondents that child trafficking is an issue that should be addressed by Local Safeguarding Children's Boards, and that any multi agency approach should involve not only the police and children's services but also education and health professionals. Some respondents commented that follow-up practice must ensure children are sent to school with sanctions in place for carers who fail to do so. Child trafficking should be an area of priority for LSCBs and be incorporated in the soon to be published revised Working Together guidance.

It was stated by a number of respondents that there is a need for more research into the extent of other forms of trafficking children such as those "bought" for adoption or where cultural practices are abused for personal profit via the benefit system.

It was stated by some respondents that sight should not be lost of children trafficked within the UK.

### *Private fostering arrangements/care*

A number of respondents raised concerns about private fostering arrangements which could possibly be used as a method of trafficking children into the UK, as this involves referring young people on to the foster family without any referrals or checks. It was thought by some respondents that immigration officials should immediately contact social services in these circumstances to ensure the place to which the child is travelling, is in his/her best interests.

A number of respondents commented that there is a need for better service provision for those leaving care or foster homes with particular regard to those children who disappear from care shortly after arrival.

### *Trafficking for purposes of sexual exploitation*

A number of respondents who commented specifically on this element of child trafficking stated that the trafficking of minors for sexual exploitation should constitute a separate offence under the Sexual Offences Act 2003, and that the purchase of sex from a minor who has been trafficked should also be considered a specific offence.

### *Cultural Issues*

A number of respondents commented that any action by the UK must take into account cultural diversity as part of its strategy.

It was noted by a number of voluntary organisations that a growing number of unaccompanied children have arrived in the UK from Africa, and one of the respondents referred to the number of people it is assisting who were trafficked as children. Accordingly, these respondents recommended that the government work closely with community based groups to raise awareness of issues surrounding the “better life” syndrome, and for the introduction of a confidential hotline to allow people to report

their concerns. On an international level, it was thought essential by some respondents that all dimensions of cultural leverage be used to enforce the UN understanding of the rights of the child and to ensure this is absorbed into the cultures of those who release children into the hands of traffickers.

It was felt essential by a number of respondents that more research be carried out into trafficking from African nations in order to better understand and prevent the phenomenon, that the government works with both African communities in the UK to identify African children who have been trafficked, and works with the African Union to address the issue.

On a wider level a number of respondents stated that specific programmes be developed on an international level to address the issues arising from widespread dislocations of populations through civil war, recruitment of child soldiers etc. The role of DfID in combating these issues was emphasised by a number of respondents.

## **Question 9**

**We have provided for heavy maximum penalties for trafficking offences. Are we achieving the right sentences in cases?**

Question 9 is predicated on the widened definition of trafficking for the purposes of sexual exploitation under the Sexual Offences Act 2003, which is also covered under section 22 of the Criminal Justice (Scotland) Act, and the new offences of trafficking for slavery or forced labour, or other forms of exploitation as introduced by the Asylum and Immigration (Treatment of Claimant etc) Act 2004. The majority of respondents thought that the maximum sentence of 14 years was correct, with the overwhelming majority of respondents being supportive of the efforts made so far to bring traffickers to court. Some respondents thought that there had not been enough prosecutions to date. A number of respondents

identified specific areas of concern which are summarised below:

#### *Minimum sentence*

A number of respondents stated their firm belief that there should also be a heavy minimum sentence in trafficking cases as well as the 14 year maximum. Most of those who expressed such a view supported the introduction of a ten year minimum sentence.

#### *Further action/legislation*

Some respondents commented that further measures are needed to criminalise users of a trafficked person's sexual services where there are reasonable grounds for the client to suspect that the woman is a trafficking victim. In their view such an approach would reduce the demand for victims of trafficking. Additionally, some respondents also supported the naming and shaming of those found to have used the services of a trafficked person where appropriate.

Many respondents from the voluntary sector expressed the view that an offence of having intercourse with a trafficked person should be introduced. Additionally, it was felt by some respondents that the current situation enables no differentiation between a human trafficking offence and a sexual offence.

Many respondents also stated that foreign nationals convicted of trafficking should be deported at the end of sentence and banned from re-entry in to the UK. It was widely felt among respondents from a range of organisations that sentences of traffickers should be given widespread publicity both within the UK and in the source country.

One respondent from a police force stated that the question of sentencing trends cannot be answered on the basis of the one example given in the consultation paper, and suggested that

the Home Office undertook a study of all cases with a methodology designed to examine all stages in the process from first report to conviction, in order to highlight any areas of weakness in the different stages of the criminal justice process.

#### *Sentencing*

Whilst supportive of the sentences given in convictions obtained so far a number of respondents expressed concern that the most severe sentences often appear to be a result of consecutive sentences given for related offences such as rape and kidnap. Some stated that cases involving trafficking offences alone have involved too light a sentence. As one respondent stated clearly, it is important that victims feel vindicated by the response of the criminal justice system. It was felt by some respondents that sentencing has to be as great, if not greater, than that for drug smuggling to demonstrate intolerance of human trafficking.

Some respondents felt there was a need for an EU wide set of deterrents and punishments.

One respondent organisation stated that right sentences were not being achieved as trafficking is a catch-all offence, in which some not involved in coercion were being severely punished while those who were involved seemed to avoid prosecution.

One respondent stated that there have not been enough successful prosecutions and sentences to date.

#### *Asset Seizure*

The majority of respondents strongly supported the seizure of assets from traffickers with many stating that the seizure, and the reasons for it, be advertised widely throughout the UK and the home country of the trafficker where appropriate. Of those respondents who expressed a view it was widely thought that the assets seized

should be used for education programmes, victim support, and future police operations.

One respondent stated there is a need to use the civil penalty regime against employers without exacerbating the discrimination in employment faced by those subject to immigration control.

#### *Effective investigation/prosecution*

Some respondents from a range of organisations felt that due to the nature of trafficking and the reliance on the co-operation of victims, there remain problems in building strong enough cases to obtain the maximum sentence. The most important issue was recognised by many respondents as ensuring the effective investigation of such cases. It was felt by some respondents that moving on officers after a relatively short time in post militated against effective investigations due to the loss of expertise. To overcome this it was suggested that there is a need for skilled and experienced investigators in this field alongside the provision of short and long-term support for victims in order to build the strongest possible case. Additionally, some respondents stated that lessons learned from cases as they come up in court should be shared among all forces in order to overcome the loss of expertise and institutionalise good practice. This view was supported by some respondents who stated that there is a need for better expertise in this area across the whole of the criminal justice system including the courts. One respondent stated that Essen in Germany was a good example of effective investigative practice.

