

## MINUTES

### Human Trafficking: NGO Stakeholder Meeting

Tuesday 13<sup>th</sup> September 2005  
at  
Home Office, 2 Marsham Street

#### Present

Chair -	Paul Goggins MP	– Parliamentary Under Secretary of State for Serious and Organised Crime
	Hannah Gregory	– Private Secretary
	Sue Harling	– Enforcement Policy Unit (HO)
	John Woodcock	– Police Leadership & Powers Unit (HO)
	Louise Richards	– Organised & Financial Crime Unit (HO)
	Kate Allen	– Amnesty International
	Mike Kaye	– Anti-Slavery International
	Denise Marshall	– Eaves Housing for Women
	Anita Tiessen	– UNICEF UK
	Inger Schjerven-Prizzi	– International Organisation for Migration
	Anne Hamilton	– Glasgow Local Authority
	Farah Nazeer	– National Federation of Women's Institute
Secretary –	Zoe Markham	– Victims & Confidence Unit (HO)

#### Apologies

Rvd Dr Carrie Pemberton	– CHASTE
Jill Heine	– Amnesty International
Barbara Gill	– National Federation of Women's Institute
Chris Beddoe	– ECPAT UK

ITEM	ACTION
<b>1. Introductions</b> <ul style="list-style-type: none"><li>The Minister introduced himself and welcomed everyone to the meeting. He then asked people around the table to introduce themselves.</li></ul>	
<b>2. Introduction to the United Kingdom Strategy on Trafficking in Human Beings</b> <ul style="list-style-type: none"><li>The Minister outlined the UK's Strategy on Trafficking in Human Beings. Much work had already been done: the UK now had comprehensive legislation on trafficking, a successful law enforcement response through Reflex and the highly regarded Poppy Scheme for the care of victims. The UK also recognised the importance of international co-operation and had made trafficking a priority during its G8 and EU presidencies. The UK presidency was currently pushing forward work on an EU plan on trafficking and a</li></ul>	



<ul style="list-style-type: none"> <li>• The Minister acknowledged the issue around unknown numbers of victims and the need for further research into the area.</li> <li>• Inger Schjerven-Prizzi raised concerns around return and re-integration of victims back to their source countries. Inger specifically highlighted the problems around the lack of available assistance to EU Nationals and lack of funding to re-integrate those victims who haven't claimed asylum.</li> <li>• The Group was in agreement about the need for a long term programme of guaranteed funding to ensure the continuation and development of service provision for victims.</li> <li>• Attendees suggested that the EU Action Plan should contain specific measures aimed at increasing the capacity of countries that have women returned to them to provide support and prevent re-trafficking.</li> </ul> <p><b>Current provision for child victims:</b></p> <ul style="list-style-type: none"> <li>• Anita Tiessen emphasised the lack of designated safe housing for child victims of trafficking and stressed that existing Social Services provision does not meet the requirements of these children.</li> <li>• Denise Marshall gave reference to the rising number of phone-calls that POPPY receives about trafficked children.</li> <li>• The Group agreed that there is a need for training and awareness raising within Social Services and other agencies with responsibilities for the welfare of children. They further agreed that there was a lack of knowledge about the scale of demand for safe housing. This could only be addressed by establishing an initial safe house and monitoring the demand. These issues would be pursued with DfES.</li> </ul> <p><b>Other key issues:</b></p> <ul style="list-style-type: none"> <li>• Mike Kaye stated that there was currently no incentive for a victim of labour exploitation to come forward. He asked whether the UK had made it an offence to withhold another person's identity documents as many of those trafficked for domestic labour would have had their documents retained by their traffickers. Sue Harling suggested that this was covered in the ID Cards Bill and agreed to send Mike the relevant information.</li> <li>• Anne Hamilton stressed the need to look at the demand for prostitution in the UK – while there is a demand, people will continue to be trafficked. Mike Kaye added that demand for labour exploitation also needed to be addressed.</li> <li>• Attendees asked if they could be provided with any written conclusions drawn up following the trafficking seminar in October.</li> </ul>	<p><b>Sue Harling</b></p>
<p><b>Any other business</b></p> <ul style="list-style-type: none"> <li>• The Minister informed the Group that he would be visiting Lithuania in October to meet with key officials and voluntary organisations.</li> </ul>	
<p><b>Date of next meeting</b></p> <ul style="list-style-type: none"> <li>• The Group agreed to a further meeting in around 6 months time – March 2006.</li> </ul>	



**NGO STAKEHOLDER/CONSULTATIVE GROUP ON HUMAN TRAFFICKING: SEXUAL  
EXPLOITATION  
15<sup>th</sup> February 2006**

**MINUTES**

**Chairs: Mike O'Brien  
Paul Goggins**

**Attendees**

Natalia Dawkins (Eaves Housing for Women)  
Poonam Joshi (Amnesty International)  
Christine Beddoe (ECPAT)  
Jane Martin (CHASTE UK)  
Inger Schjerven-Prizzi (International Organisation for Migration)  
Debbie Ariyo (AFRUCA)  
Mike Kay (Anti-slavery International)  
Bronagh Andrew (Glasgow City Council Trafficking project)  
Ann Hamilton (Glasgow City Council Trafficking project)  
Pam Bowen (CPS)  
Neil Brown (Reflex) *Presenting*  
Alan Boyd (Home Office)  
Laura Weight (Home Office)  
David McDonald (Home Office)  
Warren Pain (Foreign Office) *Presenting*  
Sam Evans (Home Office) *Presenting/Secretariat*  
Andrea Dias (Home Office) *Secretariat*

**Apologies**

Professor Liz Kelly CBE (Women's National Commission lead on trafficking)  
Fay Mansell (National Federation of Women's Institute)  
Jill Heine (Amnesty International)  
David Bull (UNICEF)

	<b>ACTION</b>
<p><b>Welcome and Introductions</b></p> <p>Mike O'Brien</p> <ul style="list-style-type: none"> <li>• Welcomed attendees and started introductions.</li> </ul> <p>Paul Goggins:</p> <ul style="list-style-type: none"> <li>• Emphasised that it was unthinkable that government can develop policies without working in partnership and explained that this group is about involving NGOs at an early stage.</li> <li>• Each meeting will have a separate trafficking theme and today's meeting will focus on sexual exploitation.</li> <li>• Attendees were referred to the UK Action Plan and informed the group of how in terms of prevention we were working with transit and source</li> </ul>	

