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2019 UK Annual Report on Modern Slavery

October 2019



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2019 UK Annual Report on Modern Slavery

October 2019

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Home Secretary Foreword



Modern slavery has absolutely no place in our society. It destroys lives - victimising, brutalising and exploiting the most vulnerable in this country and around the world.

The shadow of modern slavery can fall across any aspect of our lives – the clothes we wear, the food we eat, and the services we pay for. We have made great strides in tackling it, but victims continue to endure unthinkable horrors.

Victims of human trafficking, forced labour, sexual exploitation and domestic exploitation cower in plain sight in our towns, businesses and communities.

This is an outrage we refuse to ignore. The UK Government is determined to end modern slavery and to restore freedom, dignity and fundamental human rights to its victims. We remain at the forefront of the global fight against this inhumane trade in human beings.

This Annual Report sets out the world-leading action of the UK Government, Scottish Government and Northern Ireland Executive over the last year to tackle the scourge of modern slavery and human trafficking.

Significant progress has been made.

- To ensure our law is robust, and the action taken sufficient, we commissioned an Independent Review of the Modern Slavery Act 2015. We have used the findings to enhance our response and will put in

place a central reporting service for annual Transparency in Supply Chain statements to hold businesses to account, as well as tackling the risks of slavery in public procurement.

- We have made it harder than ever for trafficking gangs to evade justice. There are now over 1,400 active investigations involving modern slavery across the UK, and this year saw the largest ever successful prosecution of a slavery gang that exploited vulnerable victims in the West Midlands.
- We are committed to doing all we can to help those whose lives are shattered by this devastating crime. We continue to reform our National Referral Mechanism to better support victims and to roll out Independent Child Trafficking Guardians across England and Wales to ensure children receive specialist support.
- We want to understand more about slavery and how best to tackle it, so we have established a £10 million Modern Slavery Policy and Evidence Centre. This will significantly increase our ability to understand and prevent modern slavery from happening in the first place, based on evidence and research.

We will continue to galvanize global action against these ruthless serious and organised crime gangs. We will work with law enforcement, civil society, businesses, Governments, and the

Independent Anti-Slavery Commissioner to bear on modern slavery in every way we can – at home and abroad.

Together we can stop this horrendous crime, to keep our country safe, our people secure, and to protect all those enslaved and exploited across the globe.

I will not stop until slavery is truly consigned to the history books.

Rt Hon Priti Patel MP

Home Secretary

Executive Summary

Assessment of Modern Slavery in the UK

Modern slavery is a complex, harmful and largely hidden crime. The most robust estimate to date of the scale of modern slavery in the UK was produced by the Home Office in 2014, which suggested that there were between 10,000 and 13,000 potential victims of modern slavery in 2013. The average unit cost of a modern slavery crime, £328,720, is higher than the unit cost of any other crime type, apart from homicide.¹

The UK's Response

Over the last year, there has been significant progress across the UK to tackle modern slavery and human trafficking. This year, the wide-ranging Independent Review of the Modern Slavery Act 2015 was published in May 2019. This Review was commissioned by Government to look at how the legislation and its implementation could be strengthened as the methods used by criminals to exploit vulnerable people evolve.

The Review recognised that the Modern Slavery Act is world-leading and set out a compelling case that now is the time to step up our response to modern slavery. The UK Government published its response in July 2019, accepting the majority of the Review's recommendations and committed to go further by strengthening transparency in

¹ The Economic and Social Costs of Modern Slavery: <https://www.gov.uk/government/publications/the-economic-and-social-costs-of-modern-slavery>.

supply chains laws, appointing an International Modern Slavery and Migration Envoy and continuing to roll out Independent Child Trafficking Guardians.

In May 2019, Dame Sara Thornton assumed the role of the new Independent Anti-Slavery Commissioner (IASC). The IASC plays an instrumental role in giving independent advice on modern slavery issues and how they should be tackled across the whole UK.

The UK's Government response to modern slavery is structured around the 'four Ps' framework used in the Modern Slavery Strategy, which was published in 2014.

- **Pursue:** Prosecuting and disrupting individuals and groups responsible for modern slavery.
- **Prevent:** Preventing people from engaging in modern slavery, either as victims or offenders.
- **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 Strategy also commits the Government to step up its **international** response to modern slavery.

Highlights of activity in the past year include:

Pursue

- There has been a continued uplift in operational activity to tackle modern slavery, involving a range of law enforcement agencies. Monthly operational data shows that in June 2019, there were over 1,479 active law enforcement investigations, compared with 188 in November 2016. This has been complemented by increased training for frontline police officers on the signs of modern slavery and improved operational intelligence on the nature of modern slavery.
- In 2019, one of the largest modern slavery cases ever brought to trial in Europe (Operation Fort) concluded. Following a complex and lengthy investigation led by West Midlands Police, the criminal gang responsible were brought to justice and the victims safeguarded. The criminal gang responsible trafficked over 400 potential victims from Poland to the UK for forced labour.
- The Gangmasters and Labour Abuse Authority (GLAA) continued to make progress using its powers under the Police and Criminal Evidence Act 1984 (PACE) to investigate serious cases of labour exploitation. In 2018/19, the GLAA conducted over 150 operations, across a range of sectors.

Prevent

- In July 2019, the UK Government announced it would invest £10 million to establish a new Modern Slavery Policy and Evidence Centre to transform our understanding of modern slavery, which will open in autumn 2019.
- Communications campaigns, such as the 'Hidden In Plain Sight' behaviour change campaign in April 2019, have been delivered across the UK to raise awareness of modern slavery, build the resilience of potential victims and equip the public and frontline professionals with the knowledge to spot signs of modern slavery and report concerns.

Protect

- Over the last year the Home Office has significantly stepped up activity to engage businesses on their obligations to report on how they are preventing slavery in their supply chains, writing twice to the CEOs of approximately 17,000 UK registered organisations identified as falling in scope of the Act, to provide clear guidance. Based on the number of statements uploaded to two independent websites which collate statements, the Government estimates that approximately 75% of in-scope organisations have a statement.² An audit of compliance is underway and persistently non-compliant organisations risk being publicly named.
- New tools and guidance have been introduced to support public sector procurement professionals to tackle modern slavery in Government supply chains and the UK Government will voluntarily publish a modern slavery statement in 2019.
- Following the Independent Review of the Modern Slavery Act, the Home Office committed to an ambitious programme of work to strengthen the effectiveness of the transparency in supply chains provisions. This included consulting on potential changes to the legislation and announcing plans to create a free online central reporting service for business' modern slavery statements, which will make it easier for consumers, NGOs and investors to identify and scrutinise statements.

Prepare

- The UK Government, Scottish Government and Northern Ireland Executive continued to provide specialist support and advocacy services for victims of modern slavery, to assist them in rebuilding their lives and reintegrating into local communities.
- Over the last year, the UK Government and its delivery partners have made significant progress in delivering the ambitious package of reforms to the National Referral Mechanism (NRM) – our system for

² According to [TISC Report](#) and the [Modern Slavery Registry](#).

identifying and supporting the victims of modern slavery – announced in October 2017.

- The Single Competent Authority was launched in April - a new single, expert unit to make all decisions on whether someone is a victim of modern slavery. Multi-Agency Assurance Panels (MAAPs) are also now in place, to provide independent scrutiny of decision making and the digital referral form launched in August 2019, to simplify and speed up referrals of potential victims of modern slavery for government support.
- The UK Government will continue to roll out Independent Child Trafficking Guardians (ICTGs) across England and Wales, and to procure the next Victim Care Contract (VCC), which will enhance support for adult victims in England and Wales.

the commitments and develop tailored national responses to meet United Nations' Sustainable Development Goal 8.7, which seeks to eradicate forced labour, end modern slavery and human trafficking and eliminate the worst forms of child labour.

This Annual Report has been agreed by representatives of the UK Government, the Northern Ireland Executive, the Scottish Government and the Welsh Government.

International

- The UK Government has worked with a range of partners to engage bilaterally with those countries from which the UK receives the highest numbers of victims and to push for change on a global scale by working with other countries and multilateral fora such as the G7, G20, Commonwealth and UN. The UK Government has announced that it will appoint a Migration and Modern Slavery International Envoy as a further example of our global leadership and to drive forward the Government's agenda on modern slavery.
- The UK's international efforts to fight slavery are supported by an Overseas Development Assistance commitment of over £200 million. This includes a £20 million commitment to the Global Fund to End Modern Slavery and the Home Office's £11 million Modern Slavery Innovation Fund to test innovative approaches to build the evidence base on what works.
- The UK's Call to Action to End Forced Labour, Modern Slavery and Human Trafficking launched at the UN General Assembly in September 2017 has now been endorsed by almost 90 countries. The UK continues to advocate for member states to take concerted action to fulfil

Chapter 1: Assessment of modern slavery in the UK

1.01 This report draws on three main sources of data on the potential scale of modern slavery in the UK:

- Referrals of potential victims³ to the National Referral Mechanism (NRM), the UK's identification and support system for victims of modern slavery.⁴ In 2018, there were 6,985⁵ potential victims referred to the NRM (a 36% increase from 2017), of whom 45% (3,128) were exploited as children. NRM data is taken from a live management system and as such, subject to change as new information is discovered and records updated accordingly. The data used within this report is accurate as of 12 July 2019.
- Referrals of potential victims under the 'duty to notify' provision of the Modern Slavery Act 2015 which applies to England and Wales.⁶ Specified public bodies have a duty to notify the Government if they encounter an adult victim of modern slavery. In 2018, 1,551 potential adult victims were referred via duty to notify.

³ The phrase 'potential victims' is used in relation to National Referral Mechanism statistics as it designates that an individual has been identified and referred as a potential victim of modern slavery but does not indicate the outcome of a decision which may or may not confirm their victim status.

⁴ The phrase 'potential victims' is used in relation to National Referral Mechanism statistics as it designates that an individual has been identified by a First Responder and referred as a potential victim of modern slavery into the National Referral Mechanism.

⁵ Due to the nature of the live management system and identification of duplicate referrals, this figure differs from the 6,993 potential victims reported by the National Crime Agency in their 2018 annual report.

⁶ There are similar 'duty to notify' legislative provisions in Scotland and Northern Ireland but these have not yet been implemented.

- The number of modern slavery crimes recorded by the police. In the year to March 2019, police in England and Wales recorded 5,059 modern slavery offences, a 49% increase on the previous year. Police Scotland recorded 159 crimes for human trafficking and the Police Service of Northern Ireland (PSNI) recorded 38 offences.

1.02 These sources cannot provide a complete assessment of the actual prevalence of modern slavery, but they offer approximations for how the prevalence and reporting of modern slavery may be shifting over time.

1.03 Improving evidence about the scale and nature of modern slavery is a priority for the UK Government. Traditional means of measuring crime (victimisation surveys or police records) are less effective at measuring the prevalence of this complex and largely hidden crime whose victims are often too traumatised to report their exploitation or may not self-identify as victims.

1.04 The most robust estimate to date of the scale of modern slavery in the UK was produced by the Home Office in 2014, which suggested that there were between 10,000 and 13,000 potential victims of modern slavery in the UK in 2013.

National Referral Mechanism (NRM) Data

1.05 Under the current NRM process, potential victims of modern slavery are referred by First

Responders to a competent authority to consider whether an individual is a victim of modern slavery.⁷ First Responder Organisations include a number of public bodies and specified NGOs.

1.06 Between April 2009 and April 2019, there were two competent authorities that made decisions about whether referred individuals are victims of modern slavery: the National Crime Agency's Modern Slavery Human Trafficking Unit (NCA MSHTU), which handled cases of people from the European Economic Area (EEA), and UK Visas and Immigration (UKVI) in the Home Office, which handled non-EEA national cases.

1.07 On 29 April 2019, a new single expert case working unit, the Single Competent Authority (SCA), was formed to replace its predecessors and achieve quicker and more certain decision-making. The SCA is based in the Home Office and is now responsible for all NRM decisions, regardless of an individual's nationality or immigration status.

1.08 Adults (aged 18 or above) must consent to being referred to the NRM, while minors (under the age of 18) do not need to give consent to be referred. The SCA initially makes a reasonable grounds decision, which assesses whether it 'suspects but cannot prove' that the person is a victim of modern slavery. If an adult individual receives a positive reasonable grounds decision they have access to state-funded support.^{8,9}

7 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. Throughout this report, the term 'modern slavery' is used. The Northern Ireland Department of Justice has extended the scope of NRM support in Northern Ireland to cover all potential victims of modern slavery. From 1 April 2018 victims of a section 1 offence (human trafficking) or section 4 offence (slavery, servitude and forced or compulsory labour) recovered in Scotland are entitled to support under sections 9 and 10 of the Human Trafficking and Exploitation (Scotland) Act 2015.

8 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 made available to adult potential victims of modern slavery 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.

9 Under section 9 and 10 of the Human Trafficking and Exploitation (Scotland) Act, Scottish Ministers must provide support when a reasonable grounds decision has been made. However, support can also be provided during the period in which the competent authority is determining whether or not there are reasonable grounds. In England and Wales, emergency accommodation is provided under the Victim Care Contract ahead of a Reasonable Grounds decision where a potential victim is at risk of becoming destitute

Local authorities have responsibilities to support child victims of modern slavery under existing statutory child protection arrangements.

1.09 The SCA then collects further evidence to make a conclusive grounds decision, which assesses whether on the balance of probabilities 'it is more likely than not' that the person is a victim of modern slavery.

1.10 The Home Office publishes NRM statistics quarterly followed by an End of Year review. Prior to transfer of NRM decision making responsibilities to the Home Office SCA in April 2019, publications were produced by the NCA and can be accessed at the NCA website. Responsibility for publishing the NRM statistics now sits with the Home Office and there will be a review of how the publication of NRM statistics could be improved and adapted in future to best meet user needs.

1.11 In 2018, 6,985¹⁰ potential victims were referred to the NRM, a 36% increase from 2017 (5,138). These 6,985 referrals comprised 2,724 females (39%) and 4,257 males (61%), with 4 (<1%) recorded as transgender. The majority of potential victims (3,857; 55%) reported that they were exploited as an adult and 3,128 (45%) were referred for exploitation as a child.

1.12 Not all individuals referred to the NRM will ultimately be assessed to be victims of modern slavery. As of 12 July 2019, the decision outcomes for the 6,985 potential victims who were referred to the NRM in 2018 were as follows:

- 21% (1,453) received a negative reasonable grounds decision (or had their application suspended or withdrawn at that stage for other reasons);
- 11% (767) 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);
- 24% (1,648) received a positive reasonable grounds decision followed by a positive conclusive grounds decision;
- 44% (3,105) received a positive reasonable

¹⁰ Due to the nature of the live management system and identification of duplicate referrals, this figure differs from the 6,993 potential victims reported by the National Crime Agency in their 2018 annual report.

grounds decision and were awaiting a conclusive grounds decision; and

- <1% (11) were awaiting a reasonable grounds decision.¹¹

Figures 1 and 2 provide a further breakdown of reasonable and conclusive grounds decisions for the 6,985 potential victims who were referred to the NRM in 2018, as of 12 July 2019.

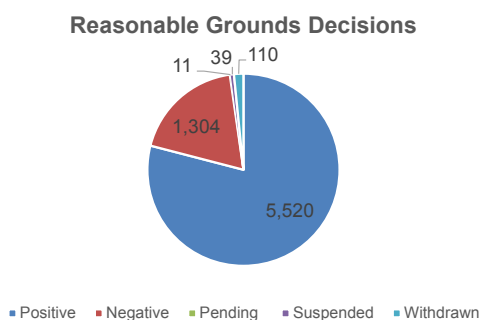


Figure 1: NRM reasonable grounds decision outcomes for those referred in 2018, as of 12 July 2019^{12,13}

1.14 While the majority of potential victims referred received a positive reasonable grounds decision (5,520; 79%), 30% (1,648) of those who received a positive reasonable grounds decision received a positive conclusive grounds decision.

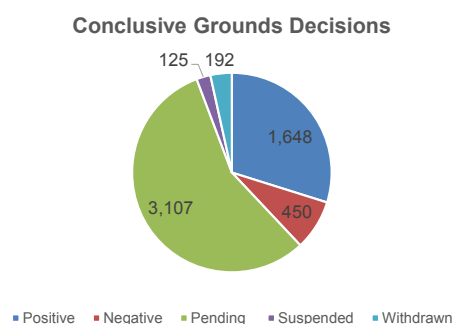


Figure 2: NRM conclusive grounds decision outcomes in 2019, as of 12 July 2019

1.15 The number of NRM referrals has increased every year since the NRM was introduced in 2009 (Figure 3). The increase in NRM referrals is likely to be indicative of greater awareness of the NRM and improved law enforcement activity, although a higher incidence rate cannot be ruled out. The increase may also be related to an increase in the recorded NRM referrals related to the county lines

¹¹ One individual is recorded as deceased.

