

Overcoming Barriers and Healing the Scars of Human Trafficking

Bawso

Providing specialist services for BME communities

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About Bawso

Bawso support people from Black and Minority Ethnic backgrounds who are affected by domestic abuse and other forms of abuse, including Female Genital Mutilation, Forced Marriage, Human Trafficking and Prostitution.

Mae Bawso yn cefnogi pobl o gefndiroedd Du a Lleiafrifol Ethnig y mae cam-drin domestig a ffurfiau eraill o gam-driniaeth wedi effeithio arnynt, gan gynnwys Enwaedu Benywod, Priodas dan Orfod, Masnachu mewn Pobl a Phuteindra.

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Acronyms and abbreviations

ACPO	Association of Chief Police Officers	NHS	National Health Service
ATMG	The Anti-Trafficking Monitoring Group	NRM	National Referral Mechanism
BAWSO	Black Association of Women Step Out	OHCHR	Office of the High Commissioner for Human Rights
CPS	Crown Prosecution Service	OSCE	Organization for Security and Co-operation in Europe
ECPAT	UK End Child Prostitution, Child Pornography and the Trafficking of Children for Sexual Purposes	SOCA	Serious Organised Crime Agency
EHRC	Equality and Human Rights Commission	UKBA	UK Border Agency
EU	European Union	UKHTC	UK Human Trafficking Centre
GRETA	Group of Experts on Trafficking in Human Beings of the European Commission	UN	United Nations
		UNICEF	United Nations Children's Fund

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Executive Summary

Introduction

This report presents the findings of a research study which aimed to explore and understand the views, experiences and the support needs of women who are affected by human trafficking. As the victims of human trafficking they were supported by Bawso and other service providers who are also involved in the field of human trafficking in Wales. Discussions with the service providers aimed to provide an insight into their experiences and to identify some of the challenges in addressing the issue of human trafficking and ultimately in informing policies and practices. The research was conducted over a one year period between October 2011 and September 2012.

Background

Human trafficking, often referred to as modern-day slavery, has emerged as a growing concern for governments across the world in the last decade or so affecting over 12 million people worldwide. Much of the attention has been based on addressing human trafficking as a major criminal and social justice issue.

The Council of Europe Convention on Action against Trafficking in Human Beings agreed by the Council of Europe in 2005 was the first international treaty on trafficking to “take the human rights of victims as its starting point and primary frame of reference”. The Convention explicitly recognises trafficking as a human rights violation and places obligatory minimum standards on States in the provision of support, assistance and protection to victims. In addition, the Convention also contains measures aimed at strengthening the articles of the 2000 UN Trafficking Protocol with regard to the investigation and prosecution of trafficking and to international cooperation.

The Convention applies to all forms of trafficking, whether or not linked to organised crime and places requirements on States to ensure gender

equality and to protect the human rights of victims in their application of the Convention’s articles. The United Kingdom (UK) ratified the Convention in December 2008 and it subsequently entered into force in the UK on 1 April 2009.

Although it’s difficult to stipulate the extent and level of human trafficking in the UK, it is now widely accepted that no region or part of the UK is immune. With reported cases of trafficking in all different parts of the UK including Wales, there is a growing interest in tackling and eradicating human trafficking. Models of good practices have been identified in recent reports and a significant amount of progress has been made in raising awareness.

As part of the responses to the Convention and anti-trafficking work in UK, it is anticipated that the views and experiences of the participants in this research will help to shape future policy directions and a more coordinated service provision in this area.

Methodology and scope

The report shares the findings of discussions on causes, practices of trafficking as well as the barriers in accessing services and the challenges in addressing this issue. The report was compiled using information from existing literature, public sources, and 21 interviews with trafficked victims, discussion with 9 professionals engaged in anti-trafficking work through questionnaire and a focus group. The first draft of the report was shared with a representative sample of the participants for comments. These comments and feedbacks were considered in finalising the report.

In order to meet the objectives of the research the following broad research questions were used:

- How and why the interviewees became victims of human trafficking?
- What form of abuse and practices have the interviewees experienced as victims of human trafficking?
- What are the barriers to accessing services from the views and experiences of the victims?
- What are impacts of human trafficking and the challenges and aspiration for tackling human trafficking?

Responses to the Convention in the UK

Thus far in the UK, the anti-trafficking work in response to the Convention lacks coordination and without any systematic evaluation it's difficult to measure the impact. The pockets of good practice in different areas are fragmented and it's still difficult to assess to what extent they are able to change perceptions and shape policies and practice. Initiatives such as Operation Pentameter have made a start at coordinating efforts and made some strides in raising awareness but without any evaluation being available it's difficult to assess the level of involvement from different sectors and also the wider impacts on anti-trafficking work.

The Blue Blindfold campaign was developed by the UK Human Trafficking Centre (UKHTC) in 2007 and primarily aimed to raise awareness but professionals in the field of anti-trafficking work have questioned the clarity of the message and the impact it has had in raising awareness of the issue amongst the general public in England and Wales. This research also shows that the perceived perception is that trafficking only affects individuals from some parts of the world, it is usually linked to sexual exploitation and that it only exists in major cities like London.

Individuals, communities and the society as whole have an invaluable role to play in developing real and effective preventative work.

The professionals acknowledged the need to be better equipped to identify trafficked victims and also identified the lack of comprehensive data as one of the main challenge in planning their work. The United Kingdom Human Trafficking Centre (UKHTC) is currently responsible for collating and analysing information on trafficking, received through the National Referral Mechanism (NRM), and from law enforcement and other agencies across the UK. Data provided by the UKHTC informs the Government's strategic approach and operational response.

NRM statistics are published every quarter on the Serious Organised Crime Agency's (SOCA) website. Practitioners in the anti-trafficking field argued information from NRM referrals provides only a snapshot of the problem of trafficking in the UK. Not all trafficked persons are captured by the NRM for a multitude of reasons: some choose not to be referred because they see little benefit in the system, and some are never identified as they may fear retribution from their trafficker if they contact the authorities.

Although, the introduction of the NRM has significantly improved victim identification, it is not clear whether it is a direct result of the NRM or an impact of campaigns to raise awareness and training around victim identification.

Summary of Key Findings

The overall findings are as follows:

- Victims who participated were trafficked from different parts of the world and all shared some kind of vulnerability which made them more prone to trafficking.
 - Lack of understanding of human trafficking by trafficked person and that they were being trafficked. Once they were here, they not only faced isolation with no contact with family they left behind or anyone else they were also threatened and forced into conforming with threats of abuse and violence being inflicted on their family and children.
 - There is limited access to services by people who have been trafficked due to lack of awareness, language barriers, lack of confidence and fear of authorities
 - There is a lack of knowledge and understanding of 'how things work here' – the process and the system leaves many feeling, lost, confused and vulnerable
 - Use of appropriate methods for communication was identified as a key issue with regards to improving access to information and services.
 - The front line service providers also reported it was crucial that the professionals who are there to support the trafficked victims are well equipped and ensure that they are providing the right level support and information to the victims. Some concerns were also expressed with regards to the lack of clarity around roles and responsibilities and also with the limited influence the third sector is able to have on the process and system.
- of human trafficking and the available support services.
 - Providing support to victims to overcome the traumatic experiences and access to appropriate services that can help to enhance psychological well-being needs to be prioritised.
 - Community Champions from diverse backgrounds should be identified and trained to raise awareness at community level.
 - The establishment of an all Wales referral procedure protocol for all people who may have been trafficked in Wales.
 - A multi-agency protocol needs to be developed with care and support standards to equip professionals involved in anti-trafficking work. This needs to be supported with appropriate provision of specialised training for practitioners in the front line. This should include social services, police, UKBA and the voluntary sector, in line with some of the recommendations of the SOLACE Report in particular concerning identification of victims.
 - Research that will expand understanding of experiences and views of people who have been trafficked across needs to be ongoing
 - More coordinated and regular exchange of information is needed between relevant agencies who hold specialist knowledge and experience in the field. For example, with TARA Scotland and the POPPY Project, London, Barnardos, BAWSO, the Children's Commissioner for Wales, ECPAT UK, The Police, SOCA, Wales Migration Strategy Partnership, Welsh Refugee Council and other voluntary sector agencies.

Summary of Key Recommendations

- Improved communications and involvement of trafficked victims to enhance understanding
- More international collaboration is needed to share and exchange good practices, to increase awareness and also to prevent trafficking by tackling root causes.

Introduction

Human trafficking or Modern-day slavery is one of the most heinous crimes in the contemporary world affecting millions of people across the globe. As a global phenomena defying the legal boundaries and national borders human trafficking involves people: being bought and sold, forced to work in the sex industry, domestic servitude or both as well as organ harvesting and victims are often subjected to brutal violence and terrifying threats and coercion.

Victims of human trafficking are moved within and across national borders, lead invisible lives while trying to avoid or escape the authorities for fear of expulsion, and often endure violence and fear of retaliation. Even if the trafficked persons manage to escape, they are often exposed to serious threats from their traffickers who try to find and punish them or their families who in most cases remain in the country of origin, in order to deter others from escaping. In many cases where the victims are found, they are normally expelled as they are illegal immigrants.

