Acknowledgements

We would like to thank those with whom we’ve met over the course of FLEX’s training workshops and focus groups who have offered cases, insights and feedback that have helped us develop this Guide. In particular we would like to thank Clifford Chance Lawyers for conducting legal research, and Jamila Duncan-Bosu, Elaine Banton, Saadiya Chaudary for their input. We would also like to thank our funders, Barrow Cadbury Trust and Trust for London, whose support allowed us to prepare and publish this Guide.
Acronyms and Abbreviations

<table>
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<th>Acronym</th>
<th>Description</th>
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<tr>
<td>ACAS</td>
<td>Advisory, Conciliation and Arbitration Services</td>
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<td>CICA</td>
<td>Criminal Injuries Compensation Authority</td>
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<td>FLEX</td>
<td>Focus on Labour Exploitation</td>
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<td>GLA</td>
<td>Gangmasters Licensing Authority</td>
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<td>ECHR</td>
<td>European Convention on Human Rights</td>
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<td>EEA</td>
<td>European Economic Area</td>
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<td>European Trafficking Convention</td>
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<td>NCA</td>
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<td>NMW</td>
<td>National Minimum Wage</td>
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<td>NRM</td>
<td>National Referral Mechanism</td>
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<td>OISC</td>
<td>Office of the Immigration Services Commissioner</td>
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Introduction

Access to justice for victims of human trafficking is fundamental to their rehabilitation, the prevention of their re-trafficking, and contributes to the punishment of their traffickers. Once they have escaped their exploitative circumstances, victims of trafficking for labour exploitation will be primarily concerned with their security and immigration status, as well as access to support. However they may also want to seek justice against their traffickers for the human rights and labour abuses they have endured, and to seek financial compensation for the damage they have suffered. Unfortunately, often those assisting or advising victims of trafficking are unaware of the legal options available to them.

This Guide recognises that access to legal remedies for victims of human trafficking is about more than compensation, and that access to justice relies on access to legal assistance and support. Accordingly, the Guide first briefly address the National Referral Mechanism and historic victims; before also outlining some non-financial remedies, including prosecution of traffickers, legal aid, non-criminalisation of victims, and immigration remedies. The Guide then goes on to consider in more detail the routes to accessing compensation, in light of the very low numbers of victims accessing compensation in the UK. The aim of the Guide is to provide practical information that can assist service providers in informing victims about their legal options and directing them towards legal advice.

In the UK, there are currently four possibilities for compensation available to victims of trafficking. These four remedies are:

1. Compensation or reparation order following criminal proceedings;
2. Civil claims (County Court or High Court);
3. Employment claims in the Employment Tribunal; and
4. Criminal Injuries Compensation Authority (CICA) claims.

Each of these remedies has its benefits, limitations and obstacles. In an effort to assist service providers in helping the potential victims they may meet in their work, this Guide seeks to answer some of the key questions relating to compensation for victims of human trafficking, including:

A. What are the options for compensation?
B. What kind of loss or damage can be compensated?
C. How do I apply for compensation?
D. What are the legal requirements?
E. Is there a time limit?
F. Is legal aid available?
G. How much does it cost?
H. What other barriers exist?

For ease of reference, we have also provided a comprehensive chart summarizing and comparing the considerations of each avenue to compensation at the end of this Guide. We conclude by providing a list of contacts who can provide support to victims and those who can offer advice and legal assistance.

This Guide was updated in 2017 to reflect changes as a result of the Modern Slavery Act 2015, including changes to legal aid, criminal compensation, and protection from prosecution for victims forced to commit crimes. Under the Modern Slavery Act, the crimes of human trafficking, forced labour, slavery and servitude are collectively called ‘modern slavery’, and victims of all of these crimes have certain rights, including rights to legal assistance and compensation.
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Human Trafficking, Slavery, Forced Labour, and UK Labour Laws

To understand the rights and remedies available to victims, it is useful to be aware of the laws prohibiting trafficking, forced labour, and slavery as well as the laws establishing fundamental employment rights.

Human Trafficking

Human trafficking is an internationally recognised human rights violation and crime. The international prohibition on trafficking is found in the UN Human Trafficking Protocol and states:

“Trafficking in persons” shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation.¹

Human trafficking is fundamentally about the exploitation of a person’s body or freedom for the profit of another (financial or otherwise). Trafficking for purposes of exploitation is often divided into two categories - trafficking for sexual exploitation and trafficking for labour exploitation. The term ‘labour exploitation’ refers to exploitation of a person’s labour in industries other than the sex industry, including construction, agriculture and domestic work.

Human trafficking is a crime in the UK under Section 2 of the Modern Slavery Act 2015. The offence is committed if a person arranges or facilitates the travel of the victim with the intention of exploiting the victim or knowing that someone else will exploit the victim. The travel may be into, out of or within any country. The exploitation may be sexual exploitation, forced labour or slavery, servitude or the removal of organs.

Slavery and Forced Labour

Slavery and forced labour are forms of labour exploitation that are included in the definition of trafficking, and are also crimes in their own right. The UK has made slavery, servitude and forced labour a crime under Section 1 of the Modern Slavery Act.

Slavery is defined as: The status or condition of a person over whom any or all of the powers attaching to the right of ownership are exercised.² This is not restricted to the ‘legal’ ownership of a person but includes all situations where a person is treated as if they are owned e.g. being bought, sold, and forced to work without pay.

Forced labour is defined as: All work or service which is exacted from any person under the menace of any penalty and for which the said person has not offered himself voluntarily.³ The ‘menace of any penalty’ can include physical and psychological abuse, threats of abuse, threats to report to authorities, and non-payment of substantial wages owed, and “relates to the freedom of the worker to leave the abusive employment”.⁴ The Modern Slavery Act makes clear that the fact that a person consented to work does not mean it is not forced labour if the person was subsequently coerced or threatened or prevented from leaving.

