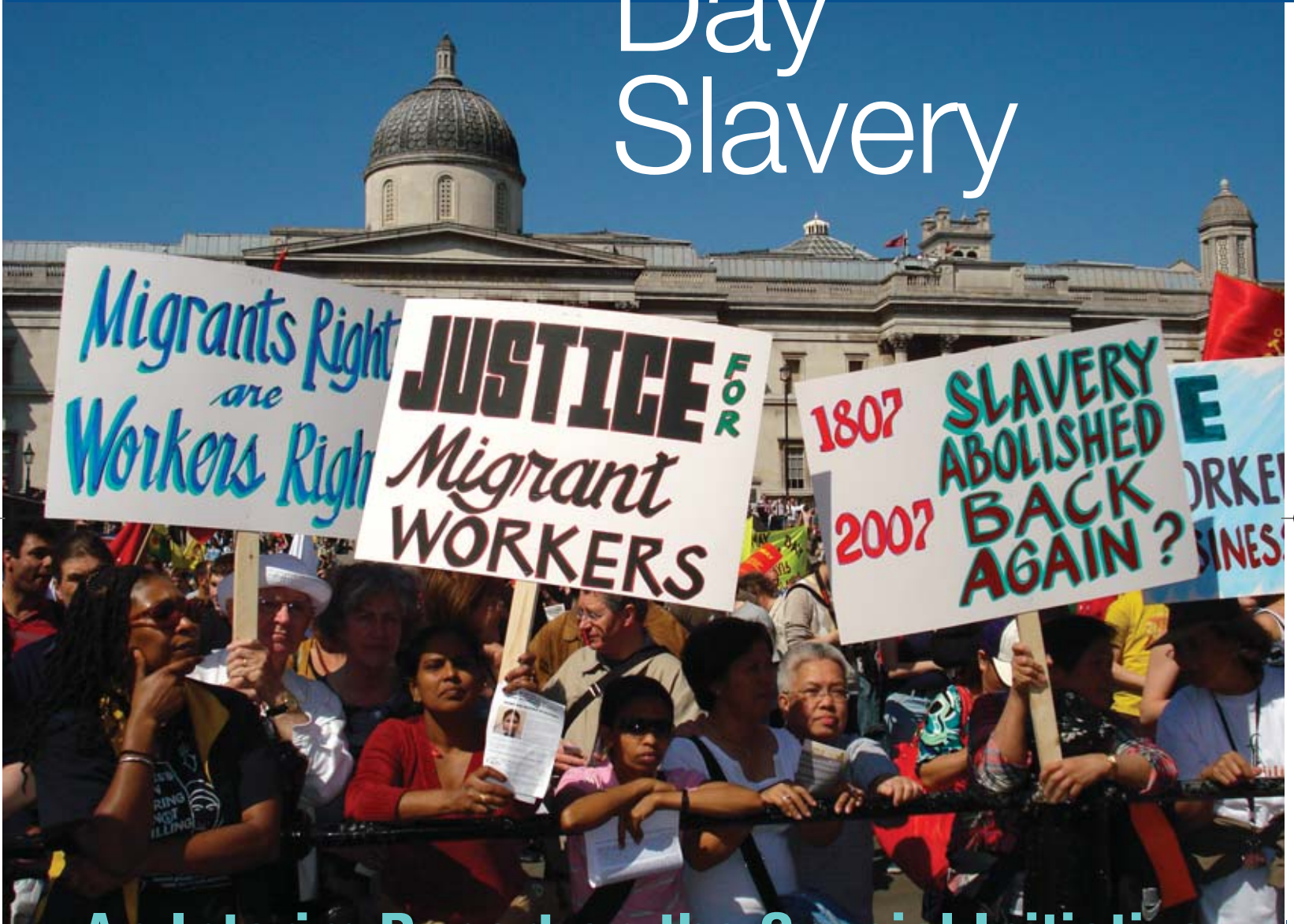


# Tackling Modern Day Slavery



## An Interim Report on the Special Initiative

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**cpf**

City Parochial  
Foundation

Tackling poverty in London

# About City Parochial Foundation

Established in 1891, City Parochial Foundation (CPF) is one of the largest independent charitable foundations in London. It aims to enable and empower the poor of London to tackle poverty and its root causes, and to ensure that its funds reach those most in need. [www.cityparochial.org.uk](http://www.cityparochial.org.uk)

## Funding

Through its Tackling Modern Day Slavery special initiative, City Parochial Foundation awarded grants totalling £354,000 to the following organisations:

