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# 2017 UK Annual Report on Modern Slavery

October 2017



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## Home Secretary Foreword



This Annual Report focuses on the steps the UK Government, the Scottish Government and the Northern Ireland Executive have taken over the last year to combat modern slavery, including human trafficking.

Taking action against human trafficking and modern slavery continues to be a top priority for the UK Government. The Prime Minister's Modern Slavery Taskforce has driven forward the operational response to modern slavery in the UK and positioned modern slavery as a key component of the UK's foreign policy.

Over the last year, we have significantly stepped up law enforcement activity to identify and bring to justice the criminals behind modern slavery. Law enforcement agencies are using the tools and powers in the UK's world-leading anti-slavery legislation, the Modern Slavery Act 2015, and in October 2016 I announced £8.5 million additional funding to enhance the police response. This funding has provided a new elite intelligence analysis unit as well as specialist investigators and analysts.

The National Crime Agency has led regular operational intensification activity across the UK focusing on different types of exploitation, which has led to increasing numbers of arrests and investigations. The Gangmasters and Labour Abuse Authority is also making use of their new powers to tackle serious labour exploitation and modern slavery.

The UK Government has developed an ambitious approach to tackling modern slavery internationally. The Prime Minister recently reaffirmed the UK's global leadership in the fight against modern slavery by convening a group of World Leaders at the UN General Assembly to endorse a Call to Action, committing to step up efforts to tackle modern slavery. The UK Government has now doubled its commitment of official development assistance spending on modern slavery to £150 million. My department is responsible for a £33.5 million Modern Slavery Fund. In October 2016, I announced £11 million of this funding would be dedicated to create a Modern Slavery Innovation Fund to support innovative projects, trialling new approaches to tackling modern slavery overseas. The remaining funding is being allocated to strategic programmes to build partnerships to tackle slavery: for example a £5 million project in Nigeria to support law enforcement activity and enhance victim care.

In October 2017, I launched the Business Against Slavery Forum with Chief Executives of 8 multi-national companies. Following the UK's world-leading legislation on transparency in supply chains, this Forum will forge a partnership between Government and business, to accelerate the steps that many companies are already taking to eliminate slavery from their supply chains.

We have also worked closely with communities in order to raise awareness of different types of modern slavery to encourage more reporting, for example collaborating with Nigerian communities in Manchester, Barking and Dagenham on a campaign to raise awareness of domestic servitude.

The final chapter of this report sets out our planned future response to modern slavery. We will shortly announce reform of the National Referral Mechanism, the system by which victims are identified and provided with support: we are committed to ensuring victims of this abhorrent crime remain at the centre of our approach.

**Rt Hon Amber Rudd MP**

**Home Secretary**

# Executive Summary

## Introduction

This report provides an overview of modern slavery in the UK and explains how the UK has responded to this threat over the last 12 months.

## Assessment of Modern Slavery in the UK

Modern slavery is a highly complex and hidden crime which makes it challenging to accurately measure its prevalence. Modern slavery is an umbrella term that covers the offences of human trafficking and slavery, servitude and forced or compulsory labour.

The most robust current estimate of the scale of modern slavery in the UK was produced by the Home Office in 2014. The estimate suggested that there were between 10,000 and 13,000 potential victims of modern slavery in the UK in 2013. While this is only an estimate, it highlights the shocking extent of this crime and the scale of the challenge.

There are three main sources of data available on the potential scale of modern slavery in the UK:

- Referrals of potential victims<sup>1</sup> to the National Referral Mechanism (NRM), the UK's identification and support system for victims of modern slavery. In 2016, there were 3,804 potential victims referred to the NRM (a 16%

increase from 2015), of which around a third (1,277) were children.

- Referrals of potential victims under the 'duty to notify' provision of the Modern Slavery Act 2015 which applies to England and Wales. Specified public bodies have a duty to notify the Government if they encounter an adult victim of modern slavery. In 2016, 782 potential adult victims were referred to the duty to notify, bringing the total number of potential victims identified in 2016 to 4,586.
- The number of modern slavery crimes recorded by the police. In the year to March 2017, police in England and Wales recorded 2,255 modern slavery offences, a 159% increase on the previous year. In the year to March 2017, Police Scotland recorded 60 offences and the Police Service of Northern Ireland (PSNI) recorded 35 offences.

## The UK's Existing Response

The UK Government published a Modern Slavery Strategy in 2014, based on the 'four Ps' structure, which the Home Office also uses to tackle terrorism and serious and organised crime.

- **Pursue:** Prosecuting and disrupting individuals and groups responsible for modern slavery.
- **Prevent:** Preventing people from engaging in modern slavery.

<sup>1</sup> 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.