¹ Article 3, United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children
² UN Slavery Convention 1926 www.ohchr.org/EN/ProfessionalInterest/Pages/SlaveryConvention.aspx
UK Labour Laws

In UK law, there are various laws and regulations that set out the rights of workers. The most fundamental is the Employment Rights Act 1996 which establishes the rights of employees, including the rights to have a statement of their working conditions, not to have unauthorised deductions of their wages, and to bring claims in the Employment Tribunal. In addition to this Act, the National Minimum Wage Act 1998 establishes that a person is entitled to the national minimum wage if they are a worker, who works or ordinarily works in the UK, and is above compulsory school age. The Working Time Regulations 1998 create a number of specific rights regarding working hours and days off, which are enforceable by all workers. The Health and Safety at Work etc. Act 1974 establishes that employers have a duty to provide their employees with a safe working environment, appropriate job safety training, and protective equipment, where necessary. The Equality Act 2010 establishes that workers and employees cannot be subjected to unlawful discrimination in recruitment or during the course of employment.

These laws provide a number of rights that victims of trafficking for labour exploitation may seek to enforce against their traffickers, either in civil courts or in an employment tribunal.

Working with Victims

Working with victims of human trafficking requires both an understanding of their experience and a commitment to the protection of their individual rights and personal safety. Victims of trafficking have usually suffered serious physical and psychological trauma, sometimes over a significant period of time. Some victims may still be at significant risk of harm from their traffickers, and their safety and confidentiality is paramount. At the time that they exit the situation of exploitation, victims will also likely have no money, no accommodation, unclear immigration status, and may be suffering a variety of physical and mental health problems. Their needs are accordingly both pressing and complex, and require a comprehensive and coordinated response by service providers and responsible agencies. At the heart of any response must be a commitment to promoting and protecting the rights and agency of victims, and restoring their dignity and sense of autonomy and self-worth.

The first part of this Guide addresses some of the immediate issues facing potential victims, including referral to the National Referral Mechanism and available immigration remedies, which may need to be addressed before victims are able to consider their rights to compensation. In all matters, the advice of trusted experts and legal professionals should be sought where appropriate. At the end of this Guide you will also find a list of relevant support organisations and agencies, which may provide assistance in meeting the physical, psychological, and legal needs of victims.

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Preliminary Issues: Victims’ Status

A. The National Referral Mechanism (NRM)

The National Referral Mechanism (NRM) was introduced in 2009 to identify and support victims of trafficking in the UK. The NRM is a structured two-stage process into which potential victims are referred and a formal process is followed to decide whether a person is a victim of human trafficking or ‘modern slavery’.

If there are ‘reasonable grounds’ to believe that a person is a victim of human trafficking or modern slavery, then the potential victim will be granted a 45-day ‘reflection and recovery period’. During this period they are provided with accommodated or outreach support by the Salvation Army and its subcontractors. This support should include assisting victims to access legal assistance regarding both their immigration status and their options for compensation.

During the ‘reflection and recovery’ period there is a more detailed assessment of the potential victim’s case, and a final ‘conclusive decision’ is made as to whether the person meets the definition of a victim of human trafficking or modern slavery. A positive decision may enable the victim to apply for leave to remain, but does not guarantee that such leave will be granted.

B. Historic Victims

There is no time limitation on when victims of trafficking for labour exploitation may be referred into the NRM process to have their victim status acknowledged and their assistance needs assessed. In the past, Home Office guidance allowed the competent authorities to give negative decisions in “historic” cases, which did not deny that someone may have been a victim in the past, but excluded them from being treated as victims and entitled to appropriate assistance. However in 2013, this guidance was found to be wrong, and the decision as to an individual’s victim status and their assistance needs must now be separate determinations. While a historic victim must be recognised as a victim by the NRM process, the level of assistance and support offered to them will depend on their current needs.

Non-Financial Legal Remedies

A. Investigation and Prosecution of Traffickers

The UK authorities have a duty to investigate and prosecute potential cases of human trafficking, slavery or forced labour, in accordance with Article 4 of the European Convention on Human Rights (ECHR). In particular, the police have a duty to carry out a prompt and effective investigation of human trafficking once a credible case had been brought to their attention, whether or not the complaint was made by the victim. Where other agencies, such as the Home Office, receive a credible allegation of trafficking or modern slavery, they are likewise under a duty to trigger a police investigation.

The Gangmaster’s Labour Abuse Authority is a specialist labour inspectorate and now has the power to investigate human trafficking and modern slavery offences in all UK labour sectors. The Metropolitan Police have a Modern Slavery and Kidnap Unit that specialises in human trafficking investigations and provides support to investigations at the London borough level. The National Crime Agency (NCA) also hosts the UKHTC which provides tactical advice and support to police and NGOs (see below contact list for details). These specialist agencies should be contacted for advice in cases where the victim wishes to report his or her exploitation.

B. Legal Aid

Section 47 of the Modern Slavery Act amended the Legal Aid, Sentencing and Punishment of Offenders Act (LAPSO) 2012 to ensure victims of modern slavery and human trafficking could access legal aid for applications for leave to remain in the UK, compensation claims, and claims for damages. However a victim is only entitled to legal aid once she or he has been referred into the NRM process and received a positive decision (reasonable grounds or conclusive). This means that a victim generally cannot obtain legal aid for advice prior to, and about the referral itself, despite its potential consequences and complexity. There can be exceptions however, and in one case the court decided that the particular vulnerability of a potential victim required that legal aid be provided prior to referral. Some lawyers will also provide legal advice prior to referral on a pro bono basis.