**Anti-Slavery International** is the world's oldest international human rights organisation and the only charity in the UK to work exclusively against slavery and related abuses. CPF made a grant of £60,000 over two years towards the Trafficking Programme Co-ordinator and colleagues' policy and campaigning work on trafficking, especially of adults for forced labour. [www.antislavery.org.uk](http://www.antislavery.org.uk)

**Eaves** provides high quality housing and support to vulnerable women. It also carries out research, advocacy and campaigning to prevent all forms of violence against women. A grant of £98,000 over two years was given to employ an Exiting Prostitution Development Officer to research and develop strategies for women who wish to leave prostitution. [www.eaves4women.co.uk](http://www.eaves4women.co.uk)

**ECPAT UK** (End Child Prostitution, Child Pornography and the Trafficking of Children for Sexual Purposes) is a coalition of eight children's charities. It is part of a global ECPAT movement. ECPAT UK received £55,000 over two years to employ a campaigns officer to deliver the 'Three Small Steps' campaign to protect trafficked children. [www.ecpat.org.uk](http://www.ecpat.org.uk)

**Kalayaan** is the only organisation providing support services to migrant domestic workers, who have entered the UK with an employer to work in a private household. It received £75,000 over three years towards the costs of the Community Support Worker, offering advice and advocacy. [www.kalayaan.org.uk](http://www.kalayaan.org.uk)

**Women and Girls Network** is a community-based organisation providing a comprehensive range of therapeutic services that facilitate healing and recovery from experiences of gendered violence. A grant of £66,000 over three years was made towards maintaining and developing the trafficked women's counselling and support service. [www.wgn.org.uk](http://www.wgn.org.uk)

# Background

To mark the bicentenary of the abolition of the transatlantic slave trade in 2007, City Parochial Foundation established a special initiative to support work combating 'modern day slavery' in the UK. The initiative fitted strongly with the Foundation's mission of tackling poverty in London: the capital is a major international transit and destination centre for victims of trafficking and exploitation, who are among the most marginalised people in the city.

The funding responded to an opportune policy context. The UK Human Trafficking Centre (UKHTC) had been established in 2006 as a central, co-ordinating body for police and other agency activity. The then Prime Minister, Tony Blair, announced his intention to sign the Council of Europe Convention on Action against Trafficking in Human Beings in January 2007. Whilst the commitment was warmly welcomed, it was crucial that this was translated into real change through ratification (and hence implementation) of the Convention. In parallel, in 2006, the Government published a strategy, which for the first time challenged the view that 'prostitution is inevitable'<sup>1</sup>, and raised the debate about the role of 'demand' in fuelling sexual exploitation including trafficking. Conversely, the announcement of the new immigration Points-Based System threatened to increase the risks of trafficking and exploitation of migrant domestic workers (MDWs).

Through the initiative, the Foundation made grants to five organisations tackling different forms of 'modern day slavery'. Each organisation has a specific focus whether it be adults, children, domestic workers or women in sexual exploitation. We were keen to cover a breadth of beneficiaries and approaches, especially to support links and learning between charities with different areas of expertise. In particular, we recognised that the distinction between a person who is trafficked or exploited in other ways (whether in prostitution or domestic work) is not always clear-cut. We were also persuaded that although some women may choose to sell sex, the evidence shows that the majority would like to exit<sup>2</sup> but need support to do so.

This report aims to take stock of all that the funded groups have achieved in the past 18 months, to share the learning that has arisen so far, and to look ahead to the remaining challenges.

An important caveat is that much of what has been achieved, particularly in campaigning, was thanks to a whole range of individuals and organisations, not just those funded by this initiative. The report includes those achievements where there is evidence of the significant contribution to change made by post-holders the Foundation has funded. It is not in any way intended to take all the credit, let alone for the Foundation itself. By the same token, this report reflects only a small part of all that the groups have achieved over this period; it is not a comprehensive reflection of the progress that has been made in tackling trafficking and exploitation in the UK over the period.

<sup>1</sup> Home Office (2006) *A Co-ordinated Prostitution Strategy and a summary of responses to Paying the Price*, p1.

<sup>2</sup> For example, a nine-country study found 89% of women working in prostitution wanted to exit. (Farley, M. (2003) *Prostitution and Trafficking in Nine Countries: An Update on Violence and Post-traumatic Stress Disorder. Journal of Trauma Practice. 3/4, 33-74.*)

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# Progress

City Parochial Foundation's over-riding aim in establishing the Modern Day Slavery initiative was **to strengthen the role of the voluntary sector in improving the position of people vulnerable to exploitation in the UK**. This report assesses progress against the four outcomes that we hoped to achieve.