As a result the crime perpetrated against them cannot be prosecuted since the most informed and key witnesses are no longer available. The growing concentration both internationally and domestically in the UK, on prosecuting the trafficker can also prove to be counterproductive if victims are not offered appropriate and adequate protection. Moreover it is crucial to ensure that the victims are not being left to face retaliation and further violence which ultimately results in the trial ending in an acquittal.

The purpose of this research study was to explore and understand the views, experiences and the support needs of women who are the victims of human trafficking. Discussions with the service providers in the field aimed to provide an insight into their experiences and to identify some of the challenges in addressing the issue of human trafficking and informing policies and practices.

Background

UN figures suggest that approximately 3 million people are trafficked across international borders each year and that people trafficking is one of the fastest growing and most lucrative areas of global criminal activities. Despite a paucity of accurate data, it is now considered the third biggest black market earner globally, after the trades in drugs and guns (AIUK, 2006). Human trafficking, as an organized crime, is approximated to generate £32 billion revenue each year (UN, 2009). As with refugee populations, women and children constitute the majority of trafficked persons. Pryce (2006) estimates that approximately 80% of persons trafficked annually across international borders are female and as many as half of those are minors.

The Palermo Protocol (Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children to the UN Convention against Transnational Crime 2000) was the first international instrument to define and address the trafficking problem.

The purposes of the Palermo Protocol are:

- to prevent and combat trafficking in persons, paying particular attention to women and children
- to protect and assist the victims of such trafficking, with full respect for their human rights
- to promote cooperation among States Parties in order to meet those objectives

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The Palermo Protocol (Article 3) defines the trafficking in human being as:

the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.¹

Children cannot give consent to being moved; therefore the coercion or deception elements do not have to be present.

While the protocol was regarded as a necessarily bold attempt to address the problem of human trafficking, the protection of trafficked persons and development of a human rights framework: ...to prevent and combat trafficking in persons, paying particular attention to women and children; to protect and assist the victims of such trafficking, with full respect for their human rights; and to promote co-operation among countries that have ratified the protocol in order to achieve those objectives. (UN, 2002)

It is nonetheless argued that its weakness lies in its lack of policing powers and enforcement procedures as like other conventions and protocols of the UN, it lacks any force as implementation and interpretation of its contents depend on the willingness of State parties to incorporate the stipulations into their domestic law.

The Council of Europe Convention, the EU Directive and GRETA

The Convention (the Council of Europe Convention on Action against Trafficking in Human Beings) was adopted on 3 May 2005. The Convention was signed by the then UK Prime Minister Tony Blair on 22nd January 2007 and the UK ratified the Convention on 17th December 2008. The Convention was adopted by the Committee of Ministers of the Council of Europe on 3 May 2005, following a series of other initiatives by the Council of Europe in the field of combating trafficking in human beings.

The Convention entered into force on 1 February 2008. It is a legally binding instrument which builds on already existing international instruments. It contains the same definition of human trafficking as that adopted five years earlier in the United Nations (UN) Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children², supplementing the UN Convention against Transnational Organized Crime (2000).

At the same time, the Convention goes beyond the minimum standards agreed upon in other international instruments and aims at strengthening the protection afforded by them. The main added value of the Convention is its human rights perspective and it places obligatory minimum standards on States in the provision of support, assistance and protection to victims. It also contains measures aimed at strengthening the articles of the 2000 UN Trafficking Protocol³ (hereafter 'the UN Protocol') with regard to the investigation and prosecution of trafficking and to international cooperation. The Convention applies to all forms of trafficking, whether or not it is linked to organised crime⁴. It requires States to ensure gender equality and to protect the human rights of victims in their application of Convention articles⁵. Furthermore it obliges

¹ The Anti-Trafficking Monitoring Group. All Change. Preventing Trafficking in the UK (2012).

² Signed by the UK in December 2000 and ratified on 9 February 2006. Accessed 22 March 2010 at: www.unodc.org/unodc/en/treaties/CTOC/countrylist-traffickingprotocol.html.

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States to take special measures in the context of child trafficking and trafficked children⁶.

States which are Party to the Convention accept an obligation to take individual and collective action to criminalise trafficking and prosecute those responsible for it, as well as a range of other minimum steps necessary to respect and protect the rights of trafficked persons. These steps include, among others, ensuring that:

- coordination at national level is established or strengthened between agencies and organisations involved in preventing and combating trafficking in human beings (Article 5). This means States Parties are required to coordinate the various “sectors whose action is essential in preventing and combating trafficking, such as the agencies with social, police, migration, customs, judicial or administrative responsibilities, non-governmental organisations, other organisations with relevant responsibilities and other elements of civil society⁷”;
- a mechanism is in place for the accurate identification of trafficked persons (Article 10); persons reasonably believed to have been trafficked are granted at least 30 days to recover in the country where they have been identified and reflect on whether they wish to provide information to law enforcement officials (Article 13), during which time they are to be offered assistance and protection and may not, if they have no legal right to be in the country concerned, be expelled – regardless of whether they agree to participate in any proceedings the authorities may decide to pursue against those responsible for trafficking or exploiting them;

- if a trafficked person is required to leave a country where they have been identified as trafficked, the departure should “preferably be voluntary” and their return to their country of origin is to be “with due regard” for their “rights, safety and dignity” (Article 16), imposing on the authorities an obligation to assess the risks associated with their return and not to proceed with it if certain types of risk are identified;
- and that trafficked persons have access to redress, including compensation (Article 15).

Unlike the preceding UN Trafficking Protocol and European Union (EU) instruments to standardise responses to human trafficking in the EU (notably the EU Council Framework Decision of 19 July 2002 on combating trafficking in human beings⁸) the Convention sets out minimum standards concerning requirements of assistance and protection measures which States Parties must take to protect and respect the rights of trafficked persons.

3 Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organised Crime, adopted 15 November 2000. The Protocol was the first international treaty on human trafficking, and provides a definition which forms the basis of most subsequent regional and national legislation.

4 European Convention, *supra* note 38, Article 2 (Scope).

5 *Ibid.*, Article 1 (Purposes of the Convention).

6 The Convention obligations are further complimented by the EU Directive 2011/36/EU on Preventing and Combating Trafficking in Human Beings and protecting its victims (hereafter ‘the EU Directive’). The UK decided to ‘opt in’ to the Directive in May 2011. As of yet, the Directive has not been implemented fully into UK law or policy.

7 Paragraph 102, Council of Europe Convention on Action against Trafficking in Human Beings Explanatory Report.

8 Council Framework Decision 2002/629/JHA of 19 July 2002 on combating trafficking in human beings (Official Journal L203of01.08.2002) Accessed 15/10/2012 europa.eu/legislation_summaries/employment_and_social_policy/equality_between_men_and_women/l33137_en.htm

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Among them are requirements to unconditionally ensure to persons reasonably believed to have been subjected to trafficking:

- an adequate standard of living;
- appropriate and secure accommodation;
- access to emergency medical treatment;
- translation and interpretation services;
- counselling and information on their legal rights; and
- legal assistance⁹.

The Convention specifies that assistance is to include “at least” these measures. The Convention also requires States to establish “effective policies and programmes to prevent trafficking in human beings” (Article 5.2) and requires that, in pursuing such policies and programmes, States Parties shall “promote a Human Rights-based approach” and “use gender mainstreaming” (Article 5.3). The Explanatory Report (paragraph 32) comments that, “The convention will be geared towards the protection of victims’ rights and the respect for human rights, and aim at a proper balance between matters covering human rights and prosecution.”

As trafficking in human beings is a world-wide phenomenon, one of the express purposes of the Convention is to promote international co-operation in the efforts to combat trafficking. In this context, it is noteworthy that the Convention is not restricted to Council of Europe member states; non-member states and the European Union also have the possibility of becoming Parties. Another important added value of the Convention is the monitoring system set up to supervise the implementation of the obligations contained in it, which consists of two pillars: the Group of Experts on Action against Trafficking in Human Beings (GRETA) and the Committee of the Parties.

GRETA¹⁰ involves fifteen independent and impartial experts chosen for their recognised competence in the fields of human rights, assistance and protection of victims, and action against trafficking in human beings, or because of their professional experience in the areas covered by the Convention. The task of GRETA is to evaluate the implementation of the Convention by the Parties, following a procedure divided into rounds.

At the beginning of each round, GRETA defines autonomously the provisions to be monitored and determines the most appropriate means to carry out the evaluation, being guided by the Rules of procedure for evaluating implementation of the Convention adopted at GRETA’s 2nd meeting (16–19 June 2009). GRETA has decided that the duration of the first evaluation round shall be four years starting at the beginning of 2010 and finishing at the end of 2013

In March 2012, The European Commission issued a proposal for a new anti-trafficking directive calling for action on different fronts including Criminal law provision, prosecution of offenders, Victim’s rights in criminal proceedings, victims’ support, Prevention and Monitoring. On 22 March 2011, the UK Government announced that it would (subject to parliamentary scrutiny) be applying to opt in to the Directive.

