

Trafficking and Exploitation Strategy Review

Online Survey Analysis

Process and respondents

As part of its statutory review of the Trafficking and Exploitation Strategy, the Scottish Government ran an online survey between 18 October and 31 December 2019. The survey was open to anyone, and was publicised through various routes:

- Launched by the Ash Denham MSP, Minister for Community Safety, at a special Stakeholder Forum on Anti-Slavery Day, 18 October, and included in a media release on the same day;
- Emailed to the human trafficking stakeholder contact list, which includes around 450 contacts, with a request that it be shared with colleagues and contacts;
- Raised at the Scottish Parliament Cross-Party Group;
- Promoted through social media including the @ScotGovJustice Twitter account which has over 8,000 followers; and
- Mentioned at speaking engagements and events including the Child Criminal Exploitation Conference on 28 November.

The survey was split into two sections. The first (Q1-9) contained general questions about the approach to trafficking and exploitation in Scotland which were intended for all respondents. The second section (Q10-37) contained more detailed questions likely to be of more interest to those working in areas related to trafficking, or who have a strong interest in the Trafficking and Exploitation Strategy. However all questions were open to all and all were optional.

246 responses were received, ranging from key partners closely involved in delivering the Strategy to anonymous individuals.

This analysis distinguishes between responses from individuals (whether anonymous or not) and those that self-identified as coming from a member of a group or organisation.

65 of the responses came from groups, and this included local government, NHS, Police Scotland, other areas in the Scottish Government, universities and NGOs. These responses are referred to in this report as 'responses from groups.' However, as this was an informal online survey these should not necessarily be considered as formal responses from these bodies. A full list of groups is at Annex A.

181 of the responses came from individuals, and 95% of these were anonymous.

Summary of responses

Most respondents were aware of the Trafficking and Exploitation Strategy (particularly those from groups or organisations), and just over half felt that specific changes in Scotland or beyond should be reflected in a **new Strategy** (notably increasing numbers of victims being identified and the impact of Brexit). There seemed to be significant uncertainty around **terminology** like modern slavery and human trafficking and exploitation, but generally people agreed that a wide range of bodies should be working together to tackle these issues.

In general respondents agreed with the **vision** of the Strategy – though some felt that “eliminating” human trafficking was an unrealistic goal – and with the high level aims of the three Action Areas, albeit with some suggestions for amendments. In particular there were comments that “disrupt[ing]” the activity of perpetrators” under Action 2 is not strong enough, and that Action Area 3 could better reflect the range of prevention work that is needed. Child trafficking was identified as an area that is as important as the three Action Areas.

On the nine general **outcomes** set out under the Action Areas, there was majority agreement for each one, though for several there were suggestions for how they could be amended. Some of the wording of these outcomes was confusing or ambiguous to some respondents, and two of the outcomes might put the onus too much on victims rather than on support services according to some (“Victims are aware of support and trust it enough to ask for help” and “People at most risk get help to increase their resilience against trafficking”). There were questions about whether those outcomes that refer to awareness should go further and refer to people acting on that awareness.

In respect of **child trafficking**, respondents were clear that this should be a strong focus for activity under the Strategy and that it requires a distinct approach. However, views were mixed on whether this would be best done by making it a fourth Action Area or by retaining the current structure.

On **reporting** of implementation, most respondents felt this should continue to be annual.

When asked about **equality** and barriers to support, respondents were broadly evenly split on whether the current approach in the Strategy did enough to address particular impacts on female victims, and on other minority groups, the most common barriers identified were language and cultural issues.

Analysis of responses

Awareness and context (questions 1-5)

The first group of questions covered general awareness of human trafficking issues and the context in which the Strategy is operating.

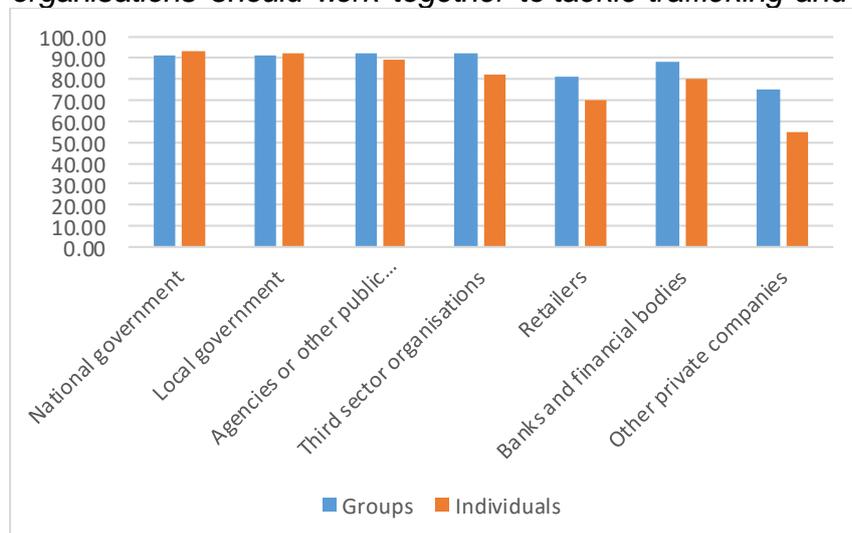
Question 1. Which of the following organisations do you think should be working together to tackle trafficking and exploitation?

	All		Groups		Individuals	
	Number	Percent	Number	Percent	Number	Percent
<i>Total responses</i>	246		65		181	
National government	228	92.7	59	90.8	169	93.4
Local government	226	91.9	59	90.8	167	92.3
Agencies or other public sector bodies	222	90.2	60	92.3	162	89.5
Third sector organisations	209	85.0	60	92.3	149	82.3
Retailers	179	72.8	53	81.5	126	69.6
Banks and financial bodies	185	81.9	52	88.1	133	79.6
Other private companies	135	59.7	44	74.6	91	54.5

For all of the suggested groups, at least half of respondents agreed that they should be working together to tackle trafficking and exploitation, though fewer agreed on retailers and other private companies than on national and local government.

This difference was more marked in responses from individuals, where only just over half said other private companies should be involved but almost all said national government should be.

Chart 1. Percentage of respondents from groups and individuals agreeing types of organisations should work together to tackle trafficking and exploitation



A free text box asked for suggestions of others that should be involved. Several responses highlighted the **general public** or said that **everyone** should be involved. Responses identified a wide range of bodies that should have a role, including **Police Scotland, NHS, schools and universities, employers and businesses in general or those in specific sectors, faith groups and NGOs.**

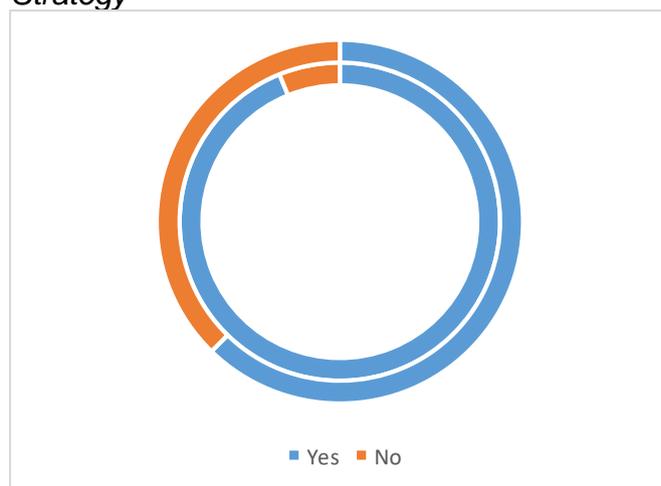
Question 2. Have you heard of Scotland's Trafficking and Exploitation Strategy?

	All		Groups		Individuals	
	Number	Percent*	Number	Percent*	Number	Percent*
Total responses	243	98.8	65	100	178	98.3
Yes	172	70.8	61	93.8	111	62.4
No	71	29.2	4	6.2	67	37.6

* Percentage given for 'total responses' is the proportion of all survey responses that answered this question; percentage given for other rows is the proportion of responses to this question that chose this option.

In responses from groups, almost all had heard of the Trafficking and Exploitation Strategy. In responses from individuals, fewer had heard of it: a little under two-thirds.

Chart 2. Percentage of group and individual responses to Q2 that had heard of the Strategy



Inner circle = Groups

Outer circle = Individuals

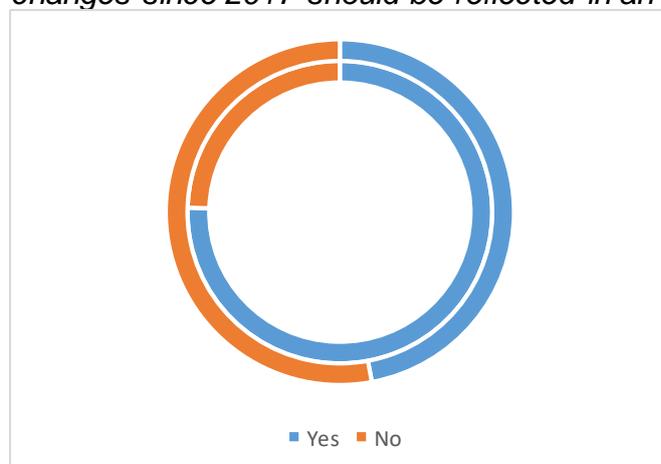
Question 3. The Scottish Government is now reviewing the 2017 strategy. Has anything specific changed in Scotland or elsewhere since 2017 that should be reflected in an updated strategy?

	All		Groups		Individuals	
	Number	Percent*	Number	Percent*	Number	Percent*
<i>Total responses</i>	189	76.8	53	81.5	136	75.1
Yes	104	55.0	40	75.5	64	47.1
No	85	45.0	13	24.5	72	52.9

* Percentage given for 'total responses' is the proportion of all survey responses that answered this question; percentage given for other rows is the proportion of responses to this question that chose this option.

Overall the responses were broadly split between those who said yes and those who said no, although groups were more likely to say that there had been specific changes in Scotland that should be reflected in an updated strategy.

Chart 3. Percentage of group and individual responses to Q3 that said specific changes since 2017 should be reflected in an updated strategy



Inner circle = Groups
Outer circle = Individuals

A free text box asked what had changed and how it should be reflected in the Strategy.

Many responses pointed to **increasing prevalence, identification or awareness of trafficking** as a factor that should be reflected. This was based on numbers being referred to the National Referral Mechanism (NRM) from Scotland, and also the wide range of awareness raising activity undertaken.

A significant number of responses, both from individuals and groups, highlighted **Brexit** and potential or current impact on migration, employment and the movement of people and goods, as well as the general political climate, international cooperation and economic factors. There were few specific suggestions for how this should be reflected in the Strategy, but a general suggestion that the approach should be reviewed in the context of Brexit.

A few responses highlighted specific issues like the rise in trafficking from **Vietnam**, the identification of **British victims**, **prostitution** and also the incidence of **child criminal exploitation** (sometimes called County Lines) as needing to be specifically addressed.

The **Fair Work Action Plan** was also highlighted as a new development that the Strategy should reflect and link with.