## Increased voluntary sector capacity to campaign on issues of contemporary slavery including trafficking

The focus of the initiative was weighted towards this outcome, with four of the five grants supporting (at least in part) campaigning. It increased capacity through the creation of two new posts (at ECPAT UK and Eaves) and sustaining core staff undertaking campaigning work at Anti-Slavery International and Kalayaan.

### Achievements

The results of that capacity can be seen in:

- ▶ The expertise of the organisations being sought by policy-makers, for example:
  - The post-holder at Eaves is a member of the Government's 'demand' stakeholder group.
  - The Trafficking Programme Co-ordinator at Anti-Slavery International is advising UKHTC including drafting its prevention strategy.
  - Kalayaan is part of the UK Border Agency's pilot on trafficking for forced labour.
- ▶ Increased interest in human trafficking in parliament including:
  - 84 parliamentary questions (often drafted by ECPAT UK).
  - An inquiry by the Home Affairs Select Committee, to which Anti-Slavery International, ECPAT UK and Kalayaan were invited to give oral evidence.
  - 118 MPs signing the Early Day Motion to support the Three Small Steps campaign.
- ▶ Social Networking sites being used for campaigning, with ECPAT UK recruiting 515 supporters through Facebook, who between them took 200 actions in support of the campaign.
- ▶ Strengthened evidence base, including research undertaken by the groups (see below) and Kalayaan's contribution to Home Office research into the potential impact of policy changes on MDWs.

Darren Bennett, past winner of BBC One's 'Strictly Come Dancing', shows MPs how to take the 'three small steps' to protect trafficked children. The event was organised by ECPAT UK to encourage more MPs to sign up to the campaign.

- ▶ Higher media profile reflected in coverage including BBC Radio 4's Today programme, BBC Radio 5 Live, LBC, BBC 1 The Politics Show, BBC Breakfast, BBC 2 Newsnight, Channel 4, ITV, The Guardian and The Mirror.

Much more importantly, it is clear that increased capacity has helped to bring about significant change in policy and practice.

Above all, Anti-Slavery International and ECPAT UK were key parts of the successful pressure on Government to commit to a timetable for ratification of the Council of Europe Convention on Action Against Trafficking in Human Beings – and then to accelerate the process by two years<sup>3</sup>. The Convention requires minimum standards of care for victims of trafficking which, when implemented, will be a major improvement on the previous position. Moreover, lobbying by the voluntary sector (including Anti-Slavery International) contributed to the very welcome decision by Government to offer more generous terms than the Convention minimum for the reflection/recovery period for victims (45 days) and temporary residence permits available (1 year)<sup>4</sup>.

The Government has so far rejected the Convention's recommendation of an independent monitoring mechanism of anti-trafficking activity in the UK. The appointment of an independent rapporteur is part of ECPAT's 'three small steps' campaign, which has been endorsed by Anti-Slavery International. The two charities jointly arranged an event with the Dutch national trafficking rapporteur, which contributed to building NGO support for the model. The fact that the Dutch rapporteur also met with the Home Office minister arguably suggests that ECPAT has succeeded in putting this idea on the policy agenda.

ECPAT has also made significant progress on another of its 'small steps', since Government is for the first time reviewing the UK's reservation to the UN Convention on the Rights of the Child in relation to immigration and nationality. Civil servants have indicated that this decision was influenced by the number of letters received from ECPAT UK supporters. Its removal would mean that all children in the UK would have equal rights, irrespective of their immigration status. As this report was going to print, the Government made the very welcome announcement that it intends to lift the reservation. It is hoped this will happen soon.

Thanks in part to Anti-Slavery International, trafficking for forced labour has moved up the policy agenda, whereas it previously had a much lower profile than trafficking for sexual exploitation. This is evidenced in the UK Action Plan on Tackling Human Trafficking and the inclusion of forced labour in the UKHTC's Blue Blindfold campaign to raise awareness of trafficking among public service providers. Moreover, the Action Plan recognised that migrant domestic workers, brought to the UK on false pretences and/or abused by their employers, may also be victims of trafficking, and entitled to protection as such.

<sup>3</sup> In January 2008, the Home Secretary pledged to ratify the Convention by the end of the year. At the time of writing, this remains on track.