Some respondents stated that there was a need for a forensic approach to investigation such has been successfully used in cases of domestic violence, where the victims have been unwilling or unable to testify against their abusers.

Some respondents felt that the ability to use intercept powers would assist in bringing

prosecutions and reduce the predominant reliance on the evidence of the victim. It was felt that significant communications found from seized mobile phones should be admissible in evidence and provision for subsequent notification by court order.

A few respondents stated that there needs to be specific training for the CPS, judiciary, magistrates and their legal advisers. The offence is not indictable only and there is a danger that some perpetrators will end up in magistrates courts where the maximum penalty is only 6 months. It was recognised, however, that the recent appeal against sentence to the Court of Appeal in one case is helpful in providing guidance to judges in respect of the gravity of such cases.

#### *Deportation/Removal*

A large number of the respondents from across various sectors stated that foreign nationals convicted within the UK of any trafficking offence should be deported from the UK upon release from prison and banned from re-entry. Additionally, some respondents from the voluntary sector stated that details of convicted traffickers should be held on a central trafficking register.

One respondent expressed the view that where possible it should be agreed between EU countries to exclude convicted traffickers from all EU territory.

One international organisation expressed concerns that under section 2 of the Asylum and Immigration (Treatment of Claimants) Act applicants for asylum can be arrested and charged at screening interview, if without reasonable excuse they cannot provide valid documentation. Victims of trafficking are unlikely to be able to produce such documentation and this could lead to discrimination against those trafficked. The respondent felt that Article 2 of

this Act could be in breach of Article 31 of the 1951 Refugee Convention.

#### *Trafficking for labour exploitation*

Some respondents stated that alternative ways of attacking the traffickers, particularly for labour exploitation, was by the use of health and safety and/or environmental health legislation, enforcement of the regulations on the minimum wage and working hours, and to investigate those suspected of trafficking or exploiting the trafficked by use of the tax and national insurance systems.

### **Question 10**

#### **What more needs to be done to get trafficking into core police business?**

Many respondents welcomed the progress made to date including the establishment of the Serious Organised Crime Agency, CEOPS, and the work done to date under REFLEX funding and by Operation Pentameter. Some respondents expressed the view that the work started by Operation Pentameter should continue into the future. The main areas on which respondents were sent are listed below:

#### *Policing Plans/Performance Indicators*

A number of respondents from law enforcement agencies and the voluntary sector emphasised that it is essential for human trafficking to be seen as a priority for the police and to be included in both national, and local policing plans. The majority of those who responded stated that to ensure trafficking of people is dealt with effectively there must be robust performance indicators and targets as a driver for enforcement, especially in relation to child trafficking.

It was noted by some respondents that an ACPO lead on child trafficking had been appointed and that the strategic responses already in place

need to be driven by a dedicated resource to operationalise this work. One respondent organisation stated this should be reinforced by a supportive framework through Her Majesty's Inspectorate of Constabulary (HMIC) within their assessment of forces' responses to serious organised crime.

A respondent from a law enforcement agency stated that the profile of human trafficking should be raised within the National Strategic Threat Assessment in order to influence directly its position within individual force threat assessments.

One respondent commended the work of Cambridgeshire Constabulary in dealing with labour exploitation.

#### *Specialist Unit*

A number of respondents stated that dedicated units dealing with human trafficking should be based in each force. One respondent made particular reference to a unit in Northern Ireland which includes trafficking in its remit as an example of good practice especially in relation to work done overseas. Some respondents thought in addition to dedicated units that there should be specialist liaison officers at all ports with direct links to a central unit.

One respondent from the law enforcement area suggested that a UK Human Trafficking Centre be set up to establish a more corporate response across law enforcement through the development of police expertise and operational co-ordination.

#### *Training*

The majority of respondents stated that training should be made available to all police officers and immigration officers, particularly on how to identify actual or potential victims. Many thought that police training on this issue should be obligatory. Additionally, many respondents

commented that training should be given to all key staff in the criminal justice system, interested social agencies and airline personnel. It was widely felt that such training must have a victim centred approach to ensure sensitivity towards the needs of the victim and should also be set in the context of violence against women.

Some respondents emphasised the need for training of police in child trafficking issues in particular, also stating that the police should have clear guidance on how to protect child victims.

In the short term one respondent stated that specific multi agency training for identified teams such as vice, domestic violence units and community safety units would be useful.

#### *Information sharing*

A number of respondents commented on the need for information sharing between all interested agencies; the police, immigration service, local support agencies as well as between government departments and affected countries. Some respondents commented that often local agencies have information "on the ground" which could be useful to the investigating authorities. A number of respondents put forward the view that Crime and Disorder Reduction Partnerships (CDRPs) would be an excellent conduit for the exchange of information.

One international respondent pointed out the example of the Netherlands where there is national police consultation project on prostitution which deals with policy and operational matters. In May 2005 a national expertise centre on trafficking and smuggling was established involving co-operation between the police, immigration service, military police and special investigation bodies.

It was thought by some respondents from law enforcement agencies that better co-ordination

of approach within the police service was needed as the current response of the police was fragmented.

#### *Enforcement*

A few respondents commented that it was essential to maintain the current national co-ordination of levels 1 and 2 offending presently managed by REFLEX, and to ensure that organised immigration crime should be a standing police priority including at the Basic Command level.

Concern was raised by one respondent that random raids of the flats of prostitutes is not helpful as it is unlikely that people would disclose information as a result of this. To support enforcement the police should have their awareness increased as to the impact of their interactions with prostitutes. Central to an effective policing of these situations the respondent commented was that the police should make clear what will be done with the information received, where it will be stored, and transparency as to how and why premises were identified.

One respondent advocated that work should be undertaken to ban the advertising of masseuses in local newspapers and newsagents and to have much stricter controls on massage parlours, saunas and escort agencies, with frequent checks by the police.

A respondent organisation stated trafficking must be treated as a serious violent crime and its connection to gun crime, money laundering, and drug smuggling recognised. Of importance to the trafficking issue is the implementation of ACPO's policy strategy and operational guidelines for dealing with exploitation and abuse through prostitution; an activity that requires much more proactive policing.