<p>countries – in particular Lithuania.</p> <ul style="list-style-type: none"> <li>• We recently published a comprehensive prostitution strategy which includes using measures in the Sexual Offences Act to crack down on those who gain from trafficking.</li> <li>• Praised the great success of Poppy and explained that we would be looking into how we can extend the service.</li> </ul>	
<p><b>Approval of Terms of Reference &amp; Membership</b></p> <p>Mike O'Brien:</p> <ul style="list-style-type: none"> <li>• The aim of the group will primarily be to look at identifying and addressing the gaps to feed back to the Ministerial Group on Human Trafficking.</li> <li>• Introduced the TOR which was approved unanimously by the group.</li> </ul> <p>The Group:</p> <ul style="list-style-type: none"> <li>• Discussed whether the membership adequately reflected the various interests in this area.</li> <li>• It was agreed that it would be appropriate for additional representatives to be invited depending on their experience of the topic of each meeting. Other relevant government departments can be represented at official level (e.g. DfES) as the relevant Ministers attend the Ministerial Group.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Mike O'Brien</b> would consider how best to involve the Scottish Executive</li> <li>• <b>Secretariat</b> to invite other appropriate NGOs to future meetings. (Appropriate DfES official will be invited to the next meeting which will focus on children)</li> </ul>
<p><b>Oral Update: Prevention</b></p> <p>Warren Pain (FCO):</p> <ul style="list-style-type: none"> <li>• Outlined the role of the Foreign &amp; Commonwealth Office in raising awareness about the dangers of trafficking, stemming flows from source countries and helping to reduce demand. Whenever UK Ministers are due to make a visit abroad the FCO ensure that they are briefed to raise the issue of trafficking, deliver key messages and to pick up information that can be used here.</li> <li>• Referred colleagues to the consultation on the UK Action plan which provides a clearer overview of the current work underway.</li> <li>• Mentioned the Migration Fund (£1.5 million FCO with a parallel Fund within the Home Office) for supporting various projects - including anti-trafficking projects. All posts are allowed to bid for money. The projects include: looking at deficiencies in law enforcement, government and general policy in that country; corruption; lack of legislation; and lack of the right infrastructure. Once a problem has been identified, FCO work with IOM (International Organisation for Migration) and local NGOs to try and address it.</li> <li>• A lot of time is spent working with NGOs and IOM on awareness raising activities and assisting them in bids to sources of EU funding.</li> <li>• DfID (Department for International Development) concentrates on supporting projects that deal with the wider social exclusion problems.</li> <li>• There are benefits in publicising successful convictions and we want to find ways of broadcasting this in source countries to discourage traffickers. In some countries we are also looking at funding storylines on trafficking in soap operas.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>NGOs</b> invited to provide details of local contacts in source and transit countries to FCO.</li> </ul>

<p><b>Oral Update Investigation/Enforcement (REFLEX)</b></p> <p>Neil Brown (REFLEX Secretariat)</p> <ul style="list-style-type: none"> <li>• Provided a background to REFLEX which has a dedicated strategy backed up by significant resources.</li> <li>• Informed attendees that REFLEX does work extremely closely with forces in Scotland.</li> <li>• REFLEX has seen investigations and enforcement operations become a lot more victim focused and a large amount of money has been invested in improving victim care.</li> <li>• The use of dedicated REFLEX officers has enabled us to secure substantial convictions.</li> <li>• REFLEX is currently working with CENTREX to develop victim-focused police training.</li> </ul> <p>Glynn Rankin (CPS seconded to Operation Maxim):</p> <ul style="list-style-type: none"> <li>• Advised that the new legislation (Sexual Offences Act 2003) is being used effectively.</li> <li>• Things are improving at a local level in terms of victim care. For example in South Yorkshire partnerships with local Church based support organisations are being developed</li> <li>• Victim care has been the centre of briefings on trafficking for police officers</li> </ul>	
<p><b>Oral Update: Support for Victims</b></p> <p>Sam Evans (Home Office):</p> <ul style="list-style-type: none"> <li>• Provided a brief background to the Home Office funded Poppy Scheme.</li> <li>• Provided recent cumulative referral data - since the scheme began in March 2003 there have 411 referrals – but pointed out that referral numbers are not representative of women’s eligibility for the scheme.</li> <li>• Noted that eleven of the supported victims have assisted with prosecutions.</li> <li>• Recently there has been a more even split in referrals of women from West Africa and Eastern Europe, indicating that there may be a change in ‘trend’ relating to source countries.</li> <li>• Explained that the Victims Unit had been working with relevant parties to develop robust operating protocols between statutory and NGO stakeholder organisations working with the scheme.</li> <li>• In addition to the Poppy Scheme the Victims Unit had been working with local police forces to ensure that victim care is central to their operations and encourage them to make links with appropriate supported housing providers and support organisations locally.</li> <li>• We are cementing partnerships with other countries –particularly source countries. For example a visit to Lithuania last October has resulted in an action plan which is being finalised. Ministers may look at extending this type of close engagement to other countries.</li> </ul>	

<ul style="list-style-type: none"> <li>• David MacDonald was welcomed as the new lead on child trafficking. He is raising the profile of tackling child trafficking which the next meeting will focus on.</li> <li>• A competitive exercise is underway to select a provider for services for adult victims of trafficking for sexual exploitation for the next two years. As part of that, officials will be looking at how we can develop the current support available by for example providing an outreach service. The procurement exercise has brought to light a number of other organisations who may want to be involved in supporting victims of trafficking and we will be looking at ways to involve them- even if it is not through direct service provision.</li> </ul>	
<p><b>Discussions</b></p> <p>Jane Martin (CHASTE):</p> <ul style="list-style-type: none"> <li>• Welcomed police and CPS engagement with NGOs on victim care issues.</li> <li>• Mentioned that CHASTE are seeking to run projects with churches and church organisations this year to help facilitate safe returns and would be interested with working with the FCO. Of particular interest is the increase in numbers of women from Africa being trafficked for sexual exploitation.</li> </ul> <p>Debbie Ariyo (AFRUCA):</p> <ul style="list-style-type: none"> <li>• Welcomed the invitation to join the group;</li> <li>• Mentioned that AFRUCA are currently the only African focused NGO working in Africa to raise awareness and educate on the 'better life syndrome' (to promote that the UK may not necessarily provide a better life).</li> <li>• Noted that victims from Africa are trafficked by people from their own communities. There is a need to engage directly with African communities in the UK and source countries on prevention work. There is a lot of ignorance amongst African communities about human trafficking and there is a need to raise awareness so that these communities can recognise exploitation.</li> </ul> <p>Poonam Joshi (Amnesty International):</p> <ul style="list-style-type: none"> <li>• Noted that Amnesty has been working closely with police on the issue of trafficking;</li> <li>• Welcomed the increase in law enforcement activity, on-going support for victims and recent tough sentences for traffickers.</li> <li>• Identified as gaps: the Government's position on the Council of Europe Convention; the lack of formal systems for identification of victims and the role of UK Immigration Service in identification of victims/lack of a national referral mechanism; and the lack of a minimum standard of victim care.</li> <li>• Expressed on-going concern that victims of trafficking are still being housed in detention centres which compound the trauma and that Asylum claims for trafficked women are still not being dealt with appropriately. The delay in the process leaves the women helping with prosecutions feeling insecure and unsafe. Amnesty believes that there are ways in which the asylum process can be managed more</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Warren Pain</b> to provide contact details and set up a meeting with CHASTE.</li> </ul>

effectively for trafficked women.

- Encouraged the use of specialist NGOs with proven track records of supporting victims of violence- particularly sexual violence – to provide support for victims of trafficking (e.g. Women’s Aid).
- Noted information from Ireland which suggests that children from Ireland are being trafficked within the country and perhaps in the wider UK. There are gaps in knowledge of trafficking of children within this country and Ireland.
- Expressed concern that recent proposals in the prostitution strategy on “mini-brothels” will cause greater problems.

Chris Beddoe (ECPAT):

- Welcomed the additional resources and training being provided to police and other agencies to help identify child victims.
- Noted that there have been a number of incidents where children trafficked for other purposes have not been identified as being vulnerable to sexual exploitation thereafter and the links need to be made more effectively as the is increased evidence that children are being trafficked for other reasons (e.g. domestic servitude) but then end up being sexually exploited.
- Suggested that CEOPs (part of the Serious Organised Crime Agency) should be used as a focal point to tackle child trafficking.
- Mentioned ECPAT’s work with 19 other countries with EU funding to offer support and raise awareness of trafficking issues.
- Echoed comments from Amnesty about child trafficking within Ireland;
- Mentioned that ECPAT & AFRUCA have secured funding from Comic Relief to provide training to the voluntary sector on child trafficking. It would be useful to extend this to the statutory agencies if resources can be found.