Law enforcement and responses to the Convention in UK

The UK ratified the convention in December 2008. It subsequently entered into force in the UK on 1 April 2009. It is worth noting that work in the fight against human trafficking had commenced in the UK prior to ratification of the convention. In 2011 the UK Government published its Human Trafficking Strategy which aims to take a comprehensive approach by

⁹ Article 12.1 (a) to (e), Convention on Action against Trafficking in Human Beings.

¹⁰ Council of Europe’s Group of Experts on Action against Trafficking in Human Beings (2012) report into the UK’s implementation of the European Convention on Trafficking. Available [online] http://www.coe.int/t/dghl/monitoring/trafficking/Docs/Reports/GRETA_2012_6_FGR_GBR_en.pdf
GRETA was established in accordance with Article 36 of the Convention to monitor States Parties implementation of Convention obligations. GRETA, Report concerning the implementation of the Council of Europe Convention on Action against Trafficking in Human Beings by Cyprus: First evaluation round (Strasbourg: Council of Europe, September 2011), p.14.

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focusing on preventing trafficking activity and maintaining effective care for victims.

As is typical of most human rights treaties in the UK, this Convention has not been incorporated directly into national law, but existing legislation has been amended with the aim of ensuring consistency between UK law and obligations under the Convention. Therefore UK anti-trafficking legislation is not contained in a single Act and the offences concerning human trafficking and other relevant offences are to be found in numerous different laws. The UK has developed initiatives aimed at addressing trafficking of human beings

Reflex:

Reflex was established by the previous Labour Government in 2001, in response to the deaths of 58 immigrants in a lorry found at Dover to bring together all the relevant agencies to gather information on organised immigration crime and plan responses to it. One of its key objectives was to target the immigration aspects of people trafficking.

Europol:

Europol has a Liaison Officers' network to help operational co-operation between the law enforcement authorities of its Member States. It publishes an annual fact sheet on trafficking in the EU.

Operational Pentameter:

Operational Pentameter was a national joint initiative that developed from, and was funded through, the Reflex initiative. It was the first co-ordinated effort to tackle human trafficking on a national scale and was the largest co-ordinated policing operation ever carried out in this country. Launched on 21 February 2006, Operation Pentameter involved all 55 police forces in England, Scotland, Wales, Ireland and the Channel Islands for the first time, as well as

the United Kingdom immigration Service, the Serious and Organised Crime Agency (SOCA), the Crown Prosecution Service and several non-governmental organisations such as Poppy and Chaste. The aims included:

- Raising national awareness of the issues of human trafficking
- Identifying the scale of the problem
- Improving national and local intelligence about the organised criminal groups involved
- Recovery of victims and reduction of harm
- Asset recovery
- Making the UK a hostile environment for those involved in trafficking for the purposes of sexual exploitation

The Anti-Trafficking Monitoring Group, a coalition including Anti-Slavery International, Amnesty International UK and ECPAT (3), reviewed 390 individual cases, as well as data from the UK Human Trafficking Centre and figures obtained from freedom of information requests for its 167-page report titled 'Wrong kind of victim?'. It found marked disparities in the successful identification of trafficking victims, leading to fears that officials are overly concerned with immigration issues rather than assisting the victims of traumatic crimes, including sexual exploitation, enslavement and forced labour.

11 SOLACE. The role of local authorities in addressing human trafficking. Report of the SOLACE Study Group (2009).

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The National Referral Mechanism

As part of its obligation under the Council of Europe Convention on Action against Trafficking in Human Beings, the Government introduced a 'national referral mechanism' (NRM) to help identify victims of trafficking¹¹. Anyone who the relevant authorities have "reasonable grounds" to believe has been trafficked is entitled to a 45 day reflection period, during which they can access services such as those delivered by the Poppy Project and the Salvation Army which included providing accommodation for women who are victims of sex trafficking. NRM statistics for 1st April 09– 31st May 2011 show all together 1582 referrals were made amongst which 931 (53%) were positive.

On 19 July 2011 the UK Government published Human Trafficking: The Government's Strategy with a renewed emphasis on preventing human trafficking. However according to a report published by an inter-departmental ministerial group in Westminster on 18th October 2012 human trafficking in the UK is rising: crime gangs in China, Vietnam, Nigeria and Eastern Europe now pose the biggest threat to the UK.

The report claims that although there is currently no official figures for the number of victims trafficked into the UK each year, in the last year 712 adult victims and 234 child victims were reported to the NRM. Campaigners however argue that the actual number victims could be even higher as many victims choose not to come forward with the fear of being sent back. The report also said that there has been an increase in the number of children victims being forced in to crime including street begging. The Child Exploitation and online protection centre estimates there are around 300 child trafficking victims in the UK each year.

The second report by The Anti-Trafficking Monitoring Group's (ATMG) in April 2012 found that some preventative activities have been implemented across the UK and identified some areas of good practice, in particular at regional and local levels. Good examples were, however, somewhat obscured by the overall lack of a comprehensive prevention strategy. Consequently, prevention seems to be the weakest of the "three P's" – **prevention** – **protection** – **prosecution** – used to frame anti-trafficking work. There appears to be three main reasons for this: a limited understanding of the concept of prevention in the context of trafficking in human beings, the absence of a coherent prevention strategy, and the fragmented coordination of anti-trafficking efforts overall.

The Welsh Context

Prostitution and Trafficking

Women fleeing prostitution or trafficking are particularly vulnerable and need to feel confident that there are services in place to support them. Women affected by these issues are often difficult to reach and the problem is largely hidden. As our knowledge and understanding of these issues increases we are better placed to provide safe exit routes for these vulnerable women. We now have small projects in place in South Wales, such as the Diogel Project developed by BAWSO which offers services to support trafficked persons including supported accommodation and counselling, health and psychological assistance. The next step will be to work with partners in North Wales with the aim of making provision available in that area. We will also be supporting the UK Government Human Trafficking Strategy to ensure frontline staffs have the right tools and expertise to identify victims of trafficking and offer them appropriate protection and supports, bearing in mind the special needs of children.

Carl Sargeant, Minister responsible for Social Justice and Local Government, *The Right to be Safe*, 2010, p.13

¹² Bordering on Concern, Child Trafficking in Wales by ECPAT and The Children's Commissioner for Wales, 2009

¹³ Knowing No Boundaries, Local Solutions to International Crime by Joyce Watson AM, 2011

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The extent of trafficking in Wales is not known. However over the last few years reports such as *Bordering on Concern: Child Trafficking in Wales*¹², and *Knowing No Boundaries*¹³, have identified that children and adults are being trafficked into and within Wales.

There is an increasing awareness that Wales just like any other country and community is not immune to human trafficking. Although according to the NRM statistics, there were 34 referrals from Wales in 2011, campaigners argue the actual number of trafficked people is higher and like in the rest of UK, it is difficult to gauge the gravity of the problem and a significant portion of the Welsh population still fail to recognise that trafficking is happening right here in Wales. A recent report commissioned by the Children's Commissioner for Wales called *Bordering on Concern* highlighted 32 children who over a very short period of time had been trafficked in Wales.

In 2007 Amnesty International published *Under the Covers: Trafficking for sexual exploitation in Wales*. The report found evidence of a significant level of human trafficking for sexual exploitation in Wales.

It also stated that due to the nature and secrecy of this crime, it was extremely difficult to know the exact scale of human trafficking in Wales (and for the UK). In general, the report found:

- In the past two years 18 women from overseas have been removed from brothels in Wales.
- Twelve of them have been confirmed as victims of trafficking.
- The women found have been predominantly from the Far East, and aged between 18 & 40

- It is estimated that there are currently about 60 trafficked women working in brothels in Cardiff.

Safer Wales 2007 An Overview of Street Sex Work in Cardiff: Young people and their entry into street sex work – The perpetual cycle “I worms my way back” reported on the findings of research funded by Cardiff Children and Young People's Partnership and carried out by Streetlife and Safer Wales project working with and for street prostitutes. The report focused on the needs and lived circumstances of street prostitutes in Central Cardiff, giving a shocking picture of the life of young people on the streets of Cardiff offering their service for as little as £10. It was estimated that some of these women had been trafficked.

The Welsh Government (WG) cannot act in non-devolved matters unless it uses the LCO or Measures procedures first. Relevant non-devolved matters include the making of criminal laws and immigration issues. The Welsh Government is however able to and has acted in matters directly related to trafficking issues. It has demonstrated commitment to international human rights standards, issued Guidance, Strategies and Regulations and provided funding for service provision.

WG adopted the United Nations Convention on the Rights of the Child as the basis of policy making and implementation in Wales. This is a significant step in the recognition of a rights-based culture for children living in Wales, regardless of nationality. The core aims of the commitment can have a significant impact on the type of service provision and protection children can expect when living in Wales – whether they were trafficked into or around Wales. The seven core aims are also evident in the Guidance issued

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by WAG in April 2008 entitled: **Safeguarding Children Who May have been Trafficked.**

Children are also covered in the Welsh Assembly Government Refugee Inclusion Strategy of 2008 as there is growing awareness that unaccompanied asylum-seeking children can be and are the victims of international trafficking gangs.

Following the first report by the Anti trafficking Monitoring Group in June 2010, campaigners in Wales led by Amnesty International put a report together on trafficking showing that the UK Government's new anti-trafficking measures are "not fit for purpose" and the UK Government is breaching its obligations under the European Convention against Trafficking. They will also call on the Welsh Assembly Government to take stronger pan-Wales lead to tackle trafficking and ensure that victims are protected.