## Question 11

### **What more needs to be done to raise awareness of organised immigration crime, including trafficking, among police forces?**

The overwhelming majority of respondents focussed their replies on the matter of human trafficking rather than other elements of organised immigration crime. This question was seen as inextricably linked to question 10. The responses to both questions should accordingly be read together. The main areas of concern and suggestions for further action are listed below:

#### *Intelligence*

Most respondents stated there is a clear need for obligatory training to be given to police officers on trafficking issues. One respondent stated that trafficking is not just a level 2 and level 3 problem as it is within Basic Command Units (BCUs) that women are being exploited. Many respondents commented that locally gained intelligence can provide insight and answers to how the overall criminal network operates. Performance measures should be set for BCUs in order to get all officers to engage.

One respondent from the police forces commented that training has to be backed up by an effective communications strategy and used, as an example, the practice in Hampshire police service which had delivered a number of awareness sessions to attract key staff members including intelligence managers and beat officers. This approach also promulgated the intelligence requirement to all police stations through the tasking and co-ordination process.

Some respondents stated that in order to develop a comprehensive understanding of what is happening in their areas forces should ensure linkage to regional and national tasking. One respondent commented that there should also

be an international intelligence operation based on Interpol and Europol.

#### *Training*

Some respondents stated that a training needs analysis should be carried out within police forces on the subject of trafficking. It was emphasised that training was essential in order to avoid the danger of awareness raising poster campaigns being lost among the plethora of posters in police stations. Some respondents from the voluntary sector emphasises the importance of training being delivered in a framework that focussed on the victims and violence against women generally and where possible that input by the victims themselves should form part of this. Some respondents advocated the establishment of violence against women teams in all forces and the CPS.

One respondent stated that a manual of best practice for police service in dealing with victims and perpetrators of trafficking was an excellent idea as a potential resource.

One respondent commented that the initiative with Glasgow City Council supported by the Scottish Executive is a good example of multi-agency working that assists the police to focus on trafficking issues.

Many respondents stated that there should be meetings with NGOs and the police officers, from source countries where experience and knowledge is shared.

Some respondents commented trafficking policy should take account of cultural, religious, race and gender awareness issues.

As well as training for all officers many respondents stated that each force should have a dedicated team to deal with all aspects of trafficking, and a champion on trafficking issues in each BCU. There should be a national

portfolio for child trafficking to be held by the Child Exploitation and On-Line Protection Centre.

### *Enforcement*

The majority of respondents stated that the interests of the victims must come first, and in initiatives to promote police awareness of immigration crime enforcement of immigration law should not take priority over the enforcement of laws to deal with abuse and exploitation of individuals.

## **Question 12**

### **How could support services provided to victims of trafficking be replicated or expanded?**

The current support service for victims of trafficking for sexual exploitation is provided in England and Wales by the Poppy Project. The consultation was seeking views on how we can replicate or build on the current service provided. There were a number of key themes that came out of the responses and these are summarised under the following headings.

#### *National support for victims*

There was a wide consensus among respondents that support for victims of trafficking should be provided on a national level. The general feeling was that the Poppy project should be replicated throughout the UK. It was suggested to have a network of support services throughout the UK with a single point of contact to help police and others access the services. The central point of contact would facilitate the victim's engagement with the Criminal Justice System from first contact, investigation, prosecution and finally return to country of origin with a strategy to stop re trafficking when returned. The network would come from NGOs, Charities and Voluntary Organisations who could be funded to expand their currently existing projects for housing the vulnerable to include victims of trafficking.

A number of respondents gave details of organisations that could provide support to victims of trafficking these details are captured in question 13.

#### *Child Trafficking*

Many of the responses commented on the lack of support services available to trafficked children. In particular some respondents, including those directly involved in the protection of children, are concerned that there is no 'safe house' provision for child victims in the UK.

It was suggested by some respondents that children should be placed in safe house accommodation with 24-hour supervision and access for a full range of support services.

A number of other recommended action points were:

- A guardian to be appointed for each trafficked child to ensure that his or her best interests are taken into account;
- A multi-agency panel should determine what is in the best interests of that particular child, together with the participation of the child;
- A national Helpline for professionals on child trafficking be established to assist in referrals to specialist support such as legal advice, counselling and accommodation;
- Measures should be put in place to harmonise existing policy with good practice and procedures on the treatment of victims of trafficking. For example: protocols for looked-after children who disappear need to be made relevant to trafficked children;
- Young people whose age is disputed should be treated as minors whilst they

are awaiting independent assessment;  
and

- Trafficked children (and suspected trafficked children) should always be assessed under Section 20 of the Children Act 2004 to prevent vulnerable children being placed in unsuitable accommodation such as bed and breakfast.

### *Funding*

Funding of support services was an issue that was mentioned by many of the respondents. It was argued that more funds needed to be allocated to independent projects, which have essential proven experience in sheltering and assisting women who are victims of sex crimes, gender-based violence and trafficking/sexual exploitation. This would include: appropriate security measures; adequate interpreting and translation services; access to legal advice; counselling and other necessary health care; and education and training options. The most effective use of funds is the development of stronger partnerships with NGO and charitable organisations to enable greater assistance and protection of victims.

Many respondents also argued that monies confiscated under the Proceeds of Crime Act from traffickers should be used to fund support services for women who have been trafficked for commercial sexual exploitation both in the UK and in source countries.

The development of sponsorship and private financing was suggested to attract greater fiscal investment from global industries operating in the UK. In particular travel companies, hotel chains and haulage companies, should be approached to develop private finance initiatives to assist victims of trafficking.

For child trafficking it was suggested that the Home Office should reimburse local authorities

at the level of true cost for support to accompanied minors.

It was also noted that the Government review their support provisions for EU citizens who have been trafficked as a large percentage of trafficked people have originated from the EU accession states. Such people are in a uniquely difficult position in that the majority have a legal right to be in the UK, but not to access support.

### *Expanding services*

There was a wide consensus among respondents that support for victims of trafficking should be provided on a national level, with the Poppy Project giving other interested organisations support via conferences and seminars.

Many respondents stated that a range of support services needs to be provided on a much larger scale and with less restrictive eligibility criteria than currently apply for the Poppy Project. In particular, the following categories of trafficking victims are currently excluded from the Poppy Project:

- men and boys;
- girls under 18;
- women who were not trafficked into the UK, but have been victims of sex trafficking in other countries, and have subsequently sought assistance and/or protection in the UK;
- women who were not trafficked into the UK, but were recruited within the UK and trafficked between various regions in the UK;
- women who were not trafficked for purposes of commercial sexual exploitation;

- women who have not been involved in prostitution within the last 30 days (even if they were trafficked into a situation of commercial sexual exploitation which they left over 30 days previously or are in imminent danger of commercial sexual exploitation); and
- victims who are unwilling to assist with a prosecution, fearing the lack of witness protection and support, especially should the prosecution fail.

