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Welsh Government

2015 Report of the Inter-Departmental Ministerial Group on Modern Slavery

October 2015

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Inter-Departmental Ministerial
Group on Modern Slavery

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Foreword



This is the fourth report published by the UK's Inter-Departmental Ministerial Group (IDMG) on Modern Slavery. Since the publication of the group's last update in October 2014, the UK Government, the Scottish Government and the Northern Ireland Executive have taken wide-ranging action to tackle modern slavery, including human trafficking.

Modern slavery remains a hidden crime but our understanding of its scale and nature is improving. Professor Bernard Silverman, the Chief Scientific Adviser to the Home Office, estimated that there were between 10,000 and 13,000 victims of modern slavery in the UK in 2013. The proportion of those victims who come to the attention of the State remains low but is steadily increasing – we expect this trend to continue, reflecting efforts to encourage victims to step forward.

New legislation to reinforce our response to modern slavery has been enacted across all UK jurisdictions during the past year. The UK Government has enacted and is bringing into force a landmark Modern Slavery Act that strengthens protection for victims of modern slavery and gives law enforcement the powers they need to bring the perpetrators to justice. The Scottish Government and Northern Ireland Executive have introduced legislation to ensure that similar victim support measures and law enforcement powers will be effective throughout the UK.

With the agreement of the Scottish Government and the Northern Ireland Executive, the UK Government has appointed Kevin Hyland OBE as

the UK's first Independent Anti-Slavery Commissioner. Mr Hyland has published his first strategic plan this month and is already working to improve the operational response to modern slavery across the UK.

The Modern Slavery Act also requires all large companies operating in the UK (with a total turnover above £36m per year) to set out every year what steps they have taken to ensure that their supply chains and businesses are slavery-free. The respective jurisdictions have agreed that this important measure should extend across the whole of the UK. The UK is the first country in the world to introduce such legislation. The IDMG believes this is an important step forward in our fight against modern slavery in the UK, and will support global efforts towards achieving the new UN Sustainable Development Goal to end modern slavery and human trafficking.

The final chapter of the report sets out how we plan to translate the progress we have made into an even stronger operational response that victims of modern slavery deserve. Our Governments will continue to work relentlessly to consign slavery to the history books, where it belongs.

This report has been produced and agreed by members of the IDMG:

Karen Bradley MP	Home Office, Minister for Preventing Abuse and Exploitation
Michael Matheson MSP	Scottish Government, Cabinet Secretary for Justice
David Ford MLA	Northern Ireland Executive, Minister for Justice
Leighton Andrews	Welsh Government, Minister for Public Services
Robert Buckland QC MP	Attorney General's Office, Solicitor General
Rt Hon Mike Penning MP	Minister for Policing, Criminal Justice and Victims
Edward Timpson MP	Department for Education, Minister of State for Children and Families
Jane Ellison MP	Department of Health, Parliamentary Under Secretary of State of Public Health
Rt Hon Hugo Swire MP	Foreign and Commonwealth Office, Minister of State
Rt Hon Priti Patel MP	Department for Work and Pensions, Minister of State for Employment
Rt Hon Anna Soubry MP	Department for Business, Innovation and Skills, Minister for Small Business, Industry and Enterprise
Baroness Williams of Trafford	Department for Communities and Local Government, Parliamentary Under Secretary of State
Baroness Verma	Department for International Development, Parliamentary Under Secretary of State

Rt Hon Theresa May MP

Home Secretary

Executive Summary

Introduction

This report provides an assessment of modern slavery in the UK and explains how the UK has responded to this threat over the last 12 months. The Inter-Departmental Ministerial Group (IDMG) comprises representatives from the UK Government, the Northern Ireland Executive, the Scottish Government and the Welsh Government. All IDMG members have approved the contents of this report.

Terminology

‘Modern slavery’ is an umbrella term that covers the offences of human trafficking and slavery, servitude and forced or compulsory labour. The IDMG group was initially set up in 2011 to act as the national rapporteur for the UK, as required by Article 19 of the EU Directive on Combating Trafficking in Human Beings. As such, the IDMG’s first two reports referred to the issue of human trafficking.

The exploitative behaviours involved in committing the crimes of human trafficking and slavery, servitude and forced or compulsory labour are often similar. So is the operational response to these crimes. This is why this year’s IDMG report covers modern slavery as a whole, without distinguishing between its constituent parts.

Assessment of Modern Slavery in the UK

Modern Slavery is a hidden crime, which means it is challenging to assess its prevalence accurately. Victims are often unable to report their suffering or may feel too traumatised to do so even when the opportunity arises.

In November 2014, Professor Bernard Silverman, the Home Office Chief Scientific Advisor, Strategic Assessment found that there were between 10,000 to 13,000 potential victims of modern slavery in the UK in 2013.

A small but growing proportion of those victims come into contact with the State. The National Crime Agency (NCA) estimates that 3,309 potential victims of human trafficking came into contact with the State or NGOs in 2014 (a 21% increase on 2013). And the National Referral Mechanism (NRM) - the UK’s framework for referring and supporting victims - received 2,340 referrals of potential victims in 2014 (a 34% increase on 2013). We believe that these increases are the result of recent efforts to raise public awareness of modern slavery and to encourage victims to seek support, while also demonstrating that we still have much to do to shine a light on the issue.

The UK's Existing Response

In November 2014, the UK Government published a Modern Slavery Strategy that set out how Government, law enforcement, NGOs and other partners would fight modern slavery. The strategy is based on the 'four Ps' structure, which the Home Office also uses to tackle terrorism and serious and organised crime:

- **Pursue:** Prosecuting and disrupting individuals and groups responsible for modern slavery.
- **Prevent:** Preventing people from engaging in modern slavery.
- **Protect:** Strengthening safeguards against modern slavery by protecting vulnerable people from exploitation and increasing awareness of and resilience against this crime.
- **Prepare:** Reducing the harm caused by modern slavery through improved victim identification and enhanced support.

The Scottish Government and the Northern Ireland Executive use a different, equally valid strategic framework to organise their work. For the reader's convenience, this report brigades actions by all jurisdictions under the four Ps structure.

The Human Trafficking and Exploitation (Scotland) Bill will commit Scottish Ministers to publish and regularly update a trafficking and exploitation strategy. The strategy will set out a multi-agency approach to tackling human trafficking in Scotland. Actions will include raising awareness and understanding of trafficking, the provision of training for frontline workers who may come into contact with victims of trafficking; and improved data collection and intelligence sharing.

Pursue

The Modern Slavery Act 2015 and the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015 received Royal Assent this year. The Human Trafficking and Exploitation (Scotland) Bill has just completed its final Parliamentary stage and Royal Assent is also anticipated this year.

This means that modern slavery offences will now carry a potential life sentence throughout the UK.

In Northern Ireland, the new legislation also introduced minimum sentences for modern slavery offences and statutory aggravating factors that courts must take into account, for sentencing purposes.

The new legislation also enhances courts' ability to seize perpetrators' assets, and the Serious Crime Act 2015 strengthened the UK's asset recovery regime by closing loopholes and speeding up the process.

In July, the UK appointed Kevin Hyland OBE to be the first Independent Anti-Slavery Commissioner. He has a UK-wide remit to improve our victim identification and law enforcement response.

In 2014, there were 190 modern slavery offences charged in England and Wales (a 14% increase on 2013). We expect to see an increase in the number of prosecutions once the police and criminal justice system start to make greater use of the new offences.

Prevent

In summer 2014, the UK Government ran a communications campaign to raise awareness about modern slavery and refer people to a website and helpline to report cases or seek further advice. Since the last IDMG update in October 2014 we have maintained this helpline and website as sources of information and support.

We have also continued to publicise the Government's work to tackle modern slavery to deter would-be perpetrators and to inform potential victims and the wider public about this hidden crime.

The Modern Slavery Act and the equivalent legislation in Northern Ireland also introduced new civil orders which will allow law enforcement to prevent modern slavery offences from occurring by imposing tailored prohibitions on potential offenders. Part 4 of the Human Trafficking and Exploitation (Scotland) Bill contains similar provisions on trafficking and exploitation prevention and risk orders.

Protect

The Modern Slavery Act includes a world-leading provision on transparency in supply chains. This will require all commercial organisations operating anywhere in the UK, with an annual turnover above £36m, to disclose what steps they have taken to ensure that their supply chains and own organisation are slavery free. The intention is to spur businesses to eradicate modern slavery from UK supply chains.

We have made it harder for traffickers to bring victims to the UK by strengthening our ability to detect victims and traffickers at the border. Border Force have rolled out training to frontline staff and increased the number of specialist safeguarding teams at major ports and airports.

Prepare

Last year, the Home Secretary commissioned a review of the NRM, which is the UK framework for identifying and supporting victims. The review reported in November 2014 recommending extensive changes that are currently being piloted.

This year, the UK Government also re-tendered its victim care contract for adult victims of human trafficking in England and Wales. The contract was re-awarded to The Salvation Army and has been extended to cover all victims of modern slavery. It provides accommodation and specialist support for victims for a minimum reflection and recovery period of 45 days.

In Northern Ireland, new legislation has put the provision of care and support for adult potential victims of trafficking within the NRM on a statutory footing and has introduced Independent Guardians for trafficked and separated children.

In England and Wales, the UK Government has recently concluded a trial involving the provision of child trafficking advocates. These are independent specialists who are employed to support child victims and to protect the child's interests when dealing with immigration, legal and support services. The trial is being evaluated by the University of Bedfordshire and findings are expected to be published later this year.

The Modern Slavery Act and the equivalent legislation in Northern Ireland also included a number of victim support measures, including a new statutory defence for victims who have committed certain crimes as part of their modern slavery experience. Legislation has also improved access to special measures in courts across the UK, like giving evidence behind a screen, for victims of modern slavery acting as witnesses. The Human Trafficking and Exploitation (Scotland) Bill contains provisions for Scottish Ministers to provide support and assistance to victims of trafficking in certain circumstances.

Chapter 1: Assessment of modern slavery in the UK

1.01 Modern Slavery is a hidden crime and it is challenging to accurately assess its prevalence. Victims are often unable to report their suffering or may feel too traumatised to do so even when the opportunity arises.

1.02 In November 2014, Professor Bernard Silverman, the Home Office Chief Scientific Adviser, estimated that there were between 10,000 and 13,000 potential victims of modern slavery in the UK in 2013. Whilst this is only an estimate, it indicates the shocking scale of the challenge we face.

1.03 The two main sources of data we have on the potential scale of modern slavery in the UK come from referrals of victims to the NRM and from the annual strategic assessment conducted by the UK Human Trafficking Centre (UKHTC) in the NCA. Neither source provides a reliable assessment of the actual prevalence of modern slavery, but they do offer rough proxies for how prevalence and the reporting of modern slavery may be shifting over time.

NRM Data

1.04 Under the existing NRM process potential victims of human trafficking are referred by 'First Responders' to one of two 'Competent Authorities' who consider whether an individual is a victim of human trafficking. First Responders include a number of public bodies and specified NGOs.

1.05 There are two 'competent authorities' that make decisions about whether referred individuals are victims of modern slavery. They are the UK

Human Trafficking Centre (UKHTC) in the NCA, and UK Visas and Immigration (UKVI) in the Home Office who handle non-EEA cases.

1.06 Initially the competent authorities make a 'reasonable grounds' decision, which assesses whether the competent authority 'believes but cannot prove' that the person is a victim of modern slavery. If an individual receives a positive reasonable grounds decision they become entitled to State-funded support.¹

1.07 The competent authority then collects further evidence about the case in order to make a 'conclusive grounds' decision, which assesses whether 'it is more likely than not' that the person is a victim of modern slavery.