Question 4. Two related terms are often used to talk about these issues. In Scotland we tend to use the term “human trafficking and exploitation”, while the UK Home Office refers to “modern slavery”. Which of the following best reflects your understanding of these two terms:

	All		Groups		Individuals	
	Number	Percent*	Number	Percent*	Number	Percent*
<i>Total responses</i>	239	97.2	65	100.0	174	96.1
They mean exactly the same thing	56	23.4	16	24.6	40	23.0
There is a lot of overlap in their meanings, but they are not exactly the same	141	59.0	39	60.0	102	58.6
They refer to related policy areas, but mean different things	31	13.0	8	12.3	23	13.2
I don't know	11	4.6	2	3.1	9	5.2

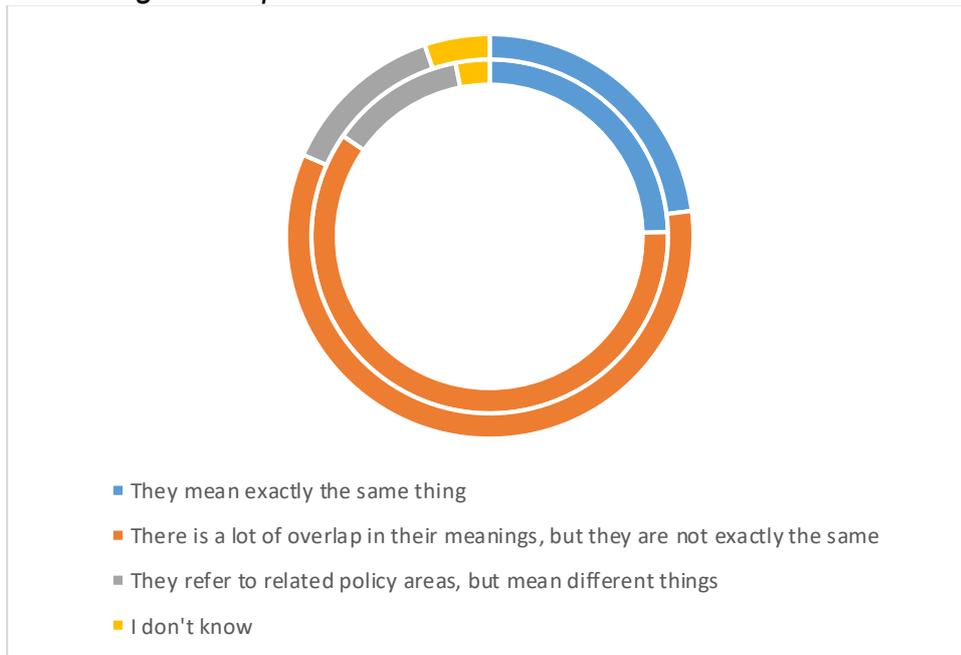
** Percentage given for 'total responses' is the proportion of all survey responses that answered this question; percentage given for other rows is the proportion of responses to this question that chose this option.*

Responses were similar from individuals and from groups, with more than half of respondents saying “there is a lot of overlap in their meanings, but they are not exactly the same”.

However, nearly a quarter of responses (slightly more from groups than from individuals) said “they mean exactly the same thing”, and about one-sixth said “they refer to related policy areas, but mean different things.”

This suggests there is **significant uncertainty**, both amongst groups and individuals, about the precise meanings of these terms.

Chart 4. Percentage of group and individual responses to Q4 that chose each option as best reflecting their understanding of the meanings of “modern slavery” and “trafficking and exploitation”



Inner circle = Groups

Outer circle = Individuals

General approach

The next group of questions focussed on the general approach taken in the Strategy, including the overall vision and the three Action Areas.

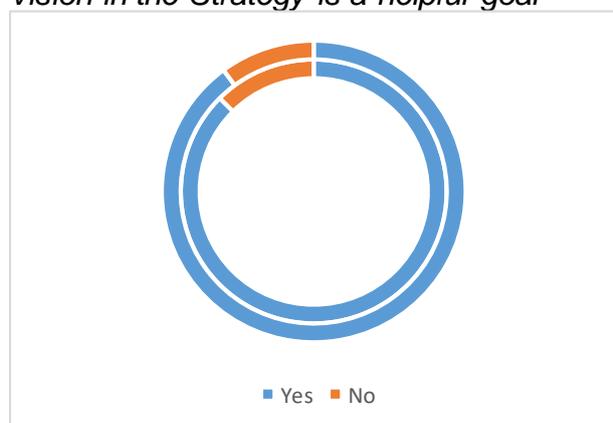
Question 5. Do you think the shared vision set out in the Strategy is a helpful goal: “To eliminate human trafficking and exploitation”?

	All		Groups		Individuals	
	Number	Percent*	Number	Percent*	Number	Percent*
Total responses	232	94.3	64	98.5	168	92.8
Yes	207	89.2	56	87.5	151	89.9
No	25	10.8	8	12.5	17	10.1

* Percentage given for ‘total responses’ is the proportion of all survey responses that answered this question; percentage given for other rows is the proportion of responses to this question that chose this option.

Both individuals and groups substantially agreed that this is a helpful goal.

Chart 5. Percentage of group and individual responses to Q5 that agreed the shared vision in the Strategy is a helpful goal



Inner circle = Groups

Outer circle = Individuals

A free text box asked if the answer was no to suggest what could be a better shared vision.

Only a small number of comments were submitted, but many of those suggested either that ‘**eliminate**’ was unrealistic or too long-term and that it would be better to focus on ‘**reducing**’ or ‘**disrupting**’ trafficking and exploitation, or that an aspirational goal like ‘eliminate’ had value but should be supplemented with **specific and measurable aims**.

A couple of comments highlighted terminology and suggested including the words ‘**modern slavery**’, either because it is more recognised or because Scotland feeds into the UK-wide NRM, which uses that term.

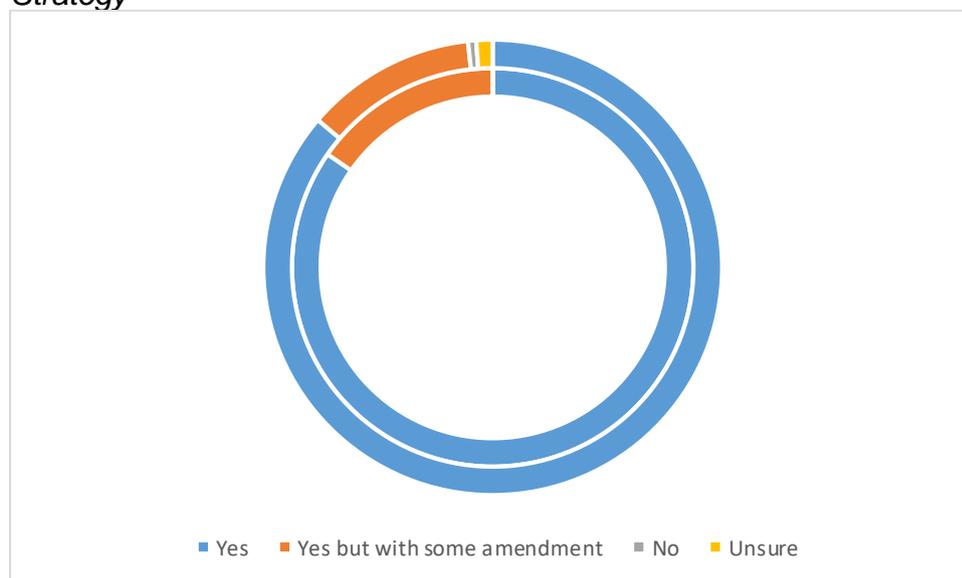
Question 6. “Identify victims and support them to safety and recovery” Do you agree with this as a central aim of the Strategy?

	All		Groups		Individuals	
	Number*	Percent	Number*	Percent	Number*	Percent
Total responses	239	97.2	65	100	174	96.1
Yes	205	85.8	55	84.6	150	86.2
Yes but with some amendment	31	13.0	10	15.4	21	12.1
No	1	0.4	0	0.0	1	0.6
Unsure	2	0.8	0	0.0	2	1.1

* Percentage given for ‘total responses’ is the proportion of all survey responses that answered this question; percentage given for other rows is the proportion of responses to this question that chose this option.

There was generally strong agreement with the high level aim of Action Area 1, though a significant minority of both groups and individuals felt it needed some amendment.

Chart 6. Percentage of group and individual responses to Q6 that agreed with “Identify victims and support them to safety and recovery” as a central aim of the Strategy



Inner circle = Groups
Outer circle = Individuals

A free text box asked respondents to explain their answer.

Some questioned the use of the word “**victim**” but most did not suggest preferred terminology.

A number of responses highlighted the range of circumstances that trafficking victims may be in, and the challenge of building **trust** and understanding, as well as the importance of **longer-term support** including safe re-integration whether in the UK

or source country. Some also highlighted the need to identify those **at risk** as well as those already being trafficked.

Most comments related to additional or strengthened actions that should take place under Action Area 1 rather than specific changes to the wording of the high level aim.

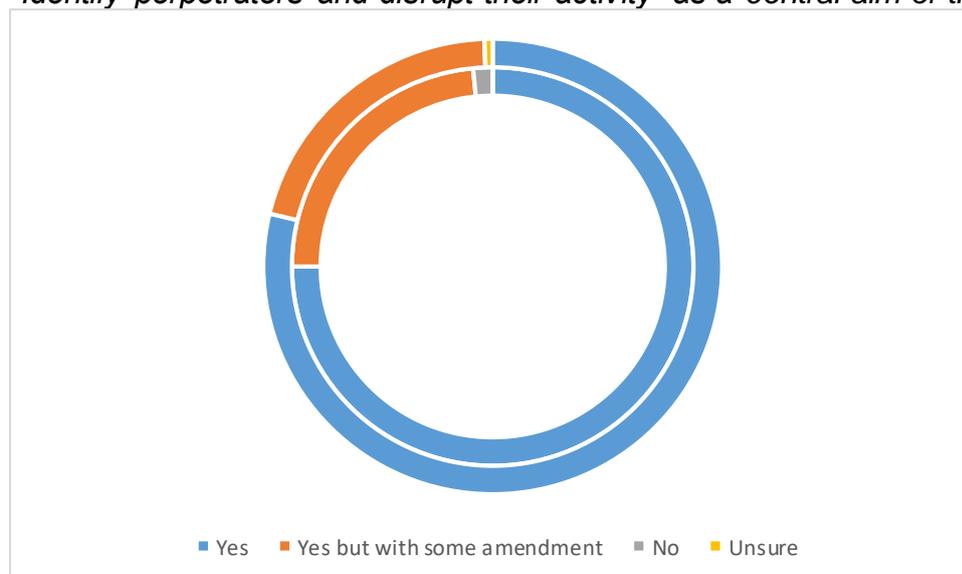
Question 7. “Identify perpetrators and disrupt their activity” Do you agree with this as a central aim of the Strategy?

	All		Groups		Individuals	
	Number	Percent*	Number	Percent*	Number	Percent*
<i>Total responses</i>	238	96.7	64	98	174	96.1
Yes	185	77.7	48	75.0	137	78.7
Yes but with some amendment	51	21.4	15	23.4	36	20.7
No	1	0.4	1	1.6	0	0.0
Unsure	1	0.4	0	0.0	1	0.6

* Percentage given for ‘total responses’ is the proportion of all survey responses that answered this question; percentage given for other rows is the proportion of responses to this question that chose this option.

In general responses agreed with the high level aim of Action Area 2, but overall more felt it needed some amendment than either of the other Action Areas.

Chart 7. Percentage of group and individual responses to Q7 that agreed with “Identify perpetrators and disrupt their activity” as a central aim of the Strategy



Inner circle = Groups
Outer circle = Individuals

A free text box asked respondents to explain their answer.

Most comments related to the word “**disrupt**” with respondents saying it sounds like a weak response and suggests more of a temporary interruption of trafficking rather than stopping it outright. Many commenters felt that references to prosecution, conviction and punishment should be added, or a reference to bringing traffickers to justice.

Some comments highlighted the large amounts of **money** involved and **organised crime** activities as needing specific attention, and others highlighted the importance of **supply chains** and identifying international trafficking networks.