¹² The total corresponds to 6,984 as one individual is recorded as deceased.

¹³ The number of pending reasonable grounds decisions comprises a number of complex cases.

criminal business model of exploiting vulnerable individuals and other forms of criminal labour exploitation.

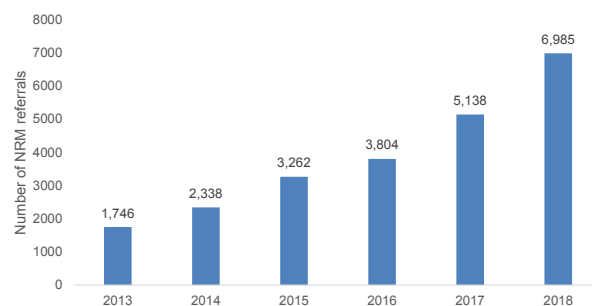


Figure 3: Number of potential victims referred to NRM, 2013 – 2018

Country and Regional Breakdowns

1.16 The NRM operates across the UK and First Responders from England, Northern Ireland, Scotland and Wales can refer potential victims for support. In previous years NRM data were recorded to reflect the location of the First Responder, not necessarily the location of the potential victim, or their claimed exploitation. In 2017, the method of collation was changed to reflect the location of the police force who received the NRM referral for crime recording purposes.¹⁴ In 2018, the majority (92%) of modern slavery cases were sent to police forces in England (Table A1 in Annex).

1.17 The National Police Chiefs' Council (NPCC) London region received the highest number of referrals for crime recording purposes. The UKVI Asylum Screening Unit¹⁵ in Croydon is the First Responder Organisation responsible for over 55% of referrals to the region, with many potential victims claiming exploitation abroad (Table A2).

1.18 In 2018, there was a lower proportion of cases where the location of claimed exploitation of potential victims referred to the NRM was unknown (699; 10%) than in 2017 (705; 14%). In

¹⁴ This change was the result of the July 2016 clarification and subsequent update in July 2017 within the Home Office Counting Rules (HOCR) for recorded crime, whereby: "all referrals made by the police into the NRM and all those that the police receive from the NRM with a positive reasonable grounds decision applied must be subject of a recorded crime of MS (modern slavery)".

¹⁵ These referrals are sent to the Metropolitan Police Service for crime recording purposes, as per the attribution criteria detailed in Footnote 62 of the associated Annex.

addition, during 2018, 1,995 potential victims (29%) referred to the NRM reported that they had been exploited overseas, with no UK nexus (Table A3).

Exploitation Type

1.19 In 2018, among potential adult victims, the most common reported exploitation type was labour exploitation (52%) followed by sexual exploitation (33%). Among potential child victims¹⁶, the most common reported exploitation type was also labour exploitation (63%), followed by sexual exploitation (20%). This pattern was broadly similar to 2017 and 2016 (Table A4).

1.20 The NRM records victims of forced criminality under the labour exploitation category. Of the 3,990 labour exploitation referrals in 2018, 47% (1,868) were recorded as forced criminality. Of these referrals, 1,333 (71%) concerned exploitation as a child and 535 (29%) concerned exploitation as an adult.

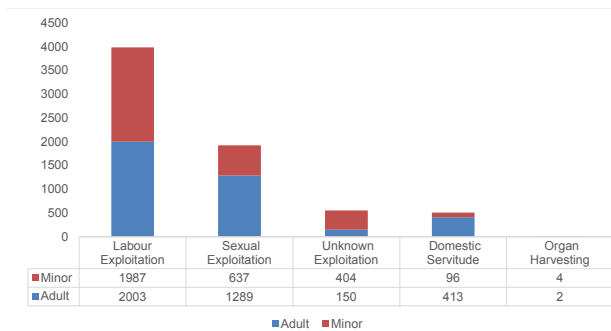


Figure 4: Reported exploitation type of potential victims referred to NRM in 2018, by age at exploitation¹⁷

Countries of Origin

1.21 In 2018, potential victims of modern slavery were reported to originate from 130 countries; this represents a 12% increase on the number of countries of origin of potential victims referred in 2017. The most common country of origin reported for adult potential victims was Albania (19%) and for those exploited as children was the UK (45%). The majority of adult potential victims from Albania (67%) claim to have been sexually exploited, whereas the majority of those claimed to have been exploited as children in the

¹⁶ Potential victims who were exploited as children.

¹⁷ Minor category relates to those who were 17 years or under at the time of claimed exploitation.

UK were victims of labour exploitation (987, 70%), a category which includes criminal exploitation. The latter could be explained by the continuous increase in the recorded NRM referrals related to county lines.

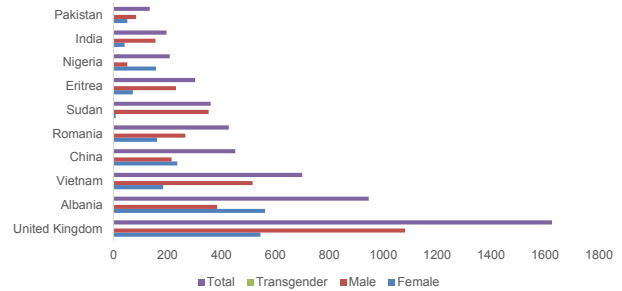


Figure 5: 10 most common countries of origin of all potential victims referred to NRM in 2018

1.22 In 2018, the UK remained the most common country of origin overall, followed by Albania and Vietnam. In 2018, referrals regarding UK nationals increased by 98% compared to the previous year (from 819 to 1,625).¹⁸

1.23 Other common countries of origin included China, which was the fourth most common country of origin overall. It is followed by Romania, which replaced Nigeria as the fifth most common country of origin, and Sudan. Pakistan now features in the top ten (Figures A1 and A2 in Annex break down countries of origin for adult and child potential victims).

First Responders

1.24 There are a number of organisations who are formally designated as ‘First Responders’. First Responder organisations can refer potential victims into the NRM. This includes specialist Non-Governmental Organisations (NGOs) and public bodies such as the National Crime Agency and the police, the Home Office¹⁹, the Gangmasters and Labour Abuse Authority (GLAA) and local authorities. A large proportion of NRM referrals in 2018 were made by Home Office UKVI (2,096; 30%), predominantly as part of an asylum claim, and the police and National Crime Agency (2,097; 30%) (Table A5).

¹⁸ This is not the case for Scotland, which had no UK referrals in 2018.

¹⁹ The term Home Office includes UK Visas and Immigration, Immigration Enforcement and Border Force.

Data Relating to Exploitation as a Child

1.25 Of the 3,128 cases referred for exploitation as a child in 2018, 2,248 (72%) were male and 880 (28%) were female. Table A6 in the associated Annex shows a breakdown of referrals to the NRM of children by nationality, gender and claimed exploitation type.

Duty to Notify Data

1.26 NRM data do not reflect the full extent of identified modern slavery in each UK jurisdiction because some adult victims do not consent to being referred into the NRM.

1.27 To address this issue, the Modern Slavery Act 2015 introduced a ‘duty to notify’ provision, which has been in place since 1 November 2015. This requires specified public bodies, including the police, the NCA and local authorities, to report to the Government all potential adult victims of modern slavery encountered in England and Wales. Duty to Notify data captures the number of adult victims who do not consent to enter the NRM.

1.28 As children do not need to consent to an NRM referral, it is expected that all identified potential child victims will be referred to the NRM and are therefore not subject to the duty to notify.

1.29 In June 2019, the SCA assumed responsibility for administering the duty to notify. The Home Office regularly shares the duty to notify data with operational partners including the police and NCA to improve the understanding of the nature and scale of modern slavery.

1.30 Between January 2016 and December 2018, under the duty to notify provision, the Government received notifications of 4,182 potential victims of modern slavery identified in England and Wales.

1.31 As much of the information is anonymised, it is not possible to assess the extent to which reports from different agencies are ‘double counting’ the same individuals, or how many of these individuals were subsequently referred into the NRM by a different First Responder, although the guidance on the duty to notify attempts to minimise this issue.²⁰

²⁰ <https://www.gov.uk/government/publications/duty-to-notify-the-home-office-of-potential-victims-of-modern-slavery>

1.32 In 2018, the total number of ‘duty to notify’ notifications slightly decreased from 1,846 in 2017 to 1,551. The majority of the 1,551 potential victims were male - 819 (53%), whereas 719 (46%) were female, and in 13 (0.8%) referrals the gender was unknown. Contrastingly, the majority of victims referred were female in previous years (Table A7).

1.33 In line with the trend of previous years, the majority of potential victims were adults at the time of exploitation (1,370; 88%) and a small proportion were children at the time of exploitation (99; 6%), although some were adults by the time they were identified. For the remaining 6%, it was unknown whether they were adults or children at the time of exploitation.

1.34 Close to half of the total number of potential victims reported under the duty to notify in 2018 were from EEA countries (505) and the UK (172) – 44% of the total when combined, while 833 potential victims were recorded as being from non-EEA countries. There remains a higher proportion of EEA national adults referred under the duty to notify compared to the NRM (Table A9).

1.35 The most common reported exploitation type of potential victims reported under the duty to notify in 2018 remains labour exploitation (586; 38%). 324 (21%) of potential victims reported that they had experienced multiple exploitation types. (Table A10).

1.36 Almost all reports under the duty to notify were made by the police - 685 (44%) and the Home Office 671 (43%) (Table A11).

1.37 The Scottish Government has legislated for similar provisions through the Human Trafficking and Exploitation (Scotland) Act 2015. The Act allows Scottish Ministers to make regulations to specify Scottish public authorities that are required to notify Police Scotland of a person who is or appears to be a victim of the offence of human trafficking or of slavery, servitude, and forced or compulsory labour. The Scottish Government has recently completed a public consultation on proposals for these regulations, including the possibility of non-statutory agreements with other bodies including third sector organisations.

1.38 Duty to notify provisions cannot be fully implemented in Northern Ireland in the absence of the Northern Ireland Executive.

Police Recorded Crime

1.39 Police Recorded Crime (PRC) includes all offences in law that are indictable (those that must or may be dealt with at Crown Court). In the year to March 2019, the police recorded 5,059 offences of modern slavery in England and Wales. This is a 49% increase compared with the previous year (3,393 offences).

1.40 Between September 2018 and August 2019, Police Scotland has recorded a total of 159 crimes for human trafficking. In the year to March 2019, the PSNI recorded 38 offences.²¹

²¹ 38 is the official police recorded crime figure for Northern Ireland for the 2018-19 financial year. In Northern Ireland, all NRM referrals are initially recorded by PSNI as crimes. During the year, a number of those referrals may be de-registered as crimes if it becomes clear that they were not crimes, or that they took place in another jurisdiction.

Chapter 2: The UK's Response²²

Independent Review of the Modern Slavery Act 2015

In July 2018, the UK Government commissioned an independent review of the Modern Slavery Act 2015. The aim of the Review was to identify where the Act is working well, what can be improved in the implementation of the Act, and whether specific areas of the legislation need to be strengthened. The Review was undertaken by Parliamentarians Frank Field MP, Maria Miller MP and Baroness Butler-Sloss.

The final Review report was laid in Parliament in May 2019.¹ The final Review made 80 recommendations across four themes:

- The Independent Anti-Slavery Commissioner
- Transparency in Supply Chains
- Independent Child Trafficking Guardians (formerly Advocates)
- Legal application of the Modern Slavery Act

The Government response to the Independent Review was published on 9 July 2019.² The Government has accepted or partially accepted the majority of the Review's recommendations.

Key measures that Government will take forward in response to the Review include:

- Creating a HMG International Modern Slavery and Migration Envoy to represent the UK's interests internationally and drive the global response to modern slavery forward.
- Consulting on measures to strengthen transparency in supply chains legislation, including extending the transparency requirements to the public sector and improving the quality of statements.
- Creating a free online central reporting service for business' modern slavery statements, to empower consumers, NGOs and investors to scrutinise the action that businesses are taking to prevent modern slavery in their supply chains.

¹ Modern Slavery Act 2015 Review: <https://www.gov.uk/government/collections/independent-review-of-the-modern-slavery-act>.

² Government response to the independent review of the Modern Slavery Act: <https://www.gov.uk/government/publications/government-response-to-the-independent-review-of-the-modern-slavery-act>.

²² The Scottish Government and the Northern Ireland Executive use a different strategic framework to organise their work. For ease, this report groups each jurisdiction's actions under the 'four Ps' structure.

PURSUE

2.01 Pursue actions encompass the UK's law enforcement response to modern slavery to disrupt and prosecute those responsible.

Prosecutions in England and Wales

2.02 The Crown Prosecution Service (CPS) has 14 regional Complex Case Units across England and Wales which work closely with local police forces, providing early investigative, charging, and prosecution advice in cases where modern slavery offences have been investigated and referred by law enforcement agencies.

2.03 This year the CPS has continued to deliver high quality training to the prosecutors who have responsibility for dealing with these cases. This training has covered the latest legal developments and prosecution best practice to develop expertise and build further resilience in all CPS areas, as well as the statutory defence for suspects who might be victims.

2.04 Tables A12 and A13 in Annex A, show the number of defendants prosecuted and convicted of modern slavery offences in England and Wales between 2016 and 2018, where modern slavery was classified as the principal offence.²³ The tables include prosecutions and convictions under both the Modern Slavery Act 2015 and the previous anti-slavery legislation.²⁴ In 2018, 98 defendants were prosecuted under the Modern Slavery Act 2015 on a 'principal offence' basis.²⁵ It is important to note that arrests and prosecutions commenced in a specific year may not result in convictions until subsequent years due to the time it takes to investigate, gather evidence and prosecute at court.

²³ The figures in tables A12-A19 in the Annex are extracted from the MoJ Courts Proceedings Database.

²⁴ Prior to the introduction of the Modern Slavery Act 2015, modern slavery offences in England and Wales were covered by Sections 57, 58, 59 and 59A Sexual Offences Act 2003 (inserted by Section 109 of the Protection of Freedoms Act 2012), Section 4 Asylum and Immigration (Treatment of Claimants) Act 2004 and Section 71 of the Coroners and Justice Act 2009. All legislation continues to be used depending on the when the offence was committed.

²⁵ When a defendant has been found guilty of two or more offences, the principal offence is the one for which the heaviest penalty is imposed. Where the same penalty is imposed for two or more offences, the offence selected is the offence for which the statutory maximum penalty is the most severe.

2.05 Recorded crimes and police operations have increased significantly, as has our understanding of this complex crime. The time taken for modern slavery prosecutions from first listing to completion is increasing and this affects the number of cases finalised each year.²⁶

Complexities include multiple defendants and multiple vulnerable victims, the need for interpretation and intermediaries, international enquiries and review of significant volumes of material from digital devices, often in foreign languages.

2.06 Tables A14 and A15 in Annex A show the total number of offences prosecuted and convicted under the Modern Slavery Act 2015 and previous anti-slavery legislation. It is important to note that one defendant may be prosecuted for more than one modern slavery offence. Tables A16 and A17 show the total number of individuals prosecuted and convicted for offences under the Modern Slavery Act 2015 and previous anti-slavery legislation, regardless of whether the modern slavery offences were their 'principal' offence. Taken together, these data show that in 2018, 141 defendants were proceeded against for a total of 300 modern slavery offences as provided for in the Modern Slavery Act 2015.²⁷

2.07 The CPS Case Management System provides further data about modern slavery offences prosecuted in England and Wales. The CPS data show the number of defendants who were flagged as being investigated for a modern slavery offence, or where there was conspiracy to commit an offence involving modern slavery, regardless of whether the eventual prosecution or conviction was for modern slavery.

2.08 Table A18 shows that in 2018, there were a total of 294 completed prosecutions of defendants flagged as being involved in modern slavery, up from 265 in 2017. The 294 completed prosecutions comprised 191 convictions and 103 non-conviction outcomes.

2.09 Although the numbers of convicted defendants flagged as being involved in modern slavery increased, the conviction rate showed a small decline in 2018 compared to the previous year. However, this rate is subject to fluctuation

²⁶ <https://www.gov.uk/government/statistics/criminal-court-statistics-quarterly-january-to-march-2019>.

²⁷ See footnote 23

given the relatively small number of cases, the complex nature of modern slavery offences, and the time taken for cases to be concluded.

2.10 CPS data show the average number of victims and witnesses being supported in giving evidence in court was 12 in 2018 (Table A19). The number of victims may be an indication of the seriousness and complexity of cases being prosecuted.

Prosecutions in Scotland

2.11 The Crown Office and Procurator Fiscal Service (COPFS) has appointed both national and local lead prosecutors for human trafficking to spearhead prosecution of these offences. The national lead prosecutor is a senior member of Crown Counsel within the National Sexual Crimes Unit and provides instruction on all cases involving potential victims.