1.08 The NRM process and specialist support was initially established to deal solely with victims of human trafficking. In July 2015, the Government contract for adult victim care in England and Wales was extended to cover victims of all forms of modern slavery, in line with the recommendations of a review of the NRM system. Since the scope of the contract was only extended recently, the data below only covers victims of human trafficking. Data in future IDMG reports will cover the full gamut of modern slavery victims.

1.09 In 2014, 2,340 potential victims were referred to the NRM, a 34% increase from 2013.

¹ In Northern Ireland, under section 18 of the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015 assistance and support is to be made available to adult potential victims of trafficking from the point where a referral to the NRM is made or is about to be made, rather than from the point that a positive reasonable grounds decision is received.

The 2,340 referrals comprised 1,432 females (61%), 906 males (39%) and 2 (<1%) transgender female. 1,669 (71%) were referred for having been exploited as an adult and 671 (29%) were referred for having been exploited as a minor.

1.10 Not all of the individuals who are referred to the NRM will ultimately be assessed to be human trafficking victims. As of 3 August 2015, the decision outcomes for the 2,340 potential victims who were referred to the NRM in 2014 were as follows:

- 14% (323) received a negative reasonable grounds decision (or had their application suspended or withdrawn from the process at that stage for other reasons);
- 28% (661) received a positive reasonable grounds decision followed by a negative conclusive grounds decision (or had their application suspended or withdrawn from the process at that stage for other reasons);
- 33% (777) received a positive reasonable grounds decision followed by a positive conclusive grounds decision; and
- 24% (569) received a positive reasonable grounds decision and were awaiting a conclusive grounds decision.²

1.11 The table below shows that the number of NRM referrals has increased every year since 2011. This cannot be taken to indicate whether the prevalence of modern slavery is increasing, decreasing or remaining static, and the figures are highly likely to reflect increased reporting as a result of the increasing public profile of modern slavery.

	2011	2012	2013	2014
Total referrals	946	1,186	1,746	2,340

Table 1: Total referrals of potential victims of human trafficking to the NRM by calendar year

Regional Breakdown

1.12 The NRM operates across the UK, and first responders can refer victims for support from England, Northern Ireland, Scotland and Wales. As in previous years the overwhelming majority of referrals were for victims first encountered in

² There are also ten cases which are marked as 'pending' a reasonable grounds decision. These reasonable grounds decisions have been made, but the outcomes have not yet been added to the NCA dataset.

England, with 2,114 referrals, or 90% of the total (in 2013 it was 89%).

1.13 The total number of referrals made in each country increased, but the distribution of referrals between the UK countries remained largely the same as in 2013. The table below shows the referrals from each country and the percentage of the UK total that they represent.

Country of NRM referral	Total 2013	% of total 2013	Total 2014	% of total 2014
England	1,156	89%	2,114	90%
Northern Ireland	41	2%	45	2%
Scotland	99	6%	111	5%
Wales	50	3%	70	3%
TOTAL	1,746		2,340	

Table 2: NRM Referrals by UK Country in 2013 and 2014

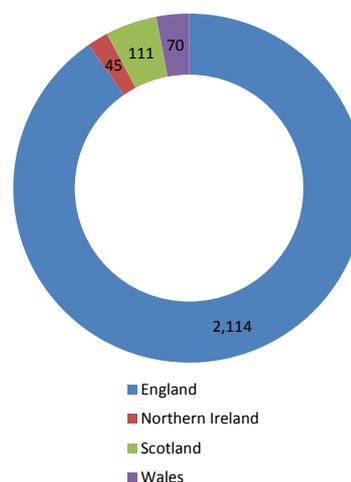


Fig 1: Breakdown of NRM referrals by UK country

Police Force region/country of presentation:

Police Region / Country of presentation	2013	2014
East Midlands	58	67
Eastern	157	136
Isle of Man	1	0
London	481	782
Not applicable*	4	7
North East	150	295
North West	104	133
Northern Ireland	38	45
Not Recorded	332	325
Scotland	78	105
South East	111	179
South West	58	80
Wales**	41	58
West Midlands	133	128
Total	1,746	2,340

Table 3: Police force region/country of presentation

*no region - presented at port e.g. Calais

**includes North Wales

Police Force region/country of exploitation:

Police Region Exploited	2013	2014
East Midlands	42	37
Eastern	90	71
London	216	232
Multiple	66	68
North East	82	140
North West	54	55
Northern Ireland	18	30
Not Recorded	751	1,021
Overseas	240	432
Scotland	29	44
South East	36	75
South West	42	56
Wales**	9	15
West Midlands	70	64
Isle of Man	1	0
Total	1,746	2,340

Table 4: Police Force region/country of exploitation

1.14 These figures will not reflect the full extent of identified human trafficking in each UK country because some victims did not consent to being referred into the NRM. For instance, in 2014 the Wales Anti-Slavery Leadership Group identified 16 additional potential victims who were identified but chose not to be referred and 29 similar cases have already been identified during 2015.

1.15 To address this problem across the UK, the Modern Slavery Act 2015 will also introduce a ‘duty to notify’ which will require specified public bodies, including the police, the NCA and Local Authorities to report all potential cases of modern slavery to the Home Office to help improve our picture of modern slavery in the UK. Adult victims will be able to remain totally anonymous if they wish, so that the Government can still collect data in those cases where the victim does not want to engage with the authorities or receive any support.

1.16 In Northern Ireland, an equivalent duty to notify is provided for under the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015. The Northern Ireland Department of Justice is bringing forward secondary legislation to give effect to this new duty.

1.17 The Scottish Government is introducing similar powers through their Human Trafficking and Exploitation (Scotland) Bill, which will require specified public bodies in Scotland to provide

anonymised data about potential human trafficking victims to Police Scotland.

Exploitation Type

1.18 Among potential adult victims, the single most common exploitation type was sexual exploitation (40%) followed by labour exploitation (35%), which includes exploitation for criminal purposes. Among potential child victims, the single most common identified exploitation type was labour exploitation (34%). The table below give the data for reported adult and child cases broken down by reported exploitation type.

Reported Exploitation Type	2013	2014
Adult - Domestic Servitude	142	234
Adult - Labour Exploitation	516	584
Adult - Organ Harvesting	0	1
Adult - Sexual Exploitation	586	673
Adult - Unknown exploitation	54	177
Minor - Domestic Servitude	45	71
Minor - Labour Exploitation	123	206
Minor - Organ Harvesting	0	1
Minor - Sexual Exploitation (non-UK national)	88	91
Minor - Sexual Exploitation (UK national)	59	66
Minor - Unknown exploitation type	133	236
Total	1,746	2,340

Table 5: Referrals by Exploitation Type

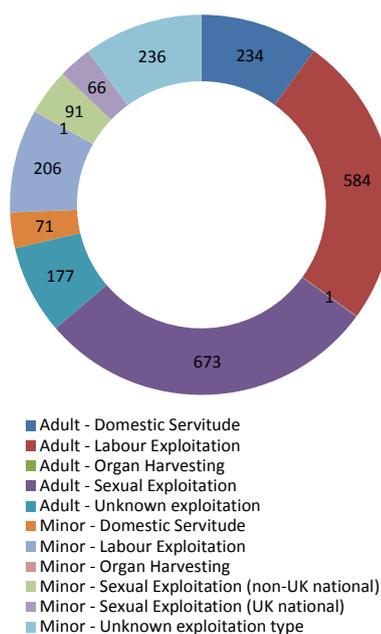


Fig 2: Total number of NRM referrals by exploitation type in 2014

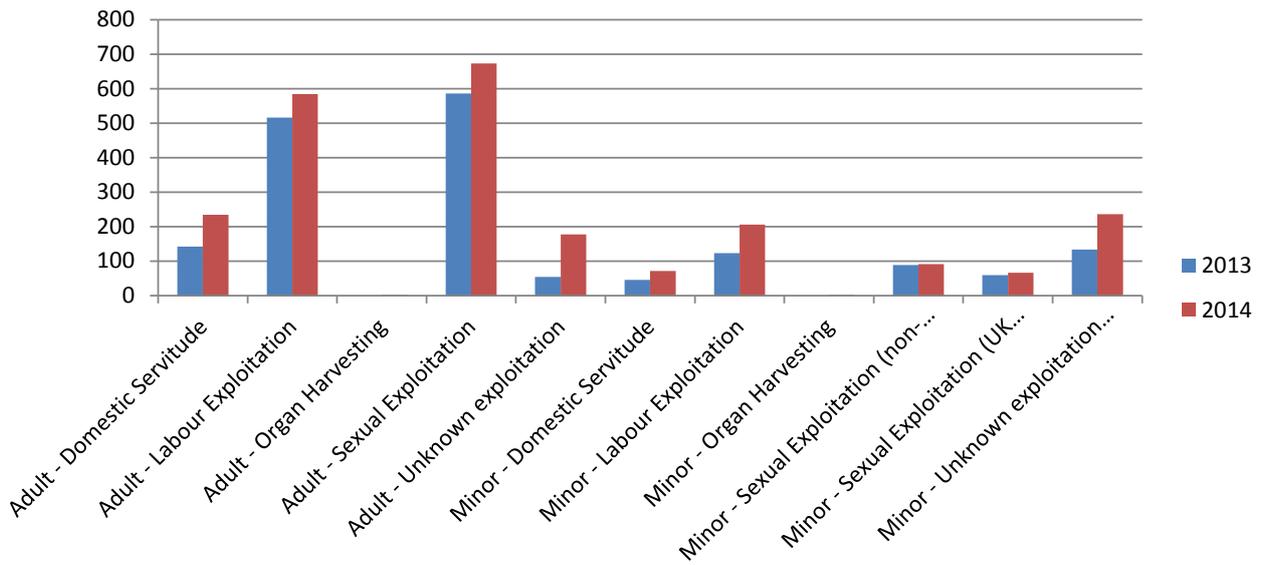


Fig 3: Comparison of NRM referrals by exploitation type in 2013 and 2014

Countries of Origin

1.19 In 2014, potential victims of trafficking were reported to originate from 96 countries. The most common country of origin for both adult and child potential victims was Albania (20% and 17% respectively). The UK was the sixth most common country of origin overall (9th for adults and 3rd for children) highlighting that internal trafficking remains a major issue.

	Country of Origin	Female	Male	Total	% of all NRM referrals (2,340)
1	Albania	351	98	449	19%
2	Nigeria	204	40	244	10%
3	Vietnam	76	140	216	9%
4	Romania	68	83	151	6%
5	Slovakia	69	63	132	6%
6	UK	92	39	131	6%
7	China	47	42	89	4%
8	Poland	47	58	81	3%
9	Lithuania	24	45	69	3%
10	Hungary	22	33	55	2%

Table 6: All Potential Victims, Top 10 Countries of Origin

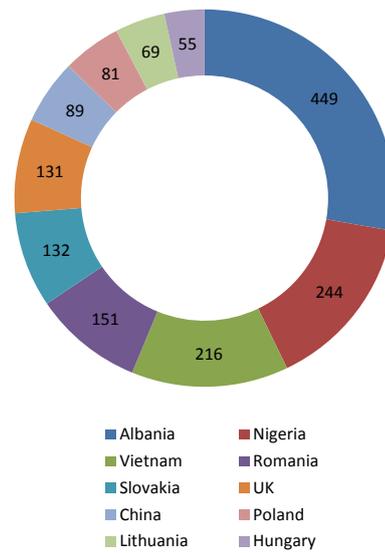


Fig 4: Top ten source countries for 2014 based on referrals to the NRM

	Country of Origin	Female	Male	Total	% of all adult NRM referrals (1,669)
1	Albania	317	15	332	20%
2	Nigeria	166	24	190	11%
3	Romania	55	79	134	8%
4	Vietnam	43	64	107	6%
5	Poland	20	58	78	5%
6	China	44	31	75	4%
7	Lithuania	20	44	64	4%
8	Slovakia	27	33	60	4%
9	UK	22	34	56	3%
10	Hungary	20	27	47	3%

Table 7: Adult Potential Victims, Top 10 Countries of Origin

	Country of Origin	Female	Male	Total	% of all adult NRM referrals (671)
1	Albania	34	83	117	17%
2	Vietnam	33	76	109	16%
3	UK	70	5	75	11%
4	Slovakia	42	30	72	11%
5	Nigeria	38	16	54	8%
6	Bangladesh	9	11	20	3%
7	Eritrea	7	11	18	3%
8	Romania	13	4	17	3%
9	Afghanistan	2	14	16	2%
10	China	3	11	14	2%
10	DRC	12	2	14	2%

Table 8: Child Potential Victims, Top 10 Countries of Origin

1.20 England, Northern Ireland, Scotland and Wales continue to show different top three source countries for victims referred to the NRM. The list of countries for each constituent part of the UK remained very similar between 2013 and 2014.