The report published in 2011, 'Knowing No Boundaries – Local Solutions to an International Crime' is the result of an investigative assessment of the trafficking of women and children in Wales for the purposes of sexual exploitation and forced labour. The report details the evidence gathering that has taken place led by Joyce Watson AM and the Cross-Party Working Group on Trafficking of Women and Children, including evidence given by witnesses and written submissions sent to the Group by service providers in Wales.

In 2009, the Gwent multi-agency anti-trafficking consultation group was set up by Gwent police in an effort to coordinate local responses and share information. The group brings together all relevant government and non-governmental agencies in the area with a role to play in tackling trafficking.

A Cross-Party Group on Human Trafficking has also been established in the Welsh Government, which has successfully pushed forward work on the issue. For example, the Group was instrumental in the creation of the Welsh Human

Trafficking Coordinator's role. The Coordinator is tasked with mapping and coordinating all anti-trafficking efforts across Wales, and strengthening their links with the rest of the UK. The priorities for the post holder are to raise awareness of human trafficking and assist in the training of professionals to identify and intervene in trafficking cases.

The coordinator is also ideally placed to collect evidence about the scale of the problem and support a multi-agency approach to create an effective and sustainable environment in Wales. This is the only post dedicated to coordinating anti-trafficking activity in any of the UK administrations and has been highlighted as a positive and pioneering initiative in tackling the issue of human trafficking.

In recent years, the Welsh Government has also taken some other decisive action to help statutory agencies to tackle human trafficking. Informed by the audit of trafficking activity in local authority social services departments and local safeguarding children boards, the Welsh Government has developed, with the charity ECPAT UK, a dedicated online training resource. In Your Hands will help practitioners to identify and safeguard children who might be or have been trafficked. The production of an all-Wales safeguarding protocol will also help ensure a consistent and coordinated response to child trafficking.

Despite all the good work in Wales very little is known about experiences of the people who are trafficked and also the views and perceptions of the front line agencies that are there to support the victims. Although this is a small study with limited resources, it is hoped that this piece of research will provide some valuable insights into those areas

Methodology

In order to meet the objectives, this qualitative study addressed the following broad research questions:

- How and why the interviewees became victims of human trafficking?
- What form of abuse and practices have the interviewees experienced as victims of human trafficking?
- What are the barriers to accessing services from the views and experiences of the victims?
- What are impacts of human trafficking and the challenges and aspiration for tackling human trafficking?

Participants and Recruitment

All the women (n=21) who were interviewed were trafficked to the UK and referred to BAWSO through the Diogel project. Given the ongoing safety concerns and the rigorous safeguards of human trafficking victims (Confidentiality and identity), demographic information (such as age, language, country of origin, or type of trafficking case) have been changed in the case studies.

All 21 participants had been reported through the National Referral Mechanism (NRM) and were receiving support from BAWSO as human trafficking victims. Using purposive sampling, participants were selected based on them being registered as service user through the Diogel project. For purposes of privacy and confidentiality, the initial contact was made by the support workers.

All twenty agreed to take part when they were approached and any immediate concerns that participants may have had about the research or using interpreters etc were addressed prior to arranging date and time for the interview. Participants were assured that their involvement is voluntary and would not impact the support, relationships with the staff or access to any of the services.

Furthermore, participants were also informed that they could change their minds about participating or stop the interview at any time. The interviews ranged from 50–90minutes. Thirteen of the interviews with the victims were recorded with consent and the focus group discussion with the front line agencies was also recorded and transcribed. Recordings were destroyed after transcriptions were completed.

Data Collection

In order to ensure the safety and comfort of participants, the interviews with the trafficked victims took place at the refuge and safe houses. Participants who preferred or spoke a different language other than English the interview was conducted with a trained language interpreter. A semi structured interview questionnaire with twenty three– mostly open–ended questions was developed for the interviews with the victims.

A second semi–structured questionnaire with 13 open–ended questions was developed for the service providers. The questionnaire was electronically sent to all the different organisations who are part of the Gwent Human trafficking Consultation Group (approximately 40 organisations) and 5 completed the questionnaire electronically.

A focus group using the same semi–structured questionnaire was also conducted with representatives from four different front line agencies in order to gather more input from service providers in order to get a more in–depth understanding of their views and experiences in supporting victims of human trafficking.

Methodology

Data Analysis

Since the research questions are exploratory in nature, a qualitative methodology using content and thematic analysis techniques was utilised. The textual data was systematically organised and analysed. Open coding of data was used and the data were subsequently organised or grouped into concepts and later developed into contextual themes. The findings are grounded with the use of direct quotes from participants. In order to be representative in selecting comments for inclusion, all responses that represent diverse thought, actions, or decisions associated with the research questions are reported. A draft report was also sent to all participants for views and feedback for the final version.

Limitations

This study utilised a non-probability convenience sample and therefore the findings are not generalisable to all trafficking victims. However, findings from this study are significant, and break ground with regard to understanding of the needs of human trafficking victims in Wales. The findings therefore may be applicable for practice and policy consideration in the human trafficking field.

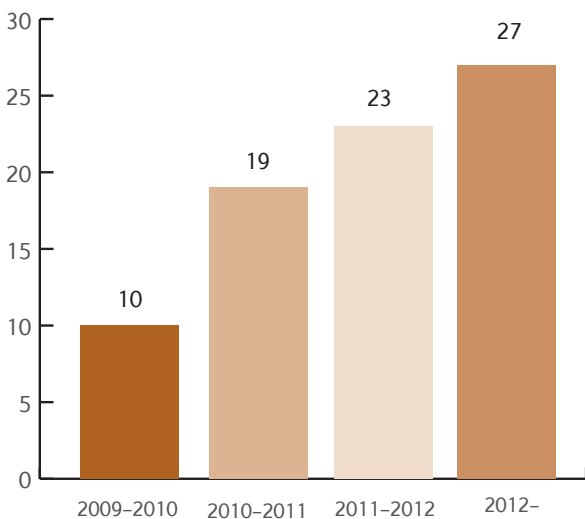
Results and Findings

Diogel Project

The Diogel project was set up by BAWSO in 2009 providing support and housing to women trafficked into the UK for sexual exploitation or domestic servitude. This service is able to provide accommodation and support to 13 women at any one time with properties across Wales and provides intensive support addressing women's practical, emotional and psychological needs. Since inception in 2009, the Diogel project has supported 57 women affected by human trafficking, some accompanied with children.

1.1 Number of Service User Supported

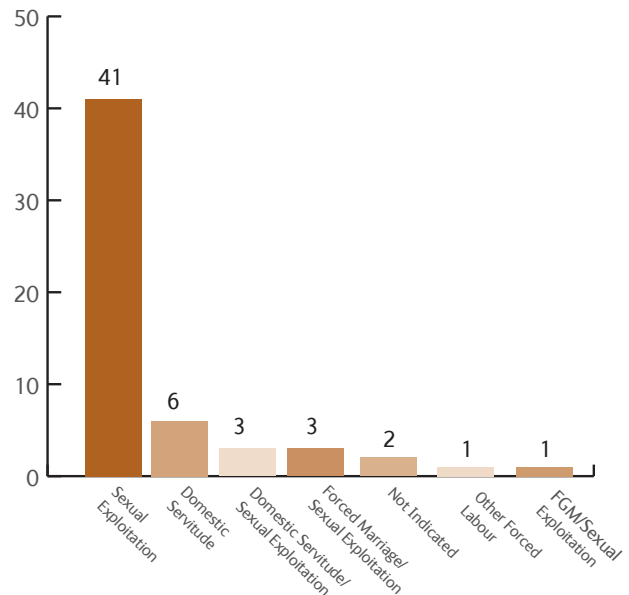
The graph below shows the number of victims supported throughout a financial year. The bar graph below also illustrates the numbers of women being supported through the Diogel project has increased over the last 3-4 years.



1.2 Types of Exploitation

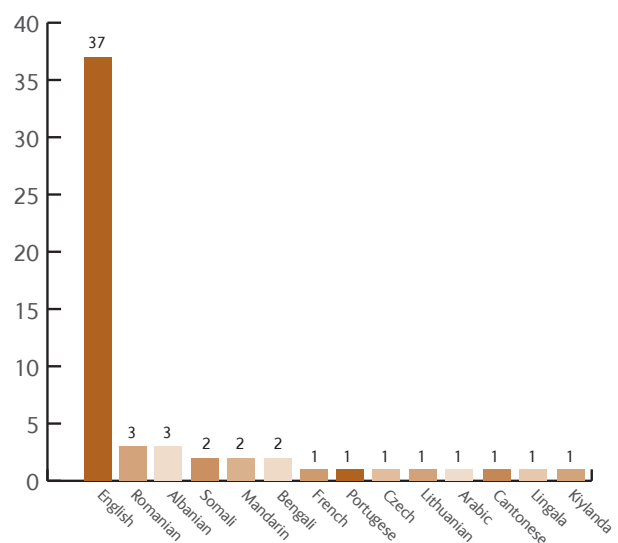
Victims of human trafficking generally fall into two broad categories- sex trafficking and labour. The majority (41 out of 57) of the women who were referred to BAWSO through the Diogel project were trafficked into sex industries and forced into activities such as prostitution. Second highest was domestic servitude with 6 of the victims reporting they had been trafficked for

that reason. Some victims however reported they had experienced more than one form of trafficking.