- **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.

Modern slavery is a global issue and often involves victims and offenders moving across international borders. Therefore the UK Government's activity to tackle modern slavery also includes a strong international focus.

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

## Pursue

Over the last year, there has been significant investment to transform the law enforcement response to modern slavery. The UK Government has provided £8.5 million to the police in England and Wales, over the course of two-and-a-half years. This funding will allow the police and wider law enforcement agencies to build a sophisticated intelligence base, improve training for law enforcement personnel and provide expert tactical advice in support of operational activity.

This investment has been complemented by renewed and concerted activity led by the National Crime Agency (NCA). This activity has resulted in increasing convictions for modern slavery offences, and in 2017 there were around 350 live police operations focusing on modern slavery.

The Gangmasters and Labour Abuse Authority (GLAA) has started making use of their new powers to investigate serious labour exploitation and modern slavery offences.

Under the Scottish Government's Trafficking and Exploitation Strategy Police Scotland lead a multi-agency implementation group. In Northern Ireland the Police Service of Northern Ireland (PSNI) has a dedicated Human Trafficking Unit which has the capability to run proactive modern slavery and human trafficking investigations.

## Prevent

During 2017, the UK Government has focused on developing the evidence base on modern slavery to inform our prevention activity. For example, the Home Office has developed a typology of modern slavery offences in the UK. This research identified and organised 17 distinct types of modern slavery offences in the UK which will be used to tailor the policy and operational response. We have also collaborated with Nigerian communities in Manchester, Barking and Dagenham to create and pilot a bespoke campaign raising awareness of domestic servitude.

In Scotland and Northern Ireland targeted engagement campaigns have also taken place with key sectors in to raise awareness of signs and indicators of modern slavery, including at the border.

Law enforcement agencies have continued using Slavery and Trafficking Risk Orders and Slavery and Trafficking Prevention Orders in England and Wales, and 56 of these Orders were issued between July 2015 and March 2017.

## Protect

The transparency in supply chains provision in the Modern Slavery Act 2015 requires large businesses to publish an annual statement setting out the steps they have taken to ensure that there is no modern slavery in their business and supply chains.

Over the last year, thousands of businesses have published slavery and trafficking statements. The UK Government has launched a communications campaign to raise awareness amongst businesses and strengthened our guidance to set out best practice more clearly.

In October 2017, the Home Secretary launched a new 'Business Against Slavery' forum. This group brings together a group of committed CEOs from leading businesses to help identify how best to drive up standards and accelerate progress in tackling modern slavery in supply chains.

In Northern Ireland the Department of Justice has engaged with recruitment agency partners, the private sector and the agricultural and food and drink industries to raise awareness of issues and responsibilities in respect of modern slavery, promote best practice, and drive forward greater

transparency in supply chains. This work has included an all-Ireland forum focusing on labour exploitation and transparency in supply chains that was held in June 2016. The Scottish Government is also engaging directly with businesses to raise awareness and promote corporate responsibility.

Border Force has also continued to strengthen the UK's ability to detect victims and traffickers at the border. All operational staff and specialist teams have received training in modern slavery indicators and how to refer potential victims into the NRM.

### Prepare

Last year, the UK Government continued to fund specialist support and accommodation for adult victims of modern slavery for a minimum reflection and recovery period of 45 days. Equivalent support for adult victims of modern slavery is in place in Northern Ireland and Scotland. In June 2017, the Scottish Government announced the intention to lay regulations that will increase the support and assistance given to victims of trafficking to 90 days.

In 2017, the UK Government committed to reforming the National Referral Mechanism (NRM), which is the UK framework for identifying and supporting victims. The UK Government piloted a new approach to decision making within the NRM, and evaluated the outcome of this pilot which will help to inform future reforms.

The UK Government is committed to the full national roll-out of Independent Child Trafficking Advocates (ICTAs) across England and Wales. To support the national roll-out, ICTAs were introduced in three early-adopter sites (Greater Manchester, Hampshire and nationally in Wales) in January 2017. The Home Office, in collaboration with the Department for Education, has also commissioned a new training programme for existing independent advocates, which are provided for in statute and available to all children who are looked after.

In January 2017, the Home Office announced that £2.2 million from the Child Trafficking Protection Fund had been awarded to seven organisations to protect vulnerable children in the UK and overseas who are at risk of trafficking.

### International

The UK Government's international approach has three separate but mutually reinforcing areas of focus. The first is concerned with building our bilateral relationships with the key source countries whose nationals present most frequently in the UK.