	England	Northern Ireland	Scotland	Wales
1	Albania	Romania	China	Vietnam
2	Nigeria	UK	Vietnam	China
3	Vietnam	China	Nigeria	Albania

Table 9: Top three source countries in 2013 in each UK country

	England	Northern Ireland	Scotland	Wales
1	Albania	Romania	Vietnam	Albania
2	Nigeria	China	Nigeria	China
3	Vietnam	Albania	China	Vietnam

Table 10: Top three source countries in 2014 in each UK country

First Responders

1.21 A specified list of ‘first responder’ organisations are able to make referrals into the NRM. This list includes specialist NGOs and public bodies like the NCA, the police, the Home Office,³ the Gangmasters’ Licensing Authority (GLA) and Local Authorities. As in previous years, the largest number of referrals were made by Home Office staff, usually at the border or as part of an asylum claim.

	Total Referrals	% of total referrals
Home Office	1,023	44%
Police / NCA	732	31%
NGOs	408	17%
Local Authorities	172	7%
GLA	5	<1%
TOTAL	2,340	

Table 11: NRM referrals by first responder in 2014

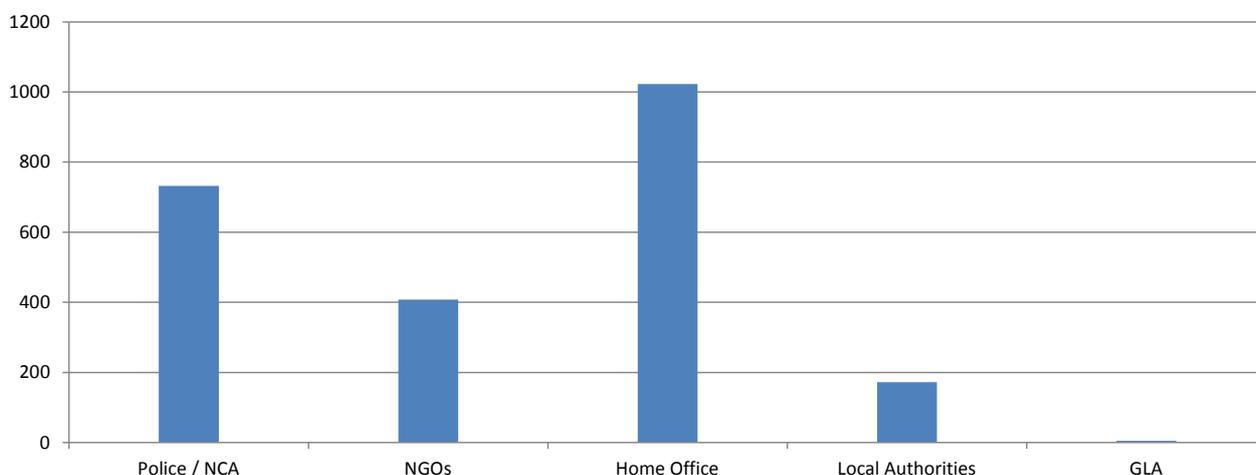


Fig 5: Number of referrals by first responder in the UK

³ The term Home Office is used throughout this document to refer to UK Visas and Immigration, Immigration Enforcement and Border Force.

Competent Authorities

1.22 Two ‘competent authorities’ currently make decisions about whether referred individuals are victims of modern slavery (UKHTC and UKVI).

1.23 Of the 2,340 referrals in 2014, UKVI dealt with 1,615 (69%) cases and the UKHTC dealt with 725 (31%) cases.

1.24 As outlined above, in 2014, 86% (2,007) of cases referred to the NRM received a positive reasonable grounds decision. The table below sets out a breakdown of the reasonable grounds decisions made, as of 3 August 2015.

Reasonable Grounds Decisions

Positive	Negative	Pending ⁴	Suspended	Withdrawn	Total
2,007	269	10	14	40	2,340

Table 12: Reasonable grounds decision outcomes in 2014, as of 03/08/2015

1.25 Subsequently, 39% (777) of those who received a positive reasonable grounds decision had received a positive conclusive grounds decision as of 3 August 2015. The table below sets out a breakdown of the conclusive grounds decisions made.

Conclusive Grounds Decisions

Positive	Negative	Pending	Suspended	Withdrawn	Total
777	604	569	41	16	2,007

Table 13: Conclusive grounds decision outcomes in 2014, as of 03/08/2015

Child Data

1.26 Of the 671 cases referred for exploitation as a minor, 323 were male and 348 were female. The table below shows a breakdown of referrals to the NRM of minors by nationality, gender and exploitation type.

Nationality/ Country of Origin	Domestic Servitude		Labour Exploitation		Organ Harvesting	Sexual Exploitation		Unknown Exploitation		Total
	Female	Male	Female	Male	Male	Female	Male	Female	Male	
Afghanistan	0	0	0	2	0	0	0	2	12	16
Albania	1	1	1	53	1	23	5	9	23	117
Angola	1	1	0	0	0	1	0	0	1	4
Bangladesh	1	6	1	1	0	1	0	6	4	20
Benin	1	0	0	0	0	0	0	0	0	1
Botswana	0	0	0	0	0	0	0	1	0	1
Bulgaria	0	0	0	0	0	2	0	2	0	4
Bulgaria	0	0	0	0	0	0	0	1	1	2
Burma	0	0	0	0	0	0	0	1	0	1
Burundi	0	0	0	0	0	0	0	1	0	1
Cameroon	0	0	0	0	0	0	1	0	0	1
China	0	0	1	6	0	1	0	1	5	14
Congo	0	0	0	0	0	0	0	1	0	1
Czech Republic	0	0	0	1	0	1	0	1	0	3
Democratic Republic of the Congo	0	0	0	0	0	6	0	6	2	14
Egypt	0	1	0	0	0	0	0	0	1	2
Eritrea	3	1	0	3	0	0	0	4	7	18
Ethiopia	2	0	1	0	0	0	0	2	0	5
Gambia	2	0	0	0	0	0	0	0	1	3
Germany	0	0	0	0	0	0	0	2	2	4
Ghana	1	0	0	1	0	1	0	3	0	6
Guinea	1	0	0	0	0	0	0	2	0	3
Guinea Bissau	0	0	0	0	0	1	0	0	0	1
Hungary	0	0	1	5	0	0	0	1	1	8

⁴ These reasonable grounds decisions have been made, but the outcomes have not yet been added to the NCA dataset

India	1	0	0	1	0	0	0	0	0	2
Iran	0	0	0	1	0	0	0	1	0	2
Iraq	0	0	0	0	0	0	0	2	0	2
Ireland	1	0	0	0	0	0	0	0	0	1
Ivory Coast	0	0	0	0	0	0	0	1	0	1
Jamaica	1	0	0	1	0	1	0	0	1	4
Kuwait	0	0	0	0	0	0	0	1	0	1
Latvia	0	0	0	0	0	1	0	1	0	2
Lithuania	0	0	1	1	0	2	0	1	0	5
Malawi	1	0	0	0	0	0	0	0	0	1
Malaysia	0	0	0	0	0	0	1	0	0	1
Mali	0	0	0	0	0	1	0	0	1	2
Morocco	0	0	0	4	0	0	1	1	1	7
Namibia	0	0	0	0	0	0	0	1	1	2
Netherlands	0	0	0	0	0	0	0	1	0	1
Nigeria	16	2	0	3	0	10	3	12	8	54
Not known	0	0	0	0	0	0	0	0	1	1
Pakistan	0	1	0	1	0	0	0	0	2	4
Panama	0	0	0	0	0	0	0	0	1	1
Poland	0	0	0	0	0	2	0	1	0	3
Portugal	1	0	0	0	0	1	0	1	1	4
Romania	3	0	3	2	0	4	0	3	2	17
Sierra Leone	0	0	0	1	0	2	1	1	1	6
Slovakia	0	0	29	26	0	9	0	4	4	72
Somalia	0	1	0	0	0	0	0	3	0	4
South Africa	0	0	0	0	0	0	0	1	0	1
South Korea	0	0	0	0	0	0	0	0	1	1
Spain	0	0	0	0	0	0	0	0	1	1
Sri Lanka	0	0	0	0	0	0	0	1	3	4
Sudan	0	0	0	1	0	0	0	0	2	3
Syria	0	0	0	1	0	0	0	3	3	7
Taiwan	0	0	0	0	0	1	0	0	0	1
Thailand	0	0	0	0	0	1	0	0	0	1
Turkey	0	0	0	0	0	0	0	3	1	4
Uganda	1	0	0	0	0	0	0	1	0	2
United Kingdom	1	0	2	1	0	60	4	7	0	75
United States of America	1	0	0	0	0	0	0	1	0	2
Vietnam	6	7	7	42	0	6	0	14	27	109
Western Sahara	0	0	0	1	0	0	0	0	0	1
Zambia	1	0	0	0	0	0	0	0	0	1
Zimbabwe	1	2	0	0	0	3	0	0	2	8
Total	48	23	47	159	1	141	16	112	124	671

Table 14: NRM referrals of minors by nationality, gender and exploitation type

UKHTC Strategic Assessment

1.27 The UKHTC Strategic Assessment combines NRM referrals with intelligence reporting from other NGOs and public bodies, including local police forces, to provide a wider view of the potential scale and extent of human trafficking in the UK. This includes cases where the potential victim did not consent to be referred to the NRM.

1.28 The number of potential victims of trafficking reported through data collection for the 2014 assessment is 3,309,⁵ a 21% increase on 2013 when 2,744 potential victims were reported to have been encountered.⁶

1.29 The tables below break down the data by age, gender and nationality.

Adult	2,235
Minor	732
Unknown	342
Total	3,309

Table 15: Adult/Minor (at time of exploitation)⁷

Female	1,785
Male	1,302
Transsexual (Transgender female)	4
Unknown	218
Total	3,309

Table 16: Gender of potential victims

	NATIONALITY	Total
1	Romania	453
2	Not Specified	436
3	Albania	316
4	United Kingdom	300
5	Slovakia	199
6	Poland	196
7	Nigeria	188
8	Lithuania	164
9	Vietnam	163
10	Czech Republic	82

Table 17: Top 10 nationalities of potential victims

⁵ This includes 1,496 NRM cases that had not received a negative decision as at 18/03/2015. Of those 690 had received a positive CG decision, but 806 were pending an RG or CG decision, so could subsequently have received a negative decision.

⁶ These data cuts were taken in March 2014 and March 2015 respectively for consistency.