1.3 Types of Language

Although a majority of the women (37) referred to BAWSO through the Diogel project were able to communicate in English, the language support for the other 20 was invaluable in ensuring they were getting a specialist and effective service.

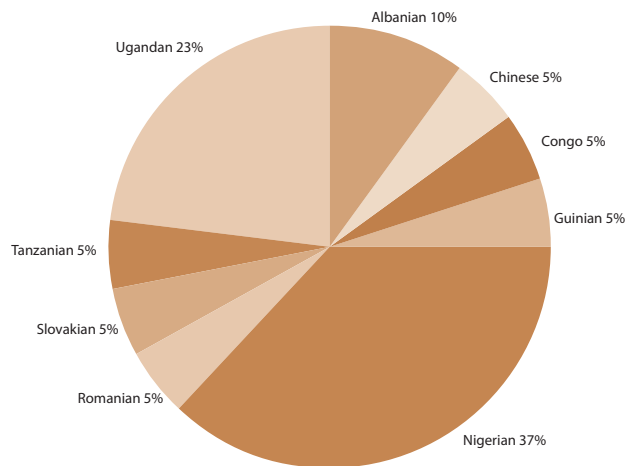


Results and Findings

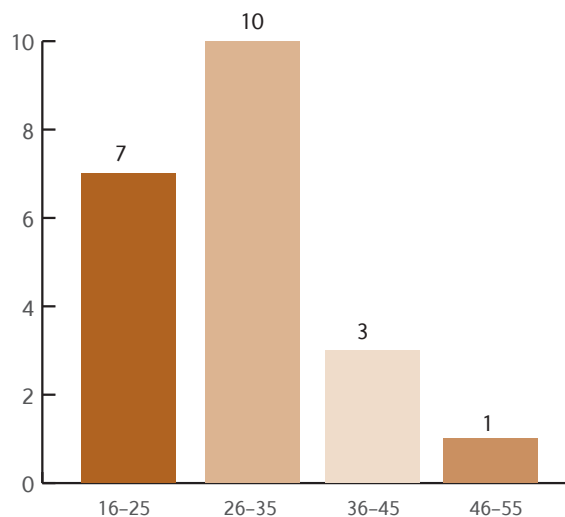
The Research study findings

The pie charts below show the breakdown of the ethnicity and also the age range of the trafficked victims who took part in this study:

1.4 Nationality of Trafficked Service Users



1.5 Age Range of Trafficked Service Users



Based on the data gathered from the in-depth interviews with human trafficking victims/survivors as well as from the service providers' contribution using the questionnaire and focus group, four broad themes emerged related to vulnerabilities, experiences and support needs of the victims:

- 1) How and why trafficking occurs,
- 2) Practices of trafficking and the experiences of the victims,
- 3) Experiences of using services and barriers to access,
- 4) Impact of trafficking, challenges and aspirations for tackling human trafficking.

Overall, the participants from the Diogel project or the human trafficking victims: feared expulsion because of the threat of retaliation and the high risk of violence they may face if they were sent back; they were very concerned about their lack of understanding of the systems and immigration process in the UK and also with their limited or no knowledge of their rights and the existing support and services they can access.

The causes: how and why trafficking occurs

Majority of the women who were interviewed reported some kind of vulnerability which explains the root causes and how they became a victim of human trafficking. The causes for the recruitment included abject poverty especially among women in the country of origin; Situations of armed conflict and oppression leading to a lack of political, social and economical stability; a poor quality of life and a lack of reasonable and realistic prospects for improvement.

Participants also reported circumstances where they felt entrapped or misled by people they knew and trusted illustrating the lack of public awareness of the dangers of trafficking. Other reasons included debt bondage and violation of human rights. The cultural practices and also systems which discriminate against women led to some of the trafficked victims interviewed, feeling vulnerable without any social protection networks and support. The experiences of the trafficking victims in the research also confirmed root causes such as the increasing demand for cheap and exploitable domestic labourers and also the ever increasing rise in the demand for sex workers in a highly lucrative and globalising sex industry.

Results and Findings

One participant said:

'My mom lives there, all of them. I don't know where they are. My dad, my husband I don't know about them. My sister and brother, who died when I was there, they were killed in the war. So I don't know who is still alive and I don't know where they are. The children, a new baby was born when I was helping my sister and my brother when they died, I was the one helping them and looking after the children. They were all probably dead now. This guy promised to help me and that's how I was introduced to him'.

Some participants also described how they fell prey to 'Deceptive' relationships and false promises of a better and stable life with opportunities for education and jobs. Quite often it was a combination of all different factors.

Direct quotations from participants include:

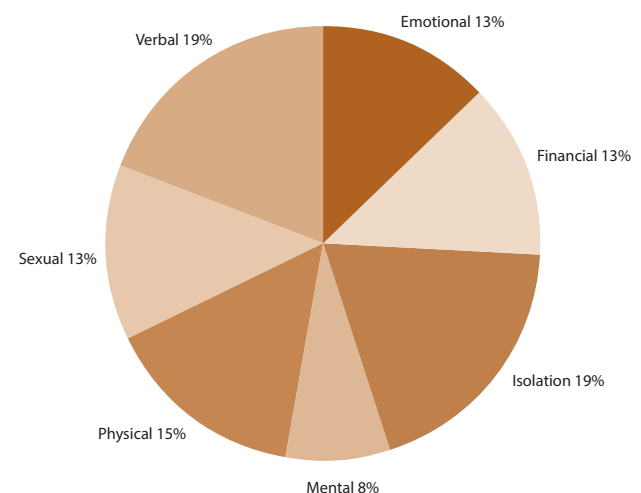
'Because she promised me when we came to this country, she will take me to school. That was the agreement with my dad as well. That's why I came, because I really like to study and I was still young. And she said to me I can do that, because she said she will take me to school. But when I came here I was asked to stay at home and look after the kids and also do everything around the house'.

'Really at the moment, I find it very hard to trust people because I thought trusted him, he loved me and I loved him. I didn't think that he would ask me to go on a holiday and then make me work as a prostitute. You know because of that- what he did is he just separated me from my family, my mom and my dad. Because for my family, it's very painful to accept what I have done and having a baby and not being married, it's really hard for my family. But nothing I can do about that now what happened has happened, you know, not that I wanted to do that. Many things happen to people in life. I don't know'.

Practices of human trafficking and experiences of the victims

Trafficked victims who took part in this research were foreign-born and shared the unfamiliarity with the notion of human trafficking and also with the system and process here. The victims described how they had no understanding of human trafficking and that they were being trafficked. Once they were here, they not only faced isolation with no contact with family they left behind or anyone else they were also threatened and forced into conforming with threats of abuse and violence being inflicted on their family and children.

1.6 Form of abuse experienced



One participant said:

'He promised me that if I was to come to the UK, he was going to get me a better life. I was brought here on the back of a lorry. I had met him 8 months ago and trusted him but once we arrived here he forced me into prostitution. Because I didn't want to work as a prostitute, he also basically, abused my daughter (four year old) and that's how he forced me to go to work'.

Results and Findings

The experiences of the victims included psychological, sexual, financial as well as other forms of abuse. The length of the victimisation period varied with the participants but the severity and the impacts of human trafficking on the psychological, physiological, cultural and social well-being of the victims was clearly visible. The fear of retaliation and also with no knowledge about how to get support and what kind of support they are able to get, there was little hope for being rescued and coming out of the traumatic experiences.

One of the participants stated:

After I had miscarriage, I went to the hospital and like for three weeks. And then they said I had bacteria. They said to me I had bacteria and that is why I had miscarriage. They gave me antibiotic so after I finish, go back to the hospital, in three weeks,

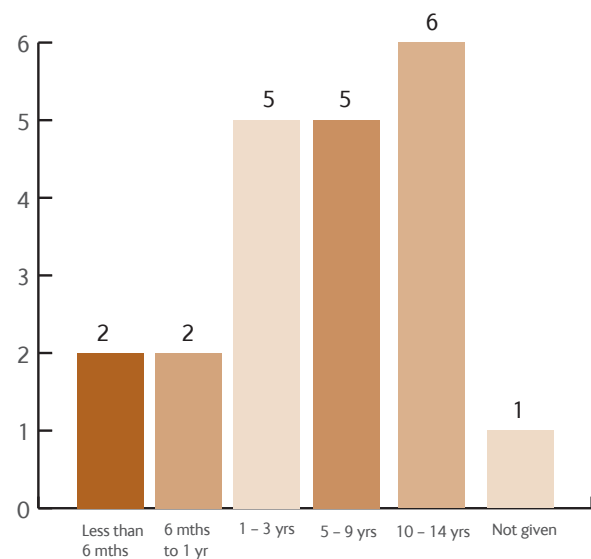
I had an appointment to go and see my GP. So when I went there, she was just asked me where/ how I live in that house, you feel happy, how I had miscarriage and everything, how the life is going in the house....so after I say everything to her, she called social service. After she called them and said I have this girl here and she has this problem and this.