It was also suggested that government should support local communities in developing culturally relevant psychological and health care systems. These should be integrated with existing statutory, voluntary and charitable organisations such as child protection, adult protection, learning disability and mental health services. There should be more emphasis placed on male and child victims as well as some focus on the support and training that can be organised and provided to those services and/or individuals offering care and support to victims. This would both ensure avenues for continuing professional development for these organisations as knowledge concerning trafficking increases, and that staff do not become “burned out” by undertaking distressing work. This is an important consideration since a long-term strategy focused on the care and support to the victims of trafficking needs also to focus on the long term maintenance of support services.

A number of faith-based organisations responded to the consultation and suggested that Church networks could also form part of the partnership to provide support for victims, which must consist mainly of organisations with professional history of dealing with violence against women.

Many respondents commented that the numbers of interpreters skilled in the relevant languages are far below the demand and there is a need

to increase the pool of suitably qualified interpreters as a matter of some urgency. As well as a negative impact on victim support, a shortage of qualified interpreters has the potential to severely hamper the investigation process. A programme of identifying and training interpreters is therefore recommended. As victims of trafficking are likely to access service provision including sexual health services, there is a need to ensure that interpreting services are routinely available within health services.

#### *Aim of support*

It was noted that the UK has a legal obligation to assist and protect trafficked persons as we have ratified the UN Convention against Transnational Organised Crime and in its Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children

Many respondents commented that there is a need to change the emphasis on persuading people to give evidence against the traffickers. The emphasis should equally be on the welfare of the victims. The police and IND need to recognise that many people who have been trafficked know that their families are threatened if they give evidence. Potential court witnesses in the UK refuse to give evidence because of far lesser threats than victims of trafficking face. There needs to be a greater appreciation of the plight of victims of trafficking and a greater willingness to provide a refuge for them in the medium or even long term.

Women and girls who have been trafficked into the UK should never be detained, or suffer imprisonment for any reason which is a direct or indirect result of their situation as a victim of trafficking.

One respondent noted that we should explore how other member countries of the EU provide support to victims of trafficking.

### *Scotland*

Respondents noted that in Scotland the services on offer to women trafficked for commercial sexual exploitation are very different from those of the Poppy Project. Scotland does not provide a dedicated service for trafficked women but relies on partnership working with established organisations that support women to exit prostitution. The project based within the Women Against Violence Service in Glasgow has a co-ordinating role, working with the police, immigration authorities and the local authority in delivering information, advice and access to services to victims. Their response highlighted their limited resources and through providing accommodation and subsistence to victims they can only support in the region of six victims at any given time. They believe that there is an urgent need for more safe accommodation to be provided in Scotland.

### *Training*

Many respondents commented that there is a need for special training for personnel who deal with trafficked victims. Whilst Victim Support may be well placed to identify victims, staff and volunteers do not at present have any real awareness of the complex issues surrounding human trafficking, the key indicators, the services available and the procedures to be undertaken. There is therefore a need for awareness training to be developed and delivered to Victim Support personnel if they are to play a role.

Specialist training on the issue for Social Services staff and mainstreaming the issue of child trafficking into immigration official training was raised by some respondents. The services that were developed by West Sussex SSD could be reapplied.

### *Asylum*

Some concerns from respondents seem to be that whilst the status of the victim is

acknowledged, the immigration service has a statutory duty to remove people from the country if they are here illegally. This means there is a tension between supporting a trafficked woman as a victim and attempts to remove her as an illegal immigrant. This can therefore lead to women not being able to use the support service for these reasons.

Therefore it was suggested that access to the asylum system, and to a new category of leave for trafficking victims, should be introduced along with guarantees of no punishment, detention, or prosecution under immigration law.

### **Question 13**

#### **Do you know of organisations that could provide specialist care and support to victims of trafficking?**

This follows on from question 12 and aims to identify organisations that could provide a support service to victims of trafficking. The only dedicated support service available at the moment is the Poppy project. The consultation asked for other possible NGOs or groups who have the capacity and experience to provide support for victims.

A number of organisations were identified:

- City Hearts
- Chaste
- IOM
- The Salvation Army
- Barnardo's has services throughout the UK working with local authorities, social services and the police to develop appropriate protocols to keep children and young people safe from harm from ongoing exploitation

- Victim Support
- All Women's Aid and Refuge refugees would provide support to the victims, if funding was available. Camden Women's Aid Legal Advice specialises in providing assistance to women with no recourse
- There are specialist organisations offering support to refugees and victims of torture the Medical Foundation for the Care of Victims of Torture
- The European Forum of Ecumenical Christian Women has experience and expertise in counselling and resettling.
- The Well, Bristol
- Medaille Community, Southampton
- The Community of St.Jude, London
- CROP
- Churches' Social Care Councils
- Rape Crisis
- Mainstream services such as NHS psychiatric services and social work services have the core skills and services in place to support women who have been trafficked for commercial sexual
- National Christian Alliance on Prostitution
- Scottish Refugee Council
- The project based with the Women Against Violence Service in Glasgow has a co-ordinating role, working with the police, immigration authorities and the local authority in delivering information, advice and access to services to victims.
- The De Paul Trust
- The Inter-Congregational Company Limited by Guarantee
- Victim Information Advice (VIA) service available through the Crown Office
- Kalayaan
- The Cardiff Woman's Safety Unit
- End Child Prostitution, Pornography and Trafficking (ECPAT)
- NSPCC
- NYAS
- Shelter
- Business Travellers Against Human Trafficking
- BAWSO
- One World
- Operation Pentameter
- Religious Sisters of the Roman Catholic Church
- St Mungo's who run a sex worker hostel
- West Sussex Social Services
- Sexual Abuse Centre
- The National Child protection Helpline
- English Collective of Prostitutes
- Black Women's Rape Action Project
- Legal Action for Women
- Women Against Rape

- The Victim Information Advice (VIA) service, which is available through the Crown Office
- Mercy Sisters
- Good Shepherd Sisters
- COATnet
- Caritas international

## Question 14

### How do we identify vulnerable child victims?

#### *Awareness*

A number of respondents commented that the issue of child trafficking into, within and through the UK should be highlighted with the UK public so people are more aware of the problem and to promote community intelligence gathering on the issue.

Also some respondents stated that awareness could be raised in settings which are attractive to vulnerable people such as Pubs and Clubs, Homeless projects (Centre point, Shelter etc.)