⁷ Where not specified, the age at date of reporting is used

1.30 The Albania figure (316) includes 296 cases that were referred to the NRM and only 20 reports from intelligence submissions. Of the 296 cases referred to the NRM, 41 had received a positive conclusive decision and 255 were pending NRM cases as of 18/03/2015.

1.31 The nationality was not specified for 56 potential victims of trafficking reported as exploited minors. However, for those where the nationality was known, the top ten countries for minors are given below, as compared to the top ten in 2013. The UK has remained the most frequent nationality for potential minor victims.

Position 2014	Nationality (where recorded)	Total 2014	Position 2013	Total 2013
1	UK	116	1	128
2	Vietnam	97	2	77
3	Albania	83	6	35
4	Slovakia	76	3	56
5	Romania	51	4	42
6	Nigeria	44	5	36
7	Bangladesh	15	10	9
8	Eritrea	11	26	3
9	Hungary	11	22	4
10	China	10	8	12
10	Pakistan	10	9	12

Table 18: Top 10 nationalities of potential minor victims in 2013 and 2014

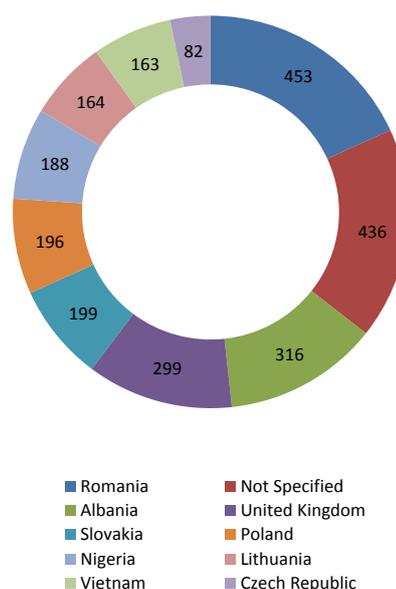


Fig 6: Top ten nationalities of potential victims according to the UKHTC 2014 strategic assessment

1.32 As was the case for NRM referrals, the strategic assessment found that sexual exploitation was the most common exploitation type, closely followed by labour exploitation. The table below gives a breakdown of the potential victims encountered by exploitation type.

Primary Exploitation Type	Total
Sexual Exploitation	1,139
Labour Exploitation	1,017
Unknown Exploitation Type	372
Criminal Exploitation	311
Domestic Servitude	278
Multiple Exploitation Types	191
Organ Harvesting	1
Total	3,309

Table 19: Potential victims by exploitation type

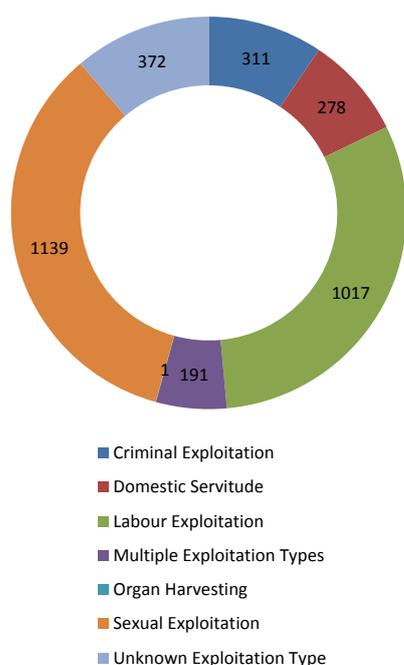


Fig 7: Breakdown of exploitation type according to the UKHTC 2014 strategic assessment

1.33 For those cases which involved labour exploitation, the strategic assessment also asked for more detail about the kind of labour exploitation that was experienced, which is provided in the table below.

Labour - Agricultural	76
Labour - Car Wash	127
Labour - Construction	48
Labour - Factory	129
Labour - Food Industry (Preparation, Processing)	76
Labour - Maritime	13
Labour - Multiple	32
Labour - Nail Bar	12
Labour - Other	217
Labour - Restaurant / Bar	49
Labour - Tarmac/Paving	33
Labour - Unknown	205
Total	1,017

Table 20: Potential victims by type of labour exploitation

1.34 The number of potential victims reporting their exploitation type as block paving/ tarmacking has reduced compared to previous years, but many potential victims of trafficking are reported as being exploited for construction or unspecified forced labour, general labouring and servitude, which is recorded as other.

1.35 174 potential victims of trafficking have been reported as being enrolled in a recruitment agency and therefore the type of work can be varied or unspecified unskilled labour. Where the type of labour is known for those employed via a recruitment agency, it includes factory and food preparation/processing and agricultural work.

1.36 In addition to those employed in general labouring 'Other' categories also include potential victims exploited in the scrap metal and recycling industry, chicken catching, selling DVD's, shop work, cleaning, nannies, care workers and taxi drivers.

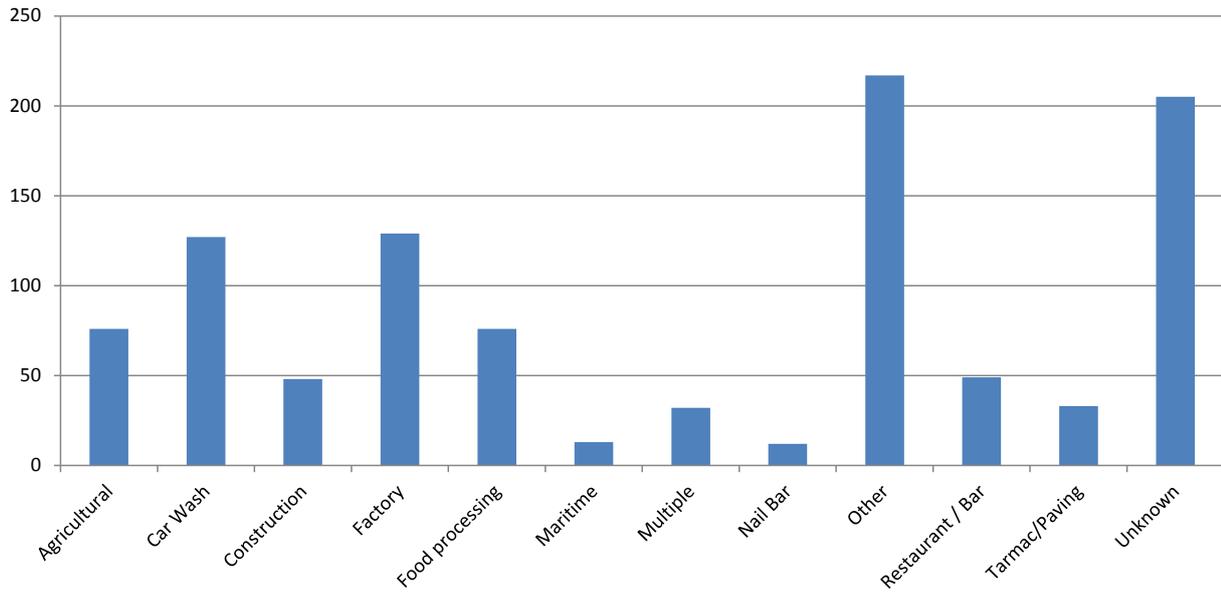


Fig 8: Breakdown by type of labour exploitation according to the UKHTC 2014 strategic assessment

Chapter 2: The UK's Existing Response

PURSUE

2.01 Pursue actions cover our law enforcement response to modern slavery and our attempts to disrupt and prosecute the individuals and groups responsible, including the law enforcement and asset freezing powers that we have made available to support this work.

Changes to the Criminal Offences

2.02 Three key pieces of anti-slavery legislation have been passed in the UK this year. The UK Government introduced the Modern Slavery Act, 2015 which received Royal Assent in March 2015. In Scotland the Human Trafficking and Exploitation (Scotland) Bill is likely to receive Royal Assent later in 2015 and in Northern Ireland the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015 received Royal Assent in January 2015.

2.03 All three pieces of legislation aim to make the UK a hostile environment for modern slavery whilst enhancing support for victims. They consolidate and strengthen existing modern slavery offences, which were previously fragmented across a number of other pieces of legislation, and extend the maximum sentence available from 14 years to life imprisonment.

2.04 The respective Acts also clarify the offences. For example, under the Modern Slavery Act 2015, the offence of human trafficking now specifies explicitly that it is irrelevant whether the potential victim consented to travel and makes it clear that

travel can be between countries or within a country, to ensure that domestic trafficking is properly captured.

2.05 In Northern Ireland, the new legislation has also created a new preparatory offence of committing an offence with intent to commit a human trafficking or slavery-like offence and has made changes to the sentencing framework which will enhance public protection by setting out statutory aggravating factors. A preparatory offence was already in place in England and Wales.

New Law Enforcement Powers at Sea

2.06 The Modern Slavery Act 2015 will give law enforcement officers across the UK new powers to pursue modern slavery perpetrators at sea. The powers will include the power to board, divert and detain a vessel, to make arrests and seize relevant evidence when investigating a potential modern slavery offence at sea. This is important because victims can be trafficked illegally on vessels, and also may be the subject of slavery, servitude and forced or compulsory labour on board vessels. A Code of Practice is being prepared ahead of implementation in England and Wales. Scotland and Northern Ireland will prepare for implementation of these measures, in relation to their waters, in consultation with the Home Office.

2.07 The three pieces of legislation also all contain provisions that set out the power of the court to

order forfeiture of a vehicle, ship or aircraft used or intended to be used in connection with an offence of human trafficking.

Police Response

2.08 At the beginning of 2014, Chief Constable Shaun Sawyer, the national policing lead for modern slavery, developed an action plan to coordinate activity across police forces in England and Wales. The plan covers all aspects of slavery and is aligned to the ‘four Ps’ structure (Prepare, Prevent, Protect and Pursue), focusing on bringing offenders to justice and safeguarding the vulnerable.

2.09 The action plan was signed off by the National Police Chiefs’ Council in autumn 2014. Priorities in the plan include:

- (1) To improve training, awareness and guidance. Training materials including online learning tools, classroom-based training packages and guidance for investigators have been developed in partnership with the College of Policing.
- (2) To develop a national approach for intelligence and data gathering and analysis. In April 2015, a nationally agreed process was implemented across forces aimed at providing a consistent approach to intelligence gathering.
- (3) To encourage partnership work. The national policing lead recently collaborated with the Independent Anti-Slavery Commissioner and the Home Office to develop guidance and consider the need for a regional and national

governance framework to support and promote partnership work to tackle modern slavery.

2.10 Chief Constable Sawyer has also established a national Modern Slavery Threat Group. This group brings together law enforcement agencies and other stakeholders to improve our operational response to modern slavery in country, at the border and upstream.

2.11 Following its establishment in April 2013, Police Scotland established 14 divisional human trafficking champions and a National Human Trafficking Unit to enhance the police response to human trafficking, through awareness raising, intelligence gathering, training and providing divisions with advice and specialist knowledge.

2.12 Since April 2015, the Police Service of Northern Ireland (PSNI) has had a dedicated Human Trafficking Unit. The unit is the Service’s central point of expertise, providing 24/7 support to frontline officers and other agencies and has conducted proactive operations to disrupt forced labour and sexual exploitation.

2.13 A new PSNI intranet site provides all frontline officers with information and guidance on trafficking. Over 4,000 PSNI officers have completed online training to understand human trafficking and the requisite police response to it.

2.14 Sex Worker Liaison Officers have been appointed within PSNI to gather information and to provide a line of communication from the sex work industry which can alert PSNI to potential trafficking or exploitation incidents.

The Independent Anti-Slavery Commissioner (Kevin Hyland OBE)

Part 4 of the Modern Slavery Act 2015 establishes the role of Independent Anti-Slavery Commissioner. The Commissioner has a UK-wide remit to encourage good practice in the prevention, detection, investigation and prosecution of modern slavery offences and in the identification of victims. The role was created to spearhead the UK's fight against modern slavery, with a concerted focus on strengthening our law enforcement pursuit of the perpetrators in the UK and internationally and helping to ensure that victims are identified effectively.