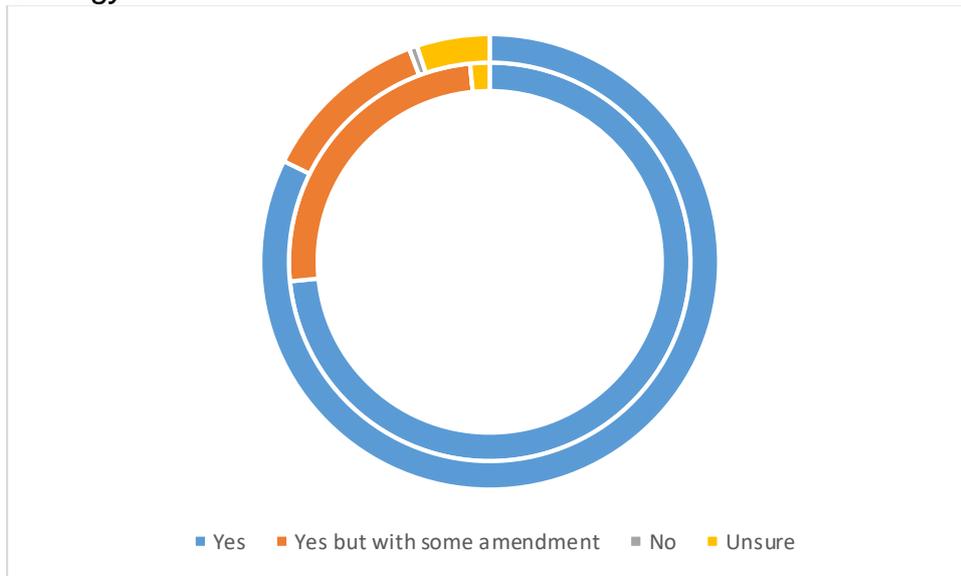
Question 8. “Address conditions that foster trafficking and exploitation” Do you agree with this as a central aim of the Strategy?

	All		Groups		Individuals	
	Number	Percent*	Number	Percent*	Number	Percent*
<i>Total responses</i>	239	97.2	64	98	175	96.7
Yes	191	79.9	47	73.4	144	82.3
Yes but with some amendment	37	15.5	16	25.0	21	12.0
No	1	0.4	0	0.0	1	0.6
Unsure	10	4.2	1	1.6	9	5.1

* Percentage given for ‘total responses’ is the proportion of all survey responses that answered this question; percentage given for other rows is the proportion of responses to this question that chose this option.

Again, responses generally agreed with the high level aim of Action Area 3, though a significant minority felt some amendment was needed. Groups were significantly more likely to recommend amendment than individuals. 5% of individuals who answered this question said they were unsure – significantly more than either of the other Action Areas.

Chart 8. Percentage of group and individual responses to Q8 that agreed with “Address conditions that foster trafficking and exploitation” as a central aim of the Strategy



Inner circle = Groups

Outer circle = Individuals

A free text box asked respondents to explain their answer.

Several respondents commented that the aim is **woolly**, nebulous or not specific enough, or that they didn't understand what it meant.

Many comments suggested adding “at a local, national and international level” or similar wording. One proposed adding “Identify and eliminate conditions...” at the beginning and “across all sectors and industries” at the end. One objected to the word “fosters”. A number suggested specifically including the word “**prevention**”.

Several commented that the international aspects of Action Area 3 in particular are **extremely challenging** and would be very expensive to address effectively. Some suggested this made it an **unrealistic** goal.

A number of comments suggested specific action to address **prostitution** and sexual exploitation, including aspects of the **Nordic Model**. Others highlighted issues around immigration and Home Office policies including the “**hostile environment**”.

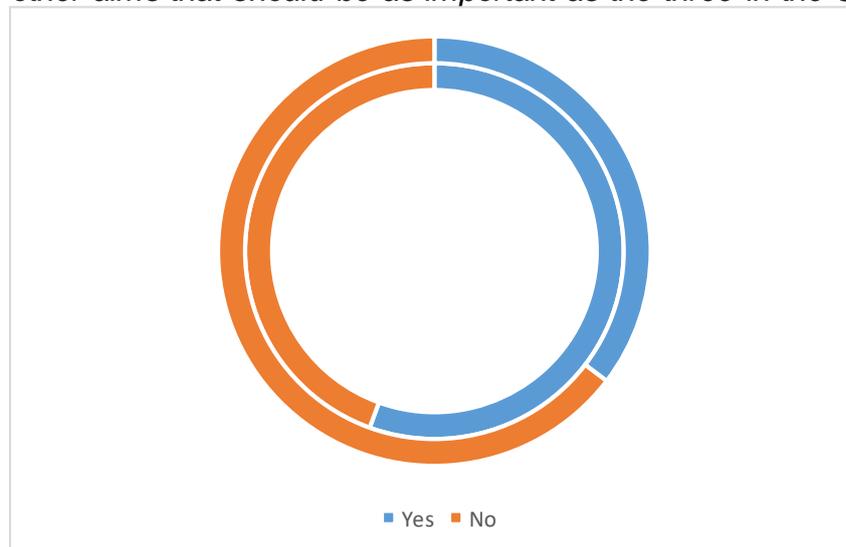
Question 9. Are there other aims that should be as important as these three?

	All		Groups		Individuals	
	Number	Percent*	Number	Percent*	Number	Percent*
Total responses	187	76.0	54	83.1	133	73.5
Yes	77	41.2	30	55.6	47	35.3
No	110	58.8	24	44.4	86	64.7

* Percentage given for 'total responses' is the proportion of all survey responses that answered this question; percentage given for other rows is the proportion of responses to this question that chose this option.

Overall the majority of respondents felt there were no other aims that should be as important as the three high level aims of the Action Areas. However, a little over half of responses from groups said that there were.

Chart 9. Percentage of group and individual responses to Q9 that said there were other aims that should be as important as the three in the Strategy



Inner circle = Groups

Outer circle = Individuals

A free text box asked that if the answer was yes, respondents say what the other aims should be.

Several comments identified **children and young people** as an area that is as important as the three Action Areas.

Many comments highlighted issues relevant to the three Action Areas: longer term needs of survivors, prosecution and sentencing of traffickers, education, awareness raising and proactive approaches to prevention.

A couple of comments suggested that **partnerships** should be a specific area of focus – work in partnership to develop evidence based policy and services for victims, or in the form of stronger links to policies around hate crime and homelessness. Another comment suggested that key themes should be picked out as **underpinning** the strategy, including human rights based, trauma informed and child/gender/LGBTI sensitive approaches and survivor participation and engagement.

Other issues raised in comments included gendered aspects of trafficking, prostitution, and poverty.

Action Area 1

This group of questions asks about the three general outcomes set out in the Strategy under Action Area 1 (AA1).

This is the beginning of the second section of the survey. Questions 10-37 were described as being likely to be of more interest to those working in areas related to trafficking, or who have a strong interest in the Trafficking and Exploitation Strategy. As a result, **fewer respondents answered these questions**: less than half of individuals and around three-quarters of groups.

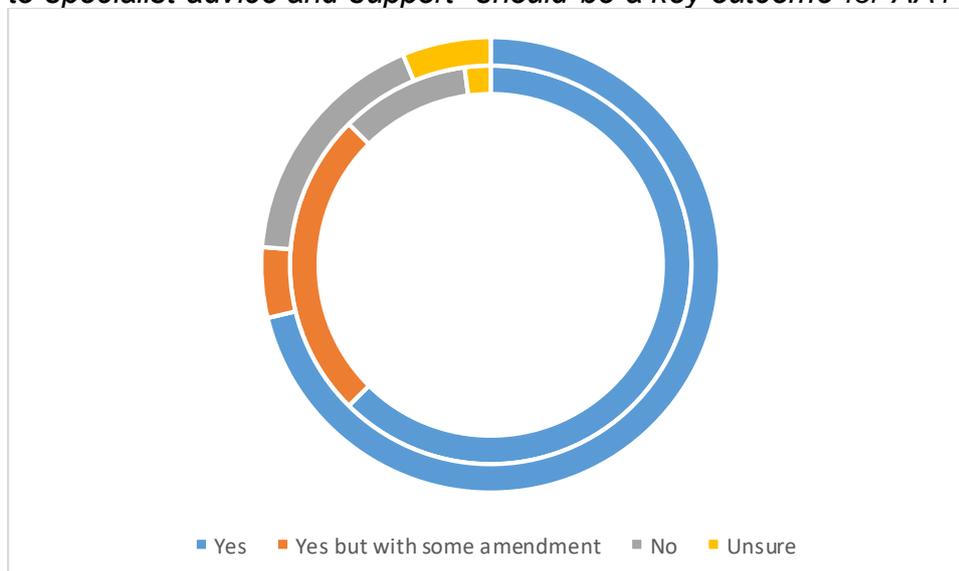
Question 10. “People who encounter victims understand signs, know what to do and have access to specialist advice and support.” Do you agree with this as a key outcome?

	All		Groups		Individuals	
	Number	Percent*	Number	Percent*	Number	Percent*
<i>Total responses</i>	128	52.0	48	74	80	44.2
Yes	87	68.0	30	62.5	57	71.3
Yes but with some amendment	16	12.5	12	25.0	4	5.0
No	19	14.8	5	10.4	14	17.5
Unsure	6	4.7	1	2.1	5	6.3

* Percentage given for ‘total responses’ is the proportion of all survey responses that answered this question; percentage given for other rows is the proportion of responses to this question that chose this option.

Most respondents agreed with this outcome, though a quarter of responses from groups said some amendment was needed. A significant minority disagreed with this outcome – more so in responses from individuals.

Chart 10. Percentage of group and individual responses to Q10 that agreed that “People who encounter victims understand signs, know what to do and have access to specialist advice and support” should be a key outcome for AA1



Inner circle = Groups

Outer circle = Individuals

A free text box asked for explanations of answers.

Several responses questioned the meaning of “**people who encounter victims**” and suggested it would be more helpful to distinguish between what the public and professionals should do if they encounter victims. There were suggestions that everyone should understand the potential signs of trafficking, but that professionals should have access to specialist advice and support.

Again there was a query about use of the word “**victim**”.

There were some responses, particularly from individuals, which implied they had interpreted the question as “is it currently true that those who encounter victims understand the signs...” rather than whether it should be a desired outcome under the Strategy. **This may account for some of the “no” responses.**

Question 11. What more could be done to achieve this outcome?

Most responses focussed on activity to raise public awareness and training for professionals.

On **general awareness**, suggestions included national campaigns and publicity materials, clear explanation of what a victim is and what the signs are, as well as a single telephone number to report concerns.

On **training**, several responses highlighted the need for a strategic plan covering regular tailored training for professionals including local authorities, NHS, Police Scotland, third sector organisations including those dealing with homelessness etc. There were calls for this to include specialist trauma expertise and cultural understanding, and also that it cover areas beyond Glasgow and Edinburgh, including rural areas.

Other issues raised included availability of Vietnamese **interpreters**, the need for more direct **cooperation with private partners** including banks, **integrating** with existing processes and procedures, identifying **anti-trafficking champions** to act as a point of information to colleagues, and dispersing specialist services for victims **across the country**.

Question 12. “Coherent person/child centred support process that enables victims to recover and build resilience.” Do you agree with this as a key outcome?