<sup>4</sup> The Convention minimum is 30 days' reflection period and 6 months' residency. (Council of Europe Treaty Series – No. 197, 2005)



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However, the major campaign triumph regarding migrant domestic workers was the Government's announcement in June 2008<sup>5</sup> that their current rights would be retained (outside the Points-Based System). Crucially, this means that they are recognised as workers with a formal immigration status, enabling them to leave an employer and so escape abuse without jeopardising their status. It also maintains their basic employment rights such as entitlement to the national minimum wage, holiday and sick pay. This success followed an intensive campaign by Kalayaan in partnership with Anti-Slavery International, Oxfam, trade unions and others. It was underpinned by evidence of widespread abuse of migrant domestic workers, even with the existing protections, drawn from data collected routinely about Kalayaan's hundreds of individual clients<sup>6</sup>. There is no doubt that Kalayaan played a pivotal role in protecting the rights of the estimated 17,000<sup>7</sup> migrant domestic workers who arrive in the UK each year.

It is notable that the UK Action Plan links trafficking with broader demand for prostitution, describing the Government's position as challenging the existence of prostitution, shifting enforcement to focus on users, and ensuring there are 'routes out for those involved'<sup>8</sup>. City Parochial Foundation is funding a unique new role within the Poppy Project at Eaves, which is focused on researching and promoting strategies to support women who choose to exit prostitution. It is early days but the post-holder's extensive media work has already contributed to raising the profile of 'exiting' in public and policy debates about prostitution. She has also helped to build the evidence base about establishments selling sex in London.

### Challenges

In achieving these substantial outcomes, the groups have faced a number of challenges. Among these has been the need to respond to developments in Government policy, even where this is unexpected and stretches capacity to the limit. This was particularly true for Kalayaan, an organisation with four staff who were mainly focused on delivering advice and support to migrant domestic workers – but who recognised that the best way that they could support their clients was to fight to maintain their legal rights in the UK<sup>9</sup>.

Kalayaan's experience also highlights the tightrope of policy engagement: whilst it was important that migrant domestic workers were recognised as potential victims of trafficking, it was vital that putative protection under the Convention was not used as a rationale to deny employment rights to all. In a different way, in the contentious and polarised discussions about prostitution, Eaves has continued to make the case for criminalising demand; yet at the same time persuaded some with strongly opposing views that 'exiting strategies' are nevertheless important.

### Looking ahead

In the months ahead, key areas of focus in campaigning will include:

- ▶ Establishing a rapporteur or other independent monitoring mechanism of trafficking into/within the UK.
- ▶ Ensuring NGO involvement in the Council of Europe monitoring of the UK's adherence to the Convention on Action Against Trafficking in Human Beings.
- ▶ Increased NGO involvement in the identification and case-handling of trafficking victims.

<sup>5</sup> As part of the 'Government Response to the Consultation on Visitors' (UK Border Agency, 2008). There may, if appropriate, be a review of protections for migrant domestic workers after the new immigration system has been in place for two years.

<sup>6</sup> Wittenburg, V. et al (2008) *The New Bonded Labour*, Oxfam and Kalayaan.

<sup>7</sup> *ibid*

<sup>8</sup> Home Office and the Scottish Government (2007), *UK Action Plan on Tackling Human Trafficking*, p54.

<sup>9</sup> Kalayaan was originally established as a campaigning organisation in 1987 but since workers' rights were obtained for MDWs in 1998, most of its resources were for service delivery.



**'Indra', trafficked from Sri Lanka to the UK to work in domestic service.**

Photo: Pete Pattison  
www.petepattison.com

- ▶ Pressing for greater use of compensation mechanisms for victims of trafficking.
- ▶ Strengthening protection of rescued trafficked children, for example through the guardianship system proposed by ECPAT UK and UNICEF.
- ▶ Establishing clear pathways for exiting prostitution across London, to be followed by securing resources for the development of exit strategies in each borough.
- ▶ Building on evidence from research into male attitudes/behaviour to develop effective approaches to reduce demand.
- ▶ Extending the rights of migrant domestic workers to those employed by diplomats in the UK.

## Enhanced, sustainable support services for trafficked and other exploited people

### Achievements

Campaigning has made a substantial contribution to achieving this goal, primarily because ratification of the European Convention will entitle trafficked people in the UK to psychological support, counselling, secure accommodation and medical assistance. In addition, CPF funding has enabled direct support including:

- ▶ The creation of a unique new service by Women and Girls Network (WGN) for women trafficked into sexual exploitation, which combines therapeutic work to overcome mental distress with practical support. So far, 17 women have benefited.