To ensure that the role was effective as soon as possible, Kevin Hyland OBE was appointed as the designate commissioner in November 2014 and after the Act received Royal Assent his role was confirmed in August 2015. Mr Hyland is the former head of the Metropolitan Police's world renowned Human Trafficking Unit, has over 30 years experience investigating organised crime and has worked closely with slavery victims to prosecute perpetrators.

The Commissioner has already started to have a significant impact. His achievements to date include:

- Agreeing with the NCA and the national policing lead for modern slavery to set up a new operational threat group specifically to target modern slavery.
- Instigating work by the NCA and police forces to increase the proportion of NRM referrals that are investigated and recorded as a crime.
- Working with the UK Government and the Catholic Church to lobby successfully for the establishment of a UN Sustainable Development Goal to end modern slavery.
- Encouraging better cooperation between law enforcement agencies in the UK and overseas, including Nigeria, Romania and Vietnam, to seek to prevent vulnerable individuals from being trafficked to the UK and to improve data sharing and intelligence flows between countries. There has already been an increase in the use of Joint Investigation Teams (JITs) involving Romania and the UK.
- Helping to establish a modern slavery network for Police and Crime Commissioners to share best practice and monitor trends.
- Integrating care standards for modern slavery survivors produced by the Human Trafficking Foundation into law enforcement training materials.
- Working with Waitrose and educational charity Just Enough UK to deliver awareness raising workshops in schools across Lincolnshire – an area affected by a high level of modern slavery crime, particularly forced labour.

In October 2015, the Commissioner published his first strategic plan, setting out his priorities for the period 2015-2017. The plan explains that he will focus on five key strategic objectives that will help to galvanise the UK's response to modern slavery.

1. To drive improved identification of victims of modern slavery and enhanced immediate and sustained support for victims and survivors.
2. To promote an improved law enforcement response across the UK, to support development and adoption of effective training, and to increase awareness of modern slavery across relevant statutory agencies.
3. To identify, promote and facilitate best practice in partnership working, and encourage improved data sharing and high-quality research into key issues.
4. To engage with the private sector to promote policies and programmes to ensure that supply chains are free from slavery and to encourage effectual transparency reporting.
5. To encourage effective and targeted international collaboration to combat modern slavery.

Prosecutions

2.15 Modern slavery offences tend to involve, or take place alongside, a wide range of abuses and other criminal offences such as grievous bodily harm or rape. Human trafficking offences in particular can require that the prosecution demonstrate a combination of constituent elements including the travel and exploitation. As a result, not all cases that may have involved modern slavery are prosecuted as such, particularly when other offences involved may carry similarly severe sentences. To maximise our opportunity to disrupt these criminal activities the UK will continue to use the full range of offences available in each case.

Prosecutions in England and Wales

2.16 Where the police refer a case to the Crown Prosecution Service (CPS) in England and Wales as modern slavery it is recorded as such regardless of whether the eventual prosecution is for a modern slavery offence or for another offence. In 2014, 189 defendants were flagged of which 130 (69%) ultimately received convictions (though not necessarily for a modern slavery offence). The table below shows how many defendants have been flagged as related to modern slavery by the CPS in the last three years.

	No. of flagged cases	Of which resulted in a conviction (%)
2012	148	103 (70%)
2013	210	148 (70%)
2014	189	130 (69%)

Table 21: Number of defendants in cases flagged as related to modern slavery

2.17 The table below sets out how many prosecutions there were for each specific modern slavery offence in the last three years. These are the three offences which have since been consolidated into the two offences in the Modern Slavery Act 2015. These figures can be higher than the number of flagged defendants (as was the case in 2014), because these are recorded by offence used, and one defendant can be charged with more than one offence.

	Trafficking for sexual exploitation	Trafficking for other exploitative purposes	Offence of forced labour and servitude	Total
2012	69	29	4	102
2013	111	18	36	167
2014	91	73	26	190

Table 22: Offences charged and reaching first hearing in Magistrates courts in England

2.18 In addition to these prosecutions, there were also a number of prosecutions in relation to modern slavery cases for the offence of conspiracy to commit an offence under the Criminal Law Act 1977. The table below shows how many of the cases flagged as being linked to modern slavery also ultimately involved a charge for a conspiracy offence.⁸

	Conspiracy offences associated with flagged human trafficking and modern slavery cases
2012	19
2013	101
2014	107

Table 23: Offences charged and reaching first hearing in Magistrates courts in England

2.19 The table below shows the number of convictions in England and Wales in 2012, 2013 and 2014, where they were classified as the 'principal offence' for which an offender was convicted. When a defendant has been found guilty of two or more offences, the 'principal offence' is the offence for which the heaviest penalty is imposed. Where the same sentence is imposed for two or more offences, the 'principal offence' is the offence for which the statutory maximum penalty is the most severe.

Convictions on a 'principal offences' basis:

	Trafficking for sexual exploitation	Trafficking for other exploitative purposes	Offence of forced labour and servitude	Total
2012	10	2	1	13
2013	12	7	9	28
2014	4	27	8	39

Table 24: No. of modern slavery convictions on a principal offences basis in England and Wales

⁸ It is not possible, other than at disproportionate cost, to disaggregate how many cases were specifically for conspiracy to commit one of the modern slavery offences. However, this does indicate that a number of cases were prosecuted for an offence, even where the full modern slavery offence could not be used.

2.20 The table below provides the total number of modern slavery convictions, whether or not they were classified as the 'principal offence' or not.

Convictions on an 'all offences' basis:

	Trafficking for sexual exploitation	Trafficking for other exploitative purposes	Offence of forced labour and servitude	Total
2012	29	3	4	36
2013	29	20	20	69
2014	43	57	8	108

Table 25: No. of modern slavery convictions on an all offences basis in England and Wales

Prosecutions in Scotland

2.21 The Lord Advocate, Scotland's chief prosecutor, has appointed a specialist prosecutor to deal with human trafficking and has published guidance for prosecutors in relation to human trafficking. This specialist prosecutor is a senior member of Crown Counsel within the National Sexual Crimes Unit and all cases involving trafficking are referred to them for instructions on how to proceed.

2.22 The Crown Office and Procurator Fiscal Service (COPFS) has also appointed local lead prosecutors for human trafficking to assist with all aspects of investigation and prosecution. These leads work closely with the National Human Trafficking Unit of the Police Service for Scotland and with agencies working with victims of human trafficking in Scotland.

2.23 In Scotland, in relation to cases reported in the period 1 January 2013 to 31 December 2014, one individual has been convicted of human trafficking offences. In addition to this conviction, there are a number of cases ongoing against individuals reported during the relevant period.

2.24 The tables below show the number of accused reported to COPFS against whom an initial decision was taken to prosecute for human trafficking offences and the number of accused convicted. In relation to convictions, it is important to note that proceedings are ongoing against a number of accused which means that these figures may change.

2.25 For example, there are a number of accused being prosecuted for whom warrants have been granted following their failure to appear at court dates. The Lord Advocate has instructed that these warrants are executed as a matter of priority and has established a robust monitoring system to track these cases.

2.26 In addition to the cases noted below, prosecutors are also dealing with cases reported in 2015, one of which has already resulted in a conviction and will be included in next year's update.

	Trafficking for sexual exploitation	Trafficking for other exploitative purposes	Offence of forced labour and servitude	Total
2013	5	4	1 ⁹	10
2014	1	5	-	6

Table 26: Number of accused where initial decision to prosecute for human trafficking offence

	Trafficking for sexual exploitation	Trafficking for other exploitative purposes	Offence of forced labour and servitude	Total
2012	1	3	-	4
2013	-	1	-	1
2014	-	-	-	-

Table 27: Number of offenders convicted of human trafficking offences, broken down by the date the police report was received by COPFS. Proceedings are ongoing against a number of accused which means that these figures may change

Heads of Prosecution Human Trafficking Summit 2014

2.27 On 17 October 2014, the Lord Advocate, Frank Mulholland QC, hosted a Human Trafficking Summit at the Scottish Parliament for the Heads of Prosecution Services across the UK and Ireland.

2.28 The summit was attended by the Directors of Public Prosecutions for England & Wales and Northern Ireland. The Director of Public Prosecutions for Ireland attended the summit as an observer and participated in the discussion.

2.29 Also present was the Advocate General for

⁹ This individual was also prosecuted for offences under s4 of the Asylum and Immigration Act 2004 (i.e. trafficking for other exploitative purposes) but to avoid duplication has only been included within this column

Scotland, the Right Honourable Lord Wallace of Tankerness QC representing the UK Government and the Solicitor General for Scotland, Lesley Thomson QC.

2.30 Representatives and delegates from Eurojust, police representatives from across the UK, COPFS, the NCA, and TARA among others also attended the Scottish Parliament and took part in a morning event running alongside the summit.

2.31 The key themes of the summit included the benefits of partnership working and the importance of identifying the signs of human trafficking. At the conclusion of the summit a communiqué was signed by the heads of the prosecution services for the UK setting out their commitment to work together across boundaries to disrupt the human trafficking trade.

2.32 The communiqué contained a commitment that within a year the United Kingdom Prosecutors would publish 'Prosecutor's Commitments to tackling Human Trafficking'. Work on the Commitments commenced after the summit and they are due to be launched in 2015.

Prosecutions in Northern Ireland

2.33 In Northern Ireland there are currently two persons being prosecuted for offences of trafficking out of the UK for sexual exploitation (and other related offences) and two persons being prosecuted for trafficking into the UK for labour exploitation (and other related offences). All of these cases are currently going through the court and there are a number of others at an earlier stage which are under active consideration.

Asset Recovery

2.34 Asset seizure is a vital part of the UK's response to modern slavery. We are determined to ensure that modern slavery does not pay, to punish those who are involved in it and to deter others from considering it. Modern slavery is often motivated by profit so effective asset seizure is a core part of our law enforcement response.

2.35 The table below sets out data extracted from the Joint Asset Recovery Database (JARD) showing the value of the cash and other assets that were recovered from cases involving human trafficking in England and Wales in each of the last three calendar years.

	Cash Seizure Orders – value (no. of orders)	Criminal Confiscation Orders – value (no. of orders)
2012	£82,795 (17)	£929,437 (21)
2013	£417,380 (22)	£572,961 (22)
2014	£99,089 (18)	£1,266,734 (19)

Table 28: Value of cash seizure orders and criminal confiscation orders

2.36 In Scotland, proceedings are ongoing in relation to obtaining a confiscation order following a recent conviction in a human trafficking case. Since 2012 there have been two cash seizures in Scotland relating to human trafficking, of £4,445.12 in 2013 and £1,134.31 plus €145 in 2014, both made through the civil recovery of assets.

2.37 Whilst this demonstrates that our current arrangements are having some success, we are determined to attack the profits of traffickers and slave drivers through greater use of asset recovery and financial investigation in the future. This is why the Modern Slavery Act has made both of the modern slavery offences into 'criminal lifestyle' offences for the purposes of the Proceeds of Crime Act, 2002 (POCA), where previously this only applied to human trafficking offences. New legislation in Northern Ireland and Scotland has made provision for equivalent measures.

2.38 This means the courts are now able to treat all the assets that a defendant has, or has had in the last 6 years, as the proceeds of crime and therefore potentially confiscate all of their assets, rather than just those that can be directly linked to the crime in question. In addition, the Serious Crime Act 2015 received Royal Assent in March 2015, and this has amended POCA to enable law enforcement agencies to seize criminal assets more quickly, close loopholes that criminals use to get round confiscation and crack down on those who try to avoid paying them.