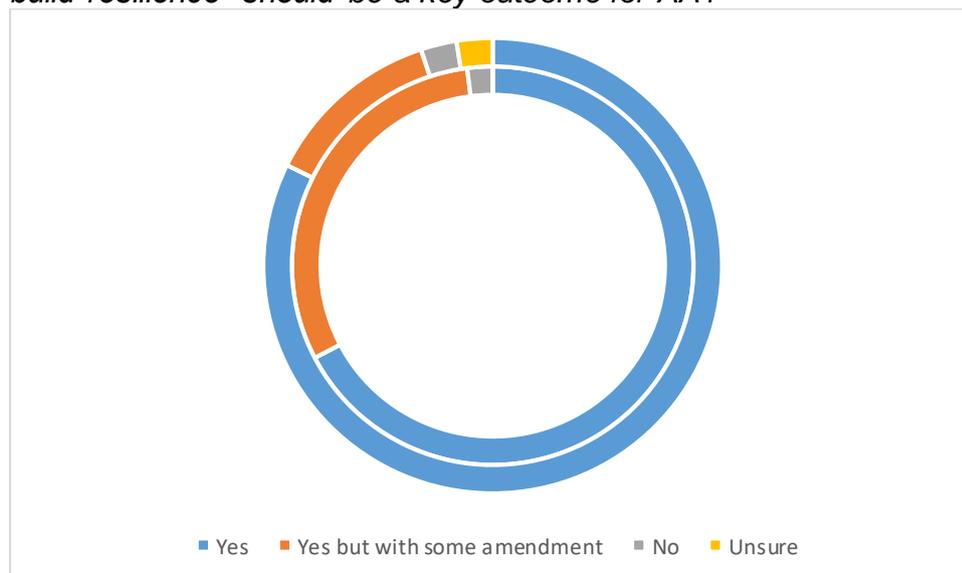
	All		Groups		Individuals	
	Number	Percent*	Number	Percent*	Number	Percent*
<i>Total responses</i>	128	52.0	49	75.4	79	43.6
Yes	98	76.6	33	67.3	65	82.3
Yes but with some amendment	25	19.5	15	30.6	10	12.7

No	3	2.3	1	2.0	2	2.5
Unsure	2	1.6	0	0.0	2	2.5

* Percentage given for 'total responses' is the proportion of all survey responses that answered this question; percentage given for other rows is the proportion of responses to this question that chose this option.

This outcome had the most support of the three under Action Area 1. Very few groups or individuals responded No to this question, though nearly a third of responses from groups said some amendment was needed.

Chart 11. Percentage of group and individual responses to Q12 that agreed that “Coherent person/child centred support process that enables victims to recover and build resilience” should be a key outcome for AA1



Inner circle = Groups

Outer circle = Individuals

A free text box asked for explanations of answers.

Several responses commented that the language in this outcome is **not plain English** and could be confusing to a non-professional reader (particularly “coherent person/child centred support”). However, several also argued that the person-centred approach is very important.

Responses raised important **elements of support**, such as the need for legal and other specialist advice for victims, trusted relationships, trauma informed and human rights based approaches, focussing on all stages of a victim’s personal journey, including aftercare to help prevent re-trafficking.

Several also highlighted the importance of securing settled accommodation and one raised the period of statutory support and immigration leave to remain.

Question 13. What more could be done to achieve this outcome?

Several comments focussed on resources and long term **investment in specialist support** services for trafficking victims, including suggestions that this should involve more organisations outside the central belt.

There were comments relating to **consistency** of provision, both in terms of different local authorities taking different approaches, and the risk, with separate provision for child protection, adult protection and human trafficking, that some cases may fall through the gaps.

A couple of comments raised the importance of **legal advice** to ensure consent to enter the NRM is fully informed, and also concerns that the NRM process is overly bureaucratic and lacks person-centred support. Some also raised migration policies and recommended implementing firewalls between trafficking support and immigration enforcement.

Others raised issues around support to **children and young people**, including the suggestion of a secure holding facility for young people until age is verified.

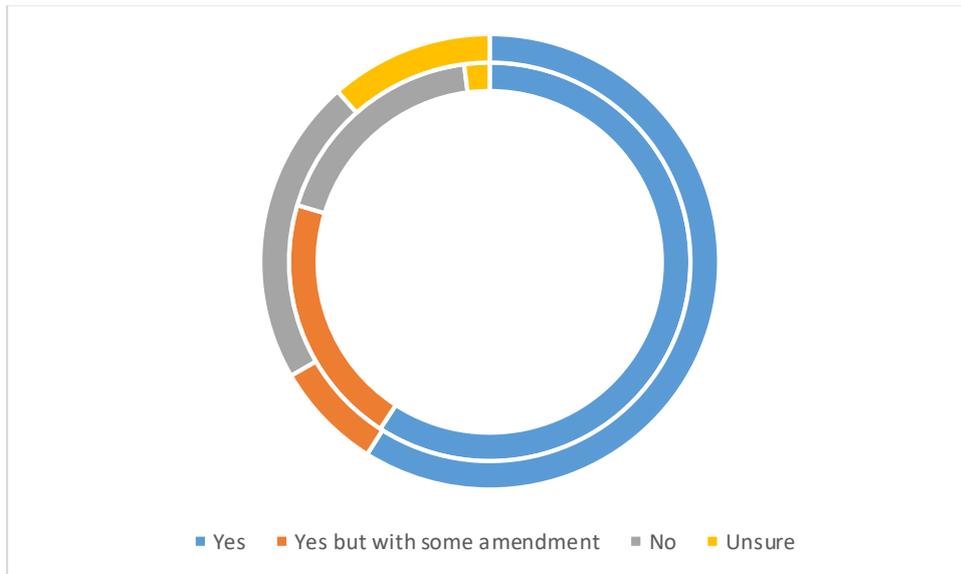
Question 14. “Victims are aware of support and trust it enough to ask for help” Do you agree with this as a key outcome?

	All		Groups		Individuals	
	Number	Percent*	Number	Percent*	Number	Percent*
<i>Total responses</i>	127	51.6	49	75.4	78	43.1
Yes	75	59.1	29	59.2	46	59.0
Yes but with some amendment	16	12.6	10	20.4	6	7.7
No	26	20.5	9	18.4	17	21.8
Unsure	10	7.9	1	2.0	9	11.5

** Percentage given for ‘total responses’ is the proportion of all survey responses that answered this question; percentage given for other rows is the proportion of responses to this question that chose this option.*

While the majority of respondents agreed with this outcome, support was lower than the other two Action Area 1 outcomes, with a significant proportion of both groups and individuals answering No – about one in five.

Chart 12. Percentage of group and individual responses to Q14 that agreed that “Victims are aware of support and trust it enough to ask for help” should be a key outcome for AA1



Inner circle = Groups

Outer circle = Individuals

A free text box asked for explanations of answers.

Many commented that this is a good goal and that **building trust** is very important, but that this is very **difficult** and will take a long time to achieve. Barriers to this trust identified included coercive control from traffickers, trauma, attitudes towards police and other authorities in source countries, and language and availability of interpreters.

Some commented that the way this outcome is expressed places the **onus on the victim** and should be reframed to say that support services offer long term interventions that gain the trust of victims and support their recovery.

Other issues highlighted included the difficulty of **measuring** this outcome, the need for **informed consent**, and putting **accessible information** in public areas.

Question 15. What more could be done to achieve this outcome?

Several responses suggested targeted public **messaging aimed at victims**, including billboards, posters and radio adverts in different languages on how to get help. One suggested a **helpline** for victims to get confidential support and begin to consider telling their account.

Other responses covered victim support including the need for 24-hour crisis safe **accommodation** in appropriate geographical locations across Scotland. One suggested developing clear and shareable materials about the support process, what is available and what are the possible negative outcomes, and another a database of national and regional support services to assist signposting.

A few highlighted the need to continue working with **survivors** and cultural and ethnic groups to inform approaches.

Action Area 2

This group of questions asks about the three general outcomes set out in the Strategy under Action Area 2 (AA2).

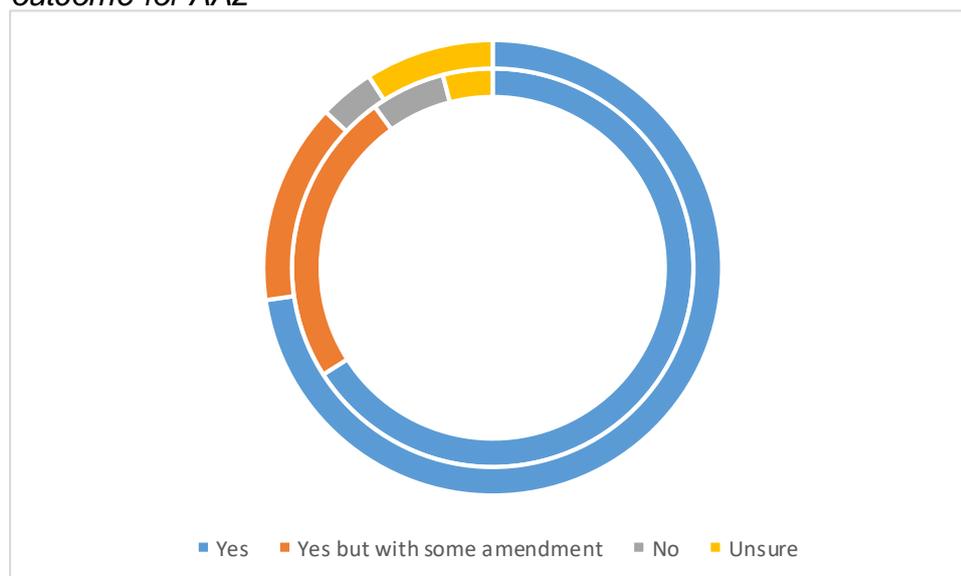
Question 16. “Public bodies and others carry out duty to notify obligations.” Do you agree with this as a key outcome?

	All		Groups		Individuals	
	Number	Percent*	Number	Percent*	Number	Percent*
Total responses	127	51.6	50	76.9	77	42.5
Yes	89	70.1	33	66.0	56	72.7
Yes but with some amendment	23	18.1	12	24.0	11	14.3
No	6	4.7	3	6.0	3	3.9
Unsure	9	7.1	2	4.0	7	9.1

* Percentage given for ‘total responses’ is the proportion of all survey responses that answered this question; percentage given for other rows is the proportion of responses to this question that chose this option.

The majority of responses agreed with this as a key outcome, a significant proportion, particular in responses from groups, felt some amendment was needed.

Chart 13. Percentage of group and individual responses to Q16 that agreed that “Public bodies and others carry out duty to notify obligations” should be a key outcome for AA2



Inner circle = Groups

Outer circle = Individuals

A free text box asked for explanations of answers.

Several comments showed confusion at the **wording** of this outcome, particularly where the respondent did not have a full understanding of what Duty to Notify is.

Several others called for clarity over Duty to Notify obligations and what happens when it is not complied with, as well as training for those covered by it.

There was a suggestion that the outcome is **too specific** and should be broadened out to ensure better and clearer frameworks for sharing information.

A number of commenters were concerned about Police Scotland using Duty to Notify information for enforcement, or about the risk of damaging trust and relationships with victims. Others highlighted the benefits of clear and consistent intelligence including information on outcomes for victims.

Question 17. What more could be done to achieve this outcome?

Almost all of the comments on this question related to **training and awareness raising** for relevant staff.

There were also suggestions for having a **specialist worker** to help colleagues with these cases, and for having a ‘no wrong door’ approach where services coordinate effectively around the victim. One comment raised a concern about potential risks from organised crime gangs for frontline workers undertaking duty to notify obligations.