The second focuses on bilateral work with countries where there is a high global incidence of slavery. The third strand relates to work in multilateral forums such as the United Nations (UN) and the G7 group, to bring about the necessary step change in global action against modern slavery. As part of this work, the Prime Minister hosted an event at the UN General Assembly in 2017 and secured endorsements from 37 countries, across all regions of the world, to an ambitious Call to Action to end human trafficking, modern slavery and forced labour.

In previous years, this Annual Report was published by the Inter-Departmental Ministerial Group (IDMG) on modern slavery. The Prime Minister's Modern Slavery Taskforce has taken on the majority of functions of the IDMG and the Home Secretary will assume the IDMG's role of acting as the national rapporteur for the UK, as required by Article 19 of the EU Directive on Combating Trafficking in Human Beings, which includes publishing annual reports setting out trends in modern slavery and results of actions to tackle modern slavery. This Annual Report has been agreed by representatives of the UK Government, the Northern Ireland Executive, the Scottish Government and the Welsh Government.

# Chapter 1: Assessment of modern slavery in the UK

1.01 Modern slavery is a highly complex and hidden crime which makes it challenging to measure its prevalence accurately. Due to its hidden nature, professionals may not always identify modern slavery victims when they first encounter them and victims are often too traumatised to report their suffering even when the opportunity arises.

1.02 The most robust estimate of the scale of modern slavery in the UK was produced by the Home Office in 2014. The estimate suggested that there were between 10,000 and 13,000 potential victims of modern slavery in the UK in 2013. While this is only an estimate, it highlights the shocking scale of the challenge we face.

1.03 The three main sources of data available on the potential scale of modern slavery in the UK come from:

- Referrals of potential victims<sup>2</sup> to the National Referral Mechanism (NRM), the UK's identification and support system for victims of modern slavery;
- Referrals of potential victims under the 'duty to notify' provision of the Modern Slavery Act 2015 which applies to England and Wales. Specified public bodies have a duty to notify the Government if they encounter an adult victim of modern slavery. This information helps to build a more accurate

picture of the scale of modern slavery. Similar provisions will shortly be in place in Scotland. In Northern Ireland work on the implementation of the provision will progress when a Minister is appointed; and

- The number of modern slavery crimes recorded by the police. This gives a measure of the volume of modern slavery crime that has come to the attention of the police.

1.04 These sources cannot provide a reliable 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.

1.05 In addition to these sources of data, law enforcement agencies assess intelligence to understand the threat to the UK from modern slavery. The National Crime Agency (NCA) assesses that the scale of modern slavery in the UK has increased over the past year. The intelligence picture about modern slavery is still developing and it is therefore currently difficult to determine the extent of organised crime involvement in modern slavery. As outlined at paragraph 2.30, investment in police capability through part of the Police Transformation Fund has already uplifted resource dedicated to intelligence analysis.

## National Referral Mechanism Data

1.06 Under the existing National Referral Mechanism (NRM) process potential victims of modern slavery are referred by 'First Responders'

<sup>2</sup> 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 not the outcome of a decision which may or may not confirm their victim status.

to one of two ‘competent authorities’ who consider whether an individual is a victim of modern slavery<sup>3</sup>. First Responders include a number of public bodies and specified NGOs.

1.07 The two ‘competent authorities’ that make decisions about whether referred individuals are victims of modern slavery are the NCA’s Modern Slavery Human Trafficking Unit (formerly UK Human Trafficking Centre) that handles EEA national cases, and the Home Office, that handles non-EEA national cases<sup>4</sup>.

1.08 Initially the competent authorities make a ‘reasonable grounds’ decision, which assesses whether the competent authority ‘believes but cannot prove’ that the person is a victim of modern slavery. If an adult individual receives a positive reasonable grounds decision they become entitled to State-funded support.<sup>5</sup> Local authorities have responsibilities to support child victims of modern slavery under existing statutory child protection arrangements.

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

1.10 In 2016, 3,804 potential victims were referred to the NRM, a 16% increase from 2015 (3,266). The 3,804 referrals comprised 1,936 females (50%), 1,863 males (49%) and five (<1%) identifying as transgender. The majority of potential victims (2,527; 66%) reported they were exploited

<sup>3</sup> The NRM process and specialist support was initially established to deal solely with victims of human trafficking. In July 2015, the Government contract for adult victim care in England and Wales was extended to cover victims of all forms of modern slavery, in line with the recommendations of a review of the NRM system. Throughout this report, the term ‘modern slavery’ is used. The Northern Ireland Department of Justice has extended the scope of the NRM in Northern Ireland to cover all potential victims of modern slavery.