PREVENT

2.39 Prevent actions are about preventing people from committing modern slavery offences or becoming modern slavery victims in the first place. This could include targeted communications campaigns or any other activity to reduce the number of people who are drawn towards becoming perpetrators of modern slavery or becoming tomorrow's modern slavery victims.

Communications Campaigns

2.40 In 2014 the Home Office worked with the NSPCC to launch a new helpline and website which enables the public and potential victims to report suspected slavery or to seek advice on slavery related issues.

2.41 The Home Office then ran a marketing campaign to educate the public and potential victims on the existence of slavery in the UK and its different forms, and to encourage them to report concerns to the new helpline and website. The campaign ran from 31 July to early December 2014 across TV, online advertising, national newspapers and targeted trade press. Stakeholders, including charities and NGOs, were also provided with materials like posters to distribute through their own channels. In total £2.18m was spent on this marketing campaign.

2.42 An independent survey with adults across the UK by Ipsos MORI was conducted before and after the TV advertising period to assess the impact of this campaign. Overall, the combined marketing activity reached 93% of all UK adults, each with eight opportunities to see at least one piece of content, which is a very strong result for the given media budget. An extra 16 people in every 100 have now heard of the term 'modern slavery' compared to before the campaign and significantly more people (37%) agreed that they were aware of the issue of slavery after the campaign than were aware of it before (23%).



2.43 The campaign therefore clearly made more people aware of modern slavery in the UK and helped more people to understand what it is and who is affected. As well as encouraging the public to identify and report modern slavery, such an extensive campaign should also have reached some potential victims and helped them to avoid falling into this kind of abuse.

2.44 In Northern Ireland the Department of Justice (DOJN), working with its statutory and non-statutory partners, has taken forward a programme of activities intended to raise awareness of modern slavery. This has included innovative projects, such as the UN Gift Box¹⁰ to raise awareness with the general public so that they know how to recognise signs and respond safely and appropriately.

2.45 Training and awareness measures have been targeted at and delivered to key sectors and frontline professionals. In addition, DOJN has also produced a leaflet, 'Human trafficking: know your rights' which has been translated into a number of key languages and distributed to police stations, health centres, courthouses and a variety of local council premises. These leaflets advise potential victims of their rights in Northern Ireland, and provide contact details for a number of organisations, both statutory and non-statutory, who can provide them with guidance and support.

2.46 In Wales there is also a separate ongoing anti-slavery poster and sticker campaign on buses, Police Stations, Cardiff Airport, Welsh Sea Ports, major railway stations, motorway service stations and other public places. These ongoing campaigns are co-ordinated by the Anti-Slavery Co-ordinator for Wales.



2.47 Two anti-slavery conferences were also held in Wales in 2015, in Llandudno and Cardiff, to raise awareness about modern slavery amongst frontline workers and the general public. Prominent speakers included the Welsh Government Minister for Public Services and the Independent Anti-Slavery Commissioner.

¹⁰ The UN Gift Box is an on-street walk-in box which has been placed in high footfall areas and events across Northern Ireland. It looks attractive from the outside, showing offers of a better life in a foreign country, but on the inside it contains stories of human trafficking.

2.48 As part of the Scottish Human Trafficking and Exploitation Strategy the Scottish Government will look at what further broad awareness raising activity is required.

Reach Campaign

2.49 The DOJNI is a partner in the all Ireland EU-funded 'REACH' Project, aimed at raising awareness of and reducing demand for human trafficking for sexual exploitation. Two campaigns have been launched under the initiative: one aimed at women and girls who are vulnerable to trafficking and one aimed at men and boys as potential purchasers of sex. The project was launched in December 2013 and will conclude in December 2015.

2.50 The first strand of the project was a campaign aimed at raising awareness of the rights and support available to women and girls who had been trafficked into prostitution or who were vulnerable to being trafficked. The campaign provided contact details allowing women to contact and receive help from the relevant support service. The campaign attempted to reach out to those hard to reach women who may have been trafficked, or who were vulnerable to trafficking, by providing awareness raising materials in places such as health centres, hotels, bathrooms in bars and nightclubs, and other public places.

Press Coverage

2.51 As part of the UK Government's Modern Slavery Strategy we committed to publicising Government action on modern slavery to help deter others from engaging in it by raising awareness of the reality and consequences. The UK Government has done this throughout the year by ensuring that the major announcements and changes introduced have been widely publicised.

2.52 In particular the publication of the Modern Slavery Strategy in November 2014 and the bringing into force of a number of key provisions in the Modern Slavery Act, on 31 July 2015, received widespread media coverage across a number of national and local publications. Following our press release, most coverage of the new Act provisions led on the fact that modern slavery offences would now carry a maximum life sentence rather than 14 years, helping to maximise any deterrent effect from this important change.

2.53 In Wales, the Anti-Slavery Co-ordinator has also used his public profile to raise awareness about modern slavery, and has given a number of interviews on the Welsh Government's actions to tackle slavery including on TV and radio as well as in newspapers and magazines. Since appointment, the UK Independent Anti-Slavery Commissioner has done the same.

International

Whilst domestic trafficking remains a serious threat, the majority of modern slavery victims identified in the UK have been trafficked here from abroad and there are estimated to be around 36 million victims of modern slavery globally.¹¹ We are determined to work with key source countries to try to prevent individuals from becoming victims in the first place and are working through international organisations, such as the EU, UN and the Santa Marta group, to highlight the issue of modern slavery, create a global consensus that action must be taken to end modern slavery and share good practice in tackling the crime.

The Home Office worked closely with the Department for International Development (DfID), the Foreign and Commonwealth Office (FCO) and the Independent Anti-Slavery Commissioner to meet our Modern Slavery Strategy commitment to ensure global action to end modern slavery is prioritised within the UN post-2015 development agenda. Following intensive negotiations, a commitment to take immediate steps to end modern slavery was added to the UN Sustainable Development Goals. The UN General Assembly adopted this historic commitment at the September 2015 summit of Heads of State and Government.

The UK is also continuing to support and drive forward the work of the Santa Marta group in collaboration with the Catholic Church and senior law enforcement officers from around the world, who are working on joint practical measures to strengthen and coordinate our response to tackling modern slavery globally. The group met in London on 5 and 6 December 2014, which the Home Office helped to organise, and has committed to meeting again in Spain, in October 2015.

We coordinate the delivery of a programme of activity to tackle modern slavery overseas to deter individuals from getting involved in modern slavery as well as assist with the reintegration of victims once they return home. Examples of progress in the past year include:

- The Prime Minister announced additional support for trafficking victims returned to Vietnam, including funding an additional shelter for survivors of trafficking, particularly women or children. This builds on work already underway between the NCA and Vietnamese law enforcement authorities to disrupt the criminal networks behind this abhorrent trade.
- The Independent Anti-Slavery Commissioner visited Nigeria and his findings are helping the Government develop an enhanced programme of work with Nigeria. This builds upon work already underway such as providing support and capability building to the Nigerian National Agency for the Prohibition of Trafficking in Persons (NAPTIP) and helping to establish a Human Trafficking Unit in Lagos Airport, bringing together various Nigerian and UK law enforcement agencies, including NAPTIP, NCA, RALON and Border Force.
- The Home Office and NCA have been working with government, law enforcement agencies and NGOs in Poland on activity to prevent modern slavery, for example through awareness-raising and closer co-operation between organisations, and to provide greater support for victims of modern slavery who return to Poland from the UK.

¹¹ Walk Free Foundation, 2014 Global Slavery Index [<http://www.globalslaveryindex.org/>]

Slavery and Trafficking Risk and Prevention Orders

2.54 The Modern Slavery Act 2015 introduced an important new preventative measure in the form of new Slavery and Trafficking Risk Orders (STROs) and Slavery and Trafficking Prevention Orders (STPOs). These are civil preventative orders that will allow law enforcement in the UK to place tailored restrictions on individuals considered to pose a high risk of committing a modern slavery offence.

2.55 Law enforcement officers will apply to the courts to make these orders. STPOs will be made to restrict the activity of those who have been convicted of modern slavery offences in the past. STROs will be made against individuals who have not been convicted of a modern slavery offence, but where the person has acted in such a way that the order is necessary to protect people from harm.

2.56 The orders are designed so that law enforcement bodies and the courts can respond flexibly to the risks posed by an individual. For example, the orders could ban someone from working with children, working as a gangmaster, employing staff, or travelling to specific countries depending on which prohibitions were relevant in each case. These orders will be an important tool for law enforcement to prevent slavery related harm before it occurs.

2.57 Similar orders are being made available in Scotland and Northern Ireland through the Human Trafficking and Exploitation (Scotland) Bill and the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015 respectively, so these important prevention tools will be available throughout the UK.

PROTECT

2.58 Protect actions are about making the UK, our economy, workers and potential victims less vulnerable to modern slavery. This means taking measures that make it difficult for traffickers to succeed such as increasing our vigilance in the private and public sector.

Transparency in Supply Chains

2.59 To make it as difficult as possible for modern slavery perpetrators to operate it is vital that the private sector stays vigilant and takes action to prevent modern slavery from infiltrating their supply chains and organisation. That is why we introduced a transparency in supply chains provision to the Modern Slavery Act, 2015.

2.60 This will require commercial organisations operating anywhere in the UK with a turnover above £36m per year to disclose what steps they have taken (if any) to ensure there is no modern slavery in their business or supply chain. Alternatively, where a business has taken no such steps they are required to publish a statement saying they have taken no action.

2.61 This will mean that those taking action will get the credit they deserve, whilst those doing nothing will be highlighted. The provision should give consumers, campaigners and investors the information they need to make more informed choices, and start a race to the top amongst businesses.

2.62 To determine the turnover threshold the UK Government held a public consultation from 12 February to 7 May 2015. The consultation received over 180 responses, including from a range of businesses and trade bodies, and based on their feedback we decided to set the turnover threshold at £36m per year.

2.63 Our intention is to bring this provision into force and publish associated statutory guidance at the end of October 2015. This is a world leading measure. It applies to any commercial organisation above the turnover threshold which carries on a business or any part of its business in the UK, regardless of where they are registered or whether they supply goods or services.

2.64 Our measure will allow the public to call for more action where they think it is needed. This

kind of transparency and exposure will drive businesses operating in the UK to take this issue seriously and help ensure that UK supply chains are protected from modern slavery.

Increasing Vigilance

2.65 We have also sought to increase vigilance directly in certain key industries. Border Force are currently refreshing a package of training to deliver to airline staff on the signs and indicators of modern slavery, so that they are more able to spot it and report it.

2.66 In Northern Ireland a wide-range of activity has been undertaken, under the 2014-15 Northern Ireland Human Trafficking and Exploitation Action Plan, to increase the resilience of public and private organisations to being infiltrated by modern slavery. The Action Plan was launched in May 2014 by the Northern Ireland Justice Minister David Ford and a report of progress against the plan is available online.¹²

2.67 Examples of key initiatives include the development and distribution of a human trafficking awareness raising toolkit to front line service providers in the public and private sectors by the Belfast Policing and Community Safety Partnership (PCSP). In addition, the Northern Ireland Health and Social Care Board (HSCB) has circulated awareness raising materials to all primary healthcare facilities including GP surgeries and pharmacies.

2.68 DOJNI and its partners have also taken action to target specific industries where trafficking may be encountered. This has included training for Registrars (focusing on the signs of trafficking for forced marriage) as well as briefings, training and materials delivered to legal professionals, the Northern Ireland Compensation Service, and the Northern Ireland Association of Social Workers.