Mike Kay ( Anti-slavery International):

- Noted that, despite awareness raising efforts, some people will still take the risk of being trafficked. More information should be provided about what sources of help are available.
- Mentioned the Anti- Slavery identification toolkit and emphasised the need for all agencies to take responsibility for identifying victims..
- Noted that the onus should not be on the victim to come forward- the statutory agencies need to be able to identify a trafficked person. There should be questions in place which are asked as part of routine business.
- Suggested that ‘NGO advisors’ should be involved when there is reason to believe that a person has been trafficked or during operations. The NGO advisor can give advice on referrals and support when an operation is taking place.
- There is an issue around compensation for victims of trafficking. The reason why many do not claim compensation is because they are being advised by immigration lawyers who may not be aware that compensation is available (criminal lawyers will be). Need to raise awareness.

In response, the following points were made:



<p>Nick Brown (Reflex)</p> <ul style="list-style-type: none"> <li>• NGOs have been involved in police training and are increasing being involved during early stages of operations.</li> <li>• Recognised that not all women want to give evidence in court, however we can always use any information that they provide for future investigations and to build up intelligence.</li> </ul> <p>David MacDonald (Home Office)</p> <ul style="list-style-type: none"> <li>• We should work with NGOs to help better identify child victims. We are currently in discussions about possible measures to help professionals identify child victims.</li> </ul> <p>Sam Evans (Home Office)</p> <ul style="list-style-type: none"> <li>• Acknowledged the points made about community groups and said that prevention work is already underway with communities (this is envisaged under the UK/Lithuania action plan). However this is something that we should seek to develop.</li> <li>• In terms of identifying victims we do refer agencies to the relevant toolkits and other information.</li> <li>• Supported the point made by Amnesty International about engaging with NGOs who are already experienced in supporting victims of violence particularly sexual violence.</li> </ul>	
<p><b>Round-up</b></p> <p>Paul Goggins summed up by:</p> <ul style="list-style-type: none"> <li>• Recognising the importance of real partnership working and the role of NGOs in the early planning stages of operations and policy.</li> <li>• Agreeing to look into the issue of children being trafficked in Ireland.</li> <li>• Congratulating NGOs on an effective campaign on the Council of Europe Convention and indicating that Government is trying to work through the difficulties and is consulting on ways forward.</li> <li>• Acknowledging the view expressed about mini brothels but that a balance needs to be struck to avoid driving prostitution underground and making it less safe for women.</li> <li>• Noting that CEOPS goes live on the 1<sup>st</sup> April. There is an obvious cross over with human trafficking and it will be interesting to see how this develops.</li> <li>• Welcoming the constructive nature of the discussions and expressing a hope that this would continue.</li> </ul> <p>Mike O'Brien added that:</p> <ul style="list-style-type: none"> <li>• The meeting had provided useful new insights to the issue and stating the importance of not losing sight of the issues discussed.</li> <li>• One product from the meeting should be a form of "issues log" to be followed up. Attendees would be invited to add issues and suggest ways in which the points could be taken forward</li> <li>• It would be useful to receive thoughts on how best to engage with communities, how best to ensure collaboration between statutory and NGO stakeholders and how best to provide varying levels of support</li> </ul>	<ul style="list-style-type: none"> <li>• Officials to consider how better to work with NGOs to directly engage with relevant communities in the UK on prevention work/education</li> <li>• A note of key issues raised in the meeting will be drafted. Attendees will then be invited to respond to those minutes.</li> </ul>

for victims to avoid a "one size fits all" approach which would not be appropriate.	
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**NGO STAKEHOLDER/CONSULTATIVE GROUP ON HUMAN TRAFFICKING:  
Trafficking in Children  
3<sup>rd</sup> May 2006  
MINUTES**

**Chairs: Mike O'Brien  
Paul Goggins**

**Attendees**

Debbie Ariyo (AFRUCA)  
Christine Beddoe (ECPAT)  
Pam Bowen (CPS)  
Bruce Clark (Department for Education and Skills)  
Andrea Dias (Home Office) *Secretariat*  
Jane Dykins (Refugee Council)  
Kathy Evans (Children's Society)  
Hannah Gregory (Home Office)  
Joe Heatley (Home Office)  
Simon Jeal (CPS)  
Nimesh Jani ( The Attorney General's Office)  
Poonam Joshi (Amnesty International)  
Mike Kay (Anti-slavery International)  
Professor Liz Kelly CBE (Women's National Commission Lead on Trafficking)  
Victoria Lee (Home Office) *Secretariat*  
David McDonald (Home Office)  
Warren Pain (Foreign Office)  
Carrie Pemberton (CHASTE)  
Sara Scott (Barnados)  
Dr Cathy Zimmerman (London School of Hygiene and Tropical Medicine)

**Apologies**

Natalia Dawkins (Eaves Housing for Women)  
Anne Hamilton/Bronagh Andrew (Glasgow City Council Trafficking Project)  
Farah Nazeer (National Federation of Women's Institute)  
Richard Pearce-Higginson (Children & Family Asylum Policy Team)  
Inger Shcjrven Prizzi (IOM)

	<b>Action/Key Issues</b>
<p><b>Item 1: Welcome and Introductions</b></p> <p>Mike O'Brien:</p> <ul style="list-style-type: none"> <li>• Welcomed attendees and started introductions.</li> <li>• The aim of these meetings is to raise and discuss key issues that need to be tackled both here and abroad. The key issues are logged.</li> <li>• The group meets bi-monthly with each meeting focused around a specific theme of trafficking.</li> <li>• Emphasised that there are clear problems in relation to</li> </ul>	<ol style="list-style-type: none"> <li>1. <b>NGOs</b> are invited to submit further comments for the issues log direct to the secretariat</li> <li>2. <b>NGO's</b> invited to contact the Secretariat with their</li> </ol>

<p>child trafficking, stating that strategies to tackle these problems need to be developed in partnership with all stakeholders.</p> <ul style="list-style-type: none"> <li>• Steps still need to be taken in the UK and abroad, establishing contacts and developing research on child trafficking.</li> <li>• There is a wealth of research and statistics on prostituted women but little evidence/statistics on child trafficking. It is recognised that it happens in relation to domestic servitude and labour, especially cannabis farming, and ritualistic killings, torso in the Thames (Adam).</li> <li>• What areas of research should we be looking at? Asked the attendees to contact the Secretariat with their thoughts.</li> </ul>	<p>thoughts on areas of research in relation to child trafficking.</p>
<p><b>Item 2: Update on Key Changes</b></p> <p>Paul Goggins:</p> <p><b>Summary of where we are now:</b></p> <ul style="list-style-type: none"> <li>• Announcement of £2.4 million additional funding for POPPY, ensuring the future of the existing intensive support provision for the next 2 years. In addition, the funding will meet the costs of 10 additional “step-down” places and the introduction of specialist national outreach services.</li> <li>• Ministers attended a Police briefing last week and are pleased with progress in terms of victims identified and investigations. Operation Pentameter has strengthened relationships with the voluntary sector.</li> <li>• UK Action Plan Consultation conducted in April will be published over the next couple of months.</li> <li>• SOCA has set up a Child Exploitation Online Centre to deal with the criminality being discussed at this meeting.</li> <li>• David McDonald recently met with some of those attending this meeting and the two presentations are areas that NGOs expressed that they wanted to discuss.</li> <li>• Introduced Joe Heatley for the first presentation.</li> </ul>	
<p><b>Item 3 Oral Presentation: Improving Arrangements for Trafficked Children Within the Local Authority Care System</b></p> <p>Mike O’Brien:</p> <ul style="list-style-type: none"> <li>• Many child victims of trafficking enter the local authority care system at some stage, having either escaped their facilitator or with their collusion.</li> <li>• Home Office and DfES officials are addressing this as a high priority. Safe arrangements for trafficked children are being planned through specialist service provision and accommodation within the local authority care system.</li> </ul>	