<sup>4</sup> Between August 2015 and March 2017, a pilot was set up to test changes to the National Referral Mechanism (NRM) process in two areas: West Yorkshire and the South West of England (comprising the police force areas of Avon and Somerset, Devon and Cornwall, Dorset, Gloucestershire and Wiltshire). The pilot introduced Slavery and Safeguarding Leads to make reasonable grounds decisions, a Case Management Unit based in the Home Office to undertake NRM casework and multi-disciplinary panels to make conclusive grounds decisions.

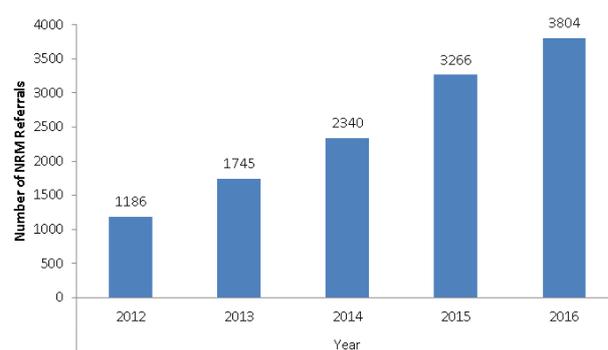
<sup>5</sup> In Northern Ireland, under section 18 of the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015 assistance and support is made available to adult potential victims of modern slavery from the point where a referral to the NRM is made or is about to be made, rather than from the point that a positive reasonable grounds decision is received.

as an adult and 1,277 (34%) were referred for exploitation as a child.

1.11 Not all of the individuals who are referred to the NRM will ultimately be assessed to be modern slavery victims. As of 12 June 2017, the decision outcomes for the 3,804 potential victims who were referred to the NRM in 2016 were as follows:

- 20% (760) received a negative reasonable grounds decision (or had their application suspended or withdrawn from the process at that stage for other reasons);
- 16% (607) 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% (907) received a positive reasonable grounds decision followed by a positive conclusive grounds decision; and
- 39% (1,491) received a positive reasonable grounds decision and were awaiting a conclusive grounds decision.

1.12 The number of NRM referrals has increased every year since the NRM was introduced in 2009 (see Figure 1). The increase in NRM referrals is likely to be indicative of greater awareness and improved law enforcement activity, although a higher incidence rate cannot be ruled out.



**Figure 1: Number of potential victims referred to NRM, 2012 - 2016**

## Country Breakdown

1.13 The NRM operates across the UK, and first responders can refer victims for support from England, Northern Ireland, Scotland and Wales. As in previous years the overwhelming majority of referrals in 2016 were for first responders located

in England, accounting for 92% (3,497) of all referrals.

1.14 Between 2015 and 2016, the total number of referrals made in England and Scotland increased, while there was a small decrease in the number of referrals in Wales and Northern Ireland. The distribution of referrals between the UK countries remained largely similar to 2015.

Location of First Responder	2014	% of total 2014	2015	% of total 2015	2016	% of total 2016
England	2,114	90%	2,934	90%	3,497	92%
Northern Ireland	45	2%	53	2%	33	<1%
Scotland	111	5%	145	4%	150	4%
Wales	70	3%	134	4%	124	3%
<b>Total</b>	<b>2,340</b>		<b>3,266</b>		<b>3,804</b>	

**Table 1: NRM Referrals by UK Country in 2014, 2015 and 2016**

## Regional Breakdown

1.15 In 2016, potential victims of modern slavery were identified across the UK. As with previous years, a high proportion of referrals were received from first responders based in London (1,511; 40%), which is predominantly due to the location of the UK Visas and Immigration (UKVI) Asylum Screening Unit in Croydon.

National Police Chiefs' Council (NPCC) Region of Presentation	2014	2015	2016
East Midlands	68	84	86
Eastern	140	217	269
London	778	1,090	1,511
North East	295	376	422
North West	133	294	331
Northern Ireland	45	52	36
Not Applicable <sup>6</sup>	7	3	1
Not Recorded <sup>7</sup>	328	229	3
Scotland	102	144	148
South East	179	227	334
South West	80	61	110
Wales	57	127	130
West Midlands	128	362	423
<b>Total</b>	<b>2,340</b>	<b>3,266</b>	<b>3,804</b>

**Table 2: NPCC region/country of presentation of potential victims referred to NRM, 2014, 2015 and 2016**

1.16 The location of claimed exploitation of potential victims referred to the NRM in 2016 was unknown in a high proportion of cases (1,547;

<sup>6</sup> Encountered at Coquelles, France in 2016

<sup>7</sup> Potential victim did not disclose location

41%). In addition during 2016, over a quarter (1,055; 28%) of potential victims referred to the NRM reported they had been exploited overseas with no UK nexus.