2.69 The programme of awareness in Northern Ireland has also included training for airport staff, information posters that have been distributed to landlords and training for key prison operational staff. Information has also been distributed to staff working in the private security industry (particularly in the night-time economy) and the Social Security Agency in Northern Ireland.

¹² A complete report of progress against the 2014-15 Action Plan can be found at: <http://www.octf.gov.uk/Publications/Human-Trafficking/Final-progress-report-against-NI-Human-Trafficking>.

2.70 In March 2015 the Northern Ireland Department of Employment and Learning (DEL) working with DOJNI, published a leaflet entitled 'Tackling Human Trafficking, Slavery and Forced Labour in Northern Ireland' which is particularly intended to raise awareness in non-agricultural sectors including recruitment.

2.71 In Scotland, in October 2012, the Cabinet Secretary for Justice hosted the first Scottish Human Trafficking Summit, bringing together law enforcement, local government and relevant public, private and third sector organisations to review progress and identify further actions to tackle trafficking in Scotland.

2.72 The summit agreed a series of twelve actions covering further training of frontline staff, improved data collection and sharing, victim care for both adults and children and enforcement. Progress on these actions has been taken forward by the multi-agency Anti-Trafficking Progress Group which in turn has four subgroups (awareness raising and training, data collection and analysis, victim care and support, and legislation, enforcement and protection).¹³

2.73 The subgroup created to take forward the awareness-raising and training initiatives action points from the Summit has identified public, private and voluntary organisations which may need training and has developed an awareness-raising leaflet entitled "Reading the Signs" which has now been distributed widely to some of those individuals and organisations including 4,000 businesses affiliated to the Scottish Business Resilience Centre and the 360 Registered Social Landlords across Scotland.

2.74 Future distribution of the leaflet will focus on identified pinch points and a definitive list of organisations who have received some awareness raising, as well as those who require more, has also been developed. An existing Police Scotland e-learning training pack has also been revised to make it suitable for a broader audience and this was accepted by the subgroup as the approved training material for enhanced awareness raising.

Improved Awareness at the Border

2.75 Victims who are trafficked will often cross our borders, so the border represents a crucial point at which we may be able to identify victims or perpetrators of modern slavery. The more alert we can be at the border, the more difficult it will be for perpetrators to bring victims to the UK and get away with these crimes.

2.76 That is why in February 2014 we announced that new specialist safeguarding and trafficking teams would be deployed at major ports across the UK to help recognise potential trafficking cases and safeguard the victims. Heathrow Airport was the first site to introduce these teams and by April 2014 they had trained 100 officers and 10 higher officers to form these teams.

2.77 Following national roll out, Border Force have now trained well over 600 staff across the UK to form safeguarding and trafficking teams. Many of those initially trained were given "train the trainer" courses and the officers who were initially trained have gone on to train additional staff in their own regions to ensure that the expertise of these teams will be maintained throughout Border Force over the longer term.

2.78 In July 2015 the training was updated to include the Modern Slavery Act 2015 and how this Act will assist Border Force. The training also goes into depth about the reasons why modern slavery happens and how to deal with arriving passengers fitting the profile to ensure staff feel confident in dealing with this part of their role.

Overseas Domestic Workers

2.79 The UK is determined to prevent domestic workers from being exploited in the UK whether they are working in the UK on a particular visa or not. All of the actions being set out in this report will help to protect domestic workers and bring their perpetrators to justice, as it will help all victims of modern slavery.

2.80 For those domestic workers who come to the UK on Overseas Domestic Workers Visas we have put specific measures in place to make it as difficult as possible for potential offenders to use this visa to commit modern slavery offences in the UK.

¹³ The Cabinet Secretary for Justice wrote to the Scottish Parliament's Justice Committee in April 2015 to provide an update on progress which can be accessed online: http://www.scottish.parliament.uk/S4_JusticeCommittee/Inquiries/20150420_CSfJ_to_CG.pdf.

2.81 All domestic workers are provided with a leaflet that explains their rights when they apply for a visa which is available in a range of languages and includes the details of organisations that can provide advice and assistance. Immigration laws also require evidence of a pre-existing, on-going employment relationship outside the UK. This provides the best assurance available that there is an established, legitimate employer-employee relationship in place. In addition we have introduced a new model contract for Overseas Domestic Workers that covers a range of areas in addition to hours of work and pay such as accommodation and retention of passports.

2.82 The Modern Slavery Act 2015 also introduced provisions so that any overseas domestic worker who seeks help and is identified as a victim of modern slavery may be granted leave to remain in the UK to work as a domestic worker for a different employer for up to six months. The Act will make it absolutely clear that victims will not face immigration enforcement action for breaching their visa conditions as a result of leaving their abusive employer or overstaying as a result of seeking to escape slavery. This will give domestic workers the confidence they need to come forward if they are being abused.

2.83 Additionally, an independent review into the Overseas Domestic Worker visa is being conducted by James Ewins who is a respected expert on modern slavery. This review will make further recommendations to ensure that the overseas domestic workers visa regime helps to protect individuals from being victimised as far as possible.

PREPARE

2.84 Prepare actions are intended to reduce the harm caused to victims of modern slavery if it does occur. This includes work to identify and support more victims.

Adult Victim Care

2.85 Since July 2011 the UK Government has funded a specialist care contract for adult victims of human trafficking in England and Wales. The first contract was run by The Salvation Army who provided support, including secure accommodation, through 12 specialist subcontractors.

2.86 The contract was retendered in 2015 and again secured by The Salvation Army. Following the recommendation of the NRM review, the UK Government also extended the support provision to all victims of modern slavery, rather than just human trafficking, in England and Wales.

2.87 Support is available to all adult victims who are referred to the NRM and receive a positive 'reasonable grounds' decision that they are a victim of modern slavery. The support is available for at least a 45 day reflection and recovery period, or until a 'conclusive grounds' decision about their victim status has been made.

2.88 The table below sets out the number of victims supported by the service each year. These figures are lower than the total NRM referral numbers because not all victims referred to the NRM consent to support.

	2011-12	2012-13	2013-14	2014-15
Domestic Servitude	37	68	81	151
Labour Exploitation	179	222	375	391
Not Known	8	17	91	83
Other	1	8	0	0
Sexual Exploitation	153	235	342	472
TOTAL	378	550	889	1097

Table 29: Victims supported each year by exploitation type

2.89 The table below sets out what region in England and Wales victims were referred from. The South East is consistently the largest region

because London continues to make more referrals than anywhere else.

	2011-12	2012-13	2013-14	2014-15
East	19	11	56	30
East Midlands	4	14	48	55
North East	13	16	19	32
North West	24	46	52	84
Not Known (inc. transfers)	31	2	16	27
South	5	30	192	301
South East	173	233	216	256
South West	8	15	48	17
Wales	7	20	35	39
West Midlands	40	79	62	137
Yorkshire	54	84	145	119
TOTAL	378	550	889	1097

Table 30: Victims supported each year by region referred from

2.90 The contract is jointly funded by the Home Office and the Ministry of Justice. The table below sets out the amount that has been spent on the contract in each year since the support service began.

	2011-12	2012-13	2013-14	2014-15
Actual Spend	£2m	£4m	£4m	£4m

Table 31: Actual spend on The Salvation Army victim support contract in England and Wales

2.91 On top of The Salvation Army support services, the Wales Anti-Slavery Leadership Group has established and rolled out across Wales a 'Survivor Care Pathway' which provides an individual plan for survivors from the beginning of the NRM support period and beyond if necessary. The 'Pathway' uses the 'Multi-Agency Risk Assessment Conference (MARAC)' process which brings together all partners to ensure the best possible support is provided to survivors of slavery.

2.92 The North Wales Regional Anti-Slavery Group has also developed an Anti-Slavery Reception Centre Model which can be operational within two hours of survivors being recovered. The Reception Centre is operated by the British Red Cross with partners like the police, local authorities and NGOs. The Reception Centre Model has been tested in North Wales for an operation in which 111 survivors were recovered and further roll out is now being considered.

2.93 In Scotland the Scottish Government provides funding to Migrant Help and the Trafficking Awareness Raising Alliance (TARA) to provide specialised support services. Migrant Help provides support to male and female victims subjected to exploitation such as forced labour or domestic servitude and to adult male victims who have been subjected to sexual exploitation. TARA provides support to female victims, over the age of 18 years, who have been trafficked for sexual exploitation.

2.94 The Human Trafficking and Exploitation (Scotland) Bill will put this support on a statutory footing. Following the Scottish Human Trafficking Summit in October 2012, the Victim Care and Support subgroup has also produced a 'Key Principles' document, which could be disseminated to victim support organisations. The document could support a wide range of staff with varying experience to work with victims and is currently being considered by the Scottish Government.

2.95 In Northern Ireland, section 18 of the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015 sets out the assistance and support that DOJNI is required to make available to adult potential victims of human trafficking who are referred to the NRM. Migrant Help is contracted by DOJNI to provide support to adult potential male victims of human trafficking and Belfast and Lisburn Women's Aid is contracted to provide support to adult potential female victims of human trafficking. Support and assistance are available for a minimum 45 day recovery and reflection period, or until a conclusive grounds decision has been made.

NRM Review and Pilots

2.96 The NRM is the UK's system for referring, identifying and supporting victims of human trafficking. The existing system involves a specified list of 'first responder' organisations that can refer cases to a 'competent authority' to decide whether an individual has been a victim of human trafficking.

2.97 The competent authority first makes a 'reasonable grounds' decision which means they 'believe but cannot prove' that someone is a

victim. The competent authority then gathers more evidence and information about the case before making a 'conclusive grounds' decision. This has a higher threshold and means that on the evidence available 'it is more likely than not' that they are a victim.

2.98 The two competent authorities are the UK Human Trafficking Centre (UKHTC) in the NCA and the Home Office which handles cases from outside the EEA.

2.99 In April 2014 the Home Secretary commissioned Jeremy Oppenheim to conduct a thorough review of the NRM. The review reported in November 2014 and recommended far-reaching reforms. The UK Government accepted all of the recommendations in principle, subject to testing them in practice. The report recommended:

- professionalising the current First Responder role, replacing it with Slavery Safeguarding Leads who can make the initial decision about an individual's probable victim status.
- providing support based on an assessment of the individual needs of the victim, considering entry and exit timescales, support following conclusive identification, and the audit and inspection of support provision.
- testing the use of regional multi-disciplinary panels to make conclusive grounds decisions, with a view to ceasing the sole decision-making roles of the Home Office and the UKHTC.
- a single management process for trafficking cases should be put in place and accountability for this system should lie with the Home Office.
- improving the collection and collation of data to facilitate the progression of cases and the management of the system and to contribute to intelligence.
- extending the NRM to cover all victims of modern slavery

2.100 On 3 August 2015 the Home Office launched a pilot to test the proposed new system in the South West and West Yorkshire regions. The pilot will run for twelve months and will be thoroughly evaluated to test the effectiveness of

the new process. We will then take on board lessons learnt from the pilots before deciding how to roll out any changes nationally to ensure that we implement a system that works as well as it possibly can for victims.

2.101 The NRM in England and Wales has also been extended to cover all victims of modern slavery, rather than just victims of human trafficking. In Northern Ireland DOJNI is currently engaging with other Northern Ireland Departments to consider whether the scope of the NRM within that jurisdiction should similarly be extended to cover all victims of modern slavery.

Child Support Arrangements

2.102 In England and Wales, support for potential child victims of trafficking is provided by the relevant Local Authorities Children's Services. They are the primary service provider for safeguarding and responding to the needs of a child modern slavery victim.

2.103 In Scotland local authorities have responsibility for providing support to child victims of trafficking under existing child protection and children's services legislation in Scotland. This support is given regardless of what form of abuse they have suffered.