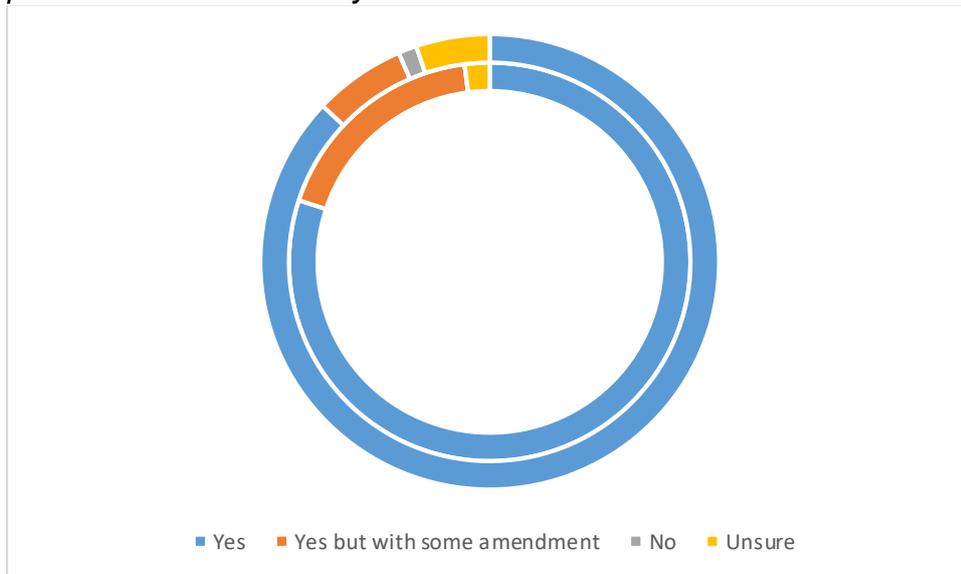
Question 18. “Intelligence is shared so that local areas and/or other countries are aware of patterns.” Do you agree with this as a key outcome?

	All		Groups		Individuals	
	Number	Percent*	Number	Percent*	Number	Percent*
<i>Total responses</i>	127	51.6	50	76.9	77	42.5
Yes	107	84.3	40	80.0	67	87.0
Yes but with some amendment	14	11.0	9	18.0	5	6.5
No	1	0.8	0	0.0	1	1.3
Unsure	5	3.9	1	2.0	4	5.2

* Percentage given for ‘total responses’ is the proportion of all survey responses that answered this question; percentage given for other rows is the proportion of responses to this question that chose this option.

Responses overall were strongly supportive of this as key outcome, though some responses suggested some amendment is needed.

Chart 14. Percentage of group and individual responses to Q18 that agreed that “Intelligence is shared so that local areas and/or other countries are aware of patterns” should be a key outcome for AA2



Inner circle = Groups

Outer circle = Individuals

A free text box asked for explanations of answers.

Comments highlighted the value of **effectively shared information** to allow targeted, informed and effective interventions, and the need to use intelligence to stay ahead of the traffickers. However, there were calls for **strict controls** and protocols over how information is shared, including GDPR – though also a suggestion that organisations may ‘hide behind’ GDPR obligations.

A number of comments highlighted the **international** nature of the crime and the need for effective working with enforcement in other countries.

There was a suggestion that this outcome is again rather broad and overlaps with the first.

Question 19. What more could be done to achieve this outcome?

Several comments highlighted **data from the NRM**, saying that it should be more detailed, and that recent reforms of the NRM had led to less detailed information being available.

Several called for clear and concise **information sharing agreements** between Police Scotland and the third sector and others.

One comment called for a regular joint **briefing** for all partners to be produced, giving a common understanding of trends, challenges and successes, and another called for a shared read-only database to allow better information sharing.

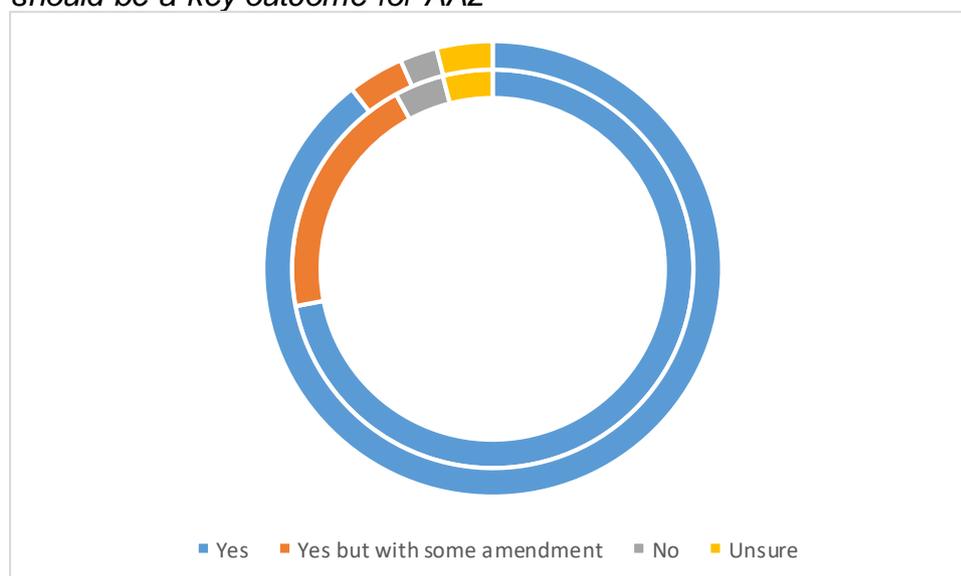
Question 20. “Police, prosecutors and courts use all powers and take robust action as appropriate.” Do you agree with this as a key outcome?

	All		Groups		Individuals	
	Number	Percent*	Number	Percent*	Number	Percent*
Total responses	126	51.2	50	76.9	76	42.0
Yes	104	82.5	36	72.0	68	89.5
Yes but with some amendment	13	10.3	10	20.0	3	3.9
No	4	3.2	2	4.0	2	2.6
Unsure	5	4.0	2	4.0	3	3.9

* Percentage given for ‘total responses’ is the proportion of all survey responses that answered this question; percentage given for other rows is the proportion of responses to this question that chose this option.

Responses overall were strongly supportive of this as key outcome, though a significant proportion – one in five – of responses from groups felt some amendment was needed.

Chart 14. Percentage of group and individual responses to Q20 that agreed that “Police, prosecutors and courts use all powers and take robust action as appropriate” should be a key outcome for AA2



Inner circle = Groups

Outer circle = Individuals

A free text box asked for explanations of answers.

Many of the comments stressed that traffickers should be **prosecuted** to the full extent of the law or called for **higher penalties**. Some expressed frustration at the apparently low numbers of trafficking convictions.

Other themes in comments included placing a stronger emphasis on the needs of **victims** in the criminal justice process, including considering victimless prosecutions.

Some comments called for more clarity around what is expected from each agency, or suggested there should be legal duties to act rather than leaving it to discretionary responses. One comment highlighted the role of other authorities such as Home Office Immigration Enforcement and HM Revenue and Customs.

Question 21. What more could be done to achieve this outcome?

Several comments focussed on the **approach and resources** within Police Scotland, COPFS and other enforcement bodies. There were suggestions for a dedicated COPFS resource and also for Police Scotland to retain a core team of experts rather than moving officers in and out of topic areas. Another comment suggested a multi-agency response similar to that used in high risk domestic abuse cases.

A number of responses highlighted the role of **defence solicitors** including the need for effective training and the role of defence in identifying where the accused is a victim of trafficking. Another comment highlighted juror understanding and awareness.

Again there were comments about number of convictions, length of sentences, and the possibility of victimless prosecutions, and there was also a comment about the underuse of Trafficking and Exploitation Risk Orders.

Action Area 3

This group of questions asks about the three general outcomes set out in the Strategy under Action Area 3 (AA3).

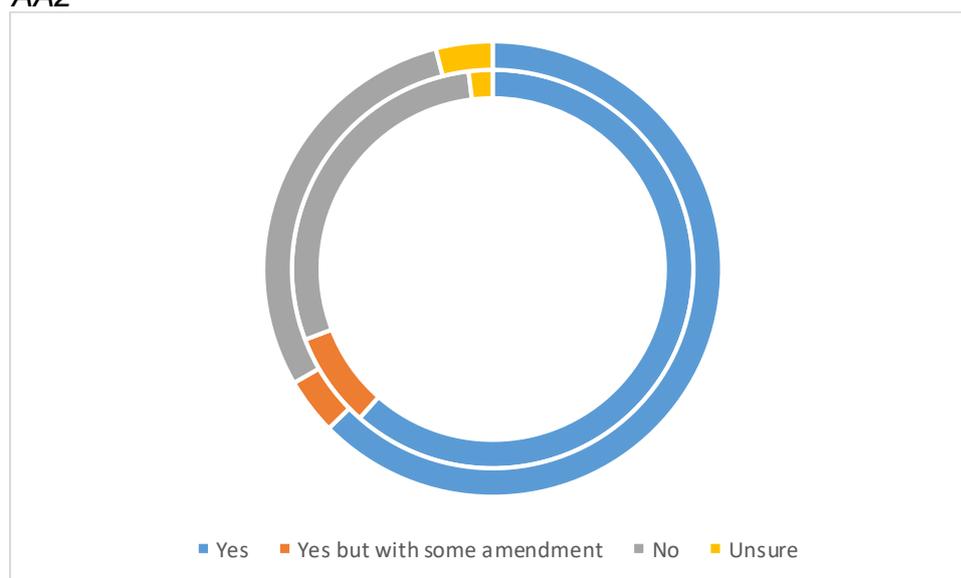
Question 22. “People know about the extent of trafficking in Scotland.” Do you agree with this as a key outcome?

	All		Groups		Individuals	
	Number	Percent*	Number	Percent*	Number	Percent*
Total responses	127	51.6	52	80.0	75	41.4
Yes	79	62.2	32	61.5	47	62.7
Yes but with some amendment	7	5.5	4	7.7	3	4.0
No	37	29.1	15	28.8	22	29.3
Unsure	4	3.1	1	1.9	3	4.0

* Percentage given for ‘total responses’ is the proportion of all survey responses that answered this question; percentage given for other rows is the proportion of responses to this question that chose this option.

While most responses agreed with this as a key outcome, more respondents said No to this than on any of the other outcomes.

Chart 15. Percentage of group and individual responses to Q22 that agreed that “People know about the extent of trafficking in Scotland” should be a key outcome for AA2



Inner circle = Groups

Outer circle = Individuals

A free text box asked for explanations of answers.

The vast majority of comments stated that **public awareness and understanding remains low**, and many of these said that it is **important that action is taken to improve this**.

This suggests they had interpreted the question as “is it currently true that people know about the extent of trafficking in Scotland” rather than whether it should be a desired outcome under the Strategy. This is an issue with the presentation of the survey and likely accounts for some of the “no” responses.

However, a couple of respondents did comment on this as a key outcome in the Strategy. One suggested adding “**and its causes**” in order to highlight the role of demand, financing and links to organised crime and terrorism.

Another questioned the **value of general awareness raising as a goal**, suggesting that there is little evidence that this has actually led to increased identification in countries that have focussed efforts in this area, and that other approaches such as using trained labour inspectors and expert law enforcement units could be more effective.

Yet another commented that while some awareness raising and training is needed, there is a risk that a focus on international trafficking could lead to increased **xenophobia** and hostility towards non- white Scottish/white British individuals.

Question 23. What more could be done to achieve this outcome?

Most comments suggested further activities that could improve **public awareness**, including TV, radio and poster campaigns, social media, references in TV dramas, building better publicity and coverage around success stories in supporting victims and also prosecutions. There were also calls for more **education and training**, including in schools and workplaces.

There were several suggestions of doing more to involve **faith groups, community groups, employer organisations** and **trade unions**.