That time I don't have anyone to talk with because she doesn't allow me to sit with anyone or talk with anyone. And I remember when I came here, she said to me; don't even trust anybody in this country. Maybe just sit down and talk about your life or how you live or everything in this house only. That time I don't understand why she said that. But I said, ok. After I said that to my GP, she said to me, do you know why said that to you? I said I don't know'.

Another participant described her fear of the Police:

'Not because I didn't see it as being used as domestic servant you know. Because most of the time, they have like, kind of like told me like don't tell anyone anything, if they know you are here, they will take you. Or don't...because if you tell anyone, they will tell police. And if police know that you are here, they will come and take you. So they, police are kind of like enemy to me right now. I shouldn't even get to the stage I cannot even walk street straight, when I see them I had to kind of like turn'.

1.5 Length of stay of Trafficked Service Users



Results and Findings

Case study: MO

Mo was 17 years old when she left her father in Congo in order to come to the UK with her family friends. Mo's mother had left her family when she was a little girl. These family friends promised her and her father that they would adopt Mo and send her to school in the UK. Mo came with them because she really likes to study. However, once they arrived, Mo was told that she was to take care of their three children including the newborn baby while the wife goes to work at a reputable company in the UK. She was given only 30 pounds per month. The husband was not working and stayed home. He attempted forcing her to have sex with him. He abused everybody at home both physically and verbally. Later she took an English course just a few hours a day. But because she always had to rush home, she never made any friends. She was also told not to talk to anybody in the UK. Eventually, Mo met her boyfriend and became pregnant. That is when the abuse got even worse. The wife also shouted at her. She had a miscarriage and also contemplated suicide. On her check up at the local surgery after the miscarriage, the GP asked Mo how she was feeling and where she lived and so on. Mo told the GP, the first time since coming to the UK, what she was experiencing in her life. The GP called social service right away. Soon she was talking to the police, taken to various safe accommodations before coming to BAWSO through Salvation Army. Now at age 20, Mo is eager to start going to a college and get a job so she could support herself and her child.

Case study: Tary

Tary and her brother lost their parents to a tragic accident in her native country in West Africa. Her mother's aunt told her that Tary should go live with her friend. Tary was taken to another country in near east where this woman lived. The woman said Tary was to take care of her children but also would be going to school. Once they arrived, however, dressed to look older than her real age 13, Tary was sent out on streets to work as a prostitute. Tary did not know anybody. She worked every day, 10 pm to 6 am. One day Tary collapsed with excruciating abdominal pain and was rushed to a hospital. When she woke up, she discovered a big scar on her stomach. But that night, the woman came to sneak her out of the hospital and two days later they went back to her country. Eventually Tary was brought to London by the same woman. She recalls how she was forbidden to see inside of her own passport. "... If they ask for your name (at the airport), then you can say your name, but they didn't ask anything." As soon as they came out, her passport was taken away. Life in the UK was the same. She now learned about her prospect, "...I was told I owe her a large amount of money, my balance is 35000 pounds." The woman even threatened to kill Tary when she told her she could not pay because she was pregnant. Tary felt she had no other choices. A former prostitute told her she could stop going to the brothel and run away at the same time Tary should also start going to church. "I took her advice...I stopped going to brothel...I just do the party (which paid better), pay my rent until I sort myself out." It was a pharmacist who expressed his concerns for Tary and she finally shared some of her stories. He suggested how Tary could seek some help. Soon she was referred to Salvation Army.

Results and Findings

These testimonials tell us how the victims are forced to be silent and disempowered hiding this crime deeper in our societies where these people barely survive in a shadow. At the same time, the final breakthrough came to some survivors by just fortunate encounters with the members of community, whether health care providers or a fellow prostitute, who simply asked them how they were feeling or shared a piece of knowledge with them.

Experiences of using services: barriers to access and identified support needs

Increased and improved communication was identified as an initial and an important need in several different ways. Once rescued, majority of the participants expressed the need to maintain contact with children and family members in their home countries. This contact was important because during the victimisation period, contact with their family was nonexistent or minimal.

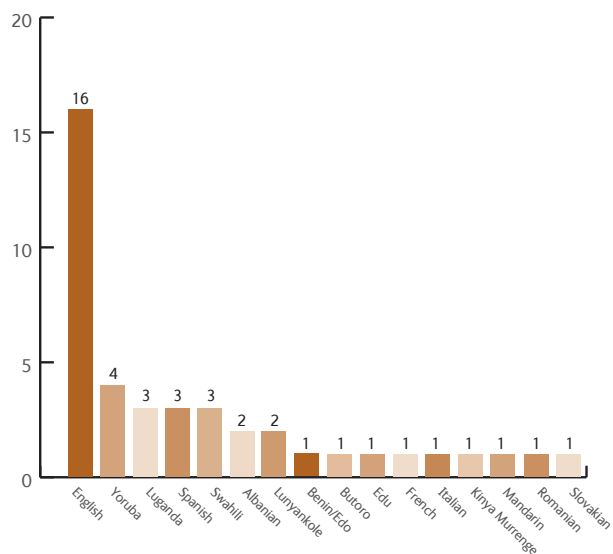
‘I just want to be sure that I’m not going to be killed by the people who trafficked me. I am going to be secure in here. The most important thing is to feel secure here. I don’t even have any contact with my family because that way the traffickers may find out I am here. That is the right thing to do isn’t it?’

Three of the participants however, did not wish to make any contact with the family back home as they feared that will increase the risk of retention by the traffickers. One participant also said her life would be in danger from the family and relatives as she had left her husband and a child behind to travel with the man who as she found out later on was her trafficker. When asked if she has made contact with her family she replies:

‘No, I haven’t had any contact. I’m worried that they want to kill me because of the tradition’.

The need for communication also extended to their lives in the UK as rescued victims of human trafficking. Amongst the participants, six women needed an interpreter as they didn’t speak English at all, 3 others had limited English. Language was identified as a barrier in terms of improving access to information and services. Taking English classes was identified as a need by the participants as they believed that English proficiency was necessary for their future, success and the success of their children in the UK. This was also crucial in understanding the system and the process; settlement and safety; their health and well-being; financial stability as well as social and familial equilibrium.

1.8 Diversity of languages spoken by Service Users



After their period of forced confinement during their human trafficking victimisation, the need for security and safety was paramount for the survivors. Having appropriate and adequate support in order to understand the process of NRM, rights and entitlements is crucial for dealing with the stress, anxiety and uncertainties.

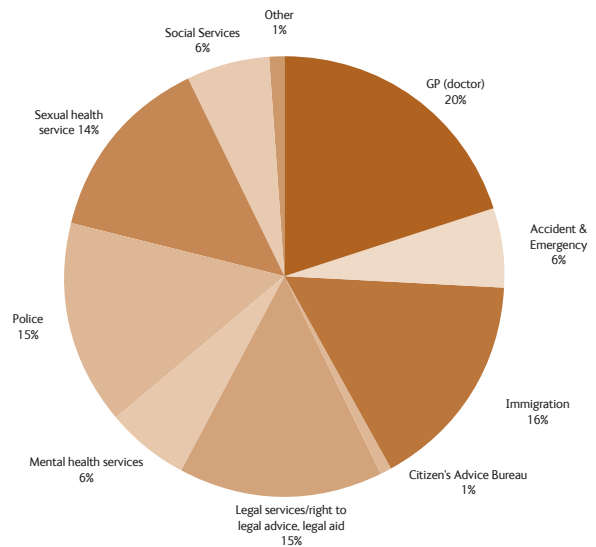
Results and Findings

When asked about what kind of support is needed one participant said:

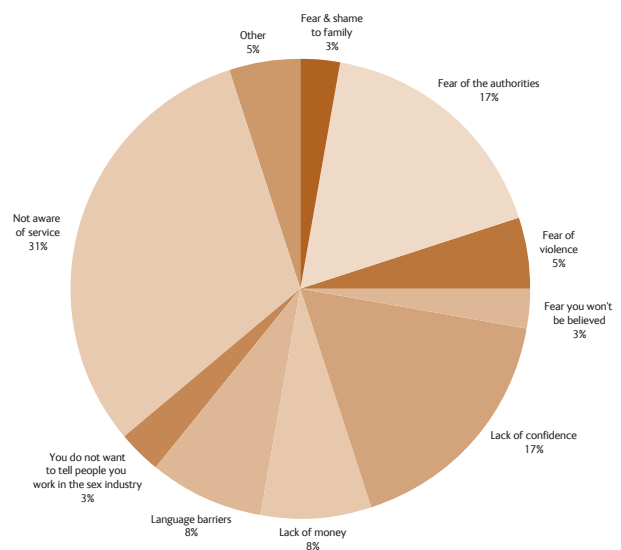
‘The first thing is that I don’t want to go to (names the country of origin). I need the support with getting permission to stay here with my daughter. I didn’t know what you have to do, and my support worker here (BAWSO) has helped me to understand what I have to do and the solicitor has also said I have rights like everybody else. I want to move forward with my daughter here because if I go back we will be killed or the same things will happen again and I don’t want that. I want to feel safe with my daughter. I worry about this all the time. She is only four years old but has seen so many bad things (breaks down into tears)’.