2.104 In Northern Ireland support and assistance to victims and potential victims who are children is provided by the Northern Ireland Department of Health, Social Services and Public Safety (DHSSPS), which leads for the Northern Ireland Executive on child protection issues.

Child Trafficking Advocates

2.105 The Modern Slavery Act 2015 also provides for the introduction of specialist independent advocates for trafficked children. These specialists would be a dedicated contact with the capacity and expertise to promote the child's welfare and guide them through the social care, immigration and criminal justice systems.

2.106 In January 2014 the Government announced proposals to trial child trafficking advocates. The one-year trial began on 8 September 2014 across 23 local authorities in England (Greater Manchester (Manchester City, Stockport, Tameside, Oldham, Rochdale, Bury,

Bolton, Wigan, Salford and Trafford), West Midlands (Birmingham, Coventry, Dudley, Sandwell, Solihull, Walsall, Wolverhampton), Croydon, Derbyshire, Kent, Lancashire, Oxfordshire, and West Sussex).

2.107 Referrals into the trial ceased at the nine month point on 8 June 2015 to allow sufficient time to evaluate cases referred towards the end of the trial and for transition of open cases to existing services.

2.108 The University of Bedfordshire is undertaking the independent evaluation of the trial. The evaluation of the child trafficking advocates trial will establish what difference the specialist advocate scheme made for child trafficking victims, compared to the existing provision.

2.109 The University of Bedfordshire published an interim evaluation report of the trial in March 2015. In the first four and a half months of the child trafficking advocates trial, 59 children were allocated to it and the University of Bedfordshire reported that there was emerging evidence of advocates' positive influence in individual cases.¹⁴

2.110 The Modern Slavery Act gives these advocates a statutory basis and the status they need to effectively support and represent a child or young person. The Act commits the Government to lay a report before Parliament setting out the steps the Government proposes to take in relation to advocates for victims of child trafficking under these powers. Lessons learned from the trials will be detailed in the report, at which point we will be in a better position to assess what works best in supporting and protecting these highly vulnerable children.

2.111 In Northern Ireland the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015 has made similar provision for the introduction of independent guardians for trafficked and separated children. The legislation provides that the role of the guardian as being to act in the best interests of the child and sets out the scope of the guardian's functions in this respect.

¹⁴ The full report is available online: <https://www.gov.uk/government/publications/evaluation-of-child-trafficking-advocates-trial-interim-findings-march-2015>

2.112 In Scotland, The Children and Young People Act 2014 includes measures to help ensure children are safe from harm and receive support as soon as possible when it is needed. The Human Trafficking and Exploitation (Scotland) Bill also contains provisions to ensure children who have been trafficked get an independent guardian and the help they might need.

Statutory Defence

2.113 The Modern Slavery Act 2015 introduced a new statutory defence for victims of modern slavery who commit certain crimes as a direct consequence of their slavery or trafficking experience. This will give victims the confidence to come forward and support prosecutions without fear that they will be treated as a criminal. A statutory defence has also been included in the legislation in Northern Ireland.

2.114 The Human Trafficking and Exploitation (Scotland) Bill will ensure that the Lord Advocate issues and publishes instructions to prosecutors to be followed when dealing with the victims of trafficking and exploitation who are forced to commit crimes as a direct result of their victim status.

Special Measures in Court

2.115 Section 46 of the Modern Slavery Act extends certain legislative provisions so that victims of the slavery offence, as well as the human trafficking offences, have protections whilst acting as witnesses in court, such as being automatically treated as eligible for special measures. This could include giving evidence behind a screen, by live link or in private, requiring the removal of wigs and gowns in court, or using video recorded cross examinations.

2.116 Extending special measures in this way will ensure that victims of modern slavery can come forward to help the police with investigations, and feel able to support a prosecution by giving their account in court which is crucial for our fight against the perpetrators. Similar enhanced access to special measures in court was also included in the legislation in Northern Ireland and Scotland.

2.117 In Northern Ireland the new legislation has also made provision aimed at ensuring greater

protections for victims of modern slavery offences during police interviews in the course of criminal investigations. It places a duty on the Chief Constable to ensure, so far as possible during the investigation of a modern slavery offence, that victims receive specific treatment aimed at avoiding secondary victimisation, such as unnecessary repetition of interviews and unnecessary questioning about the complainant's private life.

Reparation and Access to Justice

2.118 The Modern Slavery Act has introduced a new kind of bespoke Reparation Order which will enable the courts to ensure that more money from convicted slave drivers goes directly to their victims. Where the perpetrator has assets available, as evidenced by a Confiscation Order, the court would have to consider making a Reparation Order to provide reparation to the victim for the harm that they have suffered and give reasons if it does not.

2.119 The new legislation in Northern Ireland has also made provision for courts to make slavery and trafficking reparation orders. In addition, in line with a requirement under the Act, DOJNI has produced a leaflet and guidance notes to help confirmed victims of human trafficking to access compensation and complete a personal injury application form. The leaflet and a summary of the guidance notes will be translated into the top five languages most commonly spoken by potential victim of trafficking who have been recovered in Northern Ireland.

Identifying and Supporting Victims

2.120 Section 49 of the Modern Slavery Act 2015 also creates an obligation for the Secretary of State to produce statutory guidance on victim identification and victim services in England and Wales.

2.121 This guidance will help to ensure that front-line professionals understand how they might encounter and identify potential victims of modern slavery and how they can help them to access the support they need.

2.122 The UK Government has now brought this provision into force and will be publishing interim guidance later in October 2015. Over the next year we will be consulting with stakeholders in order to draft and publish a more comprehensive guidance document.

Chapter 3: The UK's Future Response

3.01 Notwithstanding the progress that the UK has made in shining a light on and confronting modern slavery, there is still much to be done. The UK will maintain its focus on this issue, taking whatever action is necessary to pursue the perpetrators and protect the victims of these terrible crimes.

3.02 Over the coming year, the UK Government will focus on implementing the Modern Slavery Act 2015 and ensuring that it operates effectively on the ground. The first major tranche of measures were brought into force on 31 July 2015 and over the next twelve months the remaining provisions will also be commenced. This will be accompanied by relevant communications and updates for law enforcement officers and other frontline workers to ensure that new powers can be understood and effectively applied.

3.03 In Northern Ireland, both DOJNI and DHSSPS are in the process of bringing forward secondary legislation that will give effect to those remaining parts of the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015 that have still to be commenced.

3.04 In Northern Ireland, DOJNI has produced a 2015-16 Human Trafficking and Exploitation Strategy, as required under section 12 of the Act. The strategy sets out Northern Ireland's multi-agency response to modern slavery and identifies a range of objectives and priorities with the aim of eradicating modern slavery and supporting and

protecting its victims.¹⁵ The strategy builds on the work that has already been progressed under the 2013/14 and 2014/15 human trafficking action plans for Northern Ireland and has been informed by the Whitehall Modern Slavery Strategy for the United Kingdom and the EU Strategy towards the Eradication of Trafficking in Human Beings 2012-2016.

3.05 The Human Trafficking and Exploitation (Scotland) Bill requires Scottish Ministers to prepare, publish, review and regularly update a Scottish Anti Human Trafficking and Exploitation Strategy in engagement with relevant stakeholders. Public authorities will be required to work with Scottish Ministers on the preparation and implementation of the strategy. This will build on the work already undertaken to increase public awareness, training for front-line staff and engagement with businesses to help spot the signs of potential trafficking and exploitation. The impact of the Strategy will be reviewed and reported on every 3 years.

3.06 The UK Government will continue to implement the Modern Slavery Strategy. This includes a particular focus on enhancing our international cooperation with key source countries to try to prevent vulnerable people from becoming victims in the first place. We will work with key countries to prevent modern slavery and achieve the UN Goal to end modern slavery. We will welcome GRETA (Council of Europe Group of

¹⁵ The full draft strategy is available online at: <http://www.dojni.gov.uk/index/public-consultations/current-consultations/consultation-on-human-trafficking.htm>

Experts on Action against Trafficking in Human Beings) to the UK, and support the next meeting of the Santa Marta Group in Madrid.

3.07 The UK Government also intends to consult on potential reforms to the Gangmasters' Licensing Authority, in order to ensure that it has the powers and capabilities necessary to prevent serious labour exploitation. The UK Government will bring the transparency in supply chains provision into force shortly and publish statutory guidance for companies so that they can fulfil the new duty. This will be accompanied by a transition provision to give businesses sufficient time to comply but over the next twelve months we will see the first 'slavery and human trafficking statements' being produced by businesses.

3.08 The Government is currently looking at options for setting up an online repository for these statements, so that they can easily be accessed, searched and compared. We intend to announce and implement the online platform during the coming year.

3.09 The trial of child trafficking advocates formally in September 2015 and we are currently awaiting the report of the University of Bedfordshire's independent evaluation. The pilot of a new NRM process will also conclude in the coming year, at which point the Government will decide whether changes should be rolled out nationally.

3.10 The Modern Slavery Act 2015 also specifies that the Secretary of State must issue guidance about identifying and supporting victims of modern slavery. The Government will publish interim guidance shortly so that information is available as soon as possible to those who need it. In 2016 the UK Government will launch a formal consultation to determine what an updated version of this guidance should cover, before final guidance is published.

Annex A: Further Resources

Modern Slavery Act, 2015

<http://www.legislation.gov.uk/ukpga/2015/30/contents/enacted>

Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015

<http://www.legislation.gov.uk/nia/2015/2/contents/enacted>

Human Trafficking and Exploitation (Scotland) Bill,

<http://www.scottish.parliament.uk/parliamentarybusiness/Bills/84356.aspx>

Modern Slavery Strategy (Nov 2014)

<https://www.gov.uk/government/publications/modern-slavery-strategy>

Draft Northern Ireland Human Trafficking and Exploitation Strategy Consultation,

<http://www.dojni.gov.uk/index/public-consultations/current-consultations/consultation-on-human-trafficking.htm>

Transparency in Supply Chains Consultation Document (Feb 2015) and Government Response (July 2015)

<https://www.gov.uk/government/consultations/modern-slavery-and-supply-chains>

Review of the National Referral Mechanism (Nov 2014)

<http://webarchive.nationalarchives.gov.uk/20141202113128/https://nrm.homeoffice.gov.uk/>

National Referral Mechanism Statistics, End of Year Summary 2014 (Jan 2015)

<http://www.nationalcrimeagency.gov.uk/publications/502-national-referral-mechanism-statistics-end-of-year-summary-2014/file>

NCA Strategic Assessment, The Nature and Scale of Human Trafficking in 2013 (Sept 2014)

<http://www.nationalcrimeagency.gov.uk/publications/399-nca-strategic-assessment-the-nature-and-scale-of-human-trafficking-in-2013/file>

The Salvation Army, Annual Reports on the Adult Victim Care Contract in England and Wales

http://www.salvationarmy.org.uk/Anti_Human_Trafficking_Latest_Report

University of Bedfordshire, Evaluation of child trafficking advocates trial: interim findings (Mar 2015)

<https://www.gov.uk/government/publications/evaluation-of-child-trafficking-advocates-trial-interim-findings-march-2015>

Ministry of Justice, Criminal Justice System Statistics

<https://www.gov.uk/government/statistics/criminal-justice-system-statistics-quarterly-december-2014>

Progress against Human Trafficking Action Plan 2013

<http://www.octf.gov.uk/Publications/Human-Trafficking/Progress-against-Human-Trafficking-Action-Plan-2013>

Final progress report against Northern Ireland Human Trafficking and Exploitation Action Plan 2014/15

<http://www.octf.gov.uk/Publications/Human-Trafficking/Final-progress-report-against-NI-Human-Trafficking>