2.12 Tables A20 and A21 in the Annex show the number of individuals prosecuted for human trafficking offences, or where offences had a human trafficking aggravation added to them under Section 5 of the Human Trafficking and Exploitation (Scotland) Act 2015, and the number of accused who were convicted of human trafficking offences. All figures are based on the year the case was reported to COPFS.

2.13 It is important to note that a number of the individuals included in these figures will have been prosecuted for, and convicted of, offences other than human trafficking, such as immigration offences, brothel keeping or sexual offences. Evidence secured in the cases mentioned here may have been used to support prosecutions in other countries. Proceedings are ongoing against a large number of individuals listed here.

Prosecutions in Northern Ireland

2.14 In Northern Ireland, the Public Prosecution Service (PPS) has a specialised team of prosecutors for human trafficking and modern slavery offences. PPS continues to engage closely with police in all modern slavery cases at an early stage of investigation and to collaborate closely with prosecutors across the UK to share best practice. Tables A23 and A24 in the Annex show the number of individuals prosecuted for trafficking in persons offences in NI.

UK-Wide Law Enforcement Action to Tackle Modern Slavery

2.15 Modern slavery remains one of the highest priority serious and organised crime threats for the NCA; in 2019 the NCA took responsibility for the Joint Slavery and Trafficking Analysis Unit

Case Study: Operation Fort

The largest case yet to be prosecuted under the Modern Slavery Act 2015 and one of the largest labour exploitation cases ever to have been prosecuted in Europe. It was also the first case in which two defendants were successfully prosecuted for breach of interim Slavery and Trafficking Risk Orders.

The case involved over 80 victims – with many others (potentially over 400) identified as potential victims.

The victims were all vulnerable Polish nationals who were offered work in the UK. On arrival in the UK they were met by various members of the crime group, housed in poor accommodation, given very little food and mistreated. Members of the crime group found work for the victims in the agricultural and recycling sectors via recruitment agencies, some of which they controlled themselves. They set up bank accounts which were controlled by the crime group and the victims given a minimal amount; in some cases, £10 per week. If the victims suggested leaving, violence or threats of violence was used to ensure they remained. The identity documents and bank cards of all victims were withheld by the defendants. It is estimated the defendants made profits of over £2m.

The defendants were convicted and sentenced to terms of imprisonment ranging from 3 years to 11 years, totalling over 60 years overall.

(JSTAC), committing to an initial three-year funding period. JSTAC is a multi-agency intelligence cell focussing on modern slavery and related threats and was formerly funded and situated within the Modern Slavery Police Transformation Unit.²⁸

2.16 Project AIDANT, the series of NCA-led operational intensifications, continued to bring together resources from the NCA, Border Force, Immigration Enforcement, HMRC, the Gangmasters and Labour Abuse Authority (GLAA) and UK police forces to deliver intensified operational activity focused on specific thematic areas. During Project AIDANT activity in 2018, over 308 offenders were arrested and over 415 potential victims of trafficking were identified.

2.17 Some of these intensifications also formed part of EU-wide operational activity, delivered through the Europol EMPACT²⁹ Trafficking in Human Beings Group, which the UK (via the NCA) chaired until April 2019. The Group delivers an extensive operational action plan tackling human trafficking across the EU, working together to share best practice and disrupt key enablers including the internet and criminal finances.

2.18 Over the last year, the NCA has also been leading activity to tackle common enablers of modern slavery including use of the internet to advertise victims of sexual exploitation, and the illicit financial flows which are linked to the criminal profits made from trafficking.

2.19 The national cross law enforcement Modern Slavery Threat Group continues to bring together NCA, policing, Immigration Enforcement, CPS, Border Force, GLAA and the Home Office to provide strategic coordination for collective action to tackle this threat.

Police Response

Police Response - England and Wales

2.20 The National Police Chiefs' Council (NPCC) lead for modern slavery has continued to drive sustained improvements to the police response to modern slavery through the Modern Slavery Police Transformation Unit (MSPTU) working

closely with the Association of Police and Crime Commissioners (APCC) lead for modern slavery.

2.21 MSPTU was established in November 2016 through a £8.5 million grant awarded by the Home Secretary, with the aim of improving the effectiveness and consistency of the police response to modern slavery across England and Wales. This year the UK Government provided additional funding totalling £3.1 million to support the programme to March 2020.

2.22 The programme aims to develop intelligence, identify best practice and share information to ensure all police forces and law enforcement partners are equipped to consistently respond to modern slavery. Police and partner agencies now benefit from having a clearer national picture of the threat that modern slavery poses, and new networks have been put in place to develop and share intelligence. Best practice information on how to investigate modern slavery cases is shared between forces, and practitioners are able to access guidance and advice. Targeted training courses designed for police officers and staff working in a range of specialist roles have also been developed.

MSPTU: Summary of Key Achievements to Date

- The programme has supported over a seven-fold increase in modern slavery police operations compared to November 2016 (when the programme started). As of July 2019, there were over 1,479 active law enforcement investigations, compared with 188 in November 2016.
- More than 70 intelligence briefs have been published, together with more than a dozen strategic analytical reports informing policy development, law enforcement and partnership activity.
- The delivery of College of Policing accredited training and additional professional development activities to more than 4,000 officers and police staff at 140 training events held across the country.
- Increases in the volume and quality of intelligence exchanges between police forces in the UK and in other countries,

²⁸ <https://policingslavery.co.uk/news/annual-report-to-march-2019/>.

²⁹ European Multidisciplinary Platform Against Crime Threats.

and a greater number of international joint investigations involving police forces in England and Wales than ever before. The review of more than 330 investigation case files and the debriefing of 75 investigations. Almost all police forces in England and Wales participated in this activity to identify thematic issues and good practice, and to prompt local Improvement actions.

Police and Crime Commissioner Activity

2.23 Police and Crime Commissioners (PCCs), as the elected strategic leads of each police force, are in an ideal position to initiate and coordinate local efforts to tackle modern slavery and exploitation. In January 2016, Mark Burns-Williamson OBE the PCC for West Yorkshire and national lead for modern slavery and human trafficking, established a network of fellow PCCs with a shared interest in defeating trafficking and exploitation. Since then, members of the National Anti-Trafficking and Modern Slavery Network (NATMSN) have continued to champion efforts that focus on modern slavery at a national and local level.

2.24 The Modern Slavery Transformation Programme, though the PCC network has run a small grants scheme to support PCCs in their own local engagement and awareness activities and has developed and rolled out a modern slavery good practice toolkit for PCCs. The new toolkit provides PCCs with consistent background information on modern slavery and includes case studies illustrating how PCCs have tackled these challenges in their local areas. Information is also included about a wide range of prevention and awareness initiatives; about running targeted communication campaigns, providing training support, working with businesses to tackle modern slavery in supply chains and reaching out directly to vulnerable groups.

Police Response - Scotland

2.25 The Crown Office and Procurator Fiscals Service (COPFS) are undertaking work to review police reports submitted in respect of human trafficking which have been marked no proceedings. This will allow Police Scotland to identify any common issues or learning which can be shared throughout the force. COPFS created

two e-learning modules on the prosecution of perpetrators, and identification and non-prosecution of victims. Refresher training has been provided to local lead human trafficking prosecutors.

2.26 Police Scotland continues to deliver human trafficking presentations to its partners and other organisations. The Scottish Business Resilience Centre (Police) is also involved in providing human trafficking presentations to the private sector. Police Scotland have also engaged with external partners to inform their work on identifying victims including Survivors of Human Trafficking in Scotland and the Consortium of Anti-Trafficking Research in Scotland.

2.27 The Convention of Scottish Local Authorities (COSLA) is developing guidance for staff. The Scottish Government intends to launch refreshed guidance for NHS staff in 2019 and is also working with Police Scotland to create a digital online version of the training resource.

Police Response - Northern Ireland

2.28 At a strategic level, the Police Service Northern Ireland (PSNI) contributed to the Department's Modern Slavery Strategy 2019/20, published in April 2019. The strategy will be monitored through the Modern Slavery and Human Trafficking Subgroup of the Organised Crime Task Force (OCTF), which brings together the main statutory bodies to drive action against trafficking and modern slavery.

2.29 During the 2018/19 financial year the PSNI Modern Slavery and Human Trafficking Unit (MSHTU) made 11 arrests, conducted 15 searches under warrant and carried out 74 safeguarding visits/non-warrant operations for labour and sexual exploitation. The PSNI plans to expand staffing in MSHTU to help address the ongoing rising demand of modern slavery and human trafficking incidents being reported.

International Law Enforcement Collaboration to Tackle Modern Slavery

2.30 Internationally, UK law enforcement has led activity with European partners to tackle labour exploitation. In May 2019, in a EU-wide week of action, 46 suspects were arrested for human trafficking and 227 for other offences. In addition,

Case Study: Northern Ireland Sea Port Operation

In February 2018, two members of a Romanian Organised Crime Gang were convicted at Belfast Crown Court of Conspiracy to Human Trafficking five victims for Sexual Exploitation, Controlling Prostitution for Gain of six victims and Acquiring and Converting Criminal Property totalling over £165,000.

The sentencing Judge highlighted this case as a significant and complex investigation. One of the males convicted was sentenced to four years in custody and issued with a Slavery and Trafficking Prevention Order (STPO) for ten years. A second male convicted was sentenced to three years in custody and an STPO for seven years.

Immigration Enforcement also served one of the males with a Deportation Order (DO) thus preventing him from legally re-entering the UK at any point in the future. These were the first convictions for any Modern Slavery or Human Trafficking offence under the new 2015 Northern Ireland Human Trafficking legislation. It is also the first proactive “victimless” prosecution for sexual exploitation in Northern Ireland where the victims did not have to provide any evidence as part of the investigation.

323 potential victims of trafficking were identified and, from the data gathered during the activity, 100 new operations were initiated across the EU to identify further suspects and victims.

2.31 The NCA has a network of International Liaison Officers (ILOs) across the globe, including in key source and transit countries for modern slavery victims and offenders. The ILOs work with host country law enforcement agencies to ensure an effective international law enforcement response to modern slavery. For example, the NCA, alongside Immigration Enforcement, Border Force and the CPS, has continued to work extensively with the Nigerian Anti-Trafficking Agency (NAPTIP). This includes training and mentoring a Joint Border Task Force (JBTF) and jointly working on European investigations.

Northern Ireland

2.32 The PSNI work closely with international law enforcement colleagues. Building on good relations developed in a previous successful Joint Intelligence Team (JIT), a second JIT was established with Romanian Police in early 2019, a proactive European-wide investigation into suspected Human Trafficking for the Purposes of Sexual Exploitation. Suspects are believed to be part of a Romanian OCG working with Irish criminals targeting vulnerable foreign nationals. PSNI work closely on a cross-border basis with colleagues in An Garda Síochána, and the

investigation is continuing across the three international jurisdictions.

Tackling non-compliance and serious labour market exploitation

2.33 Over the last year, the UK Government has continued to take steps to strengthen its response to labour market enforcement to better understand and identify non-compliance and take action against unscrupulous employers to tackle serious labour market exploitation. The UK Government also announced a review of the existing labour market enforcement landscape to ensure that workers’ rights are protected, and businesses are supported to comply with the law. This has included:

- Publishing the UK Government’s response to Sir David Metcalf, the Director of Labour Market Enforcement (DLME) labour market enforcement’s strategy for 2018/19 in December 2018. The UK Government accepted the majority of the DLME’s 37 recommendations and set out how measures will be taken forward to raise awareness of employment rights, improve intelligence and strengthen state enforcement efforts to better protect agency workers and ensure there is a basic set of core rights for the most vulnerable workers.³⁰

³⁰ <https://www.gov.uk/government/publications/labour-market-enforcement-strategy-2018-to-2019-government-response>.

- Implementing powers to issue labour market enforcement orders in Scotland in May 2019. The UK Government worked closely with the Scottish Civil Justice Council, the Scottish Criminal Court Rules Council and the Crown Office and Procurator Fiscal Service to make the powers available in Scotland and bring them in line with the powers in England and Wales. The three enforcement bodies: The Employment Agency Standards Inspectorate, the GLAA and Her Majesty's Revenue and Customs – National Minimum Wage Team have continued to utilise labour market enforcement undertakings and orders in England and Wales to take action when labour market offences have been committed deliberately or recklessly. A total of 29 undertakings have been issued to businesses since March 2018.
- Publishing the UK Government's consultation to consider the case for establishing a new enforcement body for employment rights, in July 2019, as part of the UK Government's commitments under the Good Work Plan.³¹ The consultation explores whether a new single enforcement body could make it easier for vulnerable workers to enforce their rights and deliver:
 - extended state enforcement;
 - a strong recognisable single brand;
 - better support for businesses;
 - co-ordinated enforcement action;
 - pooled intelligence and more flexible resourcing; and
 - closer working with other enforcement partners

2.34 The consultation closed on 6 October 2019 and the UK Government will consider next steps.

- Publishing Sir David Metcalf's second annual labour market enforcement strategy for 2019/20.³² The strategy focuses on three cross cutting themes: use of resources; the compliance approach to

enforcement; and the role of joint working between the enforcement bodies and other partners. It sets out recommendations based on these themes to improve state-led enforcement of employment rights, including measures to be taken by the three enforcement bodies. It also provides an analysis of the sectors at high risk of labour exploitation using information supplied by the three enforcement bodies and other law enforcement bodies. These are: hand car washes; agriculture; care; construction; hospitality; shellfish gathering; nail bars; poultry and eggs; and warehouses and distribution centres. This list of sectors is largely consistent with those identified in the previous 2018/19 Strategy and the enforcement bodies have continued their efforts to pursue businesses that fail to comply with the law. The UK Government will consider Sir David's recommendations and respond in due course.

- After serving for two and half years as the DLME, Sir David Metcalf retired in June 2019. The UK Government appointed Matthew Taylor, Chief Executive of the Royal Society for the Encouragement of Arts, Manufactures and Commerce as the new interim DLME in August 2019 for a 12-month period.
- Tackling serious cases of labour market exploitation, including modern slavery. The GLAA has continued to utilise its powers under Section 114B of the Police and Criminal Evidence Act 1984 (PACE) to investigate serious cases of labour exploitation. In October 2018, Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services conducted a voluntary inspection of the GLAA's use of these powers and its report³³ concluded that the GLAA has done remarkably well in assembling and deploying its labour abuse prevention officers effectively in a relatively short space of time.
- In 2018/19, the GLAA conducted over 150 operations using its powers under PACE across a range of sectors, including construction, hand car washes, hospitality

³¹ <https://www.gov.uk/government/consultations/good-work-plan-establishing-a-new-single-enforcement-body-for-employment-rights>.

³² <https://www.gov.uk/government/publications/labour-market-enforcement-strategy-2019-to-2020>.

³³ <https://www.justiceinspectors.gov.uk/hmicfrs/publications/gangmasters-labour-abuse-authority-inspection/>.

and recycling. As a result, the GLAA arrested 48 people for suspected labour market offences. As a First Responder, the GLAA also referred over 30 potential victims of modern slavery to the NRM and recovered over £94,500 cash for workers³⁴.

Asset Recovery

2.35 Asset seizure is an important element of the UK's response to modern slavery, as the crime of modern slavery is often motivated by financial profit.

2.36 Table A24 in Annex A sets out data extracted from the Joint Asset Recovery Database (JARD), showing the value of the cash seizure and criminal confiscation orders relating to cases involving modern slavery in England and Wales in each of the last five calendar years.³⁵

2.37 During the reporting period there has been no asset recovery in relation to human trafficking in Scotland.

2.38 During the reporting period in Northern Ireland, forfeiture orders were made in relation to monies and cars seized, resulting in proceeds being donated to NGOs who provide support to those affected by modern slavery. Derived from wider criminal activity including modern slavery cases, £58,000 from the NI Department of Justice's Assets Recovery Community Scheme was allocated to a modern slavery NGO in January 2019. Over a two-year period up to March 2021, this will fund interventions to support vulnerable individuals who are at risk of being exploited or fear being controlled in the labour market.

2.39 Since mid-2018, a Home Office Criminal & Financial Investigations (CFI) team colleague has been embedded within the PSNI MSHTU. The role has successfully supported the Police Strategy as part of a multi-agency approach to disrupting and dismantling serious and organised crime, providing investigative assistance, intelligence sharing, and tactical recommendations. Advising colleagues on the use of legislation and utilisation of applicable powers has been undertaken as an alternative means of disruption to organised criminality.

³⁴ Between January – December 2018.

³⁵ JARD is a live database which is continually updated. As such, the data provided may vary from reports run on earlier dates.

PREVENT

2.40 Prevent activity aims to stop people from committing modern slavery offences or becoming modern slavery victims in the first place. It is also focuses on preventing reoffending and revictimisation.

