ROUTLEDGE STUDIES IN CRIMINAL JUSTICE, BORDERS AND CITIZENSHIP



CRIMES OF MOBILITY

CRIMINAL LAW AND THE REGULATION OF IMMIGRATION

Ana Aliverti



Crimes of Mobility

Criminal law and the regulation of immigration

Ana Aliverti



First published 2013 by Routledge 2 Park Square, Milton Park, Abingdon, Oxfordshire OX14 4RN Simultaneously published in the USA and Canada by Routledge 711 Third Avenue, New York, NY 10017

First issued in paperback 2015

Routledge is an imprint of the Taylor & Francis Group, an informa business

© 2013 Ana Aliverti

The right of Ana Aliverti to be identified as author of this work has been asserted by her in accordance with sections 77 and 78 of the Copyright, Designs and Patents Act 1988.

All rights reserved. No part of this book may be reprinted or reproduced or utilized in any form or by any electronic, mechanical, or other means, now known or hereafter invented, including photocopying and recording, or in any information storage or retrieval system, without permission in writing from the publishers.

British Library Cataloguing in Publication Data
A catalogue record for this book is available from the British Library

Library of Congress Cataloging-in-Publication Data Aliverti, Ana J.

Crimes of mobility : criminal-law and the regulation of immigration / Ana Aliverti.

pages cm

1. Criminal justice, Administration of–Great Britain. 2. Emigration and immigration law–Great Britain. 3. Criminal law–Great Britain. I. Title. KD7876.A955 2013 345.41'0237–dc23 2012049531

ISBN 13: 978-0-415-83922-8 (pbk) ISBN 13: 978-0-415-82090-5 (hbk)

Typeset in Times New Roman by Keystroke, Station Road, Codsall, Wolverhampton

Series editors' preface

In recent years, a growing body of literature has begun to refer to the 'criminalization' of migration. Nonetheless, we know surprisingly little about the extent or nature of this phenomenon. Ana Aliverti's book, *Crimes of Mobility*, addresses this gap, documenting the changing legal landscape in the UK and exploring the impact of such changes empirically, in the courts. This approach enables Aliverti to examine the intricate dynamics between the expressive and the instrumental functions of criminal law, and to identify some surprising findings. Notwithstanding apparent legislative enthusiasm for criminalizing migration, relatively few of these offences are enforced in the courts. The legislative 'bark', in other words, often overstates its actual 'bite'.

Why and how immigration-related activities are punished lie at the heart of the transformations of criminal law under conditions of globalization. As such, *Crimes of Mobility* should be of interest to a variety of scholars, not only those with an explicit interest in criminal and immigration law, but also to students of criminology and migration studies, and those with an interest in globalization more generally. The proliferation of immigration crimes lies at the gist of ethical issues raised by the use of coercive sovereign power over migrant populations. It is therefore appropriate in many ways that *Crimes of Mobility* should be one of the first books in the *Criminal Justice*, *Borders and Citizenship* series. We hope and trust that the series will continue in this mode, both when it comes to the level of excellence and its thematic engagement with debates about the nature of contemporary justice, citizenship and rights.

Katja Franko Aas Mary Bosworth Sharon Pickering

January 2013

Acknowledgements

This book is based on my doctoral dissertation, which was completed at the Centre for Criminology, University of Oxford. During this time I benefited from the generous support of my supervisor, Mary Bosworth. She has been readily available throughout this project and has provided me with insightful and prompt feedback. She encouraged me to think critically and from different perspectives about my research findings. She has done much more than supervise my thesis. With great generosity, she has guided me along the path from being a student to becoming a young academic. It has been a privilege to have her as my dissertation adviser. Ian Loader was my supervisor and co-supervisor during the first stage of this research, and his comments contributed to its structure and gave shape to the project. This project was evaluated at various stages. I am grateful to my examiners for their sharp and thoughtful comments and suggestions, which enriched this study: Lucia Zedner, Matthew Gibney, Nicola Lacey, Bridget Anderson and Peter Ramsay.