Joe Heatley:

- The Unaccompanied Asylum Seeking Children Reform Programme has established that the majority of young children arriving at Port present to IND after a period of time and claim asylum. Currently there is an Asylum Screening Unit in Manchester with more being rolled out in Kent, Hillingdon and Croydon.
- More action is needed to safeguard children. Aware of the “helpful stranger” problem and children not being aware of the dangers.
- Further problems with refugee children going to certain communities in the UK and the difference in the definition of what is acceptable within those communities and in the UK
- We want to work more with communities to raise awareness of trafficking.
- IND wants to look at addresses that have a lot of young people passing through and establish a Specialist Assessment Unit to safeguard children.
- Consultations will inform the role of the IS in the trafficking of children without taking away responsibilities/need for Social Services.
- Reform Programme/NASS wants to arrange better support services for victims of trafficking, domestic servitude or sexual abuse.
- Evidence from Social Services claims safe house approach not the best option and IS is meeting much younger children who have been trafficked for sexual purposes.
- Stressed the importance of working with Local Authorities as the host authorities. Consultation process will take 12 weeks.

Bruce Clark:

- 3 Years since the Government made clear to Local Authorities that children have S20 status not S17.
- For the first time we required Local Authorities to consider immigration status.
- Since 2003 the practice has improved although not all Local Authorities adhere. The “Preferred Partners Approach” will help eradicate this problem.
- In Summer 2005 the Private Fostering Scheme directed Local Authorities to look at the status of children who are privately fostered. This has become contemporary good practice. Yet to see if this is adequate.
- Sunset Clause arising from the National Inspection team.
- 1989 Children’s Act previously meant that children were dealt with in a specific area. Now the 33 London Authorities can make arrangements amongst themselves to house a child in the most appropriate area to provide the best services. This is being built

<p>upon in Manchester and Kent.</p>	
<p><b>Item 4 Oral Presentation: Programme of returns of unsuccessful asylum seeking children to their home countries.</b></p> <p>Paul Goggins:</p> <ul style="list-style-type: none"> <li>• The abandoning of unaccompanied children is unacceptable and we are determined to tackle this.</li> </ul> <p>Joe Heatley:</p> <ul style="list-style-type: none"> <li>• The current legal situation makes a concession to not return people under 18 years of age until satisfactory arrangements can be established.</li> <li>• This results in a good deal of delay, which actually goes against the principle that legal proceedings involving children need to be done quickly.</li> <li>• Problems have arisen with "discretionary leave". Many under 18's are under the false impression they have a right to stay indefinitely. This needs to be addressed.</li> <li>• To conform with national requirements, working with reputable NGOs, we need to do more to trace families. We need to fully explore the risks and ensure that full assessments by social workers are conducted when considering returns.</li> <li>• Need to work with NGOs to ensure that there are appropriate matching arrangements in origin country.</li> <li>• Presently Angola, Vietnam, Democratic Republic of Congo (DRC) and Albania being considered as countries children can be returned to.</li> <li>• In DRC the profile of children and young adults is different and the circumstances of the Government's ability to conform to UN conventions differ.</li> <li>• Made early visits to Albania to test possibility of child matched by return. Albanian Government not ready for this.</li> <li>• Ensure services available in UK are available in the Country of origin. Trafficked/ abused child supported by local authorities via inter-agency planning meetings. Only once all these things are in place will we progress to a meeting to discuss the return of a child. The child's matching needs are fully considered and the possibility of re-trafficking is addressed.</li> </ul>	
<p><b>Discussions</b></p> <p>Jayne Dykins Refugee Council:</p> <ul style="list-style-type: none"> <li>• 1000 children accepted by the Refugee Council every year from 3000 referrals.</li> <li>• Welcome the move to look at child protection processes. Not all child protection processes are being adhered to. The same practices should be adhered to for trafficked</li> </ul>	<p>3. It would be useful for <b>DfES</b> to work with relevant partners to address the identification of trafficked children. Need to ensure that those that may come into</p>

children as those for other children.

- Working hard to gain more information about trafficked children and how this can be captured. NASS working hard to establish teams to do this.
- Need to involve all agencies where there is a suspicion that a child has been trafficked.
- The Refugee Council is not against returns if it is a viable, safe and endurable option.
- Grave concerns about the returns countries. Presently approximately 500 unaccompanied Vietnamese children in the UK but RC have had no referrals in the last 3 months. Only 27 last year. Possibly due to returning Vietnamese unsuccessful in asylum claims not sending out a positive message in country.
- Real problem in Vietnam with re-trafficking, orphanages are preyed upon and children removed for trafficking purposes. Vietnam is therefore too big a risk for returns.
- Amnesty International Report highlights problem with the Democratic Republic of Congo (DRC) and girls being trafficked for sex. Evidence is that this is not a safe country for return.
- There are concerns with Angola but no evidence. Save the Children research from Holland proved that often on follow up the children have disappeared.
- More work must be completed on researching all these countries before we return anyone.

Chris Beddoe ECPAT:

- Agreed with comments made above.
- We must look at the real living conditions of Vietnamese children. Social and living conditions of children have a psychological social impact and children may take longer to divulge what is happening to them. As such Social Services need to judge issues on a bigger timeframe.
- Extensive consultation with NGOs needed to support this process as they work with victims and recognise the issues.
- Need to consider that children are re-trafficking into China and Cambodia not just the UK.

Debbie Ariyo AFRUCA:

- Agreed with comments made above.
- DRC and Angola are good examples of African countries embroiled in years of conflict. Children have witnessed murder and rape, and are sometimes the perpetrators of these crimes and used as child soldiers. This has to be considered when assessing returns.
- Children are trafficked into the UK and Belgium.
- No one can take care of the children when they are returned. They become street children and how can they

contact with these children pick up the relevant signs.

4. The decision on whether returning the child to their home country is a durable solution and in the best interest of that child is not the responsibility of Social Services, the Immigration Service or the Refugee Council. An Independent guardian must always be in place that can make this decision.
5. Trafficking is not asylum criteria and Vietnamese not granted asylum because it's deemed a safe country. Need therefore, to re-look at asylum process; can trafficking be a reason per se? If not how can this be addressed?
6. We need to consider the issues relating to ritual abuse and witchcraft.

be monitored?

- Problem with stigmatised children even in the UK, children believed to be witches. This will get worse if the child is sent back to the country of origin.

Carrie Pemberton CHASTE:

- Spent 3 years in DRC before the war. Grave concerns about how the Government and EU deal with African Governments.
- UK Government makes assumptions that Civil Servants are incorruptible. This needs a level of scepticism and take into account what actually happened when the tires hit the tarmac.
- Faith based help is available but often ignored.
- Very few orphanages in DRC, often churches are the only level of resilience working at street level.
- Need some sort of accountability in country. Nigerian NGOs do not trust Government initiatives and are sometimes involved in the trafficking of women.