Region/ Country of Claimed Exploitation	2014	2015	2016
At Sea	0	1	0
East Midlands	38	23	41
Eastern	69	69	59
London	232	242	290
Multiple <sup>8</sup>	83	107	87
North East	139	135	187
North West	53	110	119
Northern Ireland	30	35	22
Not Recorded <sup>9</sup>	1,015	1,439	1,547
Overseas <sup>10</sup>	432	828	1,055
Scotland	44	32	57
South East	73	41	78
South West	55	31	40
Wales	14	24	26
West Midlands	63	149	196
<b>Total</b>	<b>2,340</b>	<b>3,266</b>	<b>3,804</b>

**Table 3: Region/country of claimed exploitation of potential victims referred to NRM 2014, 2015 and 2016**

## Exploitation Type

1.17 In 2016, among potential adult victims, the most common reported exploitation type was labour exploitation (44%) followed by sexual exploitation (37%). Among potential child victims, the most common reported exploitation type was labour exploitation (37%), followed by sexual exploitation (28%). This pattern was similar to 2014 and 2015.

Cited Exploitation Type	Exploited as Adult / Child	Year		
		2014	2015	2016
Domestic Servitude	Adult	234	353	326
	Child	71	69	103
<b>Domestic Servitude Total</b>		<b>305</b>	<b>422</b>	<b>429</b>
Labour Exploitation	Adult	585	895	1,110
	Child	205	289	468
<b>Labour Exploitation Total</b>		<b>790</b>	<b>1,184</b>	<b>1,578</b>

<sup>8</sup> Claimed exploitation occurred in forces in different regions

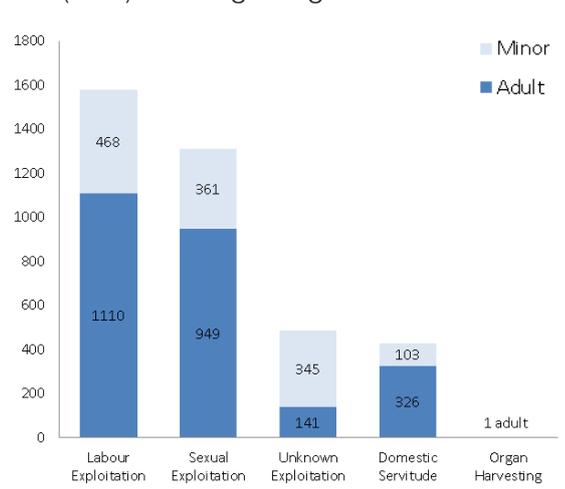
<sup>9</sup> Insufficient detail provided at time of referral

<sup>10</sup> Claimed exploitation occurred overseas with no UK nexus

Organ Harvesting	Adult	1	2	1
	Child	1	3	0
<b>Organ Harvesting Total</b>		<b>2</b>	<b>5</b>	<b>1</b>
Sexual Exploitation	Adult	673	863	949
	Child	157	217	361
<b>Sexual Exploitation Total</b>		<b>830</b>	<b>1080</b>	<b>1310</b>
Unknown Exploitation	Adult	177	171	141
	Child	236	404	345
<b>Unknown Exploitation Total</b>		<b>413</b>	<b>575</b>	<b>486</b>
<b>Annual Total</b>		<b>2,340</b>	<b>3,266</b>	<b>3,804</b>

**Table 4: Reported Exploitation Type of potential victims referred to the NRM, 2014, 2015 and 2016**

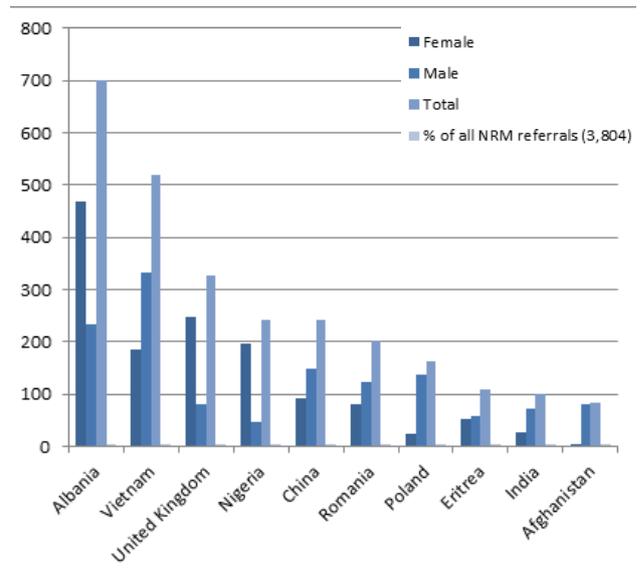
1.18 The NRM records victims of forced criminality under the labour exploitation category. In 2016, 486 (13%) of all referrals were recorded under a criminality sub-type. Of these referrals, 252 (52%) concerned exploitation as a child and 234 (48%) were regarding adults.