2.41 Preventing modern slavery is a priority for Government due to the high level of harm to society that this crime causes and the high unit cost of modern slavery crimes. Home Office research estimates that the total cost of modern slavery in the UK in the year ending March 2017 was between £3.3 billion and £4.3 billion. These figures cover costs to police and victim support services and the physical and emotional harm to victims. The average unit cost of a modern slavery crime, £328,720, is higher than the unit cost of any other crime type, apart from homicide.

Building the Evidence Base

A new Modern Slavery Policy and Evidence Centre

2.42 The UK Government has continued efforts to build the evidence base on modern slavery to better inform prevention.

2.43 In July 2019, the UK Government announced it would invest £10 million to establish a new Modern Slavery Policy and Evidence Centre, which will open in autumn 2019.³⁶ The dedicated centre will bring together and commission new and innovative research on modern slavery to enhance the evidence base and improve understanding of this rapidly evolving threat.

2.44 There is a growing research community and rapid technological developments in data science and artificial intelligence offer new and innovative methods to tackle the problem. The new Centre will pool this expertise and offer funding for research to accelerate progress towards the Sustainable Development Goal of ending modern slavery by 2030.

2.45 The new Centre will work closely with policy makers across Government to generate research

which will inform and challenge policy choices. This will help the UK Government to target resources to key risks and vulnerabilities. It will focus its efforts on building the evidence across the four key themes of preventing modern slavery, transparency in supply chains, victim recovery and support and effectiveness of legal enforcement measures.

Building the evidence base in Northern Ireland

2.46 The PSNI and the Department of Justice (DoJ), along with other stakeholders to the Santa Marta Group research project, are contributing to an all-island initiative to provide the best data possible on the scale, scope, extent and nature of human trafficking and exploitation on the island of Ireland.

Communications Activity

2.47 Communications activity remains a key element of the UK's approach to prevention and is divided into two main strands: public campaigns to raise awareness of modern slavery, and targeted campaigns in at-risk communities aimed at potential victims and offenders.

Raising Awareness of Modern Slavery

England & Wales

2.48 Raising public awareness of modern slavery helps to increase resilience against these crimes and reduce public tolerance of exploitative behaviour. The UK Government works with a wide range of partners to raise awareness of modern slavery. Over the past year, this activity has included:

- To mark Anti-Slavery Day 2018, in partnership the Government lit up 45 national landmarks, including Marble Arch, Edinburgh Castle and No10 Downing Street and used social media campaigns to renew our commitment to fighting the issue.
- In October 2018, the NCA partnered with STOP THE TRAFFIK to develop display resources through digital screens in waiting rooms translated in English and Romanian to enhance understanding of modern slavery with frontline health professionals in the NHS.

³⁶ Policy and Evidence Centre announcement: <https://www.gov.uk/government/news/government-to-launch-new-modern-slavery-research-centre>.

- The NCA continued to promote the award-winning 'Invisible People' exhibition. The exhibition has reached more than a million people through social media channels. Evaluations with attendees show an increased awareness of the signs of slavery and how to report it.
- The GLAA continued to develop its approach with businesses to prevent exploitation by standardising training, raising awareness and increasing reporting. For example, its partnership with the 'Responsible Car Wash' scheme is raising awareness and best practice amongst car washes on supermarket forecourts. The GLAA has also continued its partnership with the Clewer Initiative (Church of England) to support the development of the Safer Car Wash app.
- The Home Office Border Force distributed leaflets to holidaymakers at ports across the UK about the risks involved in unofficial work to attract people into bars and clubs in resorts in Majorca.
- The risks of modern slavery are part of the curriculum being taught in all Welsh schools. This raises awareness among pupils about county lines criminal exploitation of young people by gangs.

Scotland

2.49 Police Scotland launched its first human trafficking media campaign, 'In Plain Sight', in October 2018. The campaign reached over 2.5 million viewers over a combination of platforms



NCA 'Invisible People' Campaign

including social media, TV, radio, and rail and transport routes. In Scotland, calls to the Modern Slavery Helpline regarding exploitation increased 113% between mid-October to the end of November 2018, compared to the same period in 2017.

2.50 The Scottish Government commissioned a further public survey in 2019 on public perceptions of what human trafficking is, whether it takes place in Scotland, and what people would do if they had a concern.³⁷

Northern Ireland

2.51 Northern Ireland published its Modern Slavery Strategy 2019/20 in April 2019 which includes a focus on raising awareness.³⁸ In April 2019, the DoJ and the PSNI wrote to all local council CEOs to offer training materials for staff on modern slavery concerns. This letter highlighted risks of modern slavery linked to houses in multiple occupations (HMOs) and the possibility that council employees might come across potential victims living in substandard accommodation during HMO inspections.

2.52 In May 2019, DoJ attended the largest agricultural show in Northern Ireland over four days to carry out public awareness activity and to engage with the agri-food community on human trafficking and labour exploitation.

³⁷ Trafficking and exploitation strategy: second annual progress report <https://www.gov.scot/publications/trafficking-exploitation-strategy-second-annual-progress-report/>.

³⁸ NI Modern Slavery Strategy 2019/20 <https://www.justice-ni.gov.uk/publications/northern-ireland-modern-slavery-strategy-2019-2020>.



Training and Tools for Frontline Staff

England & Wales

2.53 The UK Government launched a separate 'Hidden In Plain Sight' behaviour change campaign in April 2019. The campaign sought to reduce labour exploitation in the UK. It focussed on three regions of England (West Midlands, West Yorkshire and Cambridgeshire) and targeted frontline professionals in the financial, healthcare and recruitment sectors to spot the signs of labour exploitation and know how to report. Early analysis has shown positive increases in campaign engagement and increased referrals into the NRM via calls to the Modern Slavery Helpline from the campaign.

2.54 Border Force has shared training and support materials with airlines, ferry and rail carriers as well as port operators and travel companies. This material teaches employees about indicators of modern slavery and how to report concerns about people who could be subject to trafficking and exploitation. The training has led to referrals to Border Force via the Modern

Slavery Helpline from those businesses which have enabled the effective interventions training at the UK border.

2.55 The Welsh Government Anti-Slavery Leadership Group has established an Anti-Slavery Training Programme to deliver a wide range of courses across Wales. In 2018, over 10,000 people received training, including law enforcement senior investigating officers, crown prosecutors and crown advocates.

Northern Ireland

2.56 The DoJ is carrying out a training needs assessment across the region, examining knowledge gaps across all cohorts of frontline professionals starting with those working for Northern Ireland's Health and Social Care sector.

2.57 The DoJ issued revised regional operational guidance for front-line workers on: how to recognise the signs that someone may have been trafficked; how to report concerns; and the support that is available. There will be a specific modern slavery awareness section within all

HM Government

Modern slavery is hiding in plain sight

In a job centre, these signs could help you identify a victim:

- Appear frightened, withdrawn or confused
- Controlled by their exploiter, posing as a translator or relative
- Shares the same address as many others on the system
- Personal documents not in their own possession

modern slavery helpline
08000 121 700
Spot it. Stop it.

For information or to make a report search Modern Slavery Helpline

HMG 'Hidden in Plain Sight' campaign leaflets

HM Government

Modern slavery is hiding in plain sight

In a health centre, these signs could help you identify a victim:

- Appear frightened, withdrawn or confused
- Hard to separate them from their controlling translator
- A vague medical history
- Unexplained or untreated injuries

modern slavery helpline
08000 121 700
Spot it. Stop it.

For information or to make a report search Modern Slavery Helpline

mandatory safeguarding programmes for the nursing profession. Training which presents statistics, legislation and policy whilst describing first-hand the nature of modern slavery has been delivered to frontline staff across Northern Ireland.

Targeted Communications with at-risk communities

2.58 The Home Office will continue to use the insight from its modern slavery typology research to inform future pilot communications activity³⁹. Future activity when available will be aimed at potential victims, potential offenders and at-risk communities. It will aim to change behaviours and attitudes and encourage reporting of modern slavery.

2.59 The Government committed in the Rough Sleeping Strategy 2018 to introduce new packages of training for frontline staff working with victims of modern slavery who are homeless or sleeping rough.⁴⁰ Training will be made available to staff in local authorities, voluntary organisations, commissioned and non-commissioned services and staff in homeless hostels. It will provide participants with an improved awareness of what modern slavery is, how to identify potential victims, and an understanding of how best to support a victim of modern slavery to prevent or relieve their homelessness. The modern slavery charity Hestia is delivering the training between August 2019 and March 2020.

2.60 In Northern Ireland, communication targeted at homeless individuals sets out common signs and indicators, signposts the Modern Slavery Helpline, PSNI contact numbers and support providers' contact details.

2.61 In Wales, partners from the Wales Anti-Slavery Leadership Group have been working to safeguard vulnerable homeless individuals. Awareness raising sessions were carried out at the 'Homeless Football World Cup 2019' held in Cardiff.

Slavery and Trafficking Risk and Prevention Orders

2.62 The legislation in place across the UK includes civil preventative orders that enable courts to place tailored restrictions on the activities of individuals convicted of, or considered to be at risk of committing, modern slavery and trafficking offences. These civil orders are an important tool to prevent slavery-related harm before it occurs and to prevent re-offending.

2.63 In England and Wales, between July 2015 (when the Modern Slavery Act came into force) and March 2019, 165 Slavery and Trafficking Prevention and Risk Orders were issued in total, consisting of 119 Slavery and Trafficking Prevention Orders and 46 Slavery and Trafficking Risk Orders.⁴¹ In the figures above, eight of the Interim Slavery & Trafficking Risk Orders which were granted were subsequently withdrawn and one Interim Slavery & Trafficking Risk Order was subsequently dismissed.

Scotland

2.64 The Convention of Scottish Local Authorities (COSLA) is launching guidance for staff, and the Scottish Government is launching refreshed guidance for NHS staff, both planned for October 2019. The Scottish Government is also working with Police Scotland to place an existing e-learning resource online.

Northern Ireland

2.65 In Northern Ireland, Slavery and Trafficking Prevention Orders (STPOs) are considered for every eligible person in a PSNI modern slavery and human trafficking investigation.

39 Modern Slavery Typology Report: <https://www.gov.uk/government/publications/a-typology-of-modern-slavery-offences-in-the-uk>.

40 The Rough Sleeping Strategy 2018: <https://www.gov.uk/government/publications/the-rough-sleeping-strategy>.

41 Sourced from HMCTS management information. Data are taken from a live management information system and can change over time. Figures include interim Slavery and Trafficking Risk Orders and interim Slavery and Trafficking Prevention Orders.

PROTECT

2.66 Protect actions are about making the UK and its 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 both the public and private sector's vigilance towards this crime. The UK is the first country in the world to require certain large organisations to report on the steps they have taken to prevent modern slavery in their operations and supply chains. The UK Government has also committed to publishing its own modern slavery statement in 2019 which will detail steps taken to prevent modern slavery in its own supply chains.

Transparency in Supply Chains

2.67 Preventing modern slavery in supply chains is a complex and long-term challenge. Transparency reporting was introduced to create a cultural change where businesses are transparent about their risks and encourage year-on-year progress to address modern slavery risks and improve outcomes for workers.

2.68 Section 54 (Transparency in Supply Chains provisions) of the Modern Slavery Act 2015 requires certain commercial organisations to publish an annual statement disclosing steps taken to prevent modern slavery in their operations and supply chains. To empower consumers, investors and civil society to scrutinise these efforts, organisations must publish their statement on their website via a prominent link from their homepage. Statements must be approved by their board and signed off by a director (or equivalent) so that an organisation's approach to tackling modern slavery is considered at the most senior levels.⁴²

2.69 There are many examples of best practice, with businesses publishing statements which report against annual targets, prioritise activity according to risk and disclose how they have identified victims and provided remediation. Businesses are working to address modern slavery beyond their own supply chains, working across sectors to eliminate high-risk practices, developing technological interventions and supporting survivors.

⁴² <http://www.legislation.gov.uk/ukpga/2015/30/section/54/enacted>.

Preventing Modern Slavery in Global Supply Chains

2.70 The Government has worked with international partners to strengthen and harmonise international governments' approaches to eradicating modern slavery from economies and to achieve the vision of the UN Sustainable Development Goal 8.7. Building on the Call to Action to End Modern Slavery, the UK jointly launched the 'Principles to Guide Government Action to Combat Human Trafficking in Global Supply Chains' with the US, Canada, Australia and New Zealand at the UN General Assembly in September 2018. These Principles commit endorsing countries to:

1. Take steps to prevent and address human trafficking in Government procurement practices;
2. Encourage the private sector to prevent and address human trafficking in its supply chains;
3. Advance responsible recruitment policies and practices; and
4. Strive for legal and policy harmonisation.

2.71 The UK will participate in annual meetings with other countries that endorse these Principles to coordinate efforts on implementation. To support implementation of the Principles to advance responsible recruitment policies and practices, in June 2019, the Rt. Hon Theresa May announced a pilot for an innovative new programme to improve responsible recruitment in parts of our public-sector supply chains that pass through Asia.⁴³

2.72 On 27 March 2019, the Home Office, Foreign and Commonwealth Office, Ethical Trading Initiative, the Organisation for Security and Cooperation in Europe and Principle signatories held an international conference on how public-sector organisations can address risks of modern slavery in their supply chains. Bringing together government suppliers, NGOs and governments from around the world, the conference provided a platform to share best practice on preventing modern slavery from public sector supply chains and encouraged public bodies to lever their spending power to raise standards and support responsible businesses.⁴⁴

⁴³ Rt Hon Theresa May ILO announcement: <https://www.gov.uk/government/speeches/pm-speech-at-ilo-centenary-conference-11-june-2019>.

⁴⁴ [2019 International Conference on Tackling Modern Slavery, Forced Labour and Human Trafficking in Public Sector Supply Chains](#).

2.73 Internationally, the Home Office and British Embassy Paris hosted a conference in February 2019 on tackling modern slavery in the fashion sector. This hosted experts from business, governments and civil society to explore the impact of French and UK legislation, innovations from the technology sector and best practice from industry-leading businesses. The Home Office and DfID have also presented at United Nations' Alliance 8.7 Supply Chain Action Group global workshop in May 2019 and at Australia's Know Your Supply Chains Conference in June 2019 to share lessons from the UK and promote a harmonised international approach.

Improving compliance

2.74 The Government has taken a more directive approach to embed transparency reporting into business culture.

2.75 On 18 October 2018 (Anti-Slavery Day) and again on 28 March 2019 the Home Office wrote directly to approximately 17,000 organisations identified as being in scope of the Act, clearly outlining their legal obligations and announcing that it would commence an audit of compliance at the end of the 2018/19 financial year. These letters also included links to new concise online guidance⁴⁵, a dedicated mailbox for direct communication with the Home Office and a contacts database⁴⁶ for businesses to register to regularly receive tools and guidance.

2.76 Businesses are taking steps to improve their statements, ensuring prominent publication and demonstrating senior sign off and approval. Compliance has also increased. Based on the number of statements uploaded to two independent registries which collate statements, the Home Office estimate that approximately 75% of eligible companies have a published statement.

Working with business

2.77 The UK Government has worked closely with businesses to share expertise, provide guidance on effective reporting and promote responsible practices.

2.78 In the construction sector, the Home Office, in partnership with the Gangmasters and Labour Abuse Authority (GLAA), Crown Commercial Service and the Chartered Institute of Building, held a roundtable in June 2019 that brought together senior representatives from construction to identify the major challenges faced by the industry and discuss support that Government and others could provide. Organisations (and their suppliers) were encouraged to sign up to the GLAA Construction Protocol⁴⁷, an agreement between Government and construction companies to work together to share information and prevent exploitation. The Protocol has over 120 signatories, is free to join and is open to suppliers, subcontractors, labour agencies, SMEs and clients.

2.79 Following the success of the GLAA Construction Protocol, a number of large operators in the Hotel and Hospitality sector met, at the invitation of the GLAA and Shiva Foundation, to discuss whether a protocol as such should be established for the sector. Over 20 different organisations were represented, such as Marriott, Hilton and Village Hotels. There was unanimous support for the proposal and work is now underway to produce a first draft of a hospitality protocol, to encourage standardisation of approach across the sector.

2.80 In November 2018, the Rt. Hon Theresa May launched 'The Apparel and General Merchandise Public and Private Protocol', which commits signatories from retail and government to working together to remove barriers to information and intelligence sharing.⁴⁸

2.81 In March 2019, the Home Office collaborated with the Ethical Trading Initiative and techUK on a training workshop with some of the UK's largest technology companies on how to use the Ethical Trading Initiative's Modern Slavery Statements Evaluation Framework to report effectively under the Act.⁴⁹

2.82 The Home Secretary's Business Against Slavery Forum, a partnership between Government and business, will host a conference in December 2019 for the business community to

45 Online Guidance: <https://www.gov.uk/guidance/publish-an-annual-modern-slavery-statement>

46 Contacts Database: <https://www.gov.uk/government/publications/contacts-database-for-guidance-on-modern-slavery-reporting/contacts-database-for-guidance-on-modern-slavery-reporting>.