Kathy Evans Children Society:

- Rely on protection services from Social Services and Local Authorities.
- Immigration service/Border Control often automatically assume that the child is not meant to be here. Immigration status is often the first priority. The welfare of the child should always come first.
- There are issues with how the criminal justice system views children who are trafficked here for labour. CPS view the child as an adult, especially in relation to children used for cannabis farming. There has been one incident when a 15 year old was charged with accessory to provide drugs.

Mike Kay Anti-Slavery International

- There are difficulties faced by agencies in terms of service provisions – especially specialised care and services. What's the thinking of how police can offer safe accommodation? Can those involved in the Preferred Partner's scheme provide protection?

Joe Heatley:

- Unable to answer in advance of discussion with preferred partners. However, the best form of care, adhering to UK standards will be offered. In relation to foster care, this will be supported by training and advice.
- Foster carers play a key role in suspicions that a child has been trafficked. This will be raised at a future strategy meeting. Protocols need to be developed.

Mike O'Brien:

7. Need to look at the current processes in relation to age profiling. There have been a number of disputed cases at Yarlswood. The Italians are using bone density x-rays to determine age. We should consider using this in the UK.

8. There are things we can do to improve child protection practices. For example we can ensure that we have the necessary information translated and have appropriate translators in place. For example instances where the "Uncle" who is involved in the trafficking/abusing is used as the interpreter.



- How can we resolve safety and confidence for child in disclosing that they have been trafficked?

Bruce Clark: Dfes

- More diverse foster community has helped in whole disclosure process.

Simon Jeal CPS:

- New guidance will be published at the end of June offering support for the CPS to look wider than the offence presented.
- Suspicion does not add up to an offence when you apply the CPS code.
- Incremental process and huge steps have been made but more needs to be done.

Debbie Ariyo AFRUCA:

- A majority of the children who are trafficked into the UK have been in exploitative relationships for a long time. How do we begin to work with communities in identifying trafficked children and their unwillingness to approach the authorities?

Nimesh Jani Attorney General's Office

- Primary law enforcement has little intelligence in who the traffickers are in source countries
- How can we work with NGOs to develop links in some countries and raise awareness as to who the traffickers are?

Debbie Ariyo AFRCUA:

- Trafficking is not just organised crime; it takes advantage of the system.
- Immigration Service are not checking photos on passports. There is intelligence IS just do not use it intelligently.

Professor Liz Kelly CBE (Women's National Commission Lead on Trafficking):

- NGOs are doing good work in source countries but it gets lost with the authorities and nothing is done.
- Culture of fatalism, aware of who big players are but unable and unwilling to act.
- Taking action often means paying a price.
- The NGOs work in helping to identify the traffickers is only worthwhile if Government/authorities take action.

Carrie Pemberton CHASTE:

- Pentameter is excellent at raising awareness with Police and they have a budget.
- Difficulty with assessing what local constabularies view

9. One way of helping might be to establish confidential help lines

<p>as important with their performance indicators.</p> <ul style="list-style-type: none"> <li>• Police Community Support Officers could be the first point of contact rather than glorified traffic wardens.</li> <li>• Police need to be better trained evidence is gathering in this area.</li> </ul> <p>David McDonald: Home Office</p> <ul style="list-style-type: none"> <li>• We are addressing the responses to abuse. There is an initiative going on at the moment called Operation Violent where the Metropolitan Police are working with local communities in 9 London Boroughs.</li> <li>• Agree that we need to raise awareness. We have a headline strategy for tackling child trafficking, which will form the basis of a more comprehensive strategy that will be pulled together once we have the findings of the consultation paper.</li> <li>• Targeting offenders is being tackled. SOCA has taken trafficking as its second priority. COPS will bring together interested parties to look at child trafficking.</li> <li>• We will look at setting up help-lines for professionals and monitoring and building on research.</li> </ul> <p>Paul Goggins:</p> <ul style="list-style-type: none"> <li>• This discussion has been extremely helpful.</li> <li>• NGO should be assured that all this information will be given due consideration.</li> </ul>	
<p><b>Item 5: Stolen Smiles Report</b></p> <p>Dr Cathy Zimmerman London School of Hygiene and Tropical Medicine:</p> <ul style="list-style-type: none"> <li>• Over 3 years 207 women were interviewed in 7 different EU countries concerning a full range of health issues.</li> <li>• Currently no information of consequences of trafficked victims.</li> <li>• Local Department of Health officials are never at meetings about trafficking but are often the first port of call for victims.</li> <li>• Victims of trafficking suffer from memory problems, but mental health problems most enduring and most severe.</li> <li>• 4% of victims have HIV although this is not significant number for the UK. However the victims are not bringing it here they are getting it here.</li> <li>• Children suffer problems at an extremely developmental period.</li> <li>• Work of Operation pentameter needs to be brought to the attention of health sector, train health workers to enable them to identify trafficked children. Ensuring staff trained to deal with sexual and physical abuse.</li> </ul>	<p>10. NGOs are invited to submit comments on the report directly to Cathy Zimmerman.</p>

- Reflection period needs to be available to trafficked victims.
- Appropriate health services regardless of immigration status.
- Huge % of pre-sexual abuse prior to victim being trafficked. Under 18 the percentage is even higher.
- Family not often safe. 7 in 10 show a history of family violence.
- Serious robust risk assessment needed.
- Many turn to prostitution because this is what they know.
- When assessing whether a child should be returned need to consider what psychological support is in place in source country. For example there are no child psychologists in South East Asia.
- Asylum claim means they often don't get the support they need.
- Problem for 16-17 year old adults, often too old for fostering, therefore placed in mixed gender homeless shelters.
- Preliminary analysis shows that victims supported better in groups than those spread out, able to discuss issues together.
- Why is help not available through Domestic Violence groups? They are accustomed to rape and sexual violence but unable to help because victims have no recourse to public funds.

**Round-up**

Mike O'Brien summed up and asked for further comments to be submitted through the secretariat.



**NGO STAKEHOLDER/CONSULTATIVE GROUP ON HUMAN TRAFFICKING: FORCED LABOUR  
EXLOITATION  
11<sup>TH</sup> July 2006**

**MINUTES**

**Chair: Vernon Coaker MP**

**Attendees**

Debbie Ariyo (AFRUCA)  
Sean Bamford (TUC)  
Chris Beddoe (ECPAT)  
Camilla Brown (Kaylaan)  
Emma Brown (Home Office SC2)  
Laura Brownlees (Save the Children)  
Darryl Dixon (Gangmasters Licensing Authority)  
Kathy Evans (Children's Society)  
Nadine Finch (Immigration Law Practitioners Association)  
Maknum Gamaledin Ashami (The Paul Hamlyn Foundation)  
Zoe Hilton (NSPCC)  
Nimesh Jani (Attorney General's Office)  
Mike Kay (Anti-slavery International)  
David McDonald (Home Office PLPU)  
Stephen Richards (DWP)  
Inger Schjerven-Prizzi (IOM)  
Klara Skrivankova (Anti-Slavery International)  
John Thorpe (DTI)  
Rachel Witkin (Amnesty International)  
Tim Woodhouse (Home Office IND)

**Secretariat**

Andrea Dias (Home Office VoCU)  
Vicki Lee (Home Office VoCU)

**Apologies**

Mike O'Brien MP  
Hazel Baird (CRE)  
Jayne Dykins (Refugee Council)  
Thomas Moran (CBI)  
Sara Scott (Barnardos)  
Patrick Wintor (Employability Forum)