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- ▶ The Community Support Worker at Kalayaan delivered almost 400 legal advice sessions to migrant domestic workers, alongside co-ordination of English classes for 200 people and expansion of services to include financial inclusion workshops, a monthly session with Unite trade union and support around the Citizenship test requirements.
- ▶ Anti-Slavery International's Trafficking Programme Co-ordinator advised on ten legal cases of trafficking for secured labour, including providing expert witness statements.

This activity has made a considerable difference to the individuals involved:

- ▶ All of WGN's clients have improved mental health as a result of the support received, as measured by CORE clinical indicators.
- ▶ 12 MDWs secured accommodation and support from UK Border Agency through the trafficking for forced labour pilot.
- ▶ Anti-Slavery International has contributed to 15 cases where trafficked people have gained asylum. Three of WGN's clients gained leave to remain in the UK, thanks in part to clinical reports.
- ▶ Anti-Slavery International has successfully supported four Poppy Project clients to gain criminal compensation, following the conviction of their traffickers.

At a more strategic level, the work of the CPF-funded post-holder at Eaves has directly contributed to the creation of a new funding stream from London Councils to support practical 'exiting prostitution' activity. Both the Poppy Project (at Eaves) and WGN have been commissioned to deliver this, with five new posts over four years.

### Challenges

The significance of what has been achieved is underlined by the challenges. WGN found that trafficked women were much harder to access than other sexually exploited women, because their traffickers kept them so closely under control. There are parallels with MDWs, who often may be forbidden by their employers to leave the house. Moreover, WGN's clients were often not recognised as trafficked by statutory or other agencies with whom they first had contact, mirroring the challenges that Kalayaan continues to have in persuading police to take cases of abuse of MDWs seriously.

Trafficked women helped by WGN had extremely complex clinical needs, often including Post-Traumatic Stress Disorder and alcohol addiction, which required the development of new approaches (see below). Erratic attendance combined with the need for additional support put a strain on the resources of a small organisation. Similarly, Kalayaan delivered this high level of individual support, whilst at the same time campaigning, without any additional staff.

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Photo: Uri Sadeh/Kalayaan

### Stronger multi-lateral links between charities tackling different forms of ‘modern day slavery’

There were pre-existing links between the five organisations funded by the Foundation, especially on a bi- or tri-lateral basis. The initiative aimed in part to offer space and impetus to multi-lateral connections, including by hosting networking meetings with all the funded groups. City Parochial Foundation has also facilitated some additional contact with other independent funders, which we hope will be strengthened by a discussion event in Autumn 2008, co-hosted with Comic Relief and Joseph Rowntree Foundation.

#### Achievements

In delivering the work funded by the Foundation, all the organisations have worked with a wide range of partners. As the time to develop and maintain partnerships needs to be resourced, it seems legitimate to include these here. Some examples include:

WGN has also struggled with the impact of the immigration process on their clients’ psychological progress. This was particularly evident where official letters explaining why an asylum claim had been unsuccessful questioned the veracity of women’s experience. This underlines the role of NGOs like WGN, Anti-Slavery International and ECPAT UK in providing expert witness input to support asylum claims by trafficked people.

#### Looking ahead

The groups’ planned activity in this area includes:

- ▶ Improving the current low awareness of MDWs’ rights<sup>10</sup> among workers themselves and service providers.
- ▶ The evolution of WGN’s clinical approach to incorporate more flexibility and a longer time period for counselling.
- ▶ Strengthening awareness and understanding of successful approaches to supporting women to exit prostitution – which it is hoped will lead ultimately to the development of additional services.
- ▶ Anti-Slavery International supporting at least one case to secure the first conviction in the UK for trafficking for forced labour, and then to gain compensation for the victim(s).

<sup>10</sup> Wittenburg, V. et al, op cit, p24

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- ▶ Anti-Slavery International's creation of the Trafficking law and policy forum, in partnership with Garden Court Chambers and 1 Pump Court, to increase co-operation and knowledge sharing between NGOs and lawyers.
- ▶ Sign-up to ECPAT's Three Small Steps campaign by a wide array of organisations working on child trafficking from different perspectives.
- ▶ Eaves' Exiting Prostitution Development Officer's membership of the UK Network of Sex Work Projects.
- ▶ Kalayaan and Anti-Slavery International's joint work with unions, Amnesty International and Oxfam on the campaign to protect the rights of migrant domestic workers.
- ▶ Women and Girls Network referrals from POPPY Project at Eaves.
- ▶ Kalayaan referrals to POPPY Project at Eaves.

The outcomes of some of these partnerships were noted above.