#### *Training*

There was a wide consensus that regular multi-agency training across all sectors is needed to help to identify child victims. It was suggested that this could be achieved through the guidance for immigration officers on unaccompanied minors being replicated for police, social workers, teachers, etc in order to assist in the recognition of signs of in country and international trafficking. Also DFES should produce guidance, resources and training for all Social Service Departments on the identification, care and protection of children at risk entering the country, and in particular on victims of trafficking. This training and guidance should encourage social workers to photograph every separated child with whom they come into

contact for identification purposes and to contact the police where there is suspicion that a child either is, or is at risk of, being exploited or trafficked.

It was suggested that enhanced knowledge of child trafficking for specialist groups such as asylum teams, sexual health workers, foster carers etc was needed.

The sharing of experiences among immigration officer would lead to greater awareness and intelligence from immigration could be shared with local authorities and the police.

Examples of good practice and experience across the country such as Kent Social Services, the Sheffield Asylum Team could be used. The experience of West Sussex safe houses should be collated, and inform the development of guidance on identifying children for all agencies who come into contact with children

A respondent noted that the Immigration Service and embassies abroad do not have the protection skills and expertise that we expect from trained specialist social workers.

Some respondents argued that interviewers should be trained and experienced in child protection best evidence interviewing techniques

#### *Asylum*

A common theme from the respondents was the difficulty in determining the child's age when entering the UK. Age assessment for unaccompanied children and decisions within the asylum system as to whether an applicant is dealt with as an adult or a child create significant inter-agency practice issues for staff. Older children will claim to be adult to reduce the risk of identification and avoid a more supervised asylum process if they are being trafficked.

### *Support service*

Many respondents stated that support needed to be given to vulnerable children. Where the age of the victim is uncertain and there are reasons to believe that the victim is a child, the presumption must be that the victim is a child and accorded special protection until their age is verified. If unsupported at their most vulnerable time it may encourage these victims to return to the only security they have known in the UK, the traffickers themselves.

### *Points of entry*

Many respondents suggested identification of potential child victims is a matter to which priority should be given at points of entry. There is a need for effective monitoring and registration of unaccompanied children at all ports of entry in the UK, swift and appropriate social services follow up for all children at risk. A few respondents commented where suspicion is felt then the child should be recorded on a national register at the point of entry.

A few respondents felt the recommendations of the report of Operation Paladin Child should be revisited, and in particular, the recommendation that there be more child protection officers at major ports of entry be implemented.

### *Communities*

It was suggested by some respondents that community education campaigns in the UK were needed, targeting certain black and minority ethnic (BME) communities where trafficked children are likely to be living.

### *Identification*

Respondents suggested ways in which we could identify vulnerable children that are susceptible to trafficking. These included children leaving care or fostering, runaways, school exclusions, children being brought in from abroad without

parents or travelling alone. Particularly vulnerable are those children who have moved out of care or whose families are on the At Risk Register. There is a the requirement for all agencies to be more vigilant in the first instance, as trafficked children will regularly disappear 'underground' shortly after their arrival in the UK.

A respondent suggested that a common set of "Indicators" of trafficking needs to be developed in consultation with stakeholders currently working with trafficked children to assist in identification.

It was also suggested that agreement is reached with all airlines and airport authorities to ensure child protection measures at airports, in-flight and air-side (in-bound and out-bound) are consistent and fully compatible with best practice on identification and care of trafficked children.

A few respondents suggested that the Immigration Service should monitor trends more closely, and to help identify child trafficking victims on their entry to the UK. Also operational research undertaken by a multi-agency partnership that includes MPS and UK Immigration Service (UKIS), which monitored activity at Heathrow Airport, Waterloo Station, Gatwick Airport and Manchester Airport, should provide further intelligence on child victims.

### *Prevention*

In terms of prevention work to assist in identifying child trafficking it was stated there is a need to strengthen the regulation of private fostering arrangements. Privately fostered children and their parents must be afforded the same standard of safeguarding as those children who are child minded or accommodated by the local authority.

## Question 15

### **What are the benefits and drawbacks of providing reflection periods and/or residence permits to victims of trafficking?**

There was a wide consensus from respondents that the UK should sign up to the Council of Europe Convention on Action against trafficking in Human Beings. The Convention includes provisions such as automatic granting of reflection periods and residence permits for trafficking victims.

#### **BENEFITS**

Respondents identified a number of benefits to the provision of reflection periods and/or residence permits which included:

##### *Investigations and Prosecutions*

A reflection period was thought by many respondents to give victims a chance to build confidence with the UK law enforcement agencies as they often mistrust law enforcement agencies, and require time to prepare a statement. It was thought by many respondents that reflection periods, through the provision of greater security for victims, would increase co-operation and thereby lead to greater intelligence on the responsible gangs, more victims coming forward and increased prosecutions. However, some respondents noted that long periods of reflection could reduce evidential value.

Some respondents stated that publicity in source countries on the expected increase in more successful prosecutions resulting from reflection periods, could lead to both greater awareness of the problem and act as a deterrent to those engaged in trafficking.

Some respondents noted that evidence from countries that have “reflection periods” and “residence permits” indicates higher

prosecution rates when victims have access to longer term support which is not linked to “co-operation” or “assistance” with the authorities. Some respondents commented that indications are that those countries already offering these protection measures have not seen a significant amount of abuse of the system by non-victim irregular migrants, hence there is little fear of this becoming a pull factor.

Learning from victims’ experiences, for example by developing consultative user groups, can also provide information on the techniques and routes used by traffickers, and can contribute to the development of policy on prevention and detection at home and work overseas.

##### *Victim Support*

A number of respondents commented that a reflection period enables victims to have any psychological or medical issues addressed, and provides a more consistent approach to treatment than is currently the case under the ad hoc system in place, thereby reducing the likelihood of ongoing problems for victims. This treatment may be sufficient to help victims start to rebuild their lives and reduce their vulnerability upon return. Without any treatment or support, victims are more vulnerable than they were prior to being trafficked through the added issues such as mental health problems or addictions that would make them more prone to being trafficked once again.

In addition to this, a reflection period would allow organisations such as IoM the chance to put in place a safe strategy for their return including help on the problems they may face, including stigma from their local community, family rejection and not being able to talk about their experiences. Some respondents stated that residence permits with a right to work should be granted to those who so wished.

By providing a reflection period to all victims, services that work with victims of trafficking,

including police forces, will be able to both develop best practice in meeting the needs of trafficking victims whilst building cases against the traffickers.

One respondent noted that the Birmingham raid shows how current practice that expects identification within hours or days can lead to a failure to correctly identify victims of trafficking. This in turn leaves them vulnerable to being forcibly removed from the UK without appropriate procedures for their identification being carried out or adequate consideration of the risk they may face on return to their country of origin.