	ACTION
<p><b>Item 1 Welcome and Introductions</b></p> <p>Vernon Coaker:</p> <ul style="list-style-type: none"> <li>• Welcomed attendees and relayed Mike O'Brien's apologies.</li> <li>• Set out the Governments commitment to this area of work and emphasised the value of the NGOs input and working together to make better policy.</li> <li>• There has been a lot of focus and media attention on trafficking for sexual exploitation and trafficking for children but we need to move forward on trafficking for forced labour exploitation.</li> <li>• It is important to distinguish between trafficking and smuggling: there must have been movement with deception/coercion and exploitation, which includes forced labour.</li> <li>• The Forced Labour Convention definition of 'forced labour' sets out that the service must have been extracted under the menace of a penalty. We therefore need to distinguish between those who are willingly working here legally or illegally in poor working conditions and those that have been forced.</li> <li>• As with previous meetings an issues log will record key points raised.</li> </ul>	
<p><b>Item 2 Setting the Picture</b></p> <p>Vernon Coaker:</p> <ul style="list-style-type: none"> <li>• Trafficking for labour raises some huge issues. The International Labour Office have estimated that there 2.4 million are forced into labour as a result of trafficking world wide. Whilst we have anecdotal evidence of trafficking in this area, we do not have any reliable data on the numbers in the UK.</li> <li>• We know anecdotally that people are being trafficked for agricultural and shellfish industries and for domestic work. There are also concerns about Vietnamese children being trafficked to work on cannabis farms.</li> <li>• We have commissioned CEOP (Child Exploitation and Online Protection Centre) to look at child trafficking. We are also doing a scoping exercise to look at existing information on trafficking for forced labour exploitation which will help develop proposals for future work.</li> <li>• In relation to the UK Action plan we acknowledge that there were some issues about what was and wasn't included in the consultation paper in relation to this area. We will be seeking to develop the proposals in that consultation document and will aim to publish the final Action Plan hopefully around August.</li> </ul> <p><u>Klara Skrivankova</u> presented the findings of Anti-Slavery's sixth month study on trafficking for forced labour exploitation in the UK:</p>	

- The purpose of the research was to gather as much information as possible. This was done through: working with agencies and professionals that work with migrant workers; interviews with eleven migrant workers; and a review of three hundred Citizens Advice Bureau cases.
- The study identified industries that individuals had been trafficked into. More than one was trafficked into agriculture. There is also evidence that others had been trafficked into domestic work, packaging, construction, food processing, restaurants and hospitality. There is anecdotal evidence to suggest that individuals are trafficked into motor industries.
- Individuals are also being forced into illegal activity such as shoplifting, pick pocketing and selling on the streets.
- There is a difference in the coercion that is used for sexual exploitation, with physical violence often the last option.
- The most common forms are:
  - a) Debt bondage (the most common form). This can occur in home/source country or in the UK. The interest rates are normally excessive and high.
  - b) Passport/ID retention. Perpetrators may take the passports/ documents away from individuals under the pretence that they are being sent to the Home Office. Even those that are allowed to be here legally are made to believe that they are here illegally.
  - c) Creating illegality. Some individuals who may have the right to be here are coerced into situations that make it illegal.
  - d) Threats and Intimidation. Individuals may be coerced through threats and intimidation.
  - e) Deceit. Individuals are forced into situations through deceit – usually relating to their immigration status.
- Victims are often vulnerable individuals. Migrant workers are often from vulnerable situations and therefore easily exploited.
- The main issue is the threat of illegality- which enables perpetrators to have a hold over victims.
- There is also the issue of dependency. Many victims are often completely dependant on their employer.
- The research uncovered a broad spectrum of nationalities. A majority were here legally but were made illegal.
- There is an issue around identification: twenty-seven individuals were not identified as trafficked. Agencies are not picking up that individuals are being trafficked and there is a need for training and awareness raising.
- There is a need to look at the situation from the point of exploitation. If there is exploitation need to then ask and look at if they have been trafficked.

Vernon Coaker

- Invited comments and enquired if other NGOs views and experiences were similar.

Owen Tudor

- Agreed with the points raised by Klara.
- There is no one single experience. There are lots of different components and this area hits several different targets.
- Have also experienced employers making their victims illegal. For example there have been instances where Portuguese workers have been made to buy false passports so they can demonstrate they are illegal Brazilian citizens to get work from an employer.

Debbie Ariyo

- Important to look at the role of the Diplomatic core in this area. Those working for Diplomats are brought here legally but are vulnerable to exploitation.

Warren Pain

The FCO are currently doing some research into possible abuse by Middle Eastern Ambassadors. There is no evidence of the scale of possible abuse in London but it is something that can possibly be looked into.

Chris Beddoe

- Enquired whether there was any evidence of the UK as a source country?

Klara Skrivankova

- The research only concentrated on adult workers in this country and therefore does not provide any evidence of the UK as a source country.

Nimesh Jani

- Invited views on why prosecutions might be low in this area.

Klara Skrivankova

- Trafficking enforcement activity has focused on sexual exploitation.
- For this area priority tends to be on illegal migrants and this is where the enforcement activity is focused.

Vernon Coaker

- The publicity on trafficking has centred on sexual exploitation and child trafficking. We need to raise the profile of this area with equal vigour and charge.

- We have to begin by looking at the individual and then tracking it back.

Mike Kay

- The research raised the pivotal point that none of the agencies identified those that had been trafficked.
- We are about five years behind trafficking for sexual exploitation.
- There is no incentive for victims to come forward. It would be helpful if even as a minimum we helped them get their wages back from their employer. If we just send them back they will remain tied to debt bondage.

Owen Tuddor

- The individuals that do come forward tend to be those that are here legally.
- There have been prosecutions – but they have not been for trafficking. We can for example get the Gangmaster for non-payment of wages.

Rachel Witkin

- The needs of victims exploited for labour are the same as victims of sexual exploitation.
- However labour seems to be the sticking point in terms of the Council of Europe Convention. There appears to be concerns about giving victims of labour exploitation the same rights.

Vernon Coaker

- Discussions on the Convention are currently going on. When we make a decision we want to be able to say that we will ratify, it will be meaningful and that it will be backed up with resources.

Rachel Witkin

- The dividing line between sexual exploitation and labour is not always so clear. Some victims who are exploited through labour slavery are also sexually exploited.

John Thorpe

- We are looking into the role of rogue employment agencies and their involvement. It would be useful to use Anti-slavery's research to see if it can help in the identification of rogue agencies. (*Debbie Ariyo also picked up the issue of the black market and rogue agencies under Item 3*).