47 GLAA Construction Protocol: <https://www.gla.gov.uk/i-am-a/i-use-workers/construction-protocol/>.

48 GLAA Apparel Protocol: <https://www.gla.gov.uk/i-am-a/i-use-workers/apparel-and-general-merchandise-public-private-protocol/>.

49 ETI's Modern Slavery Statements Evaluation Framework: <https://www.ethicaltrade.org/resources/modern-slavery-statements-evaluation-framework-pdf>

Case Study: HSBC UK, member of Business Against Slavery Forum

HSBC UK has launched a pioneering approach to support survivors of human trafficking by providing basic bank accounts to people who would otherwise have been excluded from banking services. Survivors are often excluded because they do not possess the necessary documentation required under banking regulations to open an account, such as a valid proof of address. However, HSBC UK has committed to taking a collaborative, risk-based approach to survivors to support their re-integration into society, allowing them to break the chains of modern slavery and rebuild their lives. Through this unique programme, HSBC UK has already delivered banking services to over 165 survivors across the UK. This project is also an important element of the United Nations Financial Access Project to change how banks around the world can support survivors and provide access to the financial system.

share experience, raise standards, and explore approaches to transparency. Beyond their own supply chains, member businesses have also developed initiatives to harness business expertise and provide opportunities to survivors.

Future policy on Transparency in Supply Chains

2.83 Following the final report of the Independent Review of the Modern Slavery Act, the UK Government launched a public consultation on potential legislative changes. These include setting a single reporting deadline on which statements must be published, mandating the topics organisations must cover in their statement, introducing civil penalties for non-compliance and extending the scope of transparency provisions to cover certain public sector organisations. The consultation closed on 17 September 2019 and the Government will shortly publish its response.⁵⁰

2.84 On 11 June 2019, the Rt Hon Theresa May announced that the Government would develop a central online reporting service for statements published under the Act, to increase the visibility of published statements and provide a mechanism to continually monitor compliance.

Preventing and addressing Modern Slavery in Public Sector Supply Chains

2.85 The Government is committed to preventing and addressing modern slavery in public sector supply chains. The supplier

⁵⁰ The consultation is being carried out by the UK Government and contains proposals which relate to a mixture of reserved and devolved matters. Separate consideration is being given to aspects of Transparency in Supply Chains policy in Northern Ireland and Scotland. Upon receipt of the consultation responses, we will liaise with the devolved administrations as appropriate.

Selection Questionnaire, which all Government departments use to select bidders for public contracts above relevant EU thresholds, requires bidders to confirm that they have published a modern slavery statement. The Government has published a Supplier Code of Conduct to make clear the standards and behaviours that are expected of suppliers when they work with Government.

2.86 The Home Office, Cabinet Office and the Crown Commercial Service (CCS), in partnership with the Ethical Trading Initiative and the technology firm NQC, has launched the Modern Slavery Assessment Tool (MSAT) following a pilot with almost 200 suppliers to Government. MSAT has been designed to support public bodies assess their own supply base for modern slavery risks and help them provide tailored recommendations to suppliers on how to improve their anti-slavery processes.

The Cabinet Office has published guidance to support contracting authorities to identify and mitigate against modern slavery risks in supply chains during procurement processes.⁵¹

2.87 In partnership with the Chartered Institute of Procurement & Supply (CIPS), the Home Office launched a refreshed online training course on ethical procurement. The course is available to all CIPS members for free and at a discounted rate for Civil Servants.

2.88 Further detail on the steps Government is taking to address modern slavery risks in its own supply chains will be provided in the Government Modern Slavery Statement which is due to be

⁵¹ Procurement Policy Note 05/19: Tackling Modern Slavery in Government Supply Chains: <https://www.gov.uk/government/publications/procurement-policy-note-0519-tackling-modern-slavery-in-government-supply-chains>

published later this year. The UK Government has also announced that Ministerial departments will begin publishing individual modern slavery statements after financial year 2020/21. Over 100 local authorities in England have already published statements voluntarily.

Wales

2.89 The Welsh Government has built on the 'Ethical Employment in Supply Chains Code of Practice', launched in 2017. All Welsh public-sector organisations, including the 22 local authorities and four police forces/Police and Crime Commissioners are signed up to this code of practice.

Scotland

2.90 The Scottish Government continues to raise awareness of human trafficking risks in public procurement. The national sustainable procurement tools and supporting guidance were revised to ensure they take account of human trafficking considerations, including checking whether existing contractors have published a modern slavery statement. Since these were published in September 2018 they have been used to undertake an assurance review of Scottish Government contracts to identify ethical risk and identify mitigating action. The Scottish Government has also checked that all contracted suppliers required to publish a modern slavery statement have done so. In 2018, the Scottish Government launched Guidance for Businesses, which provides tailored advice for all sizes of business. The Scottish Government will publish its own slavery and trafficking statement.

Northern Ireland

2.91 To promote and embed good practice in public procurement in Northern Ireland, the DoJ arranged training for public sector procurement practitioners. In January 2019, DoJ invited Welsh Government officials to deliver training to public sector procurement leads across Northern Ireland, sharing best practice principles in public procurement. In addition, DoJ's Construction & Procurement Delivery (CPD) lead and policy officials worked together to incorporate Modern Slavery and Human Trafficking clauses in new and existing contracts and wrote to CPD Board

Members in other NICS Departments to advise of the potential benefits of implementing a code of practice. PSNI have also engaged with, and will continue to work with, local councils, together with DoJ, on the issue of transparency in supply chains, raising awareness of modern slavery.

Modern Slavery at the Border

2.92 All frontline Border Force officers have been trained to spot the indicators of modern slavery and make referrals to the NRM. Border Force also has a network of specially trained Safeguarding and Modern Slavery (SAMS) officers based across parts of the organisation. These specialist officers are focused on the identification of potential victims at the border, providing an enhanced level of immediate support, and working with the police and other agencies to protect vulnerable passengers from modern slavery and other harmful practices, such as Female Genital Mutilation and child sexual exploitation and abuse.

2.93 In the year ending 31 March 2019, Border Force identified more than 1,000 potential victims of modern slavery. Border Force potential victim identification rates and referrals into the NRM have remained steady over the last year as work to combat modern slavery has been embedded as normal operational practice for frontline staff.

2.94 One example of operations by Border Force to tackle modern slavery is Operation Karetu. This operation, which took place in June 2019, focused on British nationals travelling to work in holiday resorts on the Balearic Island as, so called, public relations workers. Border Force Officers worked with the charity Unseen and the FCO to give information and advice to would-be public relations workers on how to avoid exploitation and stay safe.

2.95 Border Force Maritime Command on patrol around the British coast are on alert for signs of modern slavery in the fishing industry and use powers granted under the Modern Slavery Act to disrupt exploitation.

Overseas Domestic Workers

2.96 The UK Government continues to recognise that overseas domestic workers are potentially vulnerable to exploitation and has, over

the course of successive years, introduced a number of additional protections for this group.

2.97 The 2015 commission to James Ewins QC, to undertake an independent review of the visa arrangements for overseas domestic workers has shaped much of our work since that point.

2.98 The Government continues to work to implement Mr Ewins' recommendations, and to further develop our support for overseas domestic

workers. We are working to introduce an employer register. This will require anyone wishing to sponsor a domestic worker to agree to honour their obligations under UK employment and modern slavery legislation, and will set out consequences for any failure to do so.

The Independent Anti-Slavery Commissioner

Dame Sara Thornton took up the role of Independent Anti-Slavery Commissioner on 1 May 2019. Her priority has been to develop her strategic plan to set out her priorities, and she has worked in collaboration with stakeholders across the sector to ensure she focuses effort to make impact. She has visited Northern Ireland, Scotland and Wales to learn about the successes and challenges these administrations have had. The four areas of her strategy and some aspects of her work so far are:

Improving victim care and support:

Dame Sara has begun a programme of visits to safe houses. During her visits she noted that some victims had been waiting for a decision for over 12 months, and, while they were safe from their traffickers, the victims reported they felt their lives were on hold; she is considering how to engage others and to promote the improvement of victim identification and the quality of support. She met and shared experiences with the US Ambassador for Trafficking in Persons, John Richmond, to discuss concerns in protecting victims, prosecuting traffickers and preventing slavery.

Supporting law enforcement and prosecution:

Dame Sara has received regular briefings from the National Crime Agency. She has met investigating officers who have led recent cases and heard of the challenges and persistence required to bring perpetrators to justice. She visited the Modern Slavery Police Transformation Unit and has begun crucial engagement with key leads including the Chief Executive of the GLAA identifying opportunities to work together; with the Chief Executive of the College of Policing to seek assurance and scrutiny on the provision of police professional training; and with the Crown Prosecution Service to understand issues such as the section 45 defence.

Focusing on prevention:

The July convictions of eight people for exploiting over 80 Polish workers in a range of West Midlands businesses provided Dame Sara with an opportunity to highlight the impact of modern slavery, including writing to the chief executives of companies whose suppliers were involved seeking reassurance that they will be reviewing their supply chains. Dame Sara spoke at the government conference in Australia, where her message was that whilst companies in the UK may be producing modern slavery statements, public procurement still needs to be subject to the same scrutiny and that there is a role for business in the recovery of survivors.

Getting value from research and innovation:

Dame Sara is setting her focus on bridging the gap between research, policy and practice to ensure there is a relentless focus on what works. She has endorsed the Government announcement of the funding for a Policy and Evidence Centre for Modern Slavery and Human Rights and looks forward to working with this centre.

PREPARE

2.99 Prepare activity is focused on reducing the harm caused to victims of modern slavery as a result of their exploitation. The National Referral Mechanism (NRM) is the process by which the UK identifies and supports potential victims of modern slavery.

2.100 In October 2017, the UK Government announced a significant and ambitious package of reforms to the NRM, which will make a tangible difference to the experience of modern slavery victims, supporting their recovery and increasing their resilience to future exploitation. The reforms are focused around four key objectives:

- Quicker, more certain and credible decision-making.
- Improved support for victims – before, during and after the NRM.
- Improved identification of victims of modern slavery.
- Addressing the specific vulnerabilities of children.

2.101 The delivery of the reform programme is a key priority for the Government and work is underway to ensure that there is a robust evaluation across the strands of activity. Over the

past year, significant progress has been made to deliver this ambitious reform programme.⁵²

2.102 To achieve quicker and more certain decision-making, that stakeholders and victims have confidence in:

- A new Single Competent Authority (SCA) was launched on 29 April 2019 to handle all NRM cases and provide high quality, timely decisions for victims (see paragraph 1.07).
- Independent Multi-Agency Assurance Panels of experts (MAAPs) have been set up to review all negative conclusive grounds decisions on cases referred directly to the SCA, adding a third level of scrutiny to such cases, which are initially reviewed by an SCA decision maker and subsequently by an SCA technical specialist. These independent panels can recommend the Home Office to reconsider any case where they do not agree with the decision that was made by the case work team. All MAAP chairs have been appointed via a public appointment process.⁵³ Initially,

⁵² Regular updates on the delivery of the NRM reforms are available through the NRM Reform Newsletter: <https://gov.smartwebportal.co.uk/homeoffice/public/webform.asp?id=127&id2=835391>.

⁵³ The announcement together with a full list of MAAPs chairs is available here: <https://www.gov.uk/government/news/ten-independent-chairs-announced-to-scrutinise-modern-slavery-cases>.

Case study: SCA

On 29 April 2019, the Home Office launched the new Single Competent Authority (SCA) to run the National Referral Mechanism (NRM). As part of the Serious & Organised Crime Group, this unit is responsible for the identification of modern slavery victims across the UK and for the management of victim support in England and Wales. The SCA has been formed as part of a wide programme of reform to the NRM, which also includes improvements to the identification process and the support provision for victims.

The SCA is also responsible for the management of the Victim Care Contract, through which the Government provides support to victims of modern slavery in England and Wales. There are separate arrangements for support in Scotland and Northern Ireland. In England and Wales the support is currently provided through the Salvation Army, which uses a network of subcontractors to provide accommodation and support services.

The SCA has casework teams in seven locations and operates in all four nations of the UK. It currently employs over 130 staff who are at the heart of the decision making process. The unit also comprises a technical specialist and case preparation team, a post-decision and training team and a casework support team. Moving into a single, expert case-working unit has allowed a more streamlined approach to the way in which decisions are made, enabling high quality, consistent and timely decisions for potential victims of trafficking of all nationalities.

over 50 panel members were drawn from a selection of professions including from police/law enforcement; local authorities and NGOs, all of whom have experience and knowledge of dealing with victims of modern slavery, and over summer 2019 a further selection process has increased panel member numbers to over 70, including increased representation from local authorities.

- A new digital system has been built to support the NRM process, making it easier for those on the front line to refer victims into support. The digital system supports an effective and efficient case management process in enabling the identification of victims too. Digitising the end-to-end NRM systems from referrals through to case working further enables data to be captured and analysed to better aid law enforcement. In August 2019, the digital referral form was launched following a successful closed-beta testing with a group of First Responders.

2.103 To improve support for adult victims before, during and after the NRM:

- The Home Office is working with local authorities to develop and disseminate best practice for victims to transition into communities and access local services. Six local authorities (Birmingham, Croydon, Derby, Leeds, Nottingham and Redbridge) are now accepting referrals through the pilot scheme.
- Minimum standards of care will be introduced in all future contracts providing support to adult victims of modern slavery in England and Wales. The Home Office is working with the Care Quality Commission (CQC) to develop an inspection regime based on the Human Trafficking Foundation's updated Slavery and Trafficking Survivor Care Standards.⁵⁴ CQC led two engagement days, in May and September 2019, with a targeted group of stakeholders from support providers, the Victim Support MSSIG group and survivor rights groups to refine the inspection regime framework. The Home Office has supported the training of CQC inspectors so that they

are well equipped to examine all services provided to modern slavery victims. CQC inspectors have also received training in trauma-informed practice. This regime is currently being piloted in the existing Victim Care Contract.

- The UK Government is currently working to procure the next iteration of the Victim Care Contract. The contract will also enhance the services available after receiving a positive Conclusive Grounds decision, recognising that victims may still have a need to access occasional or ongoing assistance.
- The UK Government has made significant progress in developing statutory guidance for England and Wales under Section 49 of the Modern Slavery Act 2015, setting out the indicators someone may be a victim of modern slavery, the support to which victims are entitled, and the process for determining whether someone is a victim. This will be published in the coming months.
- The Home Office has introduced a Recovery Needs Assessment, which will further improve support for confirmed victims by ensuring their ongoing recovery needs arising from their modern slavery experiences are identified and supported through the Victim Care Contract or other services. The Recovery Needs Assessment will inform an individual move-on plan with the aim of establishing longer-term stability by helping victims transition out of Victim Care Contract support and back into a community, as appropriate.

2.104 To improve identification of victims of modern slavery:

- The Home Office has been working with stakeholders to review the role of First Responders, looking at who should be First Responders, how non-statutory organisations can apply to be a First Responder Organisations and how First Responders should be trained. Findings will be published in the coming months.

⁵⁴ <https://www.antislaverycommissioner.co.uk/media/1235/slavery-and-trafficking-survivor-care-standards.pdf>.

Modern Slavery Strategic Implementation Group (MSSIG)

The MSSIG was established to support implementation of the UK Government's modern slavery agenda through collaboration and engagement between the Government, Devolved Administrations, NGOs and businesses. In September 2018, the group was refreshed, recognising that modern slavery is a complex and multifaceted issue. It now consists of six thematic MSSIG groups covering different strands of the modern slavery strategy, including Law Enforcement, Prevent, Protect, Prepare, International and Children. Each thematic group decides its own priorities and work plan in conjunction with the Home Office. Chairs from each of the thematic groups feed into a Core Group which meets quarterly.

2.105 To improve support for child victims of modern slavery:

- The Home Office has rolled out Independent Child Trafficking Guardians (renamed from Independent Child Trafficking Advocates in line with the recommendations of the Independent Review of the Modern Slavery Act), an independent source of advice for trafficked children, in one-third of local authorities across England and Wales. Following the interim findings⁵⁵ in July 2018 of the Independent Child Trafficking Guardian assessment, the service model was revised and now provides one-to-one support for children who have no one with parental responsibility for them in the UK via an ICTG Direct Worker and an expert ICTG Regional Practice Co-ordinator for children where there is someone with parental responsibility for them in the UK. Recently, the Home Office, in conjunction with the University of Bedfordshire, published the final assessment of the ICTG service across the first three early adopter sites (Greater Manchester, Hampshire and the Isle of Wight, and nationally in Wales).⁵⁶ Work to roll out ICTGs across England and Wales is ongoing and will continue to be informed by both recommendations from the Independent Review of the Modern Slavery Act 2015 and learning from the evaluation of the early adopter sites.