A number of respondents commented that an internationally recognised example of good practice was that adopted by the Italian Government which some consider to have proven effective in terms of protection of victims and prosecution of traffickers.

## **DRAWBACKS**

A number of respondents commented upon a range of drawbacks which are listed below:

- The potential of reflection periods and residence permits to add to the attractiveness of the UK as a destination country with a consequent increase in the number of fraudulent claims in order to extend a stay in the country.
- The absence of a power to impose conditions on the release from custody of those granted a reflection period or residence permit.
- Reflection periods are a financial burden with a lack of housing provision for victims being a further exacerbating factor.
- The person would become settled here, and establish a private/social life that raised expectations. Therefore a forcible return at a later date would be much more

difficult and traumatic for the individual and might be construed as a breach of human rights.

- Offenders linked to trafficking could use reflection periods as time to distance themselves and get rid of evidence.
- Reflection periods could hamper investigations and prosecutions as they could lead to ineffective management of forensic evidence and allow defence barristers to make allegations of coercion by law enforcement agencies.

## **Question 16**

### **How can we ensure that vulnerable victims returning to their countries of origin are not re-trafficked?**

Many respondents commented on the need to tackle the underlying causes of poverty in source countries that contribute to trafficking as well as assisting with other contributory factors such as political instability, and poor infrastructures.

Many respondents argued that any decision to deport or return adults or children should be preceded by a risk assessment and planning on return to source countries, underpinned by co-operation between governments and NGOs, such as the International Organisation for Migration, to provide return and reintegration programmes. A number of respondents also suggested that the churches with international networks could be of assistance.

A great number of respondents felt we needed to develop strategic links between UK funded anti-trafficking programmes in source countries, and the support services provided to victims of trafficking within the UK to enable safe re-entry for those victims who need and desire to return home. A main theme was that UK programmes in source countries should provide adequate vocational and educational training to enable

victims to support themselves, and that safe housing should be provided to victims when they return if necessary. A number of respondents commented that the UK needs to provide further funding to re-integration programmes in source countries which should focus on basic education and income generation activities.

It was suggested by a number of respondents that police forces should work with source countries to formulate a system of information sharing and create a working “witness protection” system where cases can be transferred from the UK to source countries.

A few respondents stated that the most vulnerable victims should not be returned to their country but allowed to stay permanently in the UK.

A number of respondents felt the Government should ensure that full risk assessments are carried out on all trafficked victims to assess the potential of re-trafficking, further abuse, and harm to families and friends before returning them to countries of origin. Following a full risk assessment, victims should be offered residence permits, asylum support or re-integration support in countries of origin as appropriate.

It was stated by a number of respondents from the voluntary sector and church organisations that trafficked women removed to their country of origin should be given information about support and assistance measures available in that country. We should ensure as far as possible, that their entire journey, (including from the airport to their final destination) can be completed safely; in some cases victims may need to be accompanied. Where appropriate, arrangements should be made if possible for victims to be met on arrival by a local NGO who can provide assistance.

### *Child trafficking*

A few respondents recommended that in considering any return there should be a determination of the best interests of the child in terms of finding a durable solution for that child. It should not be assumed that family reunification is automatically the best choice. However, in some circumstances a child may have been trafficked by their family or guardian and clearly returning the child back into that environment would not be in the best interests of the child.

Respondents recommended that a guardian, in coordination with the destination country, should accompany the child victim until the child is placed in the care of an appointed guardian or competent authority in the source country.

A few respondents were concerned by the recent Home Office Immigration and Nationality Directorate (IND) policy to implement an Enforced Returns of Failed Unaccompanied Asylum Seeking Children programme (Albania and Vietnam). A few respondents argued this would increase the risk of re-trafficking and could endanger children.

There was also concern over the use of the European Commission Dublin II Regulation to remove failed unaccompanied asylum seeking children to a third country. It was argued that removing separated children and young people to a third country without assessing and addressing the risk of trafficking increases the risk of re-trafficking, especially if safeguard measures, including trafficking prevention strategies, cannot be monitored in the third country.

### *International cooperation*

A few respondents commented that the exchange of intelligence and information on trafficking should be expanded further than EU member states to include other common source

countries. These exchanges should focus on ascertaining the root causes of trafficking such as the feminisation of poverty and migration and the lack of educational and employment opportunities for girls and women

Also it was suggested that the UK could work with other EU countries that may be experiencing trafficking from the same areas to develop joint projects for education and employment.

#### *Immigration status*

A number of respondents argued that women and girls who have a reasonable fear of persecution – including further gender-based violence and/or the risk of re-trafficking – should be given a right of asylum and/or the right to migrate legally. Also access to good legal representation in the UK is seen as important, to prevent people from being returned when it is unsafe for them to return.

### **Question 17**

#### **How can we ensure safe and sustainable return and reintegration of victims into their home communities?**

To ensure safe and sustainable return and reintegration many respondents felt that it was imperative that we have strong links with NGOs in source and destination countries. Those providing services in the UK to victims should also be involved in their return process and reintegration. Support agencies should be alerted at ports to receive returning survivors to ensure their continued safety.

A number of respondents commented that reintegration programmes could be enhanced using seized assets from the traffickers' profits, to ensure that women have access to informed, trained and sensitive workers from health, social services, employment agencies, local police and possibly small business advisors.

A few respondents also commented on the need to consider the impact of trafficking on families and communities. Witness protection could be extended to include families and any victim of trafficking who claims to have received threats against their family should be taken seriously and reassured of family protection. In addition, specifically, there are times when family mediation needs to take place. There are also occasions when a victim cannot return to his or her family or community and alternative arrangements have to be made.

#### *Reintegration of Children*

A number of respondents involved in child protection commented that safe and sustainable return can only be achieved through the identification of a durable solution for each child on the determination of what is in the best interest of that child. On return they should involve a guardian accompanying the child at all times.

In the country of origin, child victims should be entitled to receive long-term care and protection including security, food, and accommodation in a safe place, access to health-care, psychosocial support, legal assistance, social services and education with a view to their social reintegration. Additional appropriate assistance should also be provided to children with special needs, particularly in cases of disabilities, psychosocial distress, illnesses and pregnancies.

These respondents were particularly concerned by the recent Home Office policy to enforce the return of failed unaccompanied asylum seeking children. They believe this is contrary to the safe and sustainable return of children and increases the risk of re-trafficking or exploitation.