Kathy Evans

- We need to look at the term 'illegal' and the presumption that

**John and Klara to discuss how the research can assist with DTI's work on rogue employment agencies.**



<p>anyone here illegally should be deported.</p> <ul style="list-style-type: none"> <li>• We need to look at the impression that victims might get from the media and publicity. The impression would be that the public don't care.</li> </ul> <p><u>Vernon Coaker</u></p> <ul style="list-style-type: none"> <li>• It's about the Government sending out the message that this is priority.</li> <li>• There have been huge improvements in current processes in relation to looking at human rights.</li> </ul> <p><u>Camilla Brown</u></p> <ul style="list-style-type: none"> <li>• In Kalayaan's experience they have not identified domestic workers as being trafficked, primarily because they have entered legally. However there is strong evidence of exploitation. Giving domestic workers the right to change their employer is helpful. However those working for Diplomats are unable to change their employer and remain vulnerable.</li> <li>• However the change in policy that is being proposed under the managed migration scheme will cause considerable difficulties.</li> <li>• Owen and Mike also raised concerns about the proposals under the managed migration scheme. Mike expressed that the proposals were a reversal of policy and removes protection for those vulnerable to exploitation.</li> </ul>	
<p><b><u>Item 3 Enforcement</u></b></p> <p><u>Stephen Richards</u></p> <ul style="list-style-type: none"> <li>• Explained the background to the ILO project.</li> <li>• A couple of years ago the ILO approached DWP to participate as the lead agency for their programme on forced labour.</li> <li>• The programme will produce a good practice guide on combating and preventing trafficking for forced labour exploitation.</li> </ul> <p><u>Vernon Coaker</u></p> <ul style="list-style-type: none"> <li>• We recognise that we do need to develop greater inter-agency working. In the West Midlands we have launched a pilot to tackle forced labour exploitation, involving a number of different agencies.</li> <li>• We have also strengthened our legislation in this area and set up the Gangmaster Licensing Authority.</li> </ul> <p><u>Tim Woodhouse</u></p> <ul style="list-style-type: none"> <li>• We also have the introduction of the ID Act and the protection</li> </ul>	

<p>that will offer.</p> <p><u>Darryl Dixon</u></p> <ul style="list-style-type: none"> <li>• Explained the role of the GLA and informed of its close partnership working with the DTI, Immigration and DWP.</li> <li>• The GLA is also a member of REFLEX's high level group.</li> </ul> <p><u>Owen Tudor</u></p> <ul style="list-style-type: none"> <li>• There is a concern that enforcement activity can actually give employers more power over their employees. The best defence against this type of exploitation is education and giving the people the information that they need. We should make sure that people have the information at the port of entry.</li> </ul> <p><u>Vernon Coaker</u></p> <ul style="list-style-type: none"> <li>• Acknowledged the concerns about the effectiveness of legislation and suggested that we need to review how it is working.</li> </ul>	<p><b>Review of legislation will be included in the Action Plan</b></p>
<p><b>Support for Victims</b></p> <p><u>Vernon Coaker</u></p> <ul style="list-style-type: none"> <li>• This is not an either/or situation. We want to disrupt activity alongside providing support for victims.</li> <li>• We are increasing the level of support for victims of sexual violence and looking at safe houses and local authority support for children, but with forced labour exploitation there is a degree of work to be done.</li> </ul> <p><u>Chris Beddoe</u></p> <ul style="list-style-type: none"> <li>• There is an issue with how 16-18 year old males are treated. They are often put into the 'adult' category.</li> <li>• We need to ensure that information is cross-matched amongst agencies and initiatives to ensure a consistent approach.</li> </ul> <p><u>Nadine Finch</u></p> <ul style="list-style-type: none"> <li>• We need to regularise victims. Giving them just a little bit of support will not help them.</li> </ul> <p><u>Camilla Brown</u></p> <ul style="list-style-type: none"> <li>• One of the issues is that the victims do not have any recourse to public funds. They therefore cannot access refuges and end up being exploited.</li> <li>• Some of Kaylaan's clients have actually successfully taken Civil Action out against employers.</li> </ul> <p><u>Mike Kay</u></p>	

- If we gave more rights to victims we would actually save resources in the long term by cracking down on the perpetrators.
- Compensation can be awarded at the judge's discretion- as long as a judge is aware of the impact/factors that are involved in this exploitation they can make an award.
- There is the practical problem that victims do not know their rights.

Vernon Coaker

- We will take on board Mike's point about marrying up support with prosecutions.

Nimesh Jani

- Confirmed that it is at a judge's discretion and the court can award compensation against an employer.

Owen Tudor

- Most cases of compensation awarded against employers are through employment tribunals. One solution would be to change the rules relating to migrants access to tribunals.

Rachel Witkin

- We need to consider the health aspects. 'Stolen Smiles' evidences the effects of trafficking on women.
- However under current rules victims do not have access to the necessary medical assistance or support.

Zoe Hilton

- We need to acknowledge that a number of those who are being exploited as adults may have been trafficked in as children.

Camilla Brown

- There should be better inter-agency working and information sharing. For example the Home Office know who the employers are. The Inland Revenue can also help by seeing who is tax evading etc.

Vernon Coaker

- Important issues have been raised that we will seek to develop as part of our on-going work.
- Thanked attendees and closed the meeting.



**NGO STAKEHOLDER/CONSULTATIVE GROUP ON HUMAN TRAFFICKING: ISSUES LOG**

Issue No	Date Raised	Issues	Proposed Action (raised by NGOs)
1	15/02/06	<p><b>Adult women for purposes of sexual exploitation</b></p> <p>Victims are often trafficked by people from their own communities in their home countries and sometimes to those communities within the UK. Need to raise awareness within these communities in the UK and source countries.</p>	<p>Need to work with community groups through NGOs to raise awareness of trafficking in:</p> <ul style="list-style-type: none"> <li>a) communities within the UK: and</li> <li>b) Source and transit countries.</li> </ul>
2	15/02/06	<p>Victims of trafficking are still not being identified (have seen improvements with police identification but there is still an issue with immigration officers failing to identify)</p> <p>The onus should not be on the victim to come forward- the statutory agencies</p>	<p>Need to establish clear identification protocols and ensure that immigration and police officers are adequately trained and aware of the victims' identification toolkits</p>

3	15/02/06	<p>person. Asylum claims for trafficked women are still not being dealt with appropriately. The delay in the process leaves the women helping with prosecutions feeling insecure and unsafe It would be useful to have 'NGO advisors' involved when there is reason to believe that a person has been trafficked or during operations. The NGO advisor can give advice on referrals and support when an operation is taking place.</p>	<p>Need to ensure that case workers are properly trained and cases are dealt with effectively and quickly</p>
4	15/02/06		<p>Need to ensure that police/immigration are working with NGOs/VCS organisations with expertise in trafficking and supporting its victims.</p>
5	15/02/06	<p>This is the need to recognise that trafficked people, including adults and children may enter the UK without having committed any immigration offences and therefore our response to trafficking must contain measures which aim to identify and assist these people.</p>	<p>Proposed actions include working with affected communities; outreach projects, confidential help-lines (also relates to other areas of trafficking).</p>
<b>Children</b>			
6	15/02/06	<p>Children are receiving support for the sexual violence that they have suffered but the trafficking element has not been picked up or investigated.</p>	<p>Need to ensure that victims are identified and that the link is made.</p>

		Ireland and the UK	considered as part of the wider work looking at trafficking in children.
8	3/5/06	There are concerns about current policy relating to returning children to country of origin. Real problem in certain countries with regard to re-trafficking, orphanages are preyed upon and children removed for trafficking purposes (e.g. Vietnam). Trafficking is not a criteria for asylum and therefore children are being returned to 'safe countries' but are still at risk of abuse and re-trafficking.	More work must be completed on researching all these countries before we return anyone. Need to re-look at asylum process; can trafficking be a reason per se? If not will need to look at how to address this.
9	3/5/06	We must look at the real living conditions of children in their home countries. Social and living conditions of children have a psychological social impact and children may take longer to divulge what is happening to them.	Social Services need to judge issues on a longer timeframe. Need to look at what services are available to children if they are returned. Extensive consultation with NGOs needed to support this process as they work with victims and recognise the issues
10	3/5/06	Need to look at how to monitor the children that are returned.	

		relation to age profiling. There have been a number of disputed cases.	determine age. We should consider using this in the UK.
12	3/5/06	We need to consider the issues relating to ritual abuse and witchcraft.	
13	3/5/06	Need some sort of accountability in country. Nigerian NGOs do not trust Government initiatives and are sometimes involved in the trafficking of women.	
14	3/5/06	UK Government makes assumptions that Civil Servants are incorruptible. This needs a level of scepticism and take into account what actually happens when the tyres hit the tarmac.	
15	3/5/06	There are issues with how the criminal justice system views children who are trafficked here for labour. CPS view the child as an adult, especially in relation to children used for cannabis farming. There has been one incident when a 15 year old was charged with accessory to provide drugs.	