Many other institutions and people supported me in this process. I am grateful to the Howard League for Penal Reform, which funded a one-year postdoctoral research fellowship at the Centre for Criminology at Oxford; this allowed me to work on my doctoral dissertation to turn it into this book. A number of scholarships from the Centre for Criminology, the Faculty of Law and Corpus Christi College provided me with the financial support needed to undertake this research. I am grateful to all of them for their generosity. I owe significant debts to my interviewees who kindly made time to be interviewed. The staff members at Uxbridge Magistrates' Court and Isleworth Crown Court were helpful and their assistance facilitated my work. My special thanks go to Umesh Mistry, at the Ministry of Justice, who helped me to get access to these courts. Earlier drafts of this book or parts of it were read by academics and colleagues: Lucia Zedner, Leanne Weber, Katja Franko Aas, Marie Manikis and Lea Sitkin. I am grateful to them for taking the time to read my work and providing me with critical comments, suggestions and information. I need to extend enormous gratitude to Lucia Zedner who, as my college tutor, has been always available to discuss my research and other academic matters.

My friends and family supported me in different ways. Particular thanks go to my friends Maía Cristina Dorado, Andrea Canales, Francesca Badocco, Jessie Gil, Mariela Barressi and Bárbara González, who broke the long periods of solitude

xxiv Acknowledgements

that characterize research work and made this process less lonely. I am most grateful to my family. They helped me during the most pressing and stressful times, especially my youngest brother, Pablo, and my parents-in-law, Lalitha and Shankar. My parents, Omar and Angela, in particular, gave me academic guidance and advice. At a distance, they followed my progress, and were always prepared to talk, discuss and share my concerns and anxieties.

Without the support of Raja, this work would not have been possible. He encouraged me from the beginning to pursue a DPhil. He gave me his unconditional support in bad times and shared my accomplishments. His careful reading of my work and his comments challenged me to improve my writing and rethink my arguments. I am indebted to him for his perseverance and constant assurance. Sophia was born during my doctoral studies and experienced from early days the perils and rewards involved in this process. Both Raja and Sophia gave me their love and company, and in many instances, forced me to put aside my work and enjoy the cosiness of family life. I dedicate this book to you both.

The author and Routledge would like to thank Sage Journals for permission to reproduce material for which they hold copyright: a modified version of Chapter 6 originally titled 'Making People Criminal: The Role of the Criminal Law in Immigration Enforcement' (*Theoretical Criminology*, 16[4], 2012); and part of Chapter 4 originally published as 'Exploring the Function of Criminal Law in the Policing of Foreigners: The Decision to Prosecute Immigration-Related Offences' (*Social & Legal Studies*, 21[4], 2012).

Abbreviations

AA 1793 AA 1814 AA 1826	Aliens Act 1793 Aliens Act 1814 Aliens Act 1826
AA 1848	Aliens Act 1828
AA 1905	Aliens Act 1905
AIA 1996 AIAA 1993	Asylum and Immigration Act 1996 Asylum and Immigration Appeals Act 1993
AI(TC)A 2004	Asylum and Immigration (Treatment of Claimants, etc.) Act 2004
AO 1953	Aliens Order 195
APIs	Asylum Policy Instructions
ARA 1914	Aliens Restriction Act 1914
AR(A)A 1919	Aliens Restriction (Amendment) Act 1919
BCIA 2009	Borders, Citizenship and Immigration Act 2009
BIA BNP	Border and Immigration Agency
CAA 1981	British National Party Criminal Attempts Act 1981
CIA 1962	Commonwealth Immigrants Act 1962
CIA 1968	Commonwealth Immigrants Act 1968
CJA 2003	Criminal Justice Act 2003
CPS	Crown Prosecution Service
EC	European Community
ECHR	European Court of Human Rights
ECJ	European Court of Justice
EU	European Union
FCA 1981	Forgery and Counterfeiting Act 1981
FNP	Foreign national prisoner
FOI	Freedom of Information
HC Deb	House of Commons Debate
HL Deb IA 1971	House of Lords Debate
IA 1971 IA 1988	Immigration Act 1971 Immigration Act 1988
IAA 1969	Immigration Appeals Act 1969
IAA 1999	Immigration and Asylum Act 1999
IANA 2006	Immigration, Asylum and Nationality Act 2006
IAS	Immigration Advisory Service
I(CL)A 1987	Immigration (Carrier Liability) Act 1987
ICT	Immigration Crime Team
IDCA 2006	Identity Cards Act 2006