## Question 18

### **How do the support needs of those trafficked for labour exploitation differ from the needs of those trafficked for sexual exploitation?**

#### *Sexual exploitation*

The wide consensus of respondents commented that victims of sexual exploitation may have greater health and psychological needs which require more long term care. They could have been subjected to multiple rape and may have been forced into unprotected sex and could be infected with HIV/AIDS or other sexually transmitted diseases. Those trafficked into the sex industry need still more skilful and sensitive handling especially if interpreters have to be used.

It was noted by respondents that such trauma threatens personal integrity and can lead to self blame, alcohol or substance misuse, aggression, and depressions with suicide a significant possibility all of which require a greater level of support if reintegration is to be successful.

#### *Labour exploitation*

Respondents noted that those trafficked for labour may retain some dignity and remain acceptable as future partners, parents and colleagues within their own community once liberated. Victims of labour exploitation may have greater physical problems but are unlikely to have the same re-integration issues as victim of sexual exploitation. Victims are likely to live in high risk, poorly regulated work environments, for example, overcrowded houses with poor sanitation and may be more likely to become malnourished. Labour victims working in agriculture or manufacturing are also at risk of injury, chronic back pain and visual and respiratory problems.

However, some respondents felt it was not helpful to categorise different forms of

exploitation and make generalised assumption in respect to needs. Not enough is known about the victims of labour exploitation to fully understand their needs as victims. They suggested that their needs should be assessed on an individual case-by-case basis.

It was also noted that there can be sexual exploitation and abuse which occurs in situations of labour exploitation, and this must be taken into account before hard and fast differentiation of services takes place.

A number of respondents stressed that there are areas of overlap between these two groups of victims. It is likely that the majority of both groups will have shared a similar experience in terms of:

- Deception;
- Loss of documentation;
- Debt bondage;
- Communication problems (language);
- Lack of rights;
- Coercion/intimidation;
- Potential for lack of awareness/knowledge/deception because of language difficulties;

The main differences that respondents identified where:

- More violence against sex workers, but more awareness of victims;
- Stigma in source and destination countries;
- Employers are less likely to be subject to law enforcement attention.

## ANNEX A

### RESPONDENTS TO THE CONSULTATION DOCUMENT ON HUMAN TRAFFICKING

<b>No.</b>	<b>Name of Respondent</b>
1	Paul Francis (general public)
2	Dee Huma (general public)
3	South Yorkshire Police
4	Humber-side Police
5	Support for Trafficked and Oppressed People (STOP)
6	Dr. Linda Cusick – Institute for Applied Social and Health Research – University of Paisley
7	David Pardoe (general public)
8	Cambridge Oakington Concern (Camoak)
9	Alison Whitehouse – (general public)
10	Devon and Cornwall Constabulary
11	Robin Humphries – British Embassy Abu Dhabi
12	Keswick Peace and Human Rights Group – Cumbria
13	Border Control Policy Implementation (International)
14	Sarah Coote (general public)
15	CARE
16	Barnardos
17	Ken Thompson – (general public)
18	Conference of Religious of Ireland (NI) – (CORI(NI) – Belfast
19	Medaille Community Project
20	Conference of Religious
21	International Social Service (ISS) UK
22	RC Lithuanian St Casins Church
23	Edinburgh Association of Women Graduates
24	Hampshire Constabulary
25	Gangmasters Licensing Authority (GLA)
26	Peterborough Community Safety Partnership (CDRP) and Peterborough Local Safeguarding Children Board
27	Noreen Tehrani, Chartered Occupational, Counselling and Health Psychologist
28	National Alliance of Women’s Organisations – European Women’s Lobby

<b>No.</b>	<b>Name of Respondent</b>
29	Ecumenical Forum of European Christian Women
30	Josephine Butler Society
31	Dutch National Rapporteur
32	Women's International League for Peace and Freedom
33	Association of Chief Officers in Scotland
34	Conference of Religious England and Wales
35	Soroptimist International of Central Birmingham (Anne Hill)
36	Pat Summerscales – Exeter (general public)
37	Safer Slough Partnership
38	Alison Twaddle – Church of Scotland Guild
39	Anti-Slavery International
40	Coalition for the Removal of Pimping (CROP)
41	Liberty
42	Soroptimist International
43	The British Psychological Society
44	National Society for the Prevention of Cruelty to Children
45	United Reformed Church
46	Brighton Oasis Project – S.W.O.P. (Sex Workers' Outreach Project)
47	Margaret Shaw (An Interviewer for the Office for National Statistics, working at Stansted Airport)
48	Mrs Griffiths (general public)
49	Royal College of Nursing
50	Sheelah Gardner -Thorpe (General Public)
51	Parishes of Upper Tweeddale
52	Soroptimist International (Margaret Cook)
53	Hospitaller Order of St John of God
54	Ayrshire International Concern Group
55	Safe and Sound Derby
56	Dundee City Council
57	Kent County Council

<b>No.</b>	<b>Name of Respondent</b>
58	AFRUCA (Africans Unite Against Child Abuse)
59	Diocese of Arundel & Brighton – Justice & Peace Commission
60	Asylum Aid
61	United Reformed Church – Synod of Scotland
62	Yorkshire and Humber Regional TUC
63	StreetLife Cardiff
64	Stella Vidjan (General Public/Academic)
65	Portsmouth Area Refugee Support – Chris Piggott
66	National Board of Catholic Women
67	Pamela Redpath (General Public)
68	Scottish Catholic Justice and Peace Commission
69	De Paul Trust
70	UNIFEM UK
71	Women’s Network of the Methodist Church
72	National Christian Alliance on Prostitution (ncap)
73	Church of Scotland Guild
74	International Organization for Migration (IOM)
75	Churches Together in England “Women and Violence Working Group”
76	Glasgow Inter Agency Trafficking Working Group
77	Catholic Women’s League
78	Association of Scottish Police Superintendents
79	The Baptist Union of Great Britain
80	Edinburgh Community Safety Partnership
81	UNICEF (UK)
82	Shaftesbury Society’s Development and Regeneration Team
83	ECPAT
84	Chaste
85	Save the Children Scotland
86	Victim Support Scotland