**Figure 2: Reported Exploitation Type of potential victims referred to NRM in 2016, by age at referral<sup>11</sup>**

### Countries of Origin

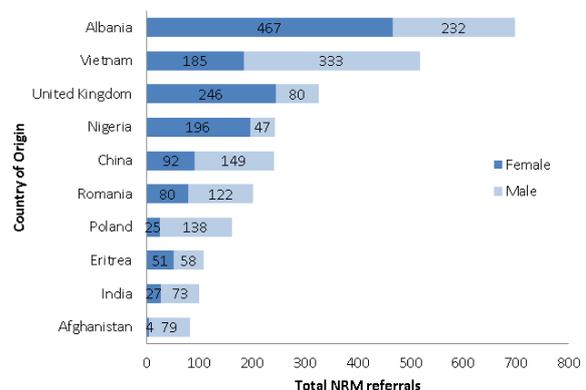
1.19 In 2016, potential victims of modern slavery were reported to originate from 108 countries. The most common country of origin for adult potential victims was Albania (19%) and for those exploited as children was the UK (20%).



**Figure 3: Top 10 most common countries of origin of all potential victims referred to NRM in 2016**

1.20 The UK was the third most common country of origin overall, up from fifth in 2015. In 2016, referrals regarding UK nationals increased 71% on the previous year (from 191 to 326).

1.21 Other common countries of origin included Nigeria which was the fourth most common country of origin overall, down from third in 2015. It was followed by China which was the fifth most common, and has moved up from eighth position in 2015. India and Afghanistan were new entries to the top ten, replacing previous countries Slovakia and Sudan.



**(Figure 4: Top 10 most common countries of origin of adult potential victims referred to NRM in 2016)**

<sup>11</sup> Child category relates to those who were 17 years or under at the time of claimed exploitation

	Country of Origin for Child Potential Victims	Female	Male	Total	% of all child NRM referrals (1,277)
1	United Kingdom	214	41	255	20%
2	Albania	28	199	227	18%
3	Vietnam	77	149	226	18%
4	Afghanistan	3	71	74	6%
5	Eritrea	24	24	48	4%
6	Nigeria	30	13	43	3%
7	Iran	2	40	42	3%
8	Slovakia	16	19	35	3%
9	Iraq	4	25	29	2%
10	Romania	18	9	27	2%

**Table 5: Top 10 most common countries of origin of child potential victims referred to NRM in 2016**

1.22 England, Northern Ireland, Scotland and Wales continue to show a difference in their top three countries of origin for potential victims referred to the NRM. However within each UK country the top three countries of origin of potential victims remained broadly similar between 2014 and 2016.

	England	Northern Ireland	Scotland	Wales
1	Albania (430)	Romania (22)	Vietnam (20)	Albania (13)
2	Nigeria (224)	China (10)	Nigeria (14)	China (11)
3	Vietnam (186)	Albania (2)	China (13)	Vietnam (8)

**Table 6: Top three most common countries of origin of potential victims referred to NRM in 2014 in each UK country**

	England	Northern Ireland	Scotland	Wales
1	Albania (584)	Bulgaria (17)	Vietnam (31)	Sudan (24)
2	Vietnam (428)	China (6)	China (23)	Vietnam (17)
3	Nigeria (230)	=Hungary (5) United Kingdom (5)	Nigeria (18)	Eritrea (13)

**Table 7: Top three most common countries of origin of potential victims referred to NRM in 2015 in each UK country**

	England	Northern Ireland	Scotland	Wales
1	Albania (676)	Romania (10)	Vietnam (51)	Vietnam (16)
2	Vietnam (450)	China (5)	China (30)	Eritrea (12)
3	United Kingdom (315)	Lithuania (3)	Albania (13)	Nigeria (12)

**Table 8: Top three most common countries of origin of potential victims referred to NRM in 2016 in each UK country**

## First Responders

1.23 A specified list of ‘first responder’ organisations can refer potential victims into the NRM. This list includes specialist Non-Governmental Organisations (NGOs) and public bodies such as the National Crime Agency and the police, the Home Office<sup>12</sup>, the Gangmasters and Labour Abuse Authority (GLAA) and local authorities. As in previous years, the largest proportion of NRM referrals in 2016 were made by Home Office UKVI (1,447; 38%), predominantly made as part of an asylum claim.