xxvi Abbreviations

IDIS Immigration Directorate Instructions
IIIU Illegal Immigration Intelligence Unit

ILPA Immigration Law Practitioners' Association IND Immigration and Nationality Directorate JCWI Joint Council for the Welfare of Immigrants

LIT Local Immigration Team MP Member of Parliament

NIAA 2002 Nationality, Immigration and Asylum Act 2002

RMJ Refugee and Migrant Justice SAC Standard Acceptable Criteria

SIAC Special Immigration Appeals Commission

SIACA 1997 Special Immigration Appeals Commission Act 1997

SOA Sexual Offences Act 2003

UK United Kingdom UKBA UK Border Agency

UKBA EI&G UKBA Enforcement Instructions and Guidance

UN United Nations
US United States

Contents

List of statutes and legislation		xi
List of cases		XV
List of figures		xix
Series editors' preface		xxi
Acknowledgements		xxiii
List of abbreviations		XXV
Vertice du chlon		1
Introduction		1
Background of the book 1		
Criminalization, immigration and 'crimmigration' 3		
Content and structure of the book 8		
Tracing the history of immigration controls in Britain		
(from the late 1700s to the mid-1990s)		12
TI I I I CR W. I i with the state of the sta		
The development of British immigration controls 12		
Citizenship in post-war Britain from 1945 to 1960 18		
Expanding exclusionable populations: the Commonwealth		
Immigrants Acts 1962 and 1968 22		
Immigration Act 1971: the institutionalization of the immig system and its legacy 26	gration	
The (re)discovery of the criminal law for immigration enfo	rcement:	
the asylum crisis and the 'fight' against illegal immigra	tion 30	
Conclusion 35		
The Labour years: contemporary contours of immigration	tion	
policy and enforcement from 1997 to 2010		37
Promises (un)fulfilled: New Labour and the immigration debate 37		
The indefinite overhaul of the immigration system 47		

	~	
V111	(on	tents

	The new directions of immigration enforcement: the FNPs crisis and its repercussions 54 Conclusion 58	
4	The use of criminal law powers against immigration offenders: the decision to prosecute	59
	The hybrid system of immigration and criminal sanctions 60	
	Rules and rulers in the decision to prosecute 61	
	Exercising discretion: the use of prosecution powers in regulatory spheres 66	
	The harm matrix and the prosecution of serious immigration offences 75	
	Making sense of prosecutorial practices in immigration- related cases 83	
	Conclusion 85	
5	Practices of punishment: immigration defendants before	
	the criminal courts	87
	The make-up of the criminal process 88 Offences and defences: the decision about impunity 90 Admitting one's guilt or relinquishing rights? Immigration status and the incentives to plead guilty 98 Judging whom and how to punish 107 Conclusion 115	
6	Explaining the role of criminal law in the control of immigration	117
	Criminalization the British way 118 Over-criminalization revamped and the politics of immigration 121 Globalizing the criminalization of immigration breaches? 124 The other side of criminalization: the banality of everyday	
	criminal law practices 129	
	On regulation and prevention: using criminal powers for immigration management 132	
	Immigrants as criminal offenders: rhetoric, practices and symbolisms of criminalization 135	
	Conclusion 136	