C. Non-criminalisation of Victims

As a matter of international law, victims of human trafficking should not be detained, prosecuted or punished for crimes they are forced to commit as a result of being trafficked. This has been incorporated into the Modern Slavery Act, which makes clear that a victim who has been ‘compelled’ to commit a crime as a result of their exploitation is not guilty of that crime.

Where victims have not been identified until after they have been prosecuted and convicted, they can appeal to have their convictions overturned. Victims can also apply to the Criminal Cases Review Commission to have their case reviewed.

Case Study: Overturning the conviction of a child victim of trafficking

T, a Vietnamese citizen, was a child when he arrested for cannabis cultivation during a raid on a grow house. During his trial, the judge suspected that he may be a victim of trafficking, but as the issue was never raised, the trial continued and T was convicted and sentenced to two years detention. While serving his sentence, it was determined that T was a victim of trafficking, but his solicitors were not informed until a year later. An appeal was subsequently brought, and T’s conviction was overturned.

12 Rantsev v Cyprus and Russia [2010] 51 EHRR 1
13 Atanewan, R (on the application of) v SSHD [2013] EWHC 2727
15 See EU Trafficking Directive, Article 8.
16 See http://www.justice.gov.uk/about/criminal-cases-review-commission for details.
17 L, HVN, THN, T v R [2013] EWCA Crim 991
D. Immigration Remedies

Victims who are not UK or EEA nationals may want to seek immigration remedies in order to remain in the UK. EEA nationals may also seek immigration remedies that allow them to remain in the UK and access benefits, without having to ‘exercise treaty rights’ (i.e. work or study). Although a positive conclusive grounds decision does not guarantee an immigration remedy, the following options may be available to such victims under certain circumstances:

Discretionary Leave

Discretionary Leave may be granted to victims of trafficking who have a positive conclusive decision in three situations: 18

- The victim is cooperating with an ongoing police investigation and their presence is necessary. Discretionary leave is generally for 12 months and 1 day, which is extendable. The police must formally request that the victim be granted leave on this basis; 19
- The victim has lodged a compensation claim against their trafficker, discretionary leave would help them secure justice, and it would be unreasonable for them to pursue the claim outside the UK; or
- The personal circumstances of the victim are so compelling that discretionary leave is considered appropriate and should consist of a minimum 12 months and 1 day and maximum 30 months, determined by the facts of the case. UKVI guidance to Competent Authorities provides the example of a victim who should be allowed to finish a course of medical treatment that would not be readily available if they were to return home. 20

Asylum or Humanitarian Protection

If the victim is unable to return to their country of origin due to fear of persecution or serious harm, they may qualify for leave to remain as a refugee or for humanitarian protection. It is important to note that if a victim of slavery is eligible for asylum or humanitarian protection and for discretionary leave, they should consider applying for the former as the protection provided is more extensive and robust. However, it is also important to note that the grounds for asylum or humanitarian protection are limited compared to the grounds for granting discretionary leave to victims of slavery.

The fact that the victim has been trafficked will not be a ground, in itself, for granting refugee status; however the victim may be able to establish that they fit one of the recognised grounds, such as “membership of a particular social group”, where trafficking victims as a group are at risk of persecution in the country of origin. 21 For example, the Home Office’s guidelines recognise that female victims of trafficking for sexual exploitation may face serious consequences if they return to their home country, including reprisals or retaliation from traffickers, discrimination from their community and families, and the risk of being re-trafficked. 22 Such risks may also be present in cases involving male victims or victims of labour exploitation, especially where their home country has limited protection and reintegration programmes in place.

Article 4 of the ECHR, which prohibits slavery, servitude and forced or compulsory labour, can also strengthen immigration applications and asylum claims. In particular the European Court of Human Rights has said that: “States were not permitted to leave [a victim of trafficking] unprotected or to return her to a situation of trafficking and exploitation”. 23

Where issues of immigration status arise, it will be important to secure immigration advice from a qualified solicitor, barrister or OISC-regulated adviser.

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20 Ibid at p. 98.
21 UK Courts and Tribunals have previously found that women victims of trafficking from certain countries form a particular social group e.g. SB (PSG – Protection Regulations – Reg 6) Moldova CG [2008] UKAIT 00002; AZ (Trafficked women) Thailand CG [2010] UKUT 118 (IAC);
23 Rantses v Cyprus and Russia (Application no. 25965/04), paragraph 271.
Compensation

A. What are the options for victim compensation?

Compensation or Reparation Order: Under Section 8 of the Modern Slavery Act, the Court must consider making a reparation order to compensate the victim following the conviction of the perpetrator for a modern slavery offence (slavery, servitude, forced labour or human trafficking) and the making of a ‘confiscation’ order. When a defendant is convicted of other related offences, the Court may also, under Section 130 of the Powers of the Criminal Courts (Sentencing) Act 2000, make a compensation order requiring that the defendant pay compensation to the victim.

Civil Claim: A victim of trafficking may bring a claim in the County Court based on civil law actions such as harassment, false imprisonment, and breach of contract. A victim could also bring a claim under the Human Rights Act 1998 against a public body, such as the police or local authorities, for example, for failing to properly investigate or deal with their case.

Employment Tribunal: A victim of trafficking may bring a claim to an employment tribunal for employment-related abuses such as failure to pay the national minimum wage, for unlawful deductions, or for discrimination.

Criminal Injuries Compensation Authority (CICA) Claim: A victim of trafficking might also pursue a claim via the Criminal Injuries Compensation Scheme, a fund designed to compensate ‘blameless’ victims of violent crime, if he or she has sustained a personal injury within Great Britain directly attributable to being a victim of a violent crime.