⁵⁵ <https://www.gov.uk/government/publications/an-assessment-of-independent-child-trafficking-advocates-interim-findings>.

⁵⁶ The final report of the evaluation of Independent Child Trafficking Guardians – Early Adopter Sites is available at: <https://www.gov.uk/government/publications/an-evaluation-of-independent-child-trafficking-guardians-early-adopter-sites-final-report>. The interim guidance for ICTGs – Early Adopter Sites is available here: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/819572/Interim-Guidance-for-Independent-Child-Trafficking-Guardians-Early-Adopter-Sites.pdf.

- Recommendations on how to make the NRM child-friendly are being implemented, including looking at how the NRM decisions are communicated to children.

2.106 Beyond the ambitious package of NRM reforms announced in 2017, the UK Government is also working to:

- Embed an end-to-end a needs-based approach to support, to better respond to the complex needs of victims and provide them with appropriate support.
- Effectively involve modern slavery survivors in the policy making process.
- Enhance cooperation with other government and NGO partners from five other countries (Belgium, Greece, Sweden, France and Italy) to effectively safeguard children migrating across borders from being trafficked through participating in the AMINA project, which is run by Missing Children Europe. The partnership is currently producing a report on the simulations, a toolkit and practical guidelines that frontline professionals across Europe can use to ensure prevention and follow-up measures take place across borders to protect children from traffickers and people who mean them harm.

Support for Adult Victims

2.107 Across the UK, victims of modern slavery are provided with specialist support and advocacy to assist them in rebuilding their lives and reintegrating into local communities following exploitation. While the NRM decision-making is delivered by a central mechanism, victim support is devolved, with different arrangements in place in England and Wales, Scotland and Northern Ireland.

Case Study: Adult Victim

A British man in his 30s from the south of England had battled substance misuse for many years without success. When his drug problems became more serious he lost both his job and his home. At this extremely vulnerable stage in his life he was targeted by dealers who groomed him, offering friendship and a supply of drugs in return for running a few minor errands for them. Before long this escalated and he was being forced to steal and to sell drugs for them, subjected to beatings and threats of even more extreme violence. When he tried to get away, they tracked him down. Eventually when the dealers started to threaten his family too, he went to the police and was recognised as a victim of modern slavery.

He was referred to The Salvation Army for specialist support and they drove him to a safe house in another part of the country. Support workers there arranged counselling, and access to help with managing his addiction. Over time, as he began to recover, they also helped him find employment and his own flat in the same area. He said: "I was in a very difficult part of my life and being taken advantage of. After being referred into the National Referral Mechanism, The Salvation Army has given me all the support I needed to start again and I am very optimistic for my future."

England and Wales

2.108 Since July 2011, the UK Government has funded a specialist Victim Care Contract (VCC) for adult victims of modern slavery in England and Wales, which is the main way of providing specialist support. The contract is currently delivered through The Salvation Army, and provides secure accommodation, financial support, advocacy services and access to legal aid and medical care through 12 specialist subcontractors.

2.109 Support through the Victim Care Contract is available to all adult victims who are referred to the NRM and receive a positive reasonable grounds decision. Their dependents are also able to receive support. The support is available for a minimum of 45 days and until a conclusive grounds decision about their victim status has been made. Those who receive a positive conclusive grounds decision will have their recovery needs assessed. They will be entitled to remain in support for at least 45 days following their positive conclusive grounds decision, in order to facilitate, where possible, their transition into alternative services or a return to their country of origin.

2.110 In the financial year 2018/19, 2,111 adults entered the specialist support provided through the Victim Care Contract. This figure is lower than the total NRM referral numbers because not all potential victims referred to the NRM wish to access support, many referrals are for children who are supported by local authorities, or the

potential victims receive a negative reasonable grounds decision and are therefore not able to access NRM support.

Support for Adult Victims - Scotland

2.111 Support for adult victims in Scotland is provided by two specialist bodies – Trafficking Awareness Raising Alliance (TARA) and Migrant Help. These organisations are funded by the Scottish Government to provide support and assistance to suspected adult victims of human trafficking and exploitation. TARA supports adult female victims of trafficking for commercial sexual exploitation; Migrant Help supports all other adult victims. Support and assistance that may be provided includes accommodation, day to day living, medical advice and treatment, language translation, counselling, legal advice, and repatriation.

2.112 Over the course of 2018/19, Migrant Help supported 215 potential victims, and TARA supported 83.

2.113 The statutory period of support for adult victims in Scotland came into force on 1 April 2018 with the minimum period of support doubling to 90 days. At the same time, support for victims of the offence under Section 4 of the Act (slavery, servitude and forced or compulsory labour) was also placed on a statutory footing. These changes were agreed unanimously in Parliament and were welcomed by victim support organisations and the former Independent Anti-Slavery Commissioner. Potential victims in

Scotland can also receive support on a non-statutory basis from TARA and Migrant Help both before a reasonable grounds decision and after the 90-day period. This is based on a case by case assessment.

Support for Adult Victims - Northern Ireland

2.114 During the last year, standards of victim support were enhanced through re-procurement of Northern Ireland's support contract. In line with legislative support requirements, Migrant Help is contracted by the Northern Ireland Department of Justice to provide support to adult male potential victims of modern slavery, and Belfast and Lisburn Women's Aid is contracted to provide support to adult potential female victims of modern slavery. Assistance provided to potential victims includes safe accommodation, translation services and assistance in obtaining healthcare services, as well as assistance in obtaining legal advice/representation or, where appropriate, help with repatriation.

2.115 The Northern Ireland Modern Slavery Strategy 2019–2020 includes an undertaking to explore the potential for support available to adult potential victims of modern slavery under the DoJ support contract to be provided for an extended recovery and reflection period, subject to available resources.

2.116 Table 1 details the numbers of adult male and female potential victims supported by DoJ's contracted support providers (currently Migrant Help, and Belfast and Lisburn Women's Aid).

	2017	2018
Male	13	8
Female	18	18
Total	31	26

Table 1: Total number of supported adult potential victims in Northern Ireland

Support for Child Victims - England and Wales

2.117 In England and Wales, support for child victims is primarily provided by the relevant children's services department within the local authority under existing statutory child protection arrangements.

2.118 Over the last year, the UK Government has continued to develop its support for child victims

in England and Wales. Following the Wood Review into the role and functions of Local Safeguarding Children's Boards (LSCBs)⁵⁷, the Government introduced legislation through the Children and Social Work Act 2017 to reshape the way in which local agencies – local authorities, police and clinical commissioning groups – work together to safeguard and promote the welfare of children. This is the first time there has been a joint duty on health, police and local authorities to work together on safeguarding children.

2.119 In November 2017, the Department for Education (DfE) published revised and expanded statutory guidance for local authorities caring for unaccompanied migrant children and child victims of modern slavery.⁵⁸ In July 2018, DfE also published the *Working Together to Safeguard Children* statutory guidance.⁵⁹

2.120 The UK Government has met the commitment in its Safeguarding Strategy for unaccompanied asylum seeking and refugee children (published in November 2017) by commissioning the Refugee Council and Every Child Protected Against Trafficking (ECPAT), to deliver almost 1,000 safeguarding training places for foster carers and support workers caring for Unaccompanied Asylum-Seeking Children (UASC), including those at high risk of going missing or being re-trafficked.

Child Trafficking Protection Fund

2.121 Complementing the roll out of Independent Child Trafficking Guardians (ICTG), on 28 June 2016, the Government announced up to £3 million for a Child Trafficking Protection Fund (CTPF). The CTPF had two objectives - to support the recovery of trafficked children including through specialist care, and to reduce vulnerability to exploitation by preventing trafficked children from going missing and potentially being re-trafficked. In January 2017, the Home Secretary announced £2.2 million from the CTPF, awarded to seven organisations to protect vulnerable children in the UK and overseas who are at risk of trafficking.

⁵⁷ <https://www.gov.uk/government/publications/wood-review-of-local-safeguarding-children-boards>.

⁵⁸ <https://www.gov.uk/government/publications/care-of-unaccompanied-and-trafficked-children>.

⁵⁹ <https://www.gov.uk/government/publications/working-together-to-safeguard-children--2>.

Case Study: Child Victim

X (child) was referred into the Independent Child Trafficking Guardianship (ICTG) Service by their Youth Justice Worker (YJW) in June 2019. The YJW contacted the ICTG Support Line for advice regarding the details surrounding X's offence. Concerns were raised that X was being criminally exploited and trafficked by family members and contacted the support line for further advice and assistance as X was due to stand trial for assault (wounding with intent to cause GBH).

Support line and RPC actions:

X's YJW received an immediate response from ICTG Support Line staff; who recognised that X's case would need to be managed sensitively in court. The YJW was also advised to update X's solicitor and Social Worker to request that the case was heard in a closed court. The case was then passed to the ICTG RPC to complete an NRM referral and follow-up on the strategy meeting request.

During the strategy meeting there were conflicting views as some agencies solely viewed X as a perpetrator. The YJW and the RPC both emphasised that it was important that the young person's vulnerabilities were recognised and understood, so that effective safety planning could take place.

Outcomes:

X received a positive Reasonable Grounds Decision from the NRM and a Modern Slavery crime was logged. Through working with the ICTG service, the YJW felt able to write a pre-sentence report which balanced the complexities of X's situation.

The judge felt the report was very fair and took the Pre-Sentence Report and the NRM decision into consideration. X was sentenced to a stringent community sentence instead of a custodial sentence. This recognised the severity of X's offence, but also the duress and pressure placed on him by family members.

The YJW found the support from the ICTG RPC service effective in assisting them to support X; the joint work between the agencies resulted in positive outcomes for X, who is currently doing very well in the community.

2.122 The CTPF completed on 31 March 2019. An independent evaluation of the seven projects, led by the University of Bedfordshire, is currently underway. On 14 June 2019, project leads from both the CTPF project and the Modern Slavery Innovation Fund met for an 'end of project event' at the Home Office. This provided an important opportunity for project leads to share findings and reflect on what went well, lessons learned and gaps for future research.

Support for Child Victims – Scotland

2.123 In Scotland, local authorities have responsibility for providing support to child victims of trafficking under existing child protection and children's services legislation. This support is given regardless of the form of abuse suffered. The necessary support for children is already set out in the National Guidance for Child Protection

in Scotland 2014 and the Getting It Right for Every Child (GIRFEC) framework.

2.124 A consultation on section 11 of the Human Trafficking and Exploitation (Scotland) Act 2015, which makes provision for an Independent Child Trafficking Guardian for unaccompanied children who have been trafficked or are vulnerable to being trafficked, was published on 26 August 2019.⁶⁰ This legislation puts the role of the Guardian on statutory footing with other support services. The Scottish Guardianship Service, which is funded by Scottish Government and delivered in partnership by Aberlour Child Care Trust and Scottish Refugee Council, will continue to provide support to unaccompanied and trafficked children until the new statutory service is in place.

⁶⁰ <https://www.gov.scot/publications/implementation-section-11-human-trafficking-exploitation-scotland-act-2015-independent-child-trafficking-guardians/>.

Support for Child Victims – Northern Ireland

2.125 The Northern Ireland Department of Health leads on the protection and safeguarding of children in Northern Ireland. Robust measures to protect and support children, including victims of trafficking and modern slavery, are in place under the Children (Northern Ireland) Order 1995. The Health and Social Care Board has initiated a targeted initiative to recruit trained carers for separated/trafficked children. Those placed in foster care may, subject to the agreement of the foster carers, access the Going the Extra Mile Scheme which enables young people to remain with their carers after turning 18.

2.126 Article 21 of the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015 places a requirement on the Regional Health and Social Care Board to enable an Independent Guardian to assist, represent and support a child for whom an NRM referral has been or is about to be made, or for a separated child. The Independent Guardian Service became fully operational in Northern Ireland on 1 April 2018 and currently has four Independent Guardians in place for children under the legislation. The Independent Guardian Service will be evaluated, and it is intended that an independent evaluator will be identified by April 2020.

INTERNATIONAL

2.127 All United Nations' member states have endorsed the UN Sustainable Development Goals (SDGs – also known as Agenda 2030). Three of the SDG targets (5.2, 8.7 and 16.2) that underpin these goals will be instrumental to ending global modern slavery by 2030. Modern slavery causes significant damage to victims and the proceeds of which often fund other criminal activities of serious and organised crime groups. The Government recognises that the UK cannot tackle this crime alone and we must work with our international partners to deliver progress.

2.128 The UK continues to demonstrate international leadership, driving action towards the long-term ambition of eradicating modern slavery. The UK's work in combatting modern slavery brings together a cross-Government effort, encompassing Home Office, Department for International Development, the Foreign and Commonwealth Office, Department for Work and Pensions, Crown Prosecution Service, Border Force, Immigration Enforcement International and the National Crime Agency.

2.129 In the past year, the UK has aligned international engagement on modern slavery with the 2018 Serious and Organised Crime (SOC) Strategy. This strategy provides a framework and outlines a set of capabilities designed to respond to the full range of serious and organised crime threats.

2.130 The UK Government has developed two key tools to achieve this. The first is a new overseas analytical process called Serious and

Organised Crime Joint Analysis (SOCJA). SOCJA assessments shed light on the shape, nature and enablers of illicit markets, improving our understanding of the drivers of serious and organised crime to design better targeted or new interventions.

2.131 The second is a new FCO-led network of Joint Serious and Organised Crime Platforms (JSOCs) which have been established in over 50 countries to align and coordinate the implementation of our overseas response. A new cross-government overseas policy specialist network (SOCnet) has also been established, jointly run by the Home Office, FCO and DfID, to complement the operational work of existing law enforcement networks. SOCnet launched this year and is funded through the Conflict, Stability and Security Fund. The UK Government is working to ensure that modern slavery is seen as a priority by SOCnet as it reinforces our present law enforcement approach by building up our ability to use all our overt diplomatic, political and development levers within our overseas network to counter serious and organised crime. Joint work with individual international partners, including the EU, the Five Eyes community and multilateral agencies, continues to be central to delivery.

2.132 As a result of the Independent Review of the Modern Slavery Act, the UK Government will be appointing a Migration and Modern Slavery International Envoy, who will be based in the Foreign and Commonwealth Office and will represent the UK in a range of bilateral and multilateral discussions.

Case Study: 'Not For Sale' - Joint UK-Nigeria communications campaign

Mentors from the Government Communication Service International (GCSI - Cabinet Office) delivered a campaign jointly with the Nigerian anti-trafficking agency (NAPTIP) in Spring 2019, with funding from both the Home Office and DfID. The campaign targeted young women vulnerable to exploitation and promoted positive messages about job opportunities and prospects within Nigeria (compared with the risks of travelling abroad).

The campaign was delivered in partnership with DfID's job development programme in Nigeria (MADE) to ensure that those who engage with the campaign can be linked to genuine job opportunities. The purpose of delivering in partnership with NAPTIP is to promote sustainability by building their capabilities to deliver effective strategic communications campaigns independently beyond UK funding. Evaluation of the campaign found that 88% of young women and 93% of family members had a positive reaction to the campaign. 83% of young women think starting a business is a good career choice (27% increase compared to before the campaign).

Collaborating with source countries to eradicate modern slavery in the UK

2.133 The UK Government has continued to engage with source countries from where a high number of vulnerable people are trafficked into the UK. This includes investing the Home Office's £33.5 million Modern Slavery Fund in Nigeria, Albania and Vietnam. Some key examples of the work with origin countries includes:

- The UK Government signed a Memorandum of Understanding with Vietnam in November 2018 to allow for greater collaboration around intelligence sharing, supporting victims and prevention.
- Funding capacity building of law enforcement and judges in Nigeria on how to effectively investigate, prosecute and try modern slavery cases.
- Training for Orthodox priests and First Responders in Romania on spotting the signs of modern slavery reached 15 counties, 81 parishes and over 11,000 individuals. Reports suggest that at least two individuals were directly lifted out of exploitation as a result.
- The UK-led specialist modern slavery investigation training in Warsaw for 28 officers across six European countries and Europol, promoting common approaches and sharing methods of investigation and prosecution.
- The UK-led capacity building workshops for 24 prosecutors from five central European countries with a focus on tackling business models of traffickers and use of internet, tracing assets and confiscation.