Contents ix

Conclusion		139

Immigration offences as the punitive regulation of the poor 140 Contingency, discretion and the importance of membership in the interface between immigration and criminal laws 142 The problems of criminalization: are immigration offences different? 143

Managerialism and the administrativization of immigration

Managerialism and the administrativization of immigration regulation 145

Appendix: brief account of the research process 148

Evolving design of the research project 148
Interviewing the immigration elite 149
Meeting 'real' immigration offenders 152
Looking inside the files: what do court cases reveal and obscure? 155

The quantification of criminalization: undeserving numbers and undeserving words 157

Notes	159
References	184
Index	209

Statutes and legislation

Domestic statutes

Accession (Immigration and Worker Authori	sation)	
Regulation 2006		165
Aliens Act 1793 (Public Act 33, George III, o	c. 4 1793)	12, 13, 159, 160
Aliens Act 1814 (Public Act 55, George III, o	c. 54 1814–1815)	13, 160
Aliens Act 1826 (Public Act 7, George IV, c.		160
Aliens Act 1848 (Public Act 11 & 12, Victor		14, 160
Aliens Act 1905		, 32, 44, 160, 163
Aliens Order 1920		160
Aliens Order 1953		16, 17
Aliens Restriction Act 1914		15, 16, 27, 160
Aliens Restriction (Amendment) Act 1919		16
Anti-Terrorism, Crime and Security Act 200	1	159, 164, 181
Asylum and Immigration Appeals Act 1993		33, 163, 164
Asylum and Immigration Act 1996	33, 34, 35	, 42, 43, 164, 165
Asylum and Immigration (Treatment of	50, 52, 69, 73	3, 91, 92, 95, 130,
Claimants, etc.) Act 2004		66, 167, 168, 169
Borders, Citizenship and Immigration Act 20		170
British Nationality Act 1948		18
British Nationality Act 1981		28
	22, 23, 24, 25, 27,	36, 161, 162, 165
Commonwealth Immigrants Act 1968	22, 24, 2	5, 26, 27, 29, 162
Coroners and Justice Act 2009		174
Criminal Attempts Act 1981		34, 45
Criminal Justice Act 2003		113, 178
Criminal Justice and Public Order Act 1994		172
Forgery and Counterfeiting Act 1981	34, 45, 65, 1	30, 131, 166, 181
Fraud Act 2006		130, 181
Identity Cards Act 2006	41, 65, 84, 97, 13	30, 131, 139, 153,
		66, 168, 175, 181
Identity Documents Act 2010		181

Immigration Act 1971	17, 26, 27, 28, 29, 30, 33, 34, 41, 42, 48, 50, 61, 124, 130, 162, 163, 164, 165, 166, 167, 168, 171, 172, 173, 175, 179
Immigration Act 1988	31, 163
Immigration and Asylum Act 1999	39, 40, 41, 45, 46, 50, 51, 71, 91, 92,
iningration and respective to the	97, 130, 165, 166, 167, 170, 171,
	172, 173, 175, 181, 182
Immigration Appeals Act 1969	26, 27
Immigration, Asylum and National	
Immigration (Carrier Liability) Act	• • • • • • • • • • • • • • • • • • • •
Legal Aid, Sentencing and Punishn	
Misuse of Drugs Act 1971	172
Nationality, Immigration and Asylu	
Nationality, ininigration and Asyn	
Police Act 1006	174, 181
Police Act 1996	182
Police and Criminal Evidence Act	
Prison Act 1952	182
Race Relations Act 1965	162
Race Relations Act 1968	162
Sexual Offences Act 2003	168, 174
Special Immigration Appeals Com	
Theft Act 1968	130, 181
Theft Act 1978	130, 181
UK Borders Act 2007	43, 150, 168, 170, 171, 172, 182
Vagrancy Act 1824	15
European Community legislat	ion
Convention implementing the Sche	
1985 Official Journal L 239 of 2	
Council Directive 2001/51/EC of 2	
the provisions of Article 26 of the	
the Schengen Agreement of 14.	
L 187 of 10/7/2001	127, 163, 180
Council Directive 2002/90/EC of 2	
the facilitation of unauthorised e	
Official Journal L 328 of 5/12/2	
Council Framework Decision 2002	
on combating trafficking in hum	_
L 203 of 1/8/2002	181
Council Framework Decision 2002	
2002 on the strengthening of the	
the facilitation of unauthorised e	
Official Journal L 328 of 5/12/2	002 168, 180