		<p>child protection practices. For example we can ensure that we have the necessary information translated and have appropriate translators in place. There are instances where the "Uncle" who is involved in the trafficking/abusing is used as the interpreter.</p>	
17	3/5/06	<p>Work of Operation pentameter needs to be brought to the attention of health sector, train health workers to enable them to identify trafficked children. Ensuring staff trained to deal with sexual and physical abuse.</p>	
<b>Forced Labour exploitation</b>			
18	11/07/06	<p>Victims of trafficking for labour exploitation are not being identified by agencies</p>	<p>There is a need for training for those working in the various agencies that might come into contact with these victims</p>
19	11/07/06	<p>In terms of those who have been trafficked for labour exploitation we need to look at the term 'illegal' and the presumption that anyone here illegally should be deported. Need to look into whether they have been trafficked and are a victim.</p>	<p>Where there is reason to believe/evidence of exploitation, need to look into if there has been trafficking.</p>
20	11/07/06	<p>Important to look at the role of the Diplomatic core in this area. Those</p>	



21	11/07/06	legally but are vulnerable to exploitation. Perpetrators are not being prosecuted for trafficking offences. However they are being prosecuted for other offences. This is because: -Trafficking enforcement activity to date has focused on sexual exploitation. -For this area priority tends to be on illegal migrants and this is where the enforcement activity is focused.	
22	11/07/06	Need to have some kind of incentive for victims to come forward.	Need to have appropriate support for victims linked into investigations/prosecutions (similar to the Poppy project).
23	11 <sup>th</sup> July		At a very minimum they should be able to get their wages back from their employer. (If we simply deport them they will remain tied to debt bondage) Need to review if current legislation is working effectively.
24	11 <sup>th</sup> July	Many individuals are trapped by rogue agencies in source countries and the UK.	



## MINUTES

### Human Trafficking for Forced Labour Exploitation

31<sup>st</sup> October 2006

At

The Home Office 2MS

12:00-14:00hrs

#### **Chair**

Emma Brown HO SC2

#### **Present**

Camilla Brown Kalayaan

Andrea Dias HO VoCU

Graeme Hopkins IND

Mike Kaye Anti-Slavery International

Chris Randall Kalayaan

Andrew Sadler HO SC2

#### **Welcome and Introductions**

- **Emma** welcomed attendees and began with round table introductions.

#### **Managed Migration Strategy**

- **Mike** outlined that the key message that they would like to relay today is that we need to question why, when we have achieved a significant positive change in policy; there are new proposals that will make domestic workers once again more vulnerable to exploitation.
- **Graeme** outlined the Governments reasons for the changes to migration policy:
  - The PM requested a fundamental review with an aim to restore public confidence in the migration system and develop a policy based on the premise of economic need.
- Under the principle that employment in the UK is primarily for UK residents and migration for work needs to be based on economic need, there is a move to faze out low- skill workers. This will effect the current provisions on domestic workers.
- The Government is considering proposals to make some legal provisions for domestic

workers to come in on an extremely limited capacity. We are looking at options for enabling domestic workers entry and stay in the UK for a limited period of time (e.g. six months) only on provisions that will be directly attached to the employer's visa.

- The Government is therefore interested in exploring what pre-emptive measures can be taken at the pre-entry stage to help prevent possible abuse or exploitation.
- **Mike** pointed out that if a decision is taken to enable domestic workers entry for a limited period of time- these provisions will already fall outside the managed migration points-based system. We know that the only way we can protect them is to allow them to change employer and there is no reason why this cannot be allowed if it falls outside the managed migration scheme anyway.
- **Graeme** acknowledged the assertion and advised that the Government would be happy to take on board evidence of this.
- **Graeme** acknowledged that the route proposed does fall outside the managed migration points-based system and proposed that the alternative would be to have no route in at all, which some may consider to be disproportionate.
- **Chris** advised that regulations relating to allowing domestic workers to change employers have worked well and there seems no logical reason to change it.
- **Emma** queried if Anti-Slavery and Kalayaan's position changed if, as Graeme has set out, there is no actual right to work for domestic workers and they are only allowed to come in as part of their existing employment. .
- **Chris** confirmed that the position remains the same- this already occurs. However the primary difference is that the Government will be removing safeguards.
- **Mike & Camilla** pointed out that we are only aware that abuse and exploitation are

<p>taking place because victims have felt free to come forward. If we remove the right to change employer this will not happen. There is great risk that this exploitation will go underground.</p> <ul style="list-style-type: none"> <li>• <b>Emma</b> queried if the right to return could act as a safeguard.</li> <li>• <b>Mike</b> suggested that due to fear it will not help. If the only option is for victims to go home they will not come forward.</li> </ul>	
<p><b>Report Recommendations &amp; UK Action Plan</b></p>	
<ul style="list-style-type: none"> <li>• <b>Emma</b> gave an overview of the development of the UK Action Plan and advised that it is due to be published early next year.</li> <li>• <b>Emma</b> invited views on what the key elements/measures in the Labour strand should be</li> <li>• <b>Mike</b> suggested that we need an awareness raising campaign. One of the key problems is that agencies that come into contact with migrant workers do not recognise that trafficking for exploitation may be an issue.</li> <li>• One of the key barriers is that there is no incentive for victims to come forward. In fact there is a disincentive- we have to address this.</li> <li>• <b>Camilla</b> pointed out that 'domestic workers' are one area where we are able to identify abuse and have documented evidence. This is only because there is currently an incentive to come forward.</li> <li>• <b>Mike</b> stressed that the best option we have is for the UK to sign the Convention.</li> <li>• The minimum we need to do is enable victims to stay in this country to pursue a claim against their former employer.</li> <li>• We need to give victims some form of residency.</li> <li>• <b>Emma</b> invited views on who we define as a victim of trafficking for forced labour.</li> </ul>	

<ul style="list-style-type: none"> <li>• <b>Mike</b> advised that we should use the Palermo Protocol and the ILO definition and indicators.</li> <li>• In terms of identification <b>Camilla</b> advised that Kalayaan have key questions that they use for domestic workers</li> <li>• <b>Mike</b> suggested that in terms of support provisions the only we are going to establish what works is by doing a pilot.</li> <li>• It was suggested that it would be useful to have a free-phone telephone number, perhaps linked into Crime-stoppers. However it would need to be made more 'user friendly' for victims.</li> <li>• It was agreed that as a first step it would be helpful to have an avenue to restore victims to a level platform (i.e. to help them get back the money that they earned from their employer).</li> </ul>	<p><b>Camilla</b> will forward a copy of key questions and indicators</p>
<ul style="list-style-type: none"> <li>• Mike advised that it is likely that Anti-slavery will write and request a meeting with Vernon Coaker to further discuss the issues around managed migration and the proposed changes to regulations relating to domestic workers.</li> <li>• Emma thanked attendees and suggested that it might be helpful to meet again in the New Year to discuss the Action Plan</li> </ul>	