<b>No.</b>	<b>Name of Respondent</b>
87	Refugee Action
88	Local Government Association (LGA)
89	Greater London Authority (Mayor of London)
90	National Council of Women
91	The British Federation of Women Graduates
92	Louisa Waugh (General Public)
93	West Mercia Constabulary
94	Presbyterian Church in Ireland
95	World Vision UK
96	Institute of Our Lady of Mercy
97	The Criminal Law Committee of the Law Society of Scotland
98	Joint Council for the Welfare of Immigrants
99	British Association of Social Workers
100	Immigration Law Practitioner's Association
101	Centre for Law Gender and Sexuality
102	Organization for Security and Co-operation in Europe
103	Legal Services Commission
104	Solicitors' International Human Rights Group
105	Stop the Traffik
106	Wales Women's National Coalition
107	Office for Migration Policy
108	National Children's Charities
109	Women's National Commission
110	Refugee Council
111	Anti-Trafficking Alliance
112	OSCE Office for Democratic Institutions and Human Rights
113	Centre on Migration, Policy & Society
114	Newham Community and Police Forum
115	The Lawyers' Christian Fellowship

<b>No.</b>	<b>Name of Respondent</b>
116	The Salvation Army
117	Tim Brain – Gold Commander Operation Pentameter
118	Crown Prosecution Service Crown Prosecution Service
119	Women’s Aid Federation of England (Women’s Aid)
120	POPPY Project
121	Commission for Racial Equality
122	International Union of Sex Workers
123	English Collective of Prostitutes
124	Chris Piggott (Portsmouth Area Refugee Support)
125	Mission & Public Affairs Council of the Church of England
126	Justice
127	Action for Children Campaign and Global March UK
128	The Children’s Society
129	Amnesty International UK
130	Fawcett Society Bristol Local Group
131	Government Office for London Drug Team
132	International Labour Office Seminar
133	Conference of Religious in England and Wales
134	Sisters of St Joseph.
135	Justice and Peace Group
136	Glasgow City Council
137	Catholic Union of Great Britain
138	Gloucestershire Constabulary
139	Jericho Road Project
140	Professor Daudu Ibrahim Kuku (General Public)
141	National Federation of Women’s Institutes
142	Justice for Women
143	Child Exploitation and Online Protection Centre
144	Association of Chief Police Officers

<b>No.</b>	<b>Name of Respondent</b>
145	Congregation of Our Lady of the Missions
146	The Sisters of the Notre Dame de Namur
147	The Daughters of Province
148	Sisters of the Poor Child Jesus
149	Franciscan Missionaries of the Divine Motherhood
150	De La Salle Brothers
151	Daughters of Charity of SVP
152	Franciscan Missionary Sisters for Africa
153	Community of the Resurrection
154	All Hallows
155	Missionary Sisters of our Lady Africa
156	Little Company of Mary
157	Sisters of St Joseph
158	Sisters of St Joseph of Annecy
159	Congregation of Jesus
160	Sisters of our Lady of the Missions
161	Order of the Holy Sepulchre
162	Daughters of the Holy Spirit
163	Society of the Divine Saviour
164	Sisters of the Holy Family of Bordeaux
165	St Joseph's family Centre
166	Poor Servants of the Mother God
167	Lourdes Convent
168	Community of Adoratrices
169	Our Lady of the Missions
170	Sisters of St Joseph of Peace
171	Christian Brothers
172	Lancaster Diocesan Faith and Justice Commission
173	Conference of the Religious of England and Wales

<b>No.</b>	<b>Name of Respondent</b>
174	Ursuline Community
175	Convent of our Lady of the Missions
176	Presentation Sisters
177	Salesian Sisters of St John Bosco
178	Franciscan Missionaries of St Joseph
179	Serious Organised Crime Agency
180	Catholics Women's League

- We received a further 26 responses from individuals in religious organisations already listed.

## ANNEX B

### General

1. Have we got the scope of the plan right? Have we adequately covered the various forms of exploitation which can arise in the trafficking context?

2. Are there any areas for action or specific actions missing from the proposals?

### Prevention

3. How can we measure the extent to which trafficking is taking place into and within the UK? In particular, how can we improve our knowledge on the scale of child trafficking and trafficking for labour exploitation into and within the UK?

4. Does your organisation have information on cases of trafficking in the UK, in particular trafficking for forced labour including domestic service?

5. How can we raise awareness among potential trafficking victims about the risks and realities of the exploitation they are likely to suffer through being trafficked?

6. How do we ensure that victims are identified at the earliest opportunity particularly in source countries (prior to departure) and at our borders where the victims themselves may not be aware that they are being trafficked?

7. How can we reduce the demand for the services of trafficked persons, in particular for forced labour, including domestic service?

8. How should we tackle the specific problem of child trafficking?

### Investigation, law enforcement and prosecution

9. We have provided for heavy maximum penalties for trafficking offences. Are we achieving the right sentences in these cases?

10. What more needs to be done to get trafficking into core police business?

11. What more needs to be done to raise awareness of organised immigration crime, including trafficking, among police forces?

### Victims

12. How could support services provided to victims of trafficking be replicated or expanded?

13. Do you know of organisations that could provide specialist care and support to victims of trafficking?

14. How do we identify vulnerable child victims?

15. What are the benefits and drawbacks of providing reflection periods and/or residence permits to victims of trafficking?

16. How can we ensure that vulnerable victims returning to their countries of origin are not re-trafficked?

17. How can we ensure safe and sustainable return and reintegration of victims into their home communities?

18. How do the support needs of those trafficked for labour exploitation differ from the needs of those trafficked for sexual exploitation?

## ANNEX C

This consultation follows the Code of Practice on Consultation the criteria for which are set out below.

### The six consultation criteria

1. Consult widely throughout the process, allowing a minimum of 12 weeks for written consultation at least once during the development of the policy.
2. Be clear about what your proposals are, who may be affected, what questions are being asked and the timescale for responses.
3. Ensure that your consultation is clear, concise and widely accessible.
4. Give feedback regarding the responses received and how the consultation process influenced the policy.
5. Monitor your department's effectiveness at consultation, including through the use of a designated consultation co-ordinator.
6. Ensure your consultation follows better regulation best practice, including carrying out a Regulatory Impact Assessment if appropriate.

The full code of practice is available at:

<http://www.cabinet-office.gov.uk/regulation/consultation/index.asp>

### Consultation Co-ordinator contact details

If you have any complaints or comments about the consultation process rather than about the topic covered by this paper, you should contact the Home Office consultation coordinator Bruce Bebbington by email at:

[Bruce.Bebbington@homeoffice.gsi.gov.uk](mailto:Bruce.Bebbington@homeoffice.gsi.gov.uk)

Alternatively you may wish to write to

Bruce Bebbington  
Consultation Coordinator  
Performance and Delivery Unit  
Home Office  
3rd Floor Seacole  
2 Marsham Street  
London SW1P