### Looking ahead

Most of the partnerships above will continue and in addition:

- ▶ WGN is developing new partnerships with the Helen Bamber Foundation, Dress for Success and the NSPCC.
- ▶ City Parochial Foundation will continue to host networking meetings of the five organisations.
- ▶ There may be connections and/or specific actions that arise from the event for NGOs and independent funders.

## Increased opportunities to share the learning arising from the charities' work, especially where there are links across sectors and client groups

### Achievements

Progress on this outcome includes:

- ▶ Networking meetings of the five funded organisations, facilitated by CPF.
- ▶ Interim report produced and shared, especially with other independent funders.
- ▶ Conferences and seminars organised, for example:
  - POPPY Project (Eaves) conference on prostitution policy, in partnership with London South Bank University.

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Photo: Helen McGhie

- Anti-Slavery International jointly hosted with the International Labour Organisation and the TUC a seminar to learn from a successful example of tackling forced labour in the Mekong Delta.

▶ Academic papers produced, including an article by the post-holder at Eaves in the International Journal of Health, Migration and Social Care.

▶ Extensive media coverage, as noted above.

In addition, the post-holders funded by the Foundation have undertaken research as part of their work including:

- ▶ A survey of almost 1,000 brothels in London, for information on the availability and type of women, services and prices<sup>11</sup>.
- ▶ Mapping of trafficking (especially for sexual exploitation) in London Borough of Enfield<sup>12</sup>.
- ▶ Research exploring attitudes and behaviours of men who have paid for sex<sup>13</sup>.

▶ Analysis of the experience of abuse by migrant domestic workers who have sought help from Kalayaan, published in partnership with Oxfam<sup>14</sup>.

▶ Research by Anti-Slavery International into the possibilities for trafficked people in the UK to access compensation, which will be published in December 2008.

Significant learning has emerged from this research and other activity undertaken through the initiative, a sample of which is illustrated here.

Women and Girls Network has created a new, distinct clinical model for working with women trafficked into sexual exploitation to respond to the complex, multi-layered mental health issues arising from their experience. That experience included, for 14 of WGN's 17 clients, rape or sexual assault prior to meeting their traffickers. This is not a robust sample but it corroborates earlier findings of prior vulnerability of victims of trafficking<sup>15</sup>.

The range of work undertaken by the Exiting Prostitution Development Officer at Eaves has contributed to the knowledge and understanding of establishments selling sex in London and the men who buy from them. The findings document an increase in the number of brothels, including from 18 to 53 in Enfield in the past four years<sup>16</sup>. This is replicated city wide, and appears to have made competition much tougher – as indicated by lower prices, 'special offers' and wider availability of 'specialist services'. This has a direct impact on the vulnerability of the women involved through widespread use of unsafe practices, as well as offers of 'very young girls'. It is also linked with indicators of higher risks of trafficking women into sexual exploitation<sup>17</sup>.

<sup>11</sup> Bindel, J. and Atkins, H. (2008) *Big Brothel: A Survey of the Off-Street Sex Industry in London*, Eaves/POPPY Project.

<sup>12</sup> Bindel, J. and Atkins H. (2008) *Enfield Council Elimination Of Slavery Working Group: POPPY Project Research Report on Human Trafficking in Enfield*, Enfield Council. Published for internal reference only.

<sup>13</sup> Publication pending (2008/2009), Eaves/POPPY Project.

<sup>14</sup> Wittenburg, V. et al, op cit.

<sup>15</sup> e.g. Zimmerman, C. et al (2006) *Stolen Smiles: a summary report on the physical and psychological health consequences of women and adolescents trafficked in Europe*. The London School of Hygiene and Tropical Medicine.

<sup>16</sup> Bindel, J. and Atkins H. (2008) *Enfield Council Elimination Of Slavery Working Group*, op cit.

<sup>17</sup> Bindel, J. and Atkins, H. (2008) *Big Brothel*, op cit.

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The *New Bonded Labour*<sup>18</sup>, a report jointly published by Kalayaan and Oxfam GB, identified the widespread abuse of migrant domestic workers in the UK, drawn from quantitative and qualitative research with Kalayaan's clients. Of these, 72 per cent reported psychological abuse, including racist taunts; 26 per cent physical abuse including by employers' children; and 10 per cent disclosed sexual abuse (although the real number is likely to be significantly higher). In addition, 40 per cent of those registered with Kalayaan do not have their own bed or regular meals. On an average salary of £245 per month, most MDWs nevertheless send remittances to families in their home country.