A number of comments highlighted low awareness that **UK adults and young people** can be victims of trafficking, one raised **organised begging** in towns and cities and the need for an agency to check on the safety and wellbeing of these individuals, and another commenter raised the issue of **terminology**, with confusion around ‘modern slavery’ and ‘human trafficking’ in awareness raising material.

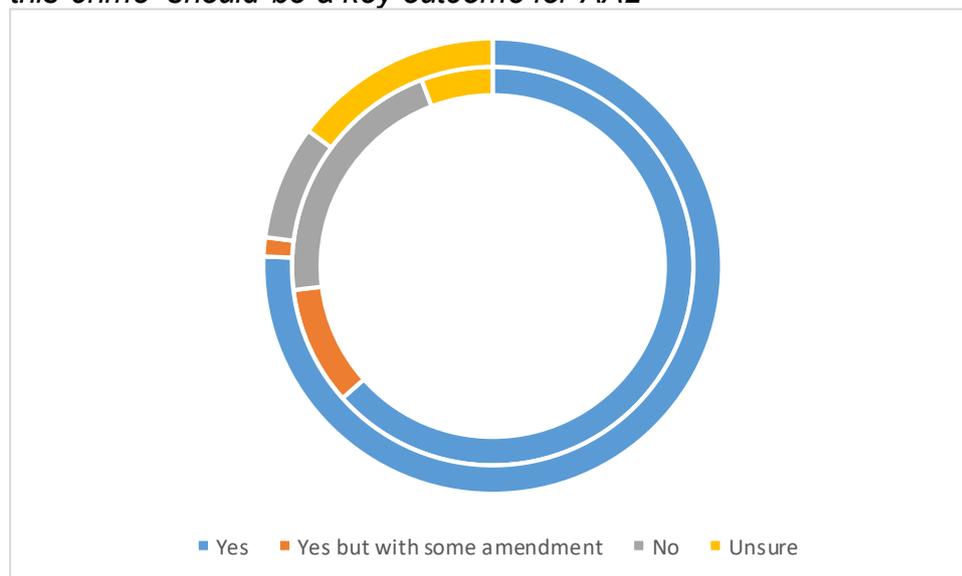
Question 24. “People and businesses are aware of how what they do and buy can contribute to this crime” Do you agree with this as a key outcome?

	All		Groups		Individuals	
	Number	Percent*	Number	Percent*	Number	Percent*
<i>Total responses</i>	126	51.2	52	80.0	74	40.9
Yes	89	70.6	33	63.5	56	75.7
Yes but with some amendment	6	4.8	5	9.6	1	1.4
No	17	13.5	11	21.2	6	8.1
Unsure	14	11.1	3	5.8	11	14.9

* Percentage given for 'total responses' is the proportion of all survey responses that answered this question; percentage given for other rows is the proportion of responses to this question that chose this option.

Most responses agreed with this as a key outcome, but again a significant minority said No on this question, particularly in responses from groups.

Chart 16. Percentage of group and individual responses to Q24 that agreed that "People and businesses are aware of how what they do and buy can contribute to this crime" should be a key outcome for AA2



Inner circle = Groups

Outer circle = Individuals

A free text box asked for explanations of answers.

Again, several comments suggested activity that could help deliver this including targeted **awareness raising** with the public, businesses and third sector.

Some commented that while the general aim is good the outcome is **poorly or confusingly expressed**.

Others said that just **being aware is not enough**, and references to preventative action and compliance for businesses and other appropriate bodies should be added. There were also comments that the requirements on businesses should be clearer, and that there should be punitive action when trafficking is identified in supply chains.

Some also commented that members of the public knowing how what they buy contributes to crime has very little impact on purchasing habits.

Question 25. What more could be done to achieve this outcome?

Comments suggested more **clarity** of the requirements and risks for businesses, as well as support and awareness raising to help them meet their obligations. This included promoting the Scottish Government **guidance for businesses** and training for HR recruitment staff.

Other comments focussed on educating and informing the public on how their **purchasing decisions** could have an impact or how to identify whether purchases are legitimate, with suggestions for lists of ethically sourced goods and services or conversely lists of organisations that have connections to human trafficking.

There were specific suggestions to learn from work on commercial sexual exploitation and the night time economy, introduce a duty to report, and also to look specifically at rural areas.

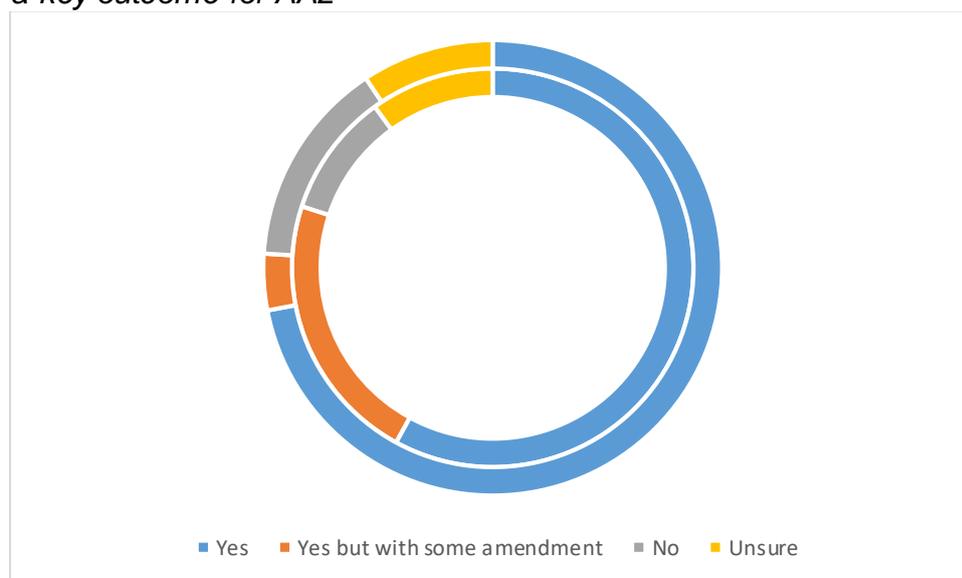
Question 26. “People at most risk get help to increase their resilience against trafficking.” Do you agree with this as a key outcome?

	All		Groups		Individuals	
	Number	Percent*	Number	Percent*	Number	Percent*
<i>Total responses</i>	125	50.8	50	76.9	75	41.4
Yes	83	66.4	29	58.0	54	72.0
Yes but with some amendment	14	11.2	11	22.0	3	4.0
No	16	12.8	5	10.0	11	14.7
Unsure	12	9.6	5	10.0	7	9.3

* Percentage given for ‘total responses’ is the proportion of all survey responses that answered this question; percentage given for other rows is the proportion of responses to this question that chose this option.

Most responses agreed with this as a key outcome, but with significant minorities saying No or Yes but with some amendment. Groups were significantly more likely to say Yes but with some amendment.

Chart 16. Percentage of group and individual responses to Q26 that agreed that “People at most risk get help to increase their resilience against trafficking” should be a key outcome for AA2



Inner circle = Groups
Outer circle = Individuals

A free text box asked for explanations of answers.

A significant number of comments took issue with the phrase “**resilience against trafficking**.” Some suggested its meaning was unclear and several said that it could give the appearance of **victim blaming** and that the focus should be on assessing the structures that create the conditions for exploitation, or on empowering people to get out of exploitation.

Others questioned focussing on “**people at most risk**,” with comments saying that all people at risk should be helped, and others that asking the general public to decide who is at most risk could lead to uncertainty whether to act.

Question 27. What more could be done to achieve this outcome?

Many respondents commented that this is a very **challenging and complex goal**, particularly in view of the overall vision of elimination trafficking, and that this would require **significant resourcing** and potentially the creation of dedicated agencies. Some also commented that the underlying causes could lie outwith the remit or capacity of the Scottish Government.

Again there were suggestions that **education and awareness raising** including work in schools on sexual exploitation and drug trafficking could help.

A number of responses suggested direct awareness raising or **media campaigns in source countries** and more international cooperation.

Several commenters mentioned the risks around re-trafficking and called for specialist **psychological and trauma-informed support**.

Child trafficking

This section asked how best to cover trafficking of children and young people, and what more should be done in this area.

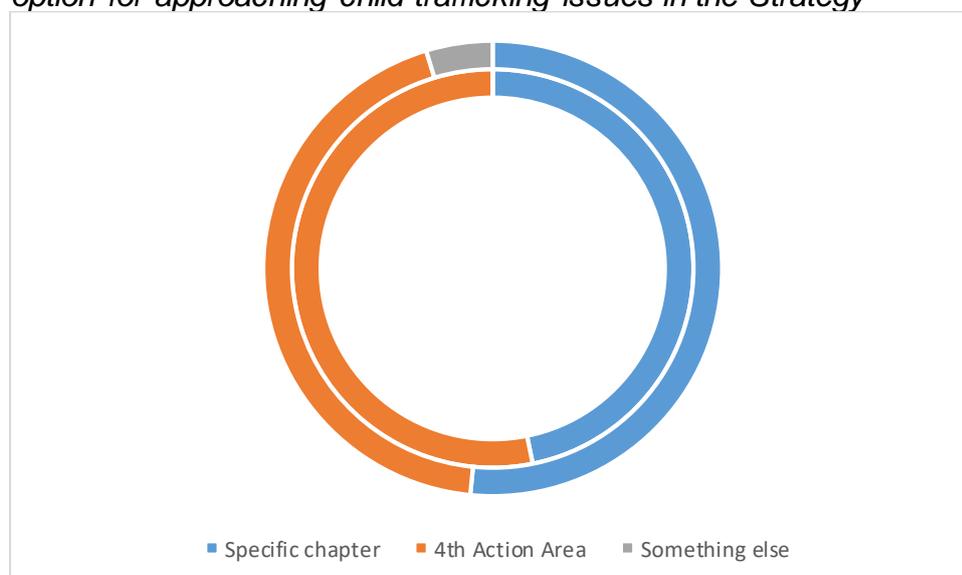
Question 28. Which of the following do you think is the best way to approach issues related to child trafficking in the Strategy?

	All		Groups		Individuals	
	Number	Percent*	Number	Percent*	Number	Percent*
<i>Total responses</i>	111	45.1	47	72.3	64	35.4
A specific chapter on child trafficking and the multi-agency Child Trafficking Strategy Group	55	49.5	22	46.8	33	51.6
A fourth Action Area in the Strategy specifically for child trafficking	53	47.7	25	53.2	28	43.8
Something else	3	2.7	0	0.0	3	4.7

* Percentage given for 'total responses' is the proportion of all survey responses that answered this question; percentage given for other rows is the proportion of responses to this question that chose this option.

Responses were very evenly split between having a specific chapter on child trafficking (which is the current approach) or creating a fourth Action Area on child trafficking. Group responses were marginally more in favour of a new Action Area and individuals marginally more in favour of the current approach.

Chart 17. Percentage of group and individual responses to Q28 that selected each option for approaching child trafficking issues in the Strategy



Inner circle = Groups

Outer circle = Individuals

A free text box asked for explanations of answers.

All comments agreed that child trafficking was a serious issue and deserved significant attention. Most felt that a **distinct approach** is needed on child trafficking including specific stakeholders.

Some argued that there is considerable overlap between child trafficking and wider anti-trafficking activity, and that each of the three Action Area aims would apply to child trafficking, so separating it out into its own Action Area could potentially **dilute an integrated approach**. One said that a child trafficking Action Area should only be created if distinct **outcomes** for children were identified and that delivery is more important than the structure of the Strategy.

Others said that creating a specific Action Area for child trafficking would be a **clear statement** that Scotland is committed to tackling this issue and provide a focus on the particular challenges and impact for child victims.