First Responder Organisation	Total Referrals	% of total referrals
Home Office UKVI	1,447	38%
Home Office Immigration Enforcement (HOIE)	374	10%
Border Force	111	3%
Police / NCA	919	24%
NGOs	535	14%
Local Authorities	418	11%
<b>Total</b>	<b>3,804</b>	

**Table 9: Number of potential victims referred to NRM in 2016 by first responder organisations**

## Competent Authorities

1.24 Two ‘competent authorities’ currently make decisions about whether referred individuals are victims of modern slavery (NCA-MSHTU and Home Office)<sup>13</sup>.

1.25 Of the 3,804 referrals in 2016, UKVI dealt with 2,728 (72%) cases and the MSHTU dealt with 796 (21%) cases. A further 280 (7%) cases were dealt with through the NRM pilot process. The pilot took place between August 2015 and March 2017 and 404 potential victims were referred to the NRM in the pilot areas during that time.

1.26 As outlined above, in 2016, 79% (3,005) of cases referred to the NRM received a positive reasonable grounds decision. The table below sets out a breakdown of the reasonable grounds decision made, as of 12 June 2017.

<sup>12</sup> The term Home Office refers to UK Visas and Immigration, Immigration Enforcement and Border Force.

<sup>13</sup> Between August 2015 and March 2017, a pilot was set up to test changes to the National Referral Mechanism (NRM) process in two areas: West Yorkshire and the South West of England (comprising the police force areas of Avon and Somerset, Devon and Cornwall, Dorset, Gloucestershire and Wiltshire).

**Reasonable Grounds Decisions**

Positive	Negative	Pending	Suspended	Withdrawn	Total
3,005	652	39	19	89	<b>3,804</b>

**Table 10: Reasonable grounds decision outcomes in 2016, as of 12 June 2017)**

1.27 Subsequently, 30%<sup>14</sup> (907) of those who received a positive reasonable grounds decision had received a positive conclusive grounds decision. The table below sets out a breakdown of the conclusive grounds decisions made, as of 12 June 2017.

**Conclusive Grounds Decisions**

Positive	Negative	Pending	Suspended	Withdrawn	Total
907	541	1,491	51	15	<b>3,005</b>

**Table 11: Conclusive grounds decision outcomes in 2016, as of 12 June 2017**

## Data Relating to Exploitation as a Child

1.28 Of the 1,277 cases referred for exploitation as a child, 741 (58%) were male and 536 (42%) were female. The table below shows a breakdown of referrals to the NRM of children by nationality, gender and claimed exploitation type.

<sup>14</sup> Note: this figure is a percentage of those referrals with a positive reasonable grounds decision.

Nationality/ Country of Origin	Domestic Servitude		Labour Exploitation		Sexual Exploitation		Unknown Exploitation		Total
	Female	Male	Female	Male	Female	Male	Female	Male	
Afghanistan	0	3	0	19	0	10	3	39	74
Albania	0	1	0	151	20	6	8	41	227
Algeria	0	0	0	1	1	0	0	1	3
Angola	3	0	1	0	0	0	0	0	4
Bangladesh	2	4	0	3	0	1	1	0	11
Benin	1	0	0	0	0	0	0	0	1
Bosnia and Herzegovina	0	0	1	0	0	0	0	0	1
Bulgaria	0	0	1	0	0	0	2	0	3
Burundi	0	0	0	0	0	0	0	1	1
Cameroon	1	0	1	0	0	0	1	2	5
Canada	0	0	0	0	0	0	0	2	2
China	1	3	3	7	2	1	2	3	22
Congo	0	0	0	0	0	0	0	1	1
Cuba	0	0	0	0	0	0	0	1	1
Czech Republic	2	1	0	0	3	0	1	1	8
Democratic Republic of the Congo	3	0	0	1	2	0	1	6	13
Egypt	0	0	0	3	1	1	0	9	14
Eritrea	10	1	1	10	9	0	4	13	48
Ethiopia	1	0	1	4	0	0	0	3	9
France	0	0	0	0	1	0	0	0	1
Gambia	2	0	0	0	0	0	1	1	4
Germany	0	0	0	0	1	0	0	0	1
Ghana	1	1	0	1	3	0	1	1	8
Guinea	0	0	0	0	0	0	0	1	1
Guyana	0	0	0	0	0	0	1	0	1
Hungary	0	1	0	0	4	0	1	0	6
India	1	0	0	4	3	0	1	1	10
Indonesia	1	0	0	0	0	0	0	0	1
Iran	0	1	1	7	1	3	0	29	42
Iraq	0	1	1	5	0	1	3	18	29
Ivory Coast	1	0	0	0	1	1	0	0	3
Jamaica	1	0	0	1	0	0	0	0	2
Jordan	0	0	0	1	0	0	0	0	1
Kosovo	0	0	0	1	0	0	0	0	1
Kuwait	0	0	0	1	0	0	0	1	2
Latvia	0	0	0	0	3	0	2	1	6
Lebanon	0	0	0	0	0	0	0	1	1
Lithuania	0	0	1	0	1	0	0	0	2
Malawi	0	0	0	0	1	0	1	0	2
Mauritius	0	0	0	0	1	0	0	0	1
Mexico	0	0	0	0	0	0	1	0	1
Morocco	0	0	0	1	0	0	0	0	1