It seems likely that these findings, disclosed to the Minister under embargo, contributed to the Government's decision to retain the current rights of MDWs a week before the public launch of the report. Kalayaan has identified the keys to the success of their campaign as:

- ▶ a clear and simple campaign ask
- ▶ the strong network of allies including those with much higher profile and with access to a supporter base (including Anti-Slavery International, Unite and the TUC)
- ▶ a multi-faceted campaign including trafficking, workers' rights and slavery
- ▶ a client group who were not publicly unpopular; and
- ▶ the evidence base provided by the research.

There are parallels with the simplicity of ECPAT UK's 'Three Small Steps' campaign, which has also demonstrated the power of individual supporters, and the possibility of recruiting and motivating them through new technology such as Facebook.

### Looking ahead

Lack of data is a major problem in the field of trafficking<sup>19</sup>. Whilst this needs to be addressed at a national level, the organisations funded through the initiative are conscious that there is a great deal of data collected by NGOs about trafficked and other exploited people, which is not more widely shared. Often this is because information may be collected in a paper-based format and/or because there is no time and resource to analyse and anonymise it. City Parochial Foundation has recently commissioned a consultant to explore with each organisation how data is currently collected, and then make recommendations on how this might be improved so that trends could be shared with other NGOs and policy-makers. It is hoped that this will contribute to strengthening the evidence base for campaigning.

A report of the achievements and learning will also be published at the end of the initiative.

<sup>18</sup> Wittenburg, V. et al, op cit.

<sup>19</sup> Home Office and the Scottish Government, op cit; Sillen, J. and Beddoe, C. (2007) *Rights Here, Rights Now*, UNICEF and ECPAT UK.

## Common themes

There are some key concerns, which have recurred across the activity, which it is worth highlighting here.

First, is the **impact of immigration policy and practice** on victims of trafficking and other forms of exploitation in the UK. This has been a major challenge for four of the organisations. Kalayaan succeeded in retaining the rights of MDWs outside the new points-based immigration system but in practice staff still struggle to persuade local police to treat MDWs as victims of crime rather than potential immigration offenders<sup>20</sup>. Moreover, having been trafficked is not in itself a reason for a person to be granted asylum in the UK. In 2007 only thirteen per cent of asylum claims from unaccompanied children in the UK were successful<sup>21</sup> – and this necessarily affects trafficked children too. There is some evidence to suggest that similar cases are less likely to succeed when they concern child rather than adult trafficking victims. ECPAT UK has also experienced a lack of co-ordination between children's immigration cases and criminal prosecutions of traffickers for which the children are vital witnesses.

Anti-Slavery International and ECPAT UK (and others) continue to lobby Government for a review of the impact of immigration policy on the UK's commitments under the European Convention.

Second, there are ongoing inconsistencies in the **identification of victims** across police, immigration officers, social services and non-specialist NGOs. Anti-Slavery International and ECPAT UK continue to push for the systematic involvement of voluntary sector experts in the identification of trafficking victims and in the training of front-line UK Border Agency staff, police officers, prosecutors and social workers. At a strategic level, there are parallels with women working in prostitution who, although now recognised by the Home Office as victims of sexual violence<sup>22</sup>, are often treated as perpetrators of crime. Eaves' work is trying to address this, both through challenging male demand, but also by calling for investment in supporting women who wish to exit.

Finally, there remains an issue about the **translation of national policy into improved practice** on the ground. This is already an important part of the groups' work. For example, Anti-Slavery International had to work intensively with the Attorney General's Office over a number of months to drop immigration prosecutions against two trafficked people<sup>23</sup>. Kalayaan has continued to provide advocacy to individual MDWs to enforce their rights with police, health services and embassies<sup>24</sup>. In addition, although local authorities have a duty of care to all separated children, as many as 60 per cent of children identified as victims of trafficking have gone missing<sup>25</sup>. Pressure from NGOs, including ECPAT UK, prompted the Home Office to undertake an internal study but there has not yet been a public inquiry.

<sup>20</sup> Wittenburg, V. et al, op cit, p24

<sup>21</sup> Home Office (2008) *Asylum Statistics United Kingdom 2007*.

<sup>22</sup> Home Office (2006) op cit.

<sup>23</sup> This has led to new, improved guidelines for the Crown Prosecution Service.

<sup>24</sup> Wittenburg, V. et al, op cit.