Several participants mentioned how they were rescued through some form of contact and involvement with health professionals, but there was very little awareness and understanding of the services available to them. When describing their emotional and psychological needs, participants emphasised that priority is given to serving their immediate and basic needs, rather than their emotional needs. Due to the everyday demands of life and single parenting, survivors are not able to devote time and energy to recovering from their trauma. The stabilisation of their children’s basic needs of complying with the requirements of the asylum system took precedence, and since many struggled financially month-to-month, addressing their recovery from trafficking seemed impracticable to them.

1.9 Level of Awareness



2.0 Barriers to accessing of services



Service providers also resonated with the victims in understanding the barriers to accessing services and were fully aware of the support needs of the victims as well the urgent need for collaborative working across departments and all different sectors to develop a coordinated and holistic approach.

Results and Findings

'I think the first bit is all about adding some advocacy and having somebody there that can support and guide and be the person of trust, adult of trust. We still know the cases where young people are being seen as criminals not victims, so really for that not to happen, we need to actually see young are still being forced to work in cannabis factory as victims rather than just thinking we need to put them in secure place, we need think more about is that the most secured place for them?

And proper plans need to be put in place, with refuge and accommodation that is appropriate. And there is a case at the moment of a young boy who was in sent to prison and then was released to foster placement, Vietnamese young man, he was gone. Unless thing change we know this will continue to happen, there was no plan and there was no strategy.

But how does that work?

And the local authority there has had three of these cases in three weeks. That's thing we need to working together and regognise that these things exist here that's clearly the issue—within that area all of cannabis factories and Vietnamese, Asian young men in particular needed addressing. So that's what we really need to see and understand that children and young people are facing these issues before we start labelling them as criminals and all that'.

Impacts of trafficking, challenges and aspirations for tackling human trafficking

As the findings illustrate that in most cases trafficking victims have no idea that they are being trafficked but are brought into the UK with legal documentation. The lack of knowledge and understanding of 'how things work here' —the process and the system leaves many feeling lost, confused and vulnerable. In describing the challenges and complications of the system one service provider was noted saying:

'I think it's a red herring the National Referral Mechanism because it means everybody can talk about that and forget what it means for the victims....It's a system where it's been proven time and time again actually you stand I think it's a ridiculous percentage, seventeen percent more chance to be recognized as a trafficking victim if are from the UK or the EU. If you are from Africa, you can forget it. The majority of people that we are in contact with are all from those countries, so why on earth would anyone consent to being referred when they had the fear of god put in to them about what would happen if they do, and potentially, if they come through our services, they got this whole credibility questions being raised about them again'.

The specialist support and advocacy with appropriate and accessible information is invaluable in helping them to move on in life and also in raising their aspirations for the future. Given the hopes and the continued struggle to become self-sufficient as well to develop networks of support, participants described spending more time on self-efficacy, or their ability to successfully manage their lives and achieve their goals.

Results and Findings

Despite most of them still struggling with the traumatic experiences, the support from the support workers and other agencies was highlighted as invaluable in helping them to move forward and start thinking independently. Participants expressed gratitude towards the staff from the front line agencies, networks of friends they are making including the friendships with the other victims is helping them to re-discover their own identity and dignity. They are also aware that the transition from being a victim of human trafficking to being independent and able to carry on without the support would be a difficult one. Some described feeling nervous or scared when their formal support and relationships with the staff and the agencies ended, whether they would be able to carry on with confidence as one participant describes:

'Before, I don't know if I was entitled to any services at all, because my level of knowledge was little. At that time was I say nothing, actually. So all this information, the services, I never thought I was entitled to them until my support worker explained. I would like to think I can get on with my life but sometimes I wonder what would happen if the support wasn't there? I get worried thinking how I would deal with it, it still scares me thinking.. being on my own with all this'.

The front line service providers also reported it was crucial that the professionals who are there to support the trafficked victims are well equipped and ensure that they are providing the right level support and information to the victims of all ages. Some concerns were also expressed with regards to the lack of clarity around roles and responsibilities and also with the limited influence the third sector is able to have on the process and system. One service provider said:

'Because we see asylum letters where it says you came to this country as a child, you were domestic servitude, blah blah blah, right at the end your asylum claim is refused. There is never referral to NRM, there is no even, even though at the beginning of the letter clearly identifies this person was trafficked. Yet they are unable to follow through our guidance. Only way that I put it and who is looking over them to check they are doing their job competently? Because in any of the safeguarding perspectives, you wouldn't have somebody else doing such services job for them. And that's what's happening in this context. I think everybody here will accept it. I think the third sector, sorry, we do have a role in actually saying what is the competence, what it actually looks like, I mean...Our minister has to think about this'.

Discussion and Recommendations

There is very little existing research about the views and experiences of the trafficked victims. The understanding of the views and experiences of the victims can immensely help to plan anti-trafficking work and in meeting the requirements of the Convention under all three P's: Protection, prosecution and prevention.

Language and cultural barriers as well as the lack of awareness leaves most of the victims feeling excluded and withdrawn from the discussions that have a direct impact on their future and their families' future. Providing the specialist support and appropriate advocacy should encourage more victims to ask questions, and take an active part in the discussions to identify support needs and ways to address those needs. This will not only help to raise awareness for everyone across the board but also help to empower the victims by building their confidence.

Recommendation:

Views and experiences of trafficked victims and the identified support needs should be considered in planning and delivery of services- this can only be achieved through specialist support and advocacy.

Most victims do not know or realise they are being trafficked and the traumatic experiences they go through during the victimisation process has an impact on all aspects of their life physically, psychologically and emotionally. The victims of human trafficking are arguably more vulnerable after they had been rescued due to the effect of manipulation and violence they have experienced as well as the fear of retention. It is critical and a requirement of the Convention that the victims are provided adequate protection with access to victim centred support and services. . Once the victim has been identified the treaty requires States to assist them 'in their physical, psychological and social recovery'. A minimum standard of assistance is set forth, which includes: secure accommodation, psychological and material assistance,

emergency medical treatment; interpretation services; counselling; information on their rights; assistance to ensure their rights are presented in criminal proceedings; and in the case of children, education. Whilst meeting the basic and more 'visible needs', it is just as important to provide the victims with the support and access to appropriate services that help them to recover psychologically and emotionally.

Recommendation:

Provision of support to victims to overcome the traumatic experiences and access to appropriate services that can help to enhance psychological well-being needs to be prioritised.

Almost a year into the appointment of the Human Trafficking Coordinator in Wales, there has been significant amount of progress in awareness raising with organisations and professionals. It is however, difficult to assess whether that has had any impact on the public opinion and perception in general that trafficking affects people from certain parts of the world and is linked to sexual exploitation only. Raising awareness and anti-trafficking work needs to reach out to individuals, communities and society as a whole in order to have a sustainable impact in eradicating trafficking. Creative methods and appropriate approaches are needed to equip communities with the knowledge and tools to be more vigilant, identifying victims, reporting and also in preventing trafficking.

Recommendation:

Community Champions from diverse backgrounds should be identified and trained to raise awareness at community level. In addition, to explore ways to make correct information about victim's rights and available support more visible in the community so as to encourage them to seek help without fear of criminal charges on themselves.

Discussion and Recommendations

The hidden nature and the lack of comprehensive data on the extent make it more difficult to understand the needs and experiences of the victims of human trafficking. This continues to be a real challenge. There is an urgent need to establish the gravity of the problem and to tackle the issue from source to destination. It is important to gather comprehensive data and information so that a true picture of the phenomenon can be gauged. Some progress has been made in this area but more needs to be done throughout the UK.

Recommendation:
The establishment of an all Wales referral procedure protocol for all people who may have been trafficked in Wales.

Lack of accessible information, understanding of the process and system causes a lot concern and frustration for the victims. In many cases victims are left feeling lost and confused with the lack of clarity around responsibilities and coordination between organisations. Also, Professionals providing mainstream services such as in health are often the most likely and only route to survival for trafficked victims. It is important that health, local authorities and other mainstream services work in partnership and in harmony with the third sector in order to develop a coordinated and holistic approach.

The duty to care and safeguard should override any complications over roles and responsibilities. A coordinated approach with a protocol for practitioners and improved collaborative working across the board will not only help to support the victims better but also help inform polices, service provision and encourage more adequate use of resources.

A coherent and coordinated programme of training needs to be developed for staff and practitioners at different level in Wales. Recommendation: A multi-agency protocol needs to be developed with care and support standards to equip professionals involved in anti-trafficking work. This needs to be supported with appropriate provision of specialised training for practitioners in the front line. This should include social services, police, UKBA and the voluntary sector, in line with some of the recommendations of the SOLACE Report in particular concerning identification of victims.

Human trafficking is a global phenomena and it is important that efforts are made to improve regional, national and international cooperation. This is crucial for developing information exchange, sharing good practise and for strengthened operational cooperation between law enforcement agencies. Collaborations beyond the national borders and boundaries need to be based within a broader framework: encompassing the protection of the trafficked, increasing prosecution of the traffickers and also preventing human trafficking by tackling the root causes with joint-up planning and effective initiatives.