Victim of exploitation in the construction industry awarded over £60,000 by the Employment Tribunal

A father of three from the Czech Republic came to the UK in 2009 looking for work. He met a man, G, who promised to find him work, and to make all the necessary arrangements. The victim trusted him, and relied on him as G spoke English and the victim did not. However G exploited the victim, and put him in work in which he was mistreated, housed in a small room with three other men, and given only bread and butter to eat. When tried to leave, he was ‘traded’ and exploited by a second man H, who treated him even more poorly. The victim was forced to live in a caravan with no heat or running water, was fed very little, and was threatened with beatings. The victim worked for over a year on building sites and house renovations, and was paid only £20 per week. He was later exploited by a third man, K, before leaving and finding help through a charity.

The victim took a claim against his ‘employers’ to the Employment Tribunal. The victim succeeded in his claims for failure to pay the National Minimum Wage, failure to pay holiday pay, failure to provide particulars of employment, and race discrimination. The employers were ordered to pay over £60,000 in compensation.

B. What kinds of damage or loss can be compensated?

Compensation or Reparation Order: Compensation can be awarded for personal injury, loss or damage resulting from an offence. In deciding the amount of compensation to be paid, the court will consider the defendant’s means and ability to pay. Usually compensation orders do not include unpaid wages during the period of exploitation. However in a recent case, where the traffickers’ assets were confiscated under proceeds of crime legislation, a victim of trafficking for labour exploitation was awarded an amount for the value of the work she was forced to carry out (see box below).

A reparation order under the Modern Slavery Act requires the person against whom it is made to pay compensation to the victim of a relevant offence for any harm resulting from that offence. To determine the appropriate amount of compensation, the Court will consider any evidence or representations made by or on behalf of the victim or the prosecutor. However, the amount of compensation payable under a reparation order must not exceed the amount the person is required to pay under the confiscation order.

**Civil Claim:** The compensation available in civil claims depends on the claim that is made. In general compensation will aim to ‘make good’ the damage or loss suffered by the victim as a result of the civil law breach (e.g. the harassment or breach of contract). Compensation may be awarded for psychiatric harm, anxiety, loss of earnings, pain, suffering and loss of amenity. Extra, or ‘aggravated’ damages may be awarded as “compensation for the defendant’s objectionable behaviour”, such as in cases involving deceit, false imprisonment and assault, or where the claimant’s “essential human integrity” has been compromised.

‘Exemplary’ damages may be awarded where the trafficker has made a significant profit from these actions.

In human rights claims, UK courts and the European Court of Human Rights may award damages, cancel illegal decisions or order public authorities not to take actions that would be unlawful. Previously cases have been taken where the UK authorities have failed to properly investigate cases of trafficking or to protect victims from further harm.

**Employment Tribunal:** In most cases compensation aims to put the worker in the position they would have been in had their employer not acted wrongfully (e.g. by failing to National Minimum Wage). These damages usually account for financial losses, such as loss of earnings, unfair or constructive dismissal, and unpaid wages and overtime. Compensation for ‘hurt feelings’ may also be granted in a small minority of claims, most notably for discrimination.

Since July 2014, the Deduction from Wages (Limitation) Regulations 2014 prevent anyone - including victims of trafficking - from claiming more than two years of wages owed to them. This places a significant limitation on the amount of damages that can be awarded for unpaid wages.

If a victim is awarded compensation at the Employment Tribunal and the employer fails to pay, the victim can force them to do so by requesting that the local County Court send an enforcement officer. This will cost £40 and require the employee to submit an “Application to Enforce an Award” form along with a copy of the Employment Tribunal’s decision to the County Court. Legal aid is not available for these enforcement actions. However, various solicitor firms do offer assistance to victims of trafficking on a pro bono basis for enforcement actions.

**CICA Claim:** There are a number of payments available as remedy under the Criminal Injuries Compensation Scheme, with a maximum possible award of £500,000. The two most relevant are injury payments and loss of earnings payments. Annex E of the Scheme outlines the amount of compensation payable to a victim based on the type of injury suffered, and lists a specific amount for each particular injury. The Scheme provides compensation for those victims suffering mental injuries that have a “substantial adverse effect on a person’s ability to carry out normal day-to-day activities for the time specified”. Loss of earnings payments may also be available if, as a result of their injury, the victim has no or limited capacity for paid work.

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25 Section 9 Modern Slavery Act 2015. Relevant Offence means and offence under section 1, 2 or 4 of the Modern Slavery Act 2015 i.e. a conviction of (1) slavery, servitude or forced labour, (2) human trafficking, or (4) committing an offence with intent to commit human trafficking.
26 Section 9(3) and 9(4) Modern Slavery Act 2015
28 See Ministry of Justice, Criminal Injuries Compensation Scheme 2012, paragraph 30.
29 Ibid, paragraph 31.
Case Study: Salford couple ordered to pay victim of domestic servitude £100,000 in compensation.

Ilyas and Tallat Ashar were jailed in October 2013 after a young Pakistani woman was found sleeping in their cellar in 2009. The victim had been repeatedly raped and forced to work as a servant at the family’s properties as a child, having been trafficked into the UK when she was about 10 years old. The couple were sentenced to imprisonment and the Court of Appeal extended their jail terms to 15 years and six years respectively, after their initial sentence was described as “unduly lenient”. Following a hearing under the Proceeds of Crime Act, the County Court ordered that the couple pay £100,000 compensation to the victim and repay £42,000 for benefits falsely declared in her name. The judge calculated the value of the work carried out by the girl when she was being exploited based on the minimum wage, assuming she worked for 12 hours a day, seven days a week, during her long period of exploitation.

C. How do I apply for compensation?

**Compensation or Reparation Order:** The Crown Prosecution Service must formally request a compensation order or the Court may simply make the order. The police should advise victims of the possibility of compensation, and if the victim wishes, the police should then ask the Crown Prosecution Service to request compensation on the victim’s behalf.