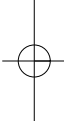
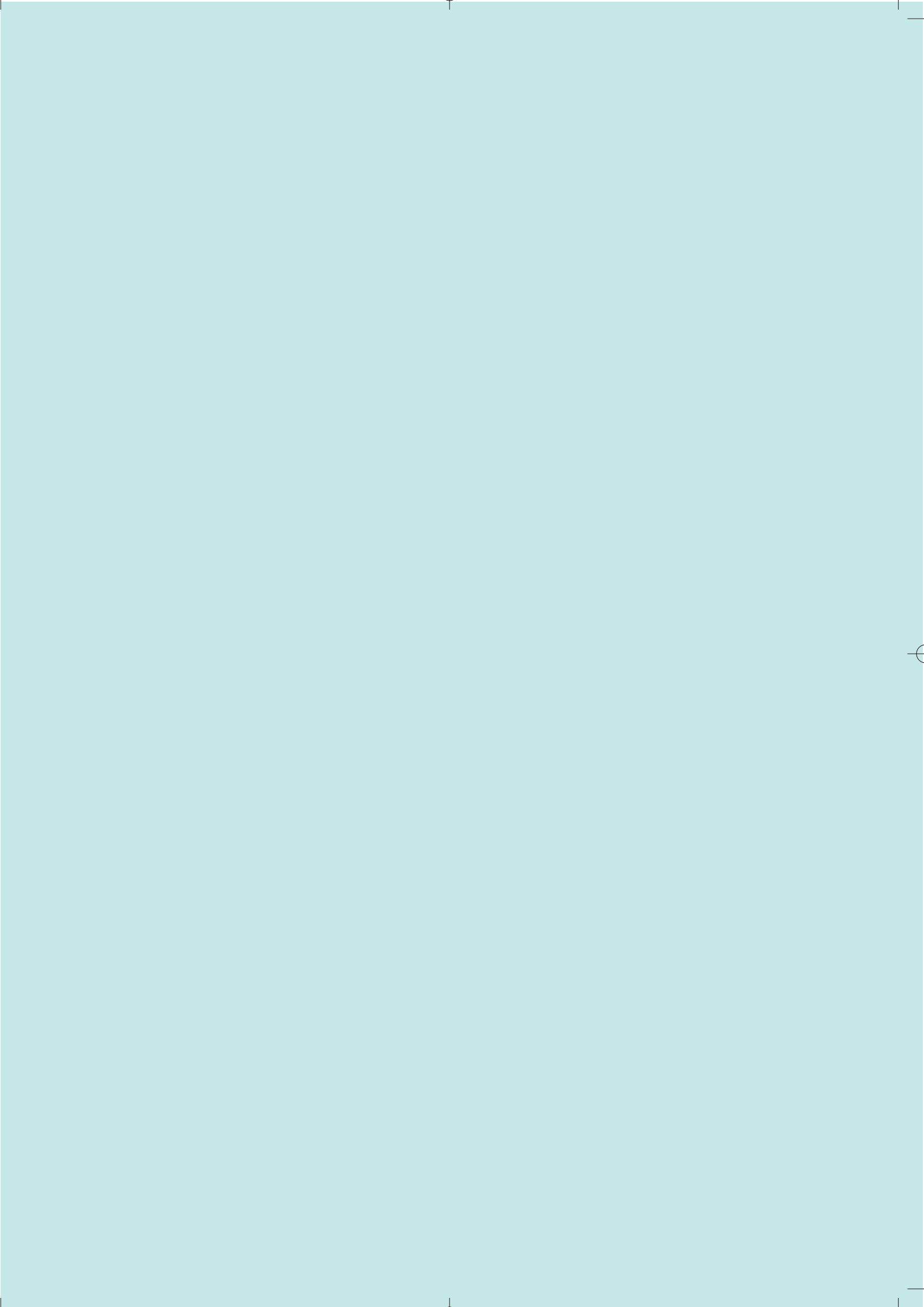
<sup>25</sup> Beddoe, C. (2007) *Missing Out: A Study of Child Trafficking in the North-West, North-East and West Midlands*, ECPAT UK. A follow-up study by the Child Exploitation and Online Protection Centre (CEOP) found that 55% of children suspected or confirmed as trafficked by the authorities were missing.

(Kapoor, A. (2007) *A Scoping Project on Child Trafficking in the UK*, CEOP)

# Conclusions

From the Foundation's perspective, progress so far suggests not only that campaigning is a time- and resource-intensive activity (and therefore needs adequate funding) but also that it is an extremely effective investment. It has been underpinned by partnerships and evidence; and has had a direct impact on achievements relating to the second outcome of enhanced and sustainable support for victims.

City Parochial Foundation is committed to supporting the next phase of this initiative and are optimistic that its investment in these highly committed and expert organisations will lead to lasting change for victims of trafficking and other forms of exploitation in the UK.





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