Recommendation:
More coordinated and regular exchange of information is needed between relevant agencies that hold specialist knowledge and experience in the field. For example, with TARA Scotland and the POPPY Project, London, Barnardos, BAWSO, the Children's Commissioner for Wales, ECPAT UK, the police, SOCA, Wales Migration Strategy Partnership, Welsh Refugee Council and other voluntary sector agencies. More international collaboration is needed to share and exchange good practices, to increase awareness and also to prevent trafficking by tackling root causes.

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Appendix 1

Trafficking of women in Wales 2011

Questionnaire for Service Users

Introduction

The aim of this study is to gain a better understanding of the levels of service provision for women who have been trafficked. It is also intended to raise awareness of the issues of victims of trafficking in Wales and identify their support needs.

Guidance for Completion

Please fill in this form as fully and as honestly as you can. Results from some of this research will be published in a research report.

SECTION 1: About You

1. What is your age?

2. What is your nationality?

3. Please place an X against the ethnic group you feel you belong to?

- White British
- White Welsh
- White English
- White Irish
- White European (please state country of origin)
- Other white background (please state)
- Mixed white and black- Caribbean
- Mixed white and black- African
- Mixed other mixed background (please state)
- Indian
- Pakistani
- Bangladeshi
- Chinese
- Other Asian background (please state)
- Black Caribbean
- Black African
- Other Black background (please state)
- Arab
- Gypsy/ Romany/ Irish Traveller (please state)

Appendix 1

4. What languages do you speak?

Please write all the languages below and place an X by the level of understanding

1) <input type="text"/>	2) <input type="text"/>	3) <input type="text"/>	4) <input type="text"/>
<input type="checkbox"/> Basic:	<input type="checkbox"/> Basic:	<input type="checkbox"/> Basic:	<input type="checkbox"/> Basic:
<input type="checkbox"/> Intermediate:	<input type="checkbox"/> Intermediate:	<input type="checkbox"/> Intermediate:	<input type="checkbox"/> Intermediate:
<input type="checkbox"/> Fluent	<input type="checkbox"/> Fluent	<input type="checkbox"/> Fluent	<input type="checkbox"/> Fluent

Please add additional languages here and level of understanding:

5. What languages do you read/write?

Please write all the languages below and place an X by the level of understanding

1) <input type="text"/>	2) <input type="text"/>	3) <input type="text"/>	4) <input type="text"/>
<input type="checkbox"/> Basic:	<input type="checkbox"/> Basic:	<input type="checkbox"/> Basic:	<input type="checkbox"/> Basic:
<input type="checkbox"/> Intermediate:	<input type="checkbox"/> Intermediate:	<input type="checkbox"/> Intermediate:	<input type="checkbox"/> Intermediate:
<input type="checkbox"/> Fluent	<input type="checkbox"/> Fluent	<input type="checkbox"/> Fluent	<input type="checkbox"/> Fluent

Please add additional languages here and level of understanding:

6. When and where did you arrive in the UK?

7. How long have you lived in the UK?

Please place an X in one of the boxes

- I was born in the UK

I have lived here for:

- More than 20 years
 15–19 years
 10–14 years
 5–9 years
 1–3 years
 6 months to 1 year
 Less than 6 months

Appendix 1

SECTION 2: Your experiences

We would like to know about your experiences when you first came to this country.

8. **What were the circumstances of your travel to the UK? (Follow up questions/prompts to include: Can you tell me the story of how you were brought into the UK? Why did you decide to come to the UK? Were your family financially secure?)**

9. **Were you aware that you will be deployed as a sex worker or domestic servant?**

10. **Can you tell us about your relationship with the trafficker when you first came here?**

11. **Have you experienced any of the following? Please tick all relevant boxes**

- Physical abuse
- Verbal abuse
- Sexual abuse
- Financial abuse
- Mental abuse
- Emotional abuse
- Isolation

12. **Could you tell us a bit more about what you have experienced?**

(How long has it been happening for? How often did you suffer any of the above? By whom?)

Appendix 1

SECTION 3: Service Provision & Awareness

13. Are you aware of the following services?

(If yes, please X as many boxes as apply)

- | | |
|--|--|
| <input type="checkbox"/> General practitioner (doctor) | <input type="checkbox"/> Citizen's Advice Bureau |
| <input type="checkbox"/> Sexual health service | <input type="checkbox"/> Police |
| <input type="checkbox"/> Mental health services | <input type="checkbox"/> Legal services/right to legal advice, legal aid |
| <input type="checkbox"/> Accident and Emergency | <input type="checkbox"/> Immigration |
| <input type="checkbox"/> Social Services | <input type="checkbox"/> Other (please specify) <input type="text"/> |

14. Have you used any of the following services in the past 12 months?

(Please X as many boxes as apply)

- | | |
|--|--|
| <input type="checkbox"/> General practitioner (doctor) | <input type="checkbox"/> Citizen's Advice Bureau |
| <input type="checkbox"/> Sexual health service | <input type="checkbox"/> Police |
| <input type="checkbox"/> Mental health services | <input type="checkbox"/> Legal services/right to legal advice, legal aid |
| <input type="checkbox"/> Accident and Emergency | <input type="checkbox"/> Immigration |
| <input type="checkbox"/> Social Services | <input type="checkbox"/> Other (please specify) <input type="text"/> |

- I have not accessed any services in the past 12 months

15. Do you feel you are entitled or have a right to any of the services below?

(Please X as many boxes as apply)

- | | |
|--|--|
| <input type="checkbox"/> General practitioner (doctor) | <input type="checkbox"/> Citizen's Advice Bureau |
| <input type="checkbox"/> Sexual health service | <input type="checkbox"/> Police |
| <input type="checkbox"/> Mental health services | <input type="checkbox"/> Legal services/right to legal advice, legal aid |
| <input type="checkbox"/> Accident and Emergency | <input type="checkbox"/> Immigration |
| <input type="checkbox"/> Social Services | <input type="checkbox"/> Other (please specify) <input type="text"/> |

16. Are there any other services you would like to use but don't?

If you would like to access services in the future please explain why you do not currently have access to them.

Appendix 1

17. Has anything stopped you from accessing a service?

(Please place an X to as many that you feel apply to you)

- | | |
|--|--|
| <input type="checkbox"/> Not aware of service | <input type="checkbox"/> Lack of money |
| <input type="checkbox"/> You do not want to tell people you work in the sex industry | <input type="checkbox"/> Fear of violence |
| <input type="checkbox"/> Language barriers | <input type="checkbox"/> Fear of the authorities |
| <input type="checkbox"/> Lack of confidence | <input type="checkbox"/> Fear you won't be believed |
| <input type="checkbox"/> Location of service | <input type="checkbox"/> Other (please specify) <input type="text"/> |

18. Please tell us what has helped you to access services

(such as promotional information from services, location of services etc) and how has this helped?

19. When accessing services in the last 12 months have you told them that you are a sex worker? Please place an X against **one** answer:

- Yes No

20. If you answered Yes to Q19 please explain which services you told and why.

If you answered No to Q19 please explain why you did not tell them.

21. What are the three most important things that service providers could do, which would help you and other women in your situation? Please list them below:

1.
2.
3.

22. Have you ever had a sexual health check up? Please place an X against an answer:

- Yes No

23. If you answered Yes to Q22 when was the last time? Please place an X against one answer:

- 1-3 months 4-11 months over 12 months

Thank you for taking part in this study

Appendix 2

Meeting the needs of trafficking victims in Wales 2011

Questionnaire for practitioners

Purpose for research

The aim of this study is to gain a better understanding of the levels of service provision for women who have been trafficked in Wales. It is also intended to raise awareness of the issues victims of trafficking encounter and identify their support needs.

Results from some of this research will be published in a research report. If you would like your organization's name to be included in the research please let us know.

1. Name of agency

Contacts

2. Have you been in contact with victims of trafficking in the past one year?

Yes No

3. How did you come in contact with them?

Self referral Referral from other agencies (please specify)

Other methods (please specify)

4. How many victims of trafficking have you supported in the last one year?

5. From your experience, what can you say are the needs of women who have been trafficked?

Appendix 2

6. How do you assess the needs of trafficked victims?

7. What services do you provide to victims of trafficking?

8. What other services do you think should be provided?

9. Would you say you have enough trained staff to deal with their needs?

If yes, please explain. If no, explain the gaps and what you are doing about it.

10. What procedures do you have in place to protect victims?

- | | |
|---|---|
| <input type="checkbox"/> 1. Child protection procedures | <input type="checkbox"/> 3. anti-trafficking practice |
| <input type="checkbox"/> 2. Victim protection guidance | <input type="checkbox"/> 4. Prosecution guidance |

Any other (please specify)

Appendix 2

10b) In your opinion, what else do you think should be done to protect victims of trafficking?

11. Can you please tell us the challenges you face in your work with trafficked women?

b) How does it impact on your work and the lives of rescued victims?

12. Who are your three key partners in the area of trafficking and how do you work with them?

1)

2)

3)

12. Do you have any case studies that you would like to share with us?
(all respondents)–for case reviews

Any other comments

Thank you for taking part in this study





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