Under the Modern Slavery Act, the Court must consider whether to make a slavery and trafficking reparation order whether or not reparation is requested by the Prosecution. Any decision by a Judge not to grant a reparation order must be explained.

**Civil Claim:** A civil compensation claim is usually started in the County Court, by completing a claim form and providing details of the claim, together with payment of the filing fee (if not eligible for a fee waiver – see below).

**Employment Tribunal:** Employment Tribunal claims can be made by completing an online form, or by completing and posting a paper form. Before making a claim, most employees must first undergo ‘early conciliation’ with the Advisory, Conciliation and Arbitration Services (ACAS), and provide an ‘early conciliation certificate number’ with the application form.

**CICA Claim:** Applications to the Criminal Injuries Compensation Authority can be made online at https://www.gov.uk/claim-compensation-criminal-injury A hotline is also available: 0300 003 3601. Victims will need to provide the following information with their applications: (1) evidence from a competent authority confirming their identification as a potential victim of human trafficking; (2) the relevant Crime Reference Number (which the Police will have provided); (3) details of the incident including the date; and (4) details of injuries and any medical treatment sought.

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31 Details from Cellar slave girl: Salford couple must pay victim £100,000, BBC News, 15 October 2014, http://www.bbc.co.uk/news/uk-england-
manchester-29559771
32 http://content.met.police.uk/Article/Can-I-claim-for-compensation/1400007084461/1400007084461
33 Section 8(7) Modern Slavery Act 2015
34 Available at https://www.employmenttribunals.service.gov.uk/employment-tribunals
35 For address and other details see https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/306273/employment-tribunal-making-
claim-t420.pdf
36 For details on this process and the application form, see http://www.acas.org.uk/earlyconciliation
D. What are the legal requirements?

**Compensation or Reparation Order:** For a compensation order to be made, the exploiter must be identified, prosecuted and convicted of an offence, though it need not be an offence of human trafficking. Evidence of the amount of loss or damage will generally need to be provided, and the court may decide not to make a compensation order if the case is not straightforward or simple.  

For a victim to obtain compensation through a reparation order, the perpetrator must have been convicted under the Modern Slavery Act, and a confiscation order must have been made against him or her.

**Civil Claim:** There is no specific law that sets out the legal requirements for a victim of trafficking to bring a civil claim against their perpetrator. Instead, a claim would be brought based in tort law (e.g. for personal injury or harassment) or contract law (e.g. for unpaid wages).

**Employment Tribunal:** Most claims require the victim to be a “worker” or “employee” as defined under the relevant legislation. This generally requires the victim to have an employment contract (this may be either written or oral). Before proceeding with a claim, the parties must also attempt to resolve the dispute using ACAS, however taking part in a conciliation is voluntary. If conciliation is unsuccessful, ACAS will issue a certificate that will need to be submitted to the Employment Tribunal before it will hear a claim.

**CICA Claim:** A person is eligible to bring a claim if they have sustained a personal injury directly attributable to a ‘crime of violence’, which is defined to include crimes involving a physical attack, threats of violence, or sexual assault. For victims of trafficking, it is important to note that neither human trafficking or forced labour are specifically listed as ‘crimes of violence’ under the Scheme, and they must therefore demonstrate that their exploitation involved violence or fear of violence. A CICA award will also not be made unless the person has been conclusively identified as a victim by a competent authority under the NRM, or has been granted temporary protection, asylum or humanitarian protection.

E. Is there a time limit?

**Compensation or Reparation Order:** A compensation or reparation order is usually made at the time of sentencing, following the conclusion of the prosecution and conviction.

**Civil Claim:** The time in which most claims can be brought is six years from the date the damage occurred. However, with respect to personal injury claims the limitation is three years and for human rights claims it is one year. The time limit can be extended in limited circumstances.

**Employment Tribunal:** The majority of claims must be brought within 3 months of the wrong occurring. However, where this is not possible, and the time limit has been missed, the Tribunal can extend the time limit. The grounds for extension of time are limited, however, and so it is advisable to make a claim within time.

**CICA Claim:** An application should be made as soon as reasonably practicable after the crime, and in any event, within two years after the date of the incident. However, a claims officer may extend the period for an application where he or she is satisfied that due to exceptional circumstances the victim could not have applied earlier or the evidence presented means the application can be determined without extensive enquiries.
In December 2016 the High Court awarded a large sum in damages to six Lithuanian men who had been trafficked to the UK. This was the first civil case of its kind in the UK, taken against a British company that employed them to catch chickens. The men alleged they had been subjected to severe exploitation, including threats and assaults, working and living in inhuman and degrading conditions, being forced to work long shifts for little or no pay, and being denied sleep and toilet breaks.

The litigation in this case was highly complex, and the lawyers representing the men had to bring a variety of claims. In the end, the High Court ruled that the men should be compensated by the company for its failure to pay the agricultural minimum wage, charging prohibited work-finding fees, unlawfully withholding wages, and depriving the workers of facilities to wash, rest, eat and drink.

The case also took a long time to come before the court, in part because the men were not told of their right to seek compensation and were not referred to lawyers early on, despite being identified and supported through the National Referral Mechanism. One of the victims said: ‘it means at last that some justice has happened. We’ve waited four years and it’s been really hard being forced to remember [the experience] all the time to prove they did wrong.’

F. Is legal aid available?

Compensation or Reparation Order: Legal aid is not available, on the basis that the Crown Prosecution Service requests compensation orders on behalf of the victim, and there is therefore no requirement for legal assistance. However victims may nonetheless benefit from legal assistance in quantifying and gathering evidence of their injury or damage.