Council Regulation (EC) No. 343/2003 of 18 February 2003	
establishing the criteria and mechanisms for determining the	
Member State responsible for examining an asylum application	
lodged in one of the Member States by a third-country national,	
Official Journal L 050 of 25/02/2003	176
Directive 2008/115/EC of the European Parliament and of the	
Council of 16 December 2008 on common standards and	
procedures in Member States for returning illegally staying	
third-country nationals, Official Journal L 348 of 24/12/2008	181
Directive 2009/52/EC of the European Parliament and of the Council	
of 18 June 2009 providing for minimum standards on sanctions	
and measures against employers of illegally staying third-country	
nationals, Official Journal L 168/24 of 30/6/2009	180
European Convention on Action against Trafficking in Human Being	
European Convention on Human Rights	162
Directive 2011/36/EU of the European Parliament and of the Council	
of 5 April 2011 on preventing and combating trafficking in human	
beings and protecting its victims, and replacing Council Framewo	
Decision 2002/629/JHA	175
Treaty of Amsterdam amending the Treaty on European Union,	
the Treaties establishing the European Communities and certain	
related acts	35
Treaty of Rome	28
Treaty of Rome	20
Total discount of the form of the discount of the discount	
Legislation and regulations from other jurisdictions	
1951 Convention Relating to the Status of Refugees 41, 45, 46, 47	7, 49, 50, 69,
93, 95, 106, 16	63, 166, 167,
1	69, 175, 177
Dutch Penal Code	180
Immigration and Refugee Protection Act 2001 (Canada)	125, 180
Immigration Reform and Control Act 1986 (United States)	166
Law 3386/2005 (Immigration Act) (Greece)	180
Law Decree No. 286/1998 (Italy)	180
Law Decree No. 92/2008 (Italy)	180
Law No. 94/2009 (Italy)	180
Migration Act 1958 (Australia)	180
Protocol against the Smuggling of Migrants by Land, Sea and	
Air, Supplementing the United Nations Convention against	
Transnational Organized Crime	168, 180
Protocol to Prevent, Suppress and Punish Trafficking in Persons,	
Especially Women and Children, supplementing the United	
	27, 180, 181
Spanish Criminal Code	180

xiv Statutes and legislation

Swiss Asylum Law	168
UN HCHR Principles and Guidelines on Human Rights and	
Trafficking	175
US Code (United States)	180