Question 29. If a fourth Action Area were to be added on child trafficking, what outcomes should be specified within it?

Most comments either explicitly stated that the **outcomes should be similar** to those for adult victims but tailored to the key features of child trafficking, or suggested outcomes which are identified elsewhere in the Strategy for general human trafficking: for example identification and support of victims, awareness raising and prevention of re-trafficking.

Specific issues that were raised included access to education, continuity of care and longer-term outcomes, family support, child-centred approaches including GIRFEC.

Question 30. What more could we do to achieve better outcomes for victims of child trafficking?

Many comments focussed on **resources, awareness and training**, particularly for local authority child protection workers, who respondents commented should take a clear lead role.

Other suggestions included a **targeted media campaign** focussing specifically on child trafficking, introducing **Independent Child Trafficking Guardians** as soon as possible, specific work looking at **UK victims** of child trafficking, faster **age assessment** and specific inclusion of the **GIRFEC Childs Plan**.

Reporting

This section consisted of a single question asking about how the Scottish Government should report on implementation of the Strategy.

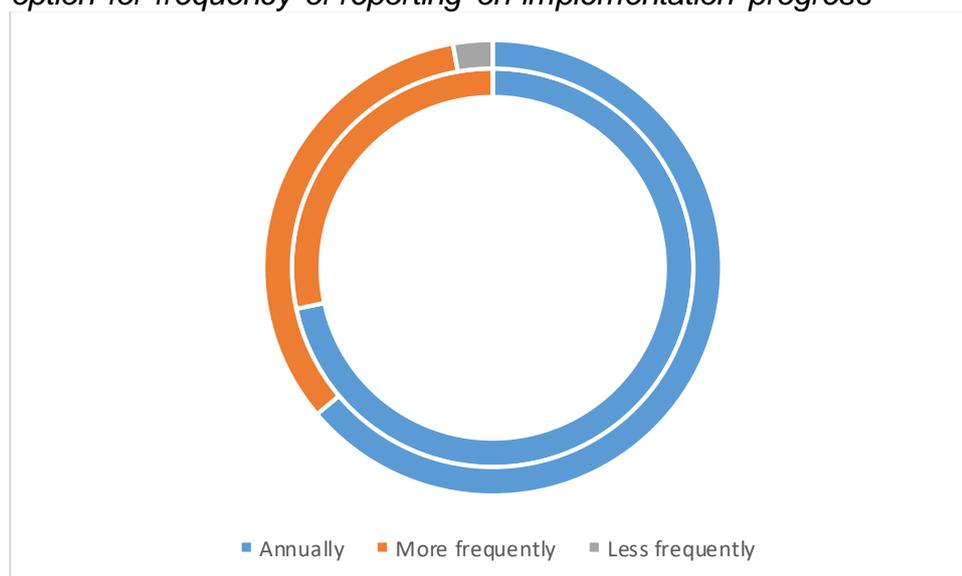
Question 31. The Scottish Government currently reports annually on progress in implementing the Strategy. Should reporting continue to be annual or at other intervals?

	All		Groups		Individuals	
	Number	Percent*	Number	Percent*	Number	Percent*
Total responses	125	50.8	53	81.5	72	39.8
Annually	84	67.2	38	71.7	46	63.9
More frequently	39	31.2	15	28.3	24	33.3
Less frequently	2	1.6	0	0.0	2	2.8

* Percentage given for 'total responses' is the proportion of all survey responses that answered this question; percentage given for other rows is the proportion of responses to this question that chose this option.

Most respondents agreed with annual reporting but almost a third overall said this should be more frequent. Almost no respondents said it should be less frequent.

Chart 18. Percentage of group and individual responses to Q31 that selected each option for frequency of reporting on implementation progress



Inner circle = Groups

Outer circle = Individuals

A free text box asked if the frequency were to be other than annually, what it should be.

Most who added a comment suggested **two to four times a year**, though one said it should be monthly, and another said it should be every two or three years because of the burden and cost on public organisations of more frequent reporting.

One comment said that during the Brexit period it would be helpful to have updates on the Strategy and impacts on international relationships.

Equality

The final section asked about barriers that specific groups may face and how these groups could be better supported and protected.

Because the numbers of responses to these questions are lower, percentages in some instances are not given, and charts reflect all responses, rather than separating group and individual responses.

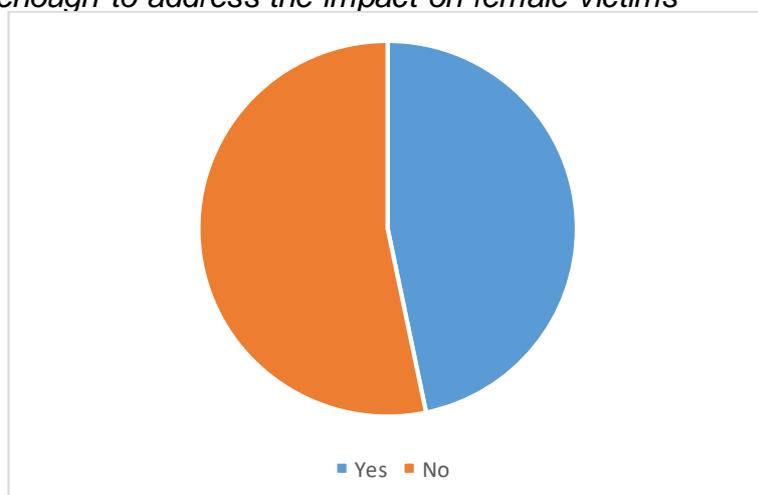
Question 32. While the majority of trafficking victims in Scotland are now men trafficked for labour exploitation, female victims are mostly trafficked for sexual exploitation, which has specific and damaging effects on its victims. Does the Strategy do enough to address the impact on female victims?

	All		Groups		Individuals	
	Number	Percent*	Number	Percent*	Number	Percent*
Total responses	92	37.4	38	58.5	54	29.8
Yes	43	46.7	17		26	48.1
No	49	53.3	21		28	51.9

* Percentage given for 'total responses' is the proportion of all survey responses that answered this question; percentage given for other rows is the proportion of responses to this question that chose this option.

Responses to this question were split almost evenly, though slightly more respondents said that the Strategy does not do enough to address the specific impact on female victims.

Chart 19. Percentage of responses to Q32 that agreed that the current Strategy does enough to address the impact on female victims



A free text box asked if there was not enough in the Strategy to address female victims, what specifically should be added to reflect this.

A number of comments called for action to address the “**market**” in Scotland for commercial sexual exploitation, including adoption of the **Nordic Model**.

There were also calls for **increased support** for female victims of sexual exploitation, including funded assistance for women who want to exit prostitution, as has been done in Sweden. A couple of comments suggested specialist training for interpreters to navigate cultural taboos around sexual violence.

Several respondents called for a gendered analysis which links with Equally Safe and reflects global data on the disproportionate impact of trafficking on women.

However, others emphasised that **men** can also be victims of sexual exploitation, and warned against marginalising one group of victims by placing a strong emphasis on another. There was a suggestion that a focus on the **particular impacts from sexual exploitation** on both female and male victims would be a better approach than a specific section on female victims.

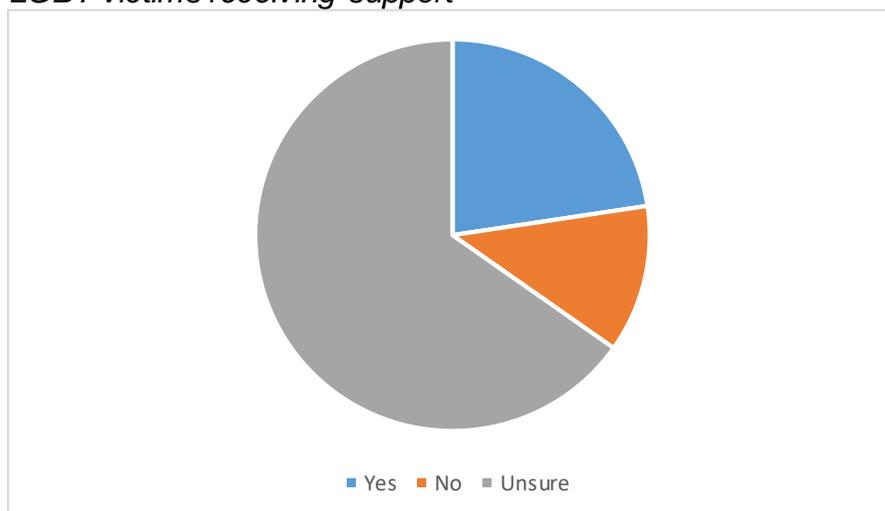
Question 33. Are there specific barriers to LGBT victims receiving support?

	All		Groups		Individuals	
	Number	Percent*	Number	Percent*	Number	Percent*
<i>Total responses</i>	115	46.7	47	72.3	68	37.6
Yes	26	22.6	14		12	17.6
No	14	12.2	8		6	8.8
Unsure	75	65.2	25		50	73.5

* Percentage given for ‘total responses’ is the proportion of all survey responses that answered this question; percentage given for other rows is the proportion of responses to this question that chose this option.

More respondents said Yes than No to this question, but the majority were unsure, both in groups and individuals.

Chart 19. Percentage of responses to Q33 that said there are specific barriers to LGBT victims receiving support



A free text box asked if there are specific barriers, what specific actions we could take to help LGBT victims access support.

Comments suggested that LGBT individuals may find it **more difficult to seek help**, depending on cultural background, and that it would be important to communicate that it is not a crime in Scotland to be LGBT. The importance of supported and appropriate **accommodation**, especially for trans individuals, was raised. A couple of respondents suggested working directly with **LGBT charities**.

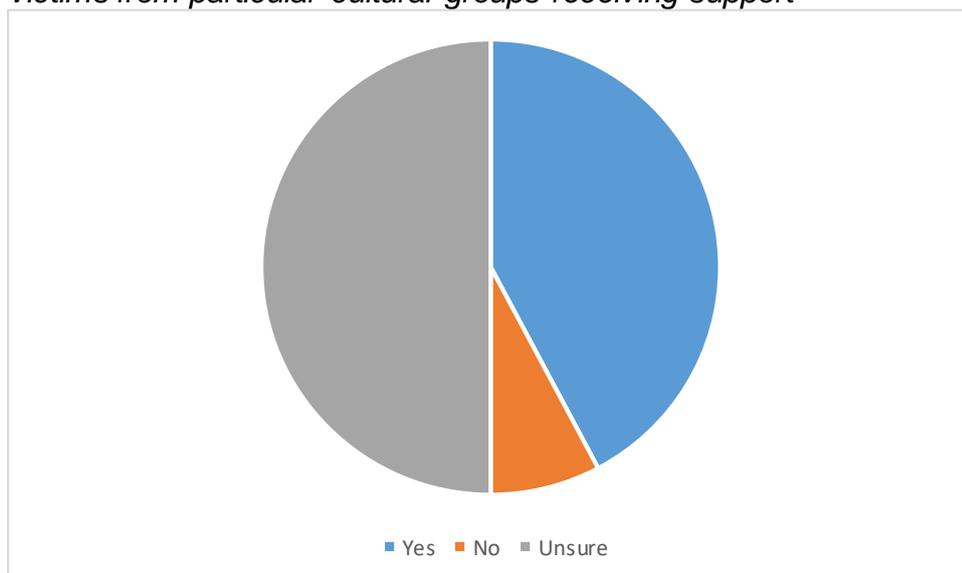
Question 34. Are there specific barriers to victims from particular cultural groups receiving support?