Civil Claim: Section 47 of the Modern Slavery Act amended the Legal Aid, Sentencing and Punishment of Offenders Act (LAPSO) 2012 to ensure victims of modern slavery, including forced labour and servitude, could bring compensation claims against their exploiters. Legal aid is available for civil legal services for damage claims and for claims under employment law connected to the exploitation of the individual. Legal aid may also be available as exceptional case funding, where it is considered that failure to provide the claimant with funding would breach, or threaten to breach, the claimant’s human rights.

Employment Tribunal: Legal aid is not generally available for Employment Tribunal applications, except for claims of discrimination. However under the Modern Slavery Act victims of human trafficking and slavery who have been referred to the NRM are entitled to legal aid for employment law claims.

CICA Claim: Legal aid is not available for CICA applications.

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47 Para 32(2) Schedule 1 Legal Aid, Sentencing and Punishment of Offenders Act 2012
48 R (Gudanaviciene and 5 others) v (1) Director of Legal Aid Casework and (2) the Lord Chancellor [2014] EWHC 1840 (http://www.bailii.org/ew/cases/EWHC/Admin/2014/1840.html)
49 Part 3, Schedule 1, Legal Aid, Sentencing and Punishment of Offenders Act 2012
G. How much does it cost?

**Compensation or Reparation Order:** As the Crown Prosecution Service requests compensation orders on behalf of the victim, and reparation orders are considered by the Court automatically, there is no cost to the victim.

**Civil Claim:** The cost of a civil claim can include both fees associated with filing a claim and lawyers fees. The cost of filing a claim depends on the amount of compensation claimed. However the fee can be waived by applying for a fee remission and demonstrating that the victim falls below the income threshold.  

If the victim is eligible for legal aid, then there will be no cost in being legally represented, and the victim will be protected from having orders made requiring them to pay the defendant’s fees if they lose the claim. If the victim is in employment they may be required to pay a contribution to their legal costs. Where the victim is successful in their claim and receives compensation then they may be asked to pay a proportion of the legal fees incurred. If the victim is not eligible for legal aid, she or he will need to pay the costs of her or his own lawyer, and may be liable to pay the costs of the defendant/trafficker if the claim is unsuccessful.

**Employment Tribunal:** There are now fees for making a claim in the Employment Tribunal. Current fees are £160 for more ‘basic’ unpaid wages claims, and £250 for more ‘complicated’ discrimination claims, and additional hearing fees of £230 for basic claims and £950 for discrimination claims that are heard before the tribunal. As above, these fees can be waived if the victim is eligible and applies for a fee remission.

**CICA Claim:** There is no fee for a CICA claim. However, proving some injuries, in particular psychological injury, may require obtaining reports that may have some associated costs.

H. What other barriers exist?

**Compensation or Reparation Order:** The most significant barrier is the fundamental requirement that there has been an identification of the perpetrator, a prosecution and a successful conviction. This does not happen in the majority of modern slavery and human trafficking cases. Additionally, if an order is made, the victim will not be able to recover the award until there is no further possibility of appeal. The amount of compensation payable under a reparation order also must not exceed the amount the perpetrator is required to pay under the accompanying confiscation order, therefore limiting the amount of compensation available.

**Civil Claim:** It is often difficult for victims to identify their perpetrator – the person against whom the civil claim should be brought. If identified, it is often problematic to find the defendant or to locate and secure their assets. In such cases, an order freezing the assets of the alleged trafficker can be sought at the very beginning of proceedings. This should prevent the trafficker from transferring their assets abroad and out of the reach of the courts should an award of damages be made against them.

**Employment Tribunal:** In order to bring a claim in an employment tribunal, a victim must meet the definition of “employee” or “worker”. Victims of trafficking, who do not have the legal right to work in the UK during their period of exploitation, will not have a valid employment contract. Consequently, they will generally be unable to bring contract claims, including for unpaid wages or unfair dismissal. However, a recent Supreme Court decision has held that undocumented migrants can bring discrimination claims against their traffickers/employers, and has opened up the possibility of bringing other claims on public policy grounds.

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51 Civil Legal Aid (Statutory Charge) Regulations 2013


53 Section 9(4) Modern Slavery Act 2015


In addition, some victims of trafficking are enrolled as self-employed without their knowledge or by force. Usually self-employed persons are not considered ‘employees’, however if the Tribunal concludes that the victim was not genuinely self-employed then compensation may still be awarded.

**CICA Claim:** There are a number of reasons for which a CICA award will be reduced or withheld. These include:

i. If the criminal injury was not reported to the police as soon as reasonably practicable (although the age and capacity of the victim will be taken into account, and whether the effect of the incident on the victim was such that it could not have been reasonably reported earlier);

ii. An applicant fails to fully cooperate with the police or the claims officer;

iii. Where an applicant’s conduct before, during or after the incident or character in general make an award inappropriate; and

iv. Where an applicant has previous convictions.

**Case Study: Employment Tribunal claims by undocumented workers – Allen v Hounga**

Mary Hounga was brought from the Nigeria to the UK to work as a domestic servant in 2007. At that time she was approximately 14 years old and had been promised schooling and £50 a month in wages, but received neither. Instead she was forced to work, subjected to serious physical abuse, and finally thrown out of the house. She eventually sought help, and the authorities found there were reasonable grounds to believe she was a victim of trafficking. Yet her claims for compensation were ultimately rejected by the Court of Appeal, because at the time of her exploitation she had no right to work in the UK.

Ms Hounga appealed to the Supreme Court and her appeal was heard in May 2014. The Court decided that the fact Ms Hounga was undocumented was not related to her discrimination claim, and so could not prevent her from seeking compensation on this basis. The Court also said that it was against public policy to deny victims of trafficking compensation in such circumstances.