Cases

Domestic cases

Attorney-General v Sutcliffe (1907) The Times, 20 July 1907	163
ELS v The Home Office, claim HQ09X01333	175
Gammon Ltd v A-G of Hong Kong [1985] 1 AC 1	182
Grant v Borg [1982] 2 All ER 257	163
Larsonneur [1934] 24 Cr. App. R. 74	160
Mohamed & Ors v R [2010] EWCA Crim 2400	177
R (on the application of Abdi and others) v Secretary of State	
for the Home Department [2008] EWHC 3166 (Admin)	170
R (on the application of European Roma Rights Centre) and	
others v Immigration Officer at Prague Airport and another	
[2004] UKHL 55	167
R (on the application of Feridon Rostami) v Secretary of State for	
the Home Department [2009] EWHC 2094 (QB)	53, 170
R (on the application of Gjovalin Pepushi) v Crown Prosecution	-
Service [2004] EWHC 798 (Admin)	167
R (on the application of Hoverspeed) v Secretary of State for the	
Home Department [1999] INLR 591	167
R (on the application of Hussain) v Secretary of State for the	
Home Department and others [2001] EWHC Admin 555	167
R (on the application of K) v Croydon Crown Court [2005]	
EWHC 478 (Admin)	169
R v Ai [2005] EWCA Crim 936	169
<i>R v Alps</i> [2001] All ER (D) 29 (Feb)	49, 168
R v Asfaw(United Nations High Commissioner for Refugees	
intervening) [2008] UKHL 31	163, 167
R v Daljit Singh [1999] 1 Cr. App. R. (S.)	178
R v El Hudarey [2008] EWCA Crim 1761	177
R v Farida Said Mohammed; R v Abdullah Mohamed Osman	
[2007] EWCA Crim 2332	52, 164
R v Governor of Durham Prison Ex parte Singh [1984]	2000
1 All ER 983	173
R v Kalonga [2004] EWCA Crim 1250	177

R v Kapoor and others [2012] EWCA Crim 435		168
R v Kiril Mintchev [2011] EWCA Crim 499		179
R v Kishientine [2004] EWCA Crim 3352		177, 178
R v Kolawole [2004] EWCA Crim 3047		110, 178
R v Lyla Turner [2010] EWCA Crim 2897		179
R v Makuwa (Liliane) [2006] EWCA Crim 175		176
R v Naillie; R v Kanesarajah [1993] AC 674, HL	34, 50,	164, 168
R v Navabi; R v Embaye [2005] EWCA Crim 2865		167, 169
R v O [2008] EWCA Crim 2835		80
R v Richter (1906) The Times, 27 January 1906		163
R v Tabnak [2007] All ER (D) 223 (Feb)		169
R v Uxbridge Magistrates' Court, Ex parte Adimi; R v	45, 46, 1	
Crown Prosecution Service, Ex parte Sorani; R v		167, 177
Secretary of State for the Home Department, Ex		
parte Kaziu [1999] INLR 490		
R v Van Binh Le; R v Stark [1999] 1 Cr. App. R. (S.) 422	110, 168,	175 178
R v Wacker (Perry) [2002] EWCA Crim 1944	110, 100,	167
R v Wang [2005] EWCA Crim 293	110, 169,	
Soe Thet v Director of Public Prosecutions [2006] EWHC	110, 100,	177, 170
2701 (Admin)	51, 52, 95,	169 176
Sternaj and Sternaj v Crown Prosecution Service [2011]	01, 02, 50,	105, 170
EWHC 1094 (Admin)		168
Sweet v Parsley [1970] AC 132		182
The King v Inspector of Leman Street Police Station, Ex pa	rte	
Venicoff. The King v Secretary of State for Home Affairs		
Ex parte Same [1920] 3 KB 72		160
The King v Secretary of State for Home Affairs, Ex parte D	uke	100
of Chateau Thierry [1917] 1 KB 922		161
Zamir v Secretary of State for the Home Department [1980]	1 AC 930	162
Zumii v Beereitily by State for the Home Department [1500]	110 330	102
European Court of Human Rights cases		
A and others v the United Kingdom, judgment of 19 Februa	rv 2009.	
Application 3455/05		159, 181
Amuur v France, judgment of 25 June 1996, Application 19		181
Chahal v the United Kingdom, judgment of 15 November 1		
Application 22414/93		173
Engel et al. v the Netherlands, judgment of 23 November 1	976.	-
Applications 5100/71, 5101/71, 5102/71, 5354/72, 5370		181
Öztürk v Germany, judgment of 21 February 1984, Applica		
8544/79	-	181
Ruiz Zambrano v Belgium, judgment of 8 March 2011, Cas	e C-34/09	181
Saadi v the United Kingdom, judgment of 29 January 2008,		
Application 13229/03	=	181
SD v Greece, judgment of 11 June 2009, Application 53541	1/07	181
, J		