2.134 As part of the Home Office £33.5 million Modern Slavery Fund, the Modern Slavery Innovation Fund tests innovative approaches to build the evidence base on what works. The first phase of the fund concluded in March 2019 having supported 10 projects to deliver a range of international interventions. An independent evaluation, which will be published in due course, found the programme to be 'genuinely an innovation fund, supporting original thinking on modern slavery'. These projects delivered impact on the ground, including:

- Over 22,000 professionals trained, such as police and government officials, health workers and hotel staff, to help them prevent and identify modern slavery.
- Over 36,000 vulnerable people internationally, including in Nigeria, the Philippines and Vietnam, provided with services to help prevent them becoming victims or to help them recover from exploitation.
- Over 87,000 people reached directly through face-to-face prevention communications, such as events in schools, interactive theatre performances and community town hall meetings.

2.135 Phase Two of the Modern Slavery Innovation Fund, from 2019-21, includes projects to improve workers' rights in Mauritius and Malaysia, support victims in India, tackle stigma as a driver of modern slavery in Ethiopia and Indonesia, and continue strengthening the global evidence base.

Building partnerships to eradicate modern slavery globally

2.136 Modern slavery is a complex problem with many forms that take place all over the world. To make sustainable progress countries need to come together to devise strategies to combat modern slavery. Each country faces its own specific challenges and the UK Government's work is tailored accordingly. However, there are essential elements that should underpin a strong and effective national response. The UK is continuing to build partnerships with countries to identify where Government's assistance can have the greatest impact and the FCO has mobilised the UK's diplomatic network to identify options for cooperation. In the past year, this has included sharing the UK's experiences, providing capacity building for legislation and law enforcement agencies, helping with legislative drafting, working on specific sectors such as the garment industry, and commissioning studies to help partner government to better understand the size of the human trafficking issue in their specific countries and helping establish new guidelines for data management.

2.137 The UK's international efforts to fight slavery are supported by an Overseas Development

Assistance (ODA) commitment of over £200 million. UK Aid funded programmes work to reduce vulnerability to exploitation, address the permissive environments that allow modern slavery to thrive and support businesses to employ innovative approaches to eradicate exploitation in their supply chains. Current DfID funding includes a £20 million commitment to the Global Fund to End Modern Slavery (GFEMS), a new public partnership which seeks to pioneer new approaches to tackling slavery, constructing new methods for estimating prevalence, working with new partners in the private sector to develop innovative ways to addressing modern slavery including through the use of technology. Norway has now joined the UK and the US in support of GFEMS.

2.138 This partnership work includes cooperation with EU countries who we will continue to work closely with as friends and partners on these challenges. In July 2019, the UK and Netherlands held a bilateral dialogue event on modern slavery and human trafficking at the Dutch Embassy in London. The dialogue brought together a range of UK experts: Crown Prosecution Service, Police, Single Competent Authority, and The Salvation Army with their Dutch counterparts to discuss business and human rights, victim care, labour exploitation and sexual exploitation.

2.139 In the global effort to meet Agenda 2030, the UK is taking a leading international role to increase political will and drive action to eradicate modern slavery. Government continues to work through multilateral bodies and processes including International Labour Organisation, UN Office on Drugs and Crime, the Office of the UN High Commissioner for Human Rights, International Organisation for Migration (IOM) and the G7 and G20 to effect change through multilateral channels. The UK also supports international coalitions such as Alliance 8.7 and UN forums such as the Inter Agency Coordination Group against Trafficking in Persons (ICAT) to help build global consensus and support development of a coordinated national response.

2.140 The Call to Action to End Forced Labour, Modern Slavery and Human Trafficking, launched by the then Prime Minister, Rt. Hon. Theresa May at the UN General Assembly in September 2017, is a political declaration on a set of common

principles to use as the basis for country strategies and international action. It has now been endorsed by close to 90 countries and the UK continues to advocate for member states to take concerted action to fulfil the commitments and develop tailored national responses to meet SDG 8.7. Government will also continue to encourage further endorsements, through bilateral engagement and diplomatic channels.

2.141 Promoting the themes set out in the Call to Action will drive the UK's multilateral approach. A key priority this year is building momentum on global efforts to end modern slavery in supply chains, including promotion of the internationally applicable principles launched in 2018 by the Secretary of State for International Development alongside our partners in the US, Canada, Australia and New Zealand to galvanise work to tackle modern slavery in international government supply chains. The UK will continue to work with these partners to share best practice.

2.142 There has been good momentum this year with new commitments agreed to promote responsible business conduct in global supply chains and strong focus on strengthening coordination to combat human trafficking networks at the G7 Interior Ministerial Event. The UK has also worked with partners to support the development of a new Alliance 8.7 report, commissioned at the 2017 G20 Labour Ministerial, containing proposals to accelerate action to eliminate the worst forms of child labour, forced labour, and modern slavery in global supply chains, including identifying high risk sectors, and how to support capacity building in the countries most affected.

2.143 DfID international programmes seek to tackle the root causes of slavery by creating jobs and livelihoods, changing business and recruitment practices, building capacity for law enforcement, and protecting victims. DfID will focus on supporting the most vulnerable – particularly children, women and girls. For example, support has already reached over 470,000 vulnerable women and girls through the first phase (£10 million) of DfID's flagship Work in Freedom Programme, which aims to reduce the risk of slavery amongst migrant women workers across South East Asia by educating and training women in their communities and working with

businesses and recruiters. Phase II of the programme is now underway following a further £13 million investment. Other recently announced programmes include a £10 million multi-country research project to help prevent child labour in the agriculture sector across Africa.

2.144 In July 2019, the UK presented our Voluntary National Review at the UN High-Level Political Forum, reporting on progress the UK has made to deliver the SDGs, including SDG 8.7.

Committed ODA programmes to tackle modern slavery since September 2018			
Programme	Location	Summary	Allocation
Home Office Modern Slavery Fund			
Modern Slavery Innovation Fund	Albania, Bangladesh, Ethiopia, Ghana, India, Indonesia, Madagascar, Malaysia, Mauritius, Nigeria, Philippines, South Africa, Vietnam	Support to projects trialling innovative approaches. Phase One ran from 2017/18-2018/19. Phase Two runs from 2019/20-2020/21	£11m 2017-2021
Home Office led programme	Nigeria	Criminal justice capacity-building, victim support and prevention work	£5m 2017-2021
Home Office led programme	Vietnam	Criminal justice capacity-building, victim support and prevention work	£3m 2017-2021
Home Office led programme	Albania	Criminal justice capacity-building, victim support and prevention work	£2m 2019-2021
Foreign Office led projects	Bangladesh, DRC, India, Indonesia, Pakistan, Philippines, Sudan	Various projects including research, criminal justice capacity building and prevention	£2.5m 2017-2021
Child Trafficking Protection Fund	UK and Vietnam	Support to seven projects protecting vulnerable children at risk of trafficking	£2.2m 2017-2019
18-20 Commonwealth Fund			
UN Office on Drugs and Crime (Home Office lead)	India, Sri Lanka, Zambia, Malawi	Criminal justice capacity building with four Commonwealth countries	£2m 2018-2020
Commonwealth Parliamentary Association (Home Office lead)	Bangladesh, Kenya, Malawi, Nigeria, Namibia, Ghana	Support for Commonwealth parliamentarians to strengthen legislation and national action plans	£0.5m 2018-2020

Ending child labour in the Commonwealth (DfID lead)	India, Pakistan, Bangladesh	Improve data, evidence and knowledge to support better interventions to tackle child labour and build capacity to end the practice in Commonwealth countries	£0.5m 2018-2020
Foreign and Commonwealth Office programmes			
International programmes	Various countries	Various projects, including scoping projects and prevalence studies, capacity building for law enforcement and support to National Action Plans	£1.9m 2019-2020
Department for International Development programmes			
Action of Children's Harmful Work in African Agriculture	Africa	Multi country research programme on harmful children's work in African agriculture. Evidence on forms, drivers and experiences and effective prevention	£10m 2019-2026
AAWAZ II: Inclusion, Accountability and Reducing Modern Slavery	Pakistan	Support to tackle the challenges of child labour and modern slavery and strengthen the ability of the state to respond	£4.7m 2018-2023
Support to the Global Fund to End Modern Slavery	India, Bangladesh	Support to develop new and innovative approaches to tackling slavery	£20m 2018-2021
Stamping Out Slavery in Nigeria	Nigeria	Support to strengthen slavery prevention work by Government and NGOs	£10m 2018-2023
Protection, Rehabilitation and Reintegration support for Nigerian returnees from Libya	Nigeria	Support the rehabilitation and reintegration of victims of trafficking and vulnerable migrants, returned from horrendous conditions in detention in Libya	£3m 2018-2020
Protecting Children on the Move	Horn of Africa	To protect up to 400,000 boys and girls at risk of slavery in the Horn of Africa and along dangerous migratory routes in Somalia, Sudan and Ethiopia	£10m 2017-2020
Regional programme targeting the worst forms of child labour	Afghanistan, Bangladesh, Burma, India, Nepal, Pakistan	To reduce the vulnerability of children to bonded labour in hazardous industries and to prevent children being trafficked into commercial sex work	£26m 2018-2023

Effective Approaches in Ending Worst Forms of Child Labour (EAPEC)	Central African Republic, DRC, Ethiopia	To enable boys and girls rights to be protected from the worst forms of child labour. With specific focus on those forcibly recruited into armed conflict, used in prostitution, forced labour or hazardous work	£12m 2018-2021
Preventing Child Labour	Bangladesh	Support the Government of Bangladesh to eliminate the worst forms of child labour by building the evidence base and pilot innovative approaches to protect the most vulnerable	£5m 2018-2022
Work in Freedom Programme – Phase 2	South Asia/Middle East	Support to help women and girls facing slavery and exploitation across South Asia and the Middle East	£13m 2018-2023
Alliance 8.7 (Global Coalition)	Global	Supporting IOM to advance the work of the Alliance 8.7 Action Group on Migration	£212,500 2018

Chapter 3: The UK's Future Response

3.01 This report has detailed the UK's response to modern slavery and will continue these efforts over the next year. In England and Wales, this will include working at full speed to implement the NRM reform programme and embed an end-to-end needs-based approach to better respond to the complex needs of victims and provide them with appropriate support.

3.02 The Government will continue to build the evidence base, identify and seek to fill key research gaps; raise awareness through targeted communications, and work with partners to identify and implement promising pilot interventions. The UK will respond to the consultation on potential legislative changes to the transparency requirement in the Modern Slavery Act 2015 by developing a central reporting service for statements published under the Act and will also publish its own Modern Slavery Statement in 2019. Ministerial departments will publish individual annual modern slavery statements after financial year 2020/21.

3.03 The UK will continue to utilise its legislation to tackle modern slavery and build on the significant progress made through investments into law enforcement, ensuring that traffickers are brought to justice via the criminal justice system and that victims are safeguarded.

3.04 The Government will continue to drive the global response against modern slavery by working with multilateral organisations, governments, the public and private sector and local communities particularly on issues with global interest such as transparency in supply chains. The UK will deliver on its ODA

commitments, using its improved understanding of modern slavery and country-specific vulnerabilities to implement targeted programmes designed to reduce the incidence of modern slavery. The Migration and Modern Slavery Envoy will take up their post this year.

3.05 The Northern Ireland Executive will be training and collaborating with councils and first responders to raise awareness to help identify signs of slavery and trafficking and how to report suspicions. A public consultation will be launched on new organised crime legislation proposals and on TISC arrangements. Further plans are in place to affect an uplift in PSNI modern slavery specialist officers to take forward more proactive investigations.

3.06 The Scottish Government published its second annual progress report on implementation of the Human Trafficking and Exploitation Strategy⁶¹, The Human Trafficking and Exploitation (Scotland) Act 2015 ("the Act") places a legal duty on Scottish Ministers to prepare and review this Strategy which will occur before 30 May 2020. A consultation on section 38 of the Act closed on 6 September 2019. Responses will be analysed before regulations are developed.

61 <https://www.gov.scot/Publications/2018/06/7045/downloads#res537348>

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Annex – Data Tables

Chapter 1

NRM referrals

	By Country of Crime Recording ⁶²			
	2017	% of total 2017	2018	% of total 2018
England	4,707	92%	6,454	92%
Northern Ireland	31	<1%	52	1%
Scotland	207	4%	228	3%
Wales	193	4%	251	4%
Total	5,138		6,985	

Table A1: NRM Referrals by UK Country in 2017 and 2018

National Police Chiefs' Council (NPCC) Region	Volume of cases referred for crime recording purposes	
	2017	2018
East Midlands	253	385
Eastern	528	689
London	1,624	2,111
North East	485	697
North West	495	739
Northern Ireland	31	52
Scotland	207	228
South East	562	838
South West	220	301
Wales	144	198
West Midlands	589	747
Total	5,138	6,985

Table A2: NPCC region of potential victims referred to the NRM in 2017 and 2018

⁶² The criteria used by the NCA Modern Slavery and Human Trafficking Unit (MSHTU) to identify the appropriate force for crime recording is: *The force has acted as First Responder, or the referral indicates that the force is already involved in the recording/investigation of the potential modern slavery human trafficking (MSHT) offences; or The potential victim has been exploited within the force area; or The potential victim has been exploited abroad, or at an unknown location and the victim's address at time of referral is within the force area; or The potential victim has been exploited abroad or at an unknown location and they have presented to another First Responder within the force area.*

Region of claimed exploitation	2016	2017	2018
Not Known	783	705	699
Overseas	1,065	1,618	1,995
UK and Overseas	215	341	402
UK only	1,741	2,474	3,889
Total	3,804	5,138	6,985

Table A3: Region/country of claimed exploitation of potential victims referred to NRM in 2016, 2017 and 2018

Cited Exploitation Type	Exploited as Adult/Child	2016	2017	2018
Domestic Servitude	Adult	329	363	413
	Child	103	118	96
<i>Domestic Servitude Total</i>		<i>432</i>	<i>481</i>	<i>509</i>
Labour Exploitation	Adult	1,126	1,349	2,003
	Child	480	1,038	1,987
<i>Labour Exploitation Total</i>		<i>1,606</i>	<i>2,387</i>	<i>3,990</i>
Organ Harvesting	Adult	1	3	2
	Child	0	0	4
<i>Organ Harvesting Total</i>		<i>1</i>	<i>3</i>	<i>6</i>
Sexual Exploitation	Adult	958	1,178	1,289
	Child	366	563	637
<i>Sexual Exploitation Total</i>		<i>1,324</i>	<i>1,741</i>	<i>1,926</i>
Unknown Exploitation	Adult	111	129	150
	Child	330	397	404
<i>Unknown Exploitation Total</i>		<i>441</i>	<i>526</i>	<i>554</i>
Annual Total		3,804	5,138	6,985

Table A4: Reported exploitation type of potential victims referred to the NRM in 2016, 2017 and 2018

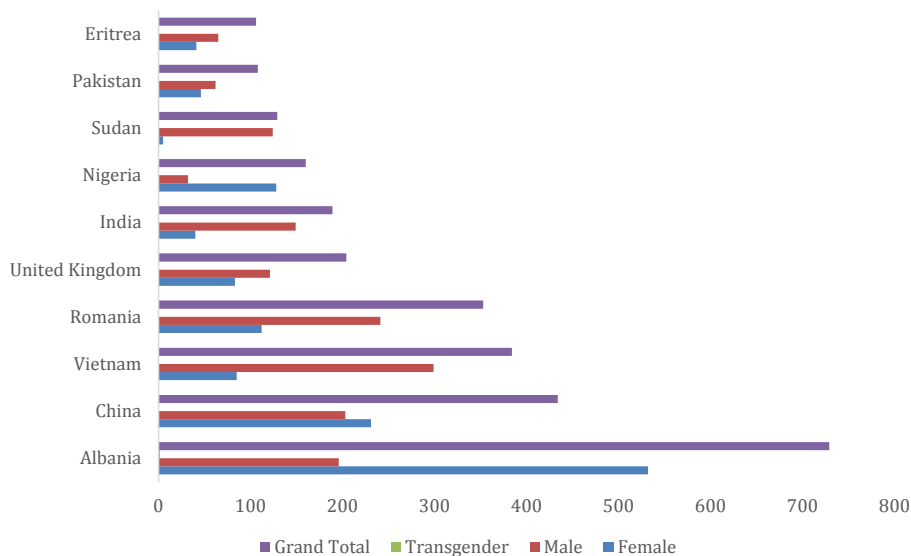


Figure A1: 10 most common countries of origin of potential victims exploited as adults referred to NRM in 2018