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56 Ibid, paragraph 18 and 22-27.
57 Allen v Hounga [2012] EWCA Civ 609. For details and updates see http://atlieu.org.uk/our-recent-cases/
## Comparison Chart of Compensation Avenues

<table>
<thead>
<tr>
<th><strong>Compensation or Reparation Order</strong></th>
<th><strong>Civil Claim</strong></th>
<th><strong>Employment Tribunal Claim</strong></th>
<th><strong>CICA Claim</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Definition</strong></td>
<td>Order requiring convicted criminal defendant to pay compensation for personal injury to the victim.</td>
<td>Claim brought in County Court for tort (i.e. harassment, false imprisonment) or breach of contract.</td>
<td>Employment related claim brought in an employment tribunal for such things as failure to pay NMW, unlawful deductions, or discrimination.</td>
</tr>
<tr>
<td><strong>Damage or loss compensated</strong></td>
<td>Compensation award for personal injury, loss or damage. Award may not exceed £5000 in the Magistrate’s Court.</td>
<td>Financial award to restore victim to position they would have been in had exploitation (tort or contract breach) not occurred.</td>
<td>Compensatory damages for financial losses and injury to feelings in discrimination and harassment cases.</td>
</tr>
<tr>
<td><strong>Requirements</strong></td>
<td>The Crown Prosecution Service must request or Court must order. The perpetrator must be identified, prosecuted and convicted.</td>
<td>Depends on the type of claim.</td>
<td>Claimant must be “worker” or “employee” working under an employment contract. The contract does not have to be in writing.</td>
</tr>
<tr>
<td><strong>Time Limit</strong></td>
<td>Made following a prosecution and conviction.</td>
<td>For most claims the time limit is 6 years, and 3 years for personal injury.</td>
<td>Claims must be brought within 3 months.</td>
</tr>
<tr>
<td><strong>Legal Aid</strong></td>
<td>Not necessary.</td>
<td>Available for damages claims.</td>
<td>Available for preparation of the case.</td>
</tr>
<tr>
<td><strong>Cost</strong></td>
<td>No cost.</td>
<td>Fees for filing claim and lawyers fees, except where fee remission granted and where covered by legal aid.</td>
<td>Fees for filing claim and lawyers fees, except where fee remission granted and where covered by legal aid.</td>
</tr>
<tr>
<td><strong>Barriers</strong></td>
<td>Requires a prosecution and conviction.</td>
<td>Complexity and cost where legal aid not available. Difficulty in identifying and locating perpetrator.</td>
<td>Generally an employment contract must exist. ACAS process must be attempted first.</td>
</tr>
</tbody>
</table>
### Contacts

#### Legal Assistance

**Advice on Individual Rights on Europe (AIRE) Centre**  
Website: [www.airecentre.org](http://www.airecentre.org)  
Address: The AIRE Centre, Third Floor, 17 Red Lion Square, London, WC1R 4QH  
Telephone: 020 7831 4276  
Email: info@airecentre.org

*The AIRE Centre promotes awareness of European law rights and assist marginalised individuals and those in vulnerable circumstances to assert those rights. The AIRE Centre takes cases to the European Court of Human Rights, provides legal advice to other lawyers and advisers in the voluntary sector, provides legal advice to individuals directly.*

**Anti Trafficking and Labour Exploitation Unit (ATLEU), Islington Law Centre**  
Website: [http://atleu.org.uk](http://atleu.org.uk)  
Address: 232 Hornsey Road, London N7 7LL  
Telephone: 020 7700 7311  
Email: atleuteam@islingtonlaw.org.uk

*ATLEU is a charity providing legal representation to victims of trafficking and labour exploitation. ATLEU assists victims to obtain safety, recovery and redress.*

**Anti-Trafficking Legal Project (ATLeP)**  
Website: [http://www.atlep.org.uk](http://www.atlep.org.uk)  
Email: info@atlep.org.uk

*ATLeP is a network of solicitors, barristers and specialist practitioners who advise, represent and support victims of trafficking and other vulnerable people.*

**Just Right Scotland**  
Website: [http://justrightscotland.org.uk/](http://justrightscotland.org.uk/)  
Address: Suite 145, Central Chambers, 93 Hope Street, Glasgow, G2 6LD  
Email: kirsty@justrightscotland.org.uk

*Based in Glasgow, JustRight Scotland is a legal centre focussed on social justice and human rights.*

#### Identification Agencies

**UK Human Trafficking Centre (UKHTC)**  
Telephone: 0844 778 2406  
Email: UKHTC@nca.x.gsi.gov.uk

*The UK Human Trafficking Centre is a multi-agency organisation under the National Crime Agency (NCA).*

**Gangmasters Labour Abuse Authority (GLAA)**  
Website: [http://gla.gov.uk](http://gla.gov.uk)  
Telephone: 0800 432 0804  
Email: licensing@gla.gsi.gov.uk

*The Gangmasters Labour Abuse Authority (GLAA) was set up to protect workers from exploitation. The GLAA now has the power to investigate labour exploitation in all UK labour sectors.*

**Police forces**  
Directory: [www.online.police.uk/forces.htm](http://www.online.police.uk/forces.htm)
ACAS Helpline
Website: http://www.acas.org.uk
Telephone: 0300 123 1100

Provides free telephone advice for workers and employers on workers’ rights, including National Minimum Wage and working hours. The helpline can provide support in any language using free interpreters.

Modern Slavery Helpline
Website: www.modernslaveryhelpline.org
Telephone: 08000121700

This 24/7 helpline provides information, advice and referrals for potential victims, support providers, statutory agencies and members of the public.