	All		Groups		Individuals	
	Number	Percent*	Number	Percent*	Number	Percent*
Total responses	116	47.2	46	70.8	70	38.7
Yes	49	42.2	24		25	35.7
No	9	7.8	2		7	10.0
Unsure	58	50.0	20		38	54.3

* Percentage given for 'total responses' is the proportion of all survey responses that answered this question; percentage given for other rows is the proportion of responses to this question that chose this option.

While the most common response overall was Unsure, significant numbers of respondents said Yes to this question, including just over half the responses from groups.

Chart 20. Percentage of responses to Q34 that said there are specific barriers to victims from particular cultural groups receiving support



A free text box asked if there are specific barriers, what specific actions we could take to help victims from particular cultural groups access support.

The most common issue raised in the comment was **language barriers** and particularly the availability of trained and gender appropriate **interpreters**.

Specific cultural groups that were mentioned included **Vietnamese**, which is the most common victim nationality identified in Scotland, **Roma populations**, and also **UK children** who are currently not being widely identified as trafficking victims in Scotland.

A couple of comments raised **immigration status** and potential **stigma** within communities particularly around sexual exploitation, and several comments referred to the need for **professional understanding** of cultural and faith issues.

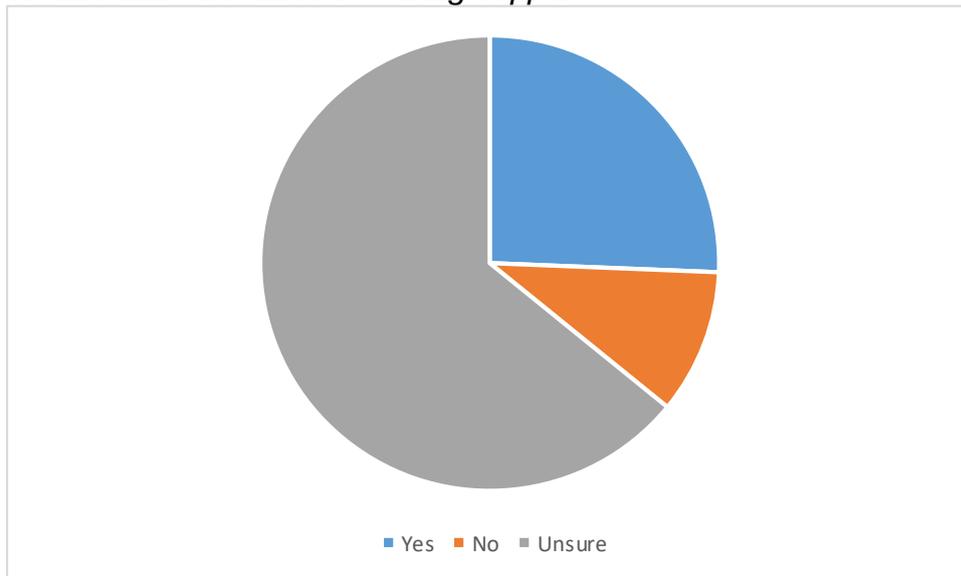
Question 35. Are there specific barriers to victims with disabilities receiving support?

	All		Groups		Individuals	
	Number	Percent*	Number	Percent*	Number	Percent*
Total responses	117	47.6	48	73.8	69	38.1
Yes	30	25.6	17	35.4	13	18.8
No	12	10.3	5	10.4	7	10.1
Unsure	75	64.1	26	54.2	49	71.0

* Percentage given for 'total responses' is the proportion of all survey responses that answered this question; percentage given for other rows is the proportion of responses to this question that chose this option.

More respondents said Yes than No to this question, but the majority were unsure, both in groups and individuals.

Chart 21. Percentage of responses to Q34 that said there are specific barriers to victims with disabilities receiving support



A free text box asked if there are specific barriers, what specific actions we could take to help victims with disabilities access support.

Comments identified issues for **deaf and blind victims** in terms of communication. **Mental health** was identified as a potential barrier requiring a response. Accessible spaces and accommodation would be required for those with **physical disabilities**. There was a comment that in general dependency on others could put those with disabilities at more **risk of exploitation**, and that victims with disabilities may have more **complex needs** in terms of recovery.

There were suggestions to engage with **disability service providers** both in Scotland and in source countries

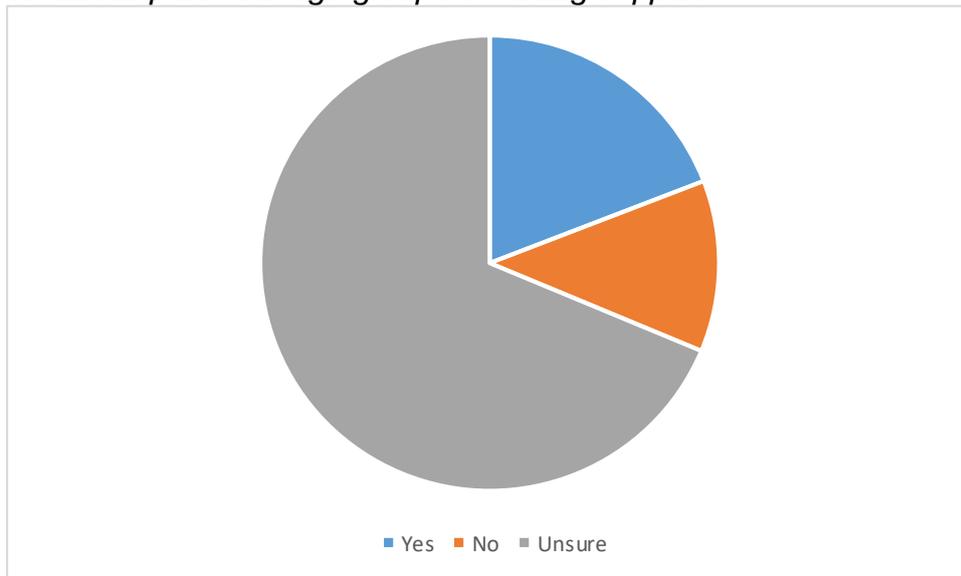
Question 36. Are there specific barriers to victims in particular age groups receiving support?

	All		Groups		Individuals	
	Number	Percent*	Number	Percent*	Number	Percent*
Total responses	115	46.7	47	72.3	68	37.6
Yes	22	19.1	11		11	16.2
No	14	12.2	4		10	14.7
Unsure	79	68.7	32		47	47.0

* Percentage given for 'total responses' is the proportion of all survey responses that answered this question; percentage given for other rows is the proportion of responses to this question that chose this option.

More respondents said Yes than No to this question, but the majority were unsure. Individuals were more likely to say No than groups.

Chart 22. Percentage of responses to Q36 that said there are specific barriers to victims in particular age groups receiving support



A free text box asked if there are specific barriers, what specific actions we could take to help victims in particular age groups access support.

Most comments highlighted issues for **children and young people** as already discussed in previous questions. This included age identification, the need for independent advocacy, and the transition from childhood to adulthood.

A few comments also raised issues relating to **older people**, particularly capacity to ask for help. There was a suggestion of providing specific places of safety for older victims.

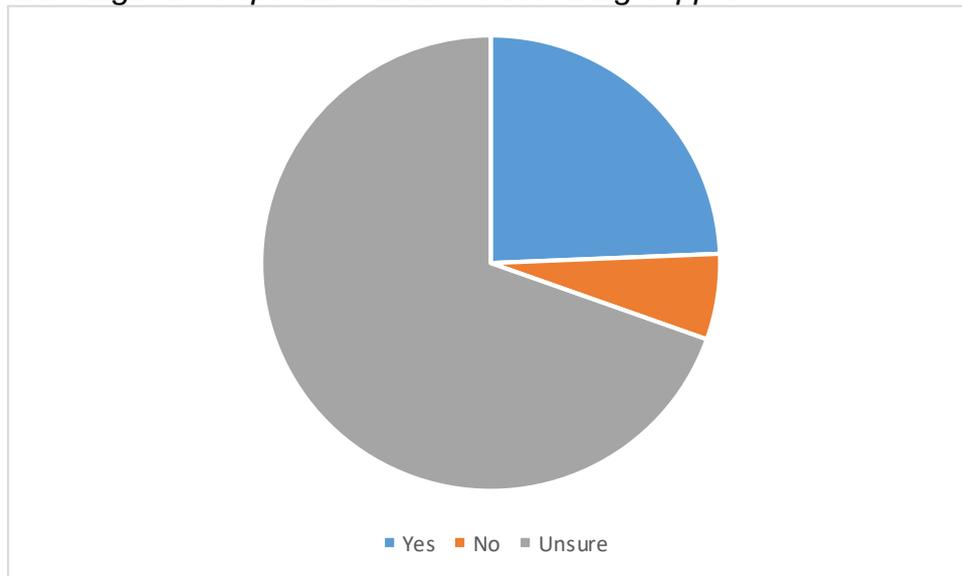
Question 37. Are there other minority groups who might face specific barriers to receiving support?

	All		Groups		Individuals	
	Number	Percent*	Number	Percent*	Number	Percent*
Total responses	115	46.7	47	72.3	68	37.6
Yes	28	24.3	14		14	20.6
No	7	6.1	2		5	7.4
Unsure	80	69.6	31		49	72.1

* Percentage given for 'total responses' is the proportion of all survey responses that answered this question; percentage given for other rows is the proportion of responses to this question that chose this option.

More respondents said Yes than No to this question, but the majority were unsure, both in groups and individuals.

Chart 23. Percentage of responses to Q37 that said there are other minority groups who might face specific barriers to receiving support



A free text box asked what groups, and what specific actions could be taken to help them access support.

Groups mentioned in comments included: those with a **first language other than English**, people with **mental health** issues or **learning disabilities**, **black people**, **Muslims**, **Vietnamese**, **Chinese** and **Roma** people, and those from outside the EU or who otherwise have no residence permit or uncertain **immigration status**.

Annex A

Responses from groups and organisations

Aberlour
Action for Children
Archdiocese of St Andrews and Edinburgh Justice and Peace Commission
Argyll & Bute Council
Border Force
Brightwork Limited
British Red Cross
CARE
Church of Scotland
Child Protection Committees Scotland
City of Edinburgh council
Clackmannanshire and Stirling CPC
Consultant NHS Lothian
Cyrenians
Dundee City Council
DWP
DWP
Fife Centre for Equalities
Fife Council
Healthcare Improvement Scotland
HMRC
HMRC
Hope for Justice
Independent Consultant (founder and former CEO Focus on Labour Exploitation)
JustRight Scotland
Law Society of Scotland
Maternity Services NHS Lothian
NHS
NHS 24
NHS 24
NHS Dumfries and Galloway
NHS Forth Valley Board
NHS Grampian
NHS Lanarkshire
NHS Lanarkshire
North Ayrshire Womens Aid
Not For Sale in Scotland / Cross Party Group against Commercial Sexual Exploitation
Not for Sale in Scotland, CPG Commercial Sexual Exploitation
Police Scotland
PP NHS 24

Professional working in the third sector working with survivors of sexual violence and a foster carer supporting a victim of modern slavery
Restore Glasgow
Restore Glasgow
Sacro
Saheliya
Scotland Excel
Scotland Excel
Scotland's International Development Alliance
Scottish Borders Council
Scottish Borders Rape Crisis Centre
Scottish Governmnet
Scottish Government
Scottish Government
SEPA
Shetland Public Protection Committee
SI Aberdeen
Soroptimist International
Soroptimist's International, UK and Ireland
Soroptimist International Dundee
Retired but a member of Soroptimist International
South Lanarkshire GBV Partnership
SW Consultant
University of Edinburgh
University of St Andrews
University of Stirling