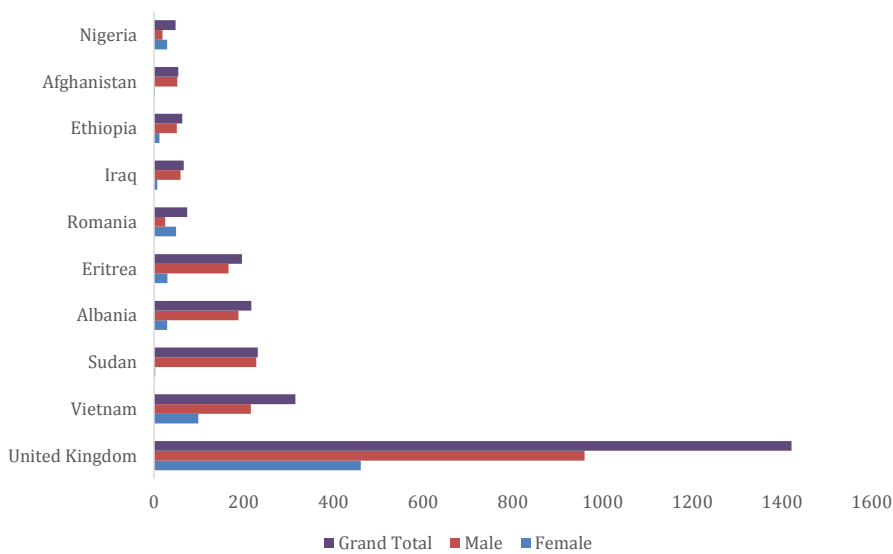


Figure A2: 10 most common countries of origin of potential victims exploited as minors referred to NRM in 2018

First Responder Organisation	Total Referrals	% of total referrals
Home Office UKVI	2,096	30%
Home Office Immigration Enforcement (HOIE)	511	7%
Border Force	138	2%
Police / NCA	2,097	30%
GLAA	33	>0.5%
NGOs	776	11%
Local Authorities	1,334	19%
Total	6,985	

Table A5: Number of potential victims referred to NRM in 2018 by First Responder Organisations

Country of Nationality	Domestic Servitude		Labour Exploitation		Organ Harvesting	Sexual Exploitation		Unknown Exploitation		Total
	F	M	F	M		F	M	F	M	
Afghanistan		5	1	23			9	1	15	54
Albania	2	2	2	156	1	16	4	9	25	217
Algeria				3			1		4	8
Angola			1			2		1		4
Armenia						1				1
Bangladesh		3		7			2			12
Barbados						1				1
Belgium									4	4
Benin	1									1
Bulgaria				1		2		2	1	6

Cameroon				1			1		1	3
Canada							1			1
Chad				3					1	4
China			1	4			1	3	8	17
Croatia			1							1
Czech Republic				5			5	4		14
Democratic Republic of the Congo				4			6	1	1	13
Denmark			1	1			1			3
Ecuador			1							1
Egypt				4			1		1	6
Eritrea	9	10	3	116			11	1	7	196
Ethiopia	5	4	1	40	1		6		6	63
Finland							1			1
France			1	5			1		1	8
Gambia				4				1	2	7
Germany				1						1
Ghana		1		3			2			6
Guinea	2			3			1		1	7
Hungary				1			9	1	2	15
India	1	1		3					2	7
Iran		2		9	1			3	24	39
Iraq	1	4	1	25			1	6	4	66
Ireland - Republic of				3						3
Italy				7			2		2	11
Ivory Coast				1				1	1	3
Jamaica	1		1	5			4	2	1	14
Japan				1						1
Kenya							1			1
Kuwait				2					3	5

Latvia				1		3			2	6
Lebanon									1	1
Liberia				1						1
Libya				2					1	3
Lithuania			1	4		4				9
Malawi									1	1
Malaysia									1	1
Mauritius				1						1
Mongolia								1	1	2
Montserrat						1				1
Morocco				7			1		1	9
Namibia	1		1			2			1	5
Nepal				1						1
Netherlands				6		3				9
Nigeria	9	2	2	9		11	2	7	6	48
Norway				1						1
Not Known									1	1
Oman				1						1
Pakistan	1	4	2	8			7	2	2	26
Palestinian Authority									2	2
Philippines	1			1						2
Poland			1	6		11		1	1	20
Portugal			1	6		1			1	9
Romania			19	18		18	1	12	6	74
Russia									1	1
Saudi Arabia						1				1
Sierra Leone				3						3
Slovakia			4	2		5			1	12
Somalia	3	3	3	16		3		7	3	38

South Africa				2			3	1	2		8
South Korea									1		1
Spain				3			1				4
Sri Lanka				1				2	1		4
St Lucia				1							1
Sudan		5	1	208				1	2	14	231
Syria		1		4						3	8
Tanzania	1										1
Thailand				1							1
Timor - Leste									1		1
Uganda								1	1		2
Ukraine				1							1
United Kingdom	3	1	99	887			348	54	11	18	1421
United States of America									1		1
Vietnam	2	4	32	160	1		32	6	33	45	315
Yemen				1							1
Zambia							1				1
Zimbabwe	1			2			7		1	1	12
Grand Total	44	52	182	1,805	4		532	105	122	282	3,128

Table A6: NRM referrals of children by nationality, gender and exploitation type in 2018

Gender of potential victims	2016	2017	2018	Total	% of total
Female	428	922	719	2,069	49%
Male	349	908	819	2,076	50%
Not Recorded	-	-	2	2	<1%
Undefined / Other	8	16	11	35	<1%
Total	785	1,846	1,551	4,182	100%

Table A7: Gender of potential victims of modern slavery reported under the duty to notify in England and Wales, 2016 - 2018

Age at time of suspected exploitation of potential victims	2016	2017	2018	Total	% of total
Adult	690	1,631	1,370	3,691	88%
Child	61	119	99	279	7%
Unknown	34	96	77	207	5%
Not Recorded	-	-	5	5	<1%
Total	785	1,846	1,551	4,182	100%

Table A8: Age at time of suspected exploitation of potential victims of modern slavery reported under the duty to notify in England and Wales, 2016 - 2018

Country of origin of potential victims	2016	2017	2018	Total	% of total
UK	39	119	172	330	8%
EEA	331	783	505	1,619	39%
Non-EEA	409	906	833	2,148	51%
Not Recorded	6	38	41	85	2%
Total	785	1,846	1,551	4,182	100%

Table A9: Country of origin of potential victims of modern slavery reported under the duty to notify in England and Wales, 2016 - 2018

Reported exploitation type of potential victims	2016	2017	2018	Total	% of total
Labour Exploitation	241	667	586	1,494	36%
Sexual Exploitation	223	439	340	1,002	24%
Multiple exploitation types	182	408	324	914	22%
Unknown	78	118	125	321	8%
Criminal Exploitation	21	70	60	151	3%
Domestic Servitude	39	86	76	201	5%
Other	1	58	40	99	2%
Total	785	1,846	1,551	4,182	100%

Table A10: Reported exploitation type of potential victims of modern slavery reported under the duty to notify in England and Wales, 2016 - 2018

Organisation reporting potential victim	2016	2017	2018	Total	% of total
Police	361	802	685	1,848	44%
Home Office	380	849	671	1,900	45%
Local Authorities	18	68	95	181	4%
Gangmasters and Labour Abuse Authority (GLAA)	9	63	53	125	3%
NGOs	10	31	14	55	1%
Other	7	33	33	73	2%
Total	785	1,846	1,551	4,182	100%

Table A11: Organisation reporting potential victims of modern slavery under the duty to notify in England and Wales, 2016 - 2018

Chapter 2

PURSUE

Prosecutions in England and Wales

Prosecutions for offences under slavery and trafficking legislation which pre-dated the Modern Slavery Act 2015	2016	2017	2018
Slavery, servitude and forced labour	5	12	10
Human trafficking for sexual exploitation	12	10	3
Human trafficking for non-sexual exploitation	13	1	4
Prosecution for offences under the Modern Slavery Act 2015	51	132	81
Total (all slavery and trafficking offences)	81	155	98

Table A12: Number of defendants prosecuted for modern slavery offences on a principal offence basis, England and Wales, 2016 – 2018^{63,64}

Convictions for offences under slavery and trafficking legislation which pre-dated the Modern Slavery Act 2015	2016	2017	2018
Slavery, servitude and forced labour	12	10	3
Human trafficking for sexual exploitation	31	7	5
Human trafficking for non-sexual exploitation	12	9	-
Conviction for offences under the Modern Slavery Act 2015	0	22	12
Total (all slavery and trafficking offences)	55	48	20

Table A13: Number of offenders convicted of modern slavery offences on a principal offence basis, England and Wales, 2014 – 2018

Number of offences

Offence	2016	2017	2018
Prosecutions for offences under slavery and trafficking legislation which pre-dated the Modern Slavery Act 2015			
Slavery, servitude and forced labour	10		17
Human trafficking for sexual exploitation	59	69	28
Human trafficking for non-sexual exploitation	27	19	32
Prosecutions for offences under the Modern Slavery Act 2015	155	315	300
Total (all slavery and trafficking offences)	251	444	377

Table A14: Total number of modern slavery offences prosecuted at magistrates' courts, 2014 - 2018⁶⁵

63 Every effort is made to ensure that the figures presented are accurate and complete. However, it is important to note that these data have been extracted from large administrative data systems generated by the courts and police forces. Therefore, care should be taken to ensure data collection processes and their inevitable limitations are taken into account when those data are used.

64 The figures given in the table relate to defendants for whom these offences were the principal offences for which they were dealt with. When a defendant has been found guilty of two or more offences it is the offence for which the heaviest penalty is imposed. Where the same disposal is imposed for two or more offence for which the offenders are found guilty – each of the offences are counted for each defendant.

65 The figures given in this table relate to all offences for which defendants were dealt with and all offences for which the offenders are found guilty - each of the offences are counted for each defendant prosecuted and each offender found guilty.

Number of offences

Offence	2016	2017	2018
Convictions for offences under slavery and trafficking legislation which pre-dated the Modern Slavery Act 2015			
Slavery, servitude and forced labour	24	11	16
Human trafficking for sexual exploitation	75	22	34
Human trafficking for non-sexual exploitation	35	9	1
Convictions for offences under the Modern Slavery Act 2015	1	73	55
Total (all slavery and trafficking offences)	135	115	106

Table A15: Total number of offences convicted at all courts, England and Wales, 2014 – 2018)*Number of defendants*

Prosecutions	2016	2017	2018
Prosecutions for offences under slavery and trafficking legislation which pre-dated the Modern Slavery Act 2015			
Slavery, servitude and forced labour	10	21	13
Human trafficking for sexual exploitation	35	24	13
Human trafficking for non-sexual exploitation	20	13	14
Offences under the Modern Slavery Act 2015	80	180	141
Total (all slavery and trafficking offences)	136	206	162

Table A16: Total number of modern slavery defendants prosecuted at magistrates' courts, 2014 - 2018^{66,67}*Number of offenders*

Conviction	2016	2017	2018
Convictions for offences under slavery and trafficking legislation which pre-dated the Modern Slavery Act 2015			
Slavery, servitude and forced labour	20	11	9
Human trafficking for sexual exploitation	41	8	13
Human trafficking for non-sexual exploitation	13	7	1
Offences under the Modern Slavery Act 2015	1	40	21
Total (all slavery and trafficking offences)	69	59	42

Table A17: Total number of modern slavery offenders convicted at all courts, 2014 – 2018^{68,69}

66 Counts for defendant prosecutions in this table may be larger than principal offence prosecutions as the defendant may have also been prosecuted for a more serious offence which is outside of the offence categories used in this table.

67 The figures given in this table count how many defendants are prosecuted for each offence category. If a defendant is prosecuted for multiple offences within a single offence category, that defendant is counted once. If a defendant is prosecuted for offences spanning multiple offence categories, that defendant is counted once within each offence category. As such, the total number of defendants cannot be calculated by summing the defendants in each offence category, as this will result in some defendants being counted more than once. The total number of defendants that were prosecuted for any one or more of the offence categories is provided in the table. Some of these defendants may have been prosecuted for multiple offences relating to different offence categories and therefore will be counted separately in each relevant category.

68 The figures given in this table count how many offenders are convicted of each offence category. If an offender is convicted of multiple offences within a single offence category, that offender is counted once. If an offender is convicted of offences spanning multiple offence categories, that offender is counted once within each offence category. As such, the total number of offenders cannot be calculated by summing the offenders in each offence category, as this will result in some offenders being counted more than once. The total number of offenders that were convicted of any one or more of the offence categories is provided in the table. Some of these offenders may have been convicted of multiple offences relating to different offence categories and therefore will be counted separately in each relevant category.

69 Counts for offender convictions in this table may be larger than principal offence convictions as the offender may have also been convicted for a more serious offence which is outside of the offence categories used in this table.

	2016	2017	2018
Convictions	216	180	191
Non-convictions	133	85	103
Total Completed Prosecution Outcomes	349	265	294

Table A18: Completed prosecution outcomes for individuals flagged as being involved in modern slavery⁷⁰

	2016	2017	2018
Charged	175	237	188
% Charged	69.7%	72.5%	63.1%
Pre-Charge Decisions	251	327	298
Received	212	321	190

Table A19: Charging decisions for suspects flagged as modern slavery offenders

Victims and witnesses per case

	2016	2017	2018
Number of victims and witnesses	1,379	1,009	1,031
Number of cases	135	106	89
Average number of victims and witnesses per case	10.2	9.5	11.6

Table A20: Victims and witnesses per modern slavery case

Prosecutions in Scotland

	Trafficking for sexual exploitation	Trafficking for other exploitative purposes	Offence of forced labour and servitude	Offences aggravated by trafficking	Total
2016	4	5	-	4	13
2017	7 ⁷¹	3	4	-	14
2018	4 ⁷²	5	1	-	10
2019 ⁷³	1 ⁷⁴	-	-	-	1

Table A21: Number of individuals where initial decision was to prosecute for human trafficking offences in Scotland, broken down by date the police report was received by COPFS, from 2013-June 2019

	Trafficking for sexual exploitation	Trafficking for other exploitative purposes	Offence of forced labour and servitude	Offences aggravated by trafficking	Total
2016	-	-	-	-	-
2017	1	-	2	-	3
2018	-	-	-	-	-
2019	1 ⁷⁵	-	-	-	1

Table A22: Number of individuals convicted of human trafficking offences in Scotland, broken down by the date the police report was received by COPFS, 2013 - June 2019. Proceedings are ongoing against a number of individuals which means that these figures may change as cases are concluded

70 The figures in tables A18-A20 were provided by the Crown Prosecution Service.

71 Five individuals were prosecuted for both trafficking for sexual exploitation and other exploitative purposes but are listed under the 'trafficking for other exploitative purposes' heading only.

72 One individual has been prosecuted for trafficking for sexual exploitation, the offence of forced labour or servitude, and an offence aggravated by trafficking but is listed under the 'trafficking for sexual exploitation' column only. Another individual has been prosecuted for trafficking for sexual exploitation and an offence aggravated by trafficking but is listed under the 'trafficking for sexual exploitation' column only.

73 Between 1 January 2019 and 30 June 2019.

74 One individual has been prosecuted for trafficking for sexual exploitation and an offence aggravated by trafficking but is listed under the 'trafficking for sexual exploitation' column only.

75 Between 1 January 2019 and 30 June 2019.

Prosecutions in Northern Ireland

	2016	2017	2018
Slavery, servitude and forced labour	-	-	0
Human trafficking for sexual exploitation	1	3	5
Human trafficking for non-sexual exploitation	2	-	-
Offence yet to be clarified	-	-	-

Table A23: Number of persons prosecuted for trafficking in persons in Northern Ireland, 2016 to December 2018

	2016	2017	2018
Slavery, servitude and forced labour	-	-	-
Human trafficking for sexual exploitation	2	-	2
Human trafficking for non-sexual exploitation	2	-	-
Total	4⁷⁶	-	2⁷⁷

Table A24: Number of persons convicted for trafficking in persons in Northern Ireland, 2016 to December 2018

Asset Recovery

Order Type	2015/16		2016/17		2017/18		2018/19		2019/20 ⁷⁸	
	Volume	Value	Volume	Value	Volume	Value	Volume	Value	Volume	Value
Restraint Orders	10	£2,725,000.00	14	£1,650,000.00	26	£6,975,000.00	16	£2,600,000.00	0	£0.00
Cash Forfeitures	26	£193,153.45	24	£175,340.90	17	£155,034.11	22	£154,720.79	10	£114,502.79
Confiscation Orders	16	£511,196.48	23	£1,387,717.47	31	£836,424.69	54	£1,901,458.90	14	£126,355.13
TOTAL	52	£3,429,349.93	61	£3,213,058.37	74	£7,966,458.80	92	£4,656,179.69	24	£240,857.92

Table A25: Value of cash forfeiture orders and criminal confiscation orders for modern slavery offences, England and Wales⁷⁹

76 A further individual was convicted for acquiring and converting criminal property in the form of the victim's wages.

77 Although not convicted of a slavery or human trafficking offence, a further two individuals were convicted for controlling prostitution for gain.

78 Reports run on 07 August 2019 with YTD value for the latest FY up until this date.

79 Figures are for Human Trafficking and Slavery/Servitude/Forced or compulsory labour primary offence types.