Support Providers

Ashiana Sheffield
Website: http://www.ashianasheffield.org/
Telephone: 01142555740
Email: info@ashianasheffield.org

Ashiana support and empower those from Black, Asian, Minority Ethnic and Refugee (BAMER) communities whose lives have been affected by violence and abuse to take control of their lives and move forward into healthy, stable and safer futures.

Barnardos
Website: www.barnardos.org.uk
Helpline: If you think that a child is in immediate danger dial 999. Children seeking help should call Childline on 0800 11 11. Alternatively, call 0808 800 5000 to discuss your concerns with the NSPCC 24 Hour Child Protection Helpline.

Barnardos works with children who have been trafficked into the UK.

Black Association of Women Step Out (BAWSO)
Website: www.bawso.org.uk
Telephone: 029 20644 633
Email: Info@bawso.org.uk
Helpline: 0800 7318147

BAWSO is an all Wales, Welsh Government Accredited Support Provider, delivering specialist services to people from Black and Ethnic Minority backgrounds who are affected by domestic abuse and other forms of abuse, including human trafficking.

Citizens Advice Bureau (CAB)
Website: www.citizensadvice.org.uk
Directory: www.citizensadvice.org.uk/index/getadvice.htm

The CAB provides free, independent, confidential and impartial advice to everyone on their rights and responsibilities.

City Hearts
Website: http://city-hearts.co.uk/
Phone: 0114 213 2063
Email: info@cityhearts.co.uk

City Hearts aim to restore the lives of vulnerable and exploited men, women and children through safe houses and holistic support programmes to create independence and lasting change.
**Helen Bamber Foundation**  
Website: www.helenbamber.org  
Email: reception@helenbamber.org  
Phone: 0207 631 4492  

*The Helen Bamber Foundation provides practical support and treatment to victims of trafficking to deal with their pasts and build new futures.*

**Hope for Justice**  
Website: www.hopeforjustice.org/united-kingdom/  
Email: info.uk@hopeforjustice.org  
Phone: 0300 008 8000

**Kalayaan**  
Website: www.kalayaan.org.uk  
Telephone: 0207 243 2942  

*Kalayaan is the only organisation in the UK providing support services to migrant domestic workers. Kalayaan provides: advice on immigration and employment; support in retrieving passports from employers; training in accessing healthcare and mainstream services; English for speakers of other languages (ESOL) courses; support with reading and writing letters or forms; practical emergency assistance to clients who have recently left abusive employers; a social space for clients.*

**Medaille Trust**  
Website: www.medaille.co.uk  
Address: C/O Caritas Diocese of Salford, Cathedral Centre, 3 Ford Street, Salford, M3 6DP  
Email: enquiries@medaille-trust.org.uk  

*The Medaille Trust is a charity founded to help women, young men and children who have been trafficked. They provide safe housing and physical and psychological assistance, raise awareness trafficking in the UK and conduct campaigns.*

**Migrant Help**  
Website: www.migranthelp.org  
Telephone: 01304 203977  
Helpline: 07766 668781  

*Migrant Help is the lead contractor for victim support in Scotland and is a sub-contractor to The Salvation Army in England and Wales.*

**New Pathways**  
Website: www.newpathways.org.uk  
Telephone: 01685 379 310  
Email: enquiries@newpathways.org.uk  

*New Pathways provides specialist counselling and advocacy services for women, men, children and young people who have been affected by rape or sexual abuse.*

**NSPCC National Child Trafficking Help Centre (CTAC)**  
Website: www.nspcc.org.uk/Inform/research/ctail/ctail_wda84866.html  
Helpline: 0808 800 5000 / Email: help@nspcc.org.uk  

*CTAC is a specialist service providing information and advice to any professional working with children or young people who may have been trafficked into the UK.*
Focus on Labour Exploitation
Guide to Legal Remedies for Victims of Trafficking for Labour Exploitation

Snowdrop Project
Website: https://snowdropproject.co.uk/
Address: Parkhead House, Carver Street, Sheffield, S1 4FS
Telephone: 07881 997 983

Snowdrop Project is a charity based in Sheffield, which provides long-term, community support to empower survivors of human trafficking.

The Salvation Army (TSA)
Website: www.salvationarmy.org.uk/uki/trafficking
Telephone: 020 7367 4500
Email: info@salvationarmy.org.uk
Helpline: 0300 3038151

The Salvation Army is responsible for delivering the UK government’s contract to manage support services for adult female and male victims of Human Trafficking. They offer support to victims through accommodation and support services including: legal advice; health care; counselling; and educational opportunities.

Trafficking Awareness Raising Alliance Scotland (TARA)
Helpline: If you wish to make a referral or have an enquiry about the service call 0141 276 7729.

TARA works with women over the age of 18 yrs who may be victims of trafficking for commercial sexual exploitation. The team provides support to access safe accommodation; emotional support; advice and guidance; advocacy; and safety and care plans.

Unseen
Website: www.unseenuk.org

Unseen works towards ‘the eradication of slavery’ and offers support services for victims.

Child Specific Services

Children’s Legal Centre
Website: www.childrenslegalcentre.com
Telephone: 01206 877910
E-mail: CLC@essex.ac.uk

Coram Children’s Legal Centre provides free legal information, advice and representation to children, young people, their families, carers and professionals.

Children and Families Across Borders (CFAB)
Website: www.cfab.org.uk
Telephone: 020 7735 8941
E-mail: info@cfab.org

CFAB is a unique UK-based charity which identifies and protects children who have been separated from family members as a consequence of trafficking, abduction, migration, divorce, conflict and asylum.

ECPAT UK
Website: www.ecpat.org.uk
Telephone:+44 (0) 207 233 9887
E-mail: info@ecpat.org.uk

ECPAT UK is a children’s rights organisation campaigning against child trafficking and exploitation in the UK and on its international aspects.