Mozambique	0	1	0	0	0	0	0	0	1
Namibia	0	1	0	0	1	0	0	2	4
Netherlands	0	0	0	0	1	0	0	0	1
Nigeria	14	5	1	2	6	1	9	5	43
Not known	0	0	0	0	2	0	0	0	2
Pakistan	3	2	2	4	0	0	0	3	14
Philippines	0	0	0	0	1	0	1	0	2
Poland	0	0	0	4	3	0	1	0	8
Romania	0	0	3	3	12	1	3	5	27
Rwanda	0	0	0	0	1	0	0	0	1
Sao Tome & Principe	0	0	1	0	0	0	0	0	1
Sierra Leone	0	1	0	0	1	0	0	0	2
Slovakia	0	1	13	12	2	0	1	6	35
Somalia	4	2	0	6	1	0	1	2	16
Spain	0	0	0	0	2	0	0	0	2
Sri Lanka	0	1	0	0	0	0	1	0	2
St Lucia	0	0	0	0	1	0	0	0	1
Sudan	0	0	0	22	0	0	0	2	24
Syria	0	0	0	1	0	1	1	9	12
Tanzania	0	0	0	0	0	0	0	1	1
Thailand	0	0	0	0	1	0	0	0	1
Togo	1	0	0	0	0	0	0	0	1
Tunisia	0	0	0	1	0	0	0	0	1
Turkey	0	0	0	1	1	0	0	0	2
Uganda	2	0	0	0	2	0	1	0	5
Ukraine	0	0	1	0	0	0	0	0	1
United Kingdom	0	0	8	27	204	12	2	2	255
United States of America	0	0	0	0	0	0	2	0	2
Vietnam	10	5	28	94	18	2	21	48	226
Zambia	0	0	0	1	2	0	0	1	4
Zimbabwe	2	0	0	0	0	0	1	2	5
<b>Total</b>	<b>67</b>	<b>36</b>	<b>69</b>	<b>399</b>	<b>320</b>	<b>41</b>	<b>80</b>	<b>265</b>	<b>1,277</b>

Table 12: NRM referrals of children by nationality, gender and exploitation type in 2016

## Duty To Notify Data

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

1.30 To address this problem, the Modern Slavery Act 2015 introduced a ‘duty to notify’, which has been in place since 1 November 2015. The duty requires specified public bodies, including the police, the National Crime Agency and local authorities, to report to the Government all potential adult victims of modern slavery encountered in England and Wales. As children do not need to consent to NRM referral, it is expected that all child potential victims who are identified will be referred to the NRM. The duty to notify provides further data about the number of potential victims of modern slavery who are identified but not referred to the NRM due to the fact that adult victims are able to remain totally anonymous if they wish.

1.31 The Home Office shares the duty to notify data on a regular basis with operational partners including the police and National Crime Agency to improve the understanding of the nature and scale of modern slavery.

1.32 Between 1 November 2015 and 30 June 2017, under the duty to notify provision, the Government received notifications of 1,621 potential victims of modern slavery identified in England and Wales, who were not referred to the NRM. There has been an upward trend in the number of referrals to the duty to notify. There were 758 notifications in the first six months of 2017, compared to 782 for the whole of 2016.

1.33 It is important to note that this is a relatively new data collection and levels of reporting are likely to reflect the corresponding level of awareness of the duty to notify among frontline staff. 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.

1.34 Of the 1,621 potential victims, 908 (56%) were female, 695 (43%) were male and in 18 (1%) referrals, the gender was unknown. The majority of potential victims were adults at the time of exploitation 1,410 (87%) and a small proportion were children 128 (8%) at the time of exploitation (but adults by the time they were identified).

1.35 The following tables breakdown the duty to notify statistics by year. 2015 represents November to December 2015, 2016 contains data for the whole year, and 2017 figures cover January to June 2017.

Gender of potential victims	2015 (Nov – Dec)	2016	2017 (Jan – Jun)	Total (Nov 2015 – June 2017)	% of total
Female	51	427	430	908	56%
Male	29	348	318	695	43%
Not Recorded	-	-	-	-	-
Unknown	1	7	10	18	1%
<b>Total</b>	<b>81</b>	<b>782</b>	<b>758</b>	<b>1,621</b>	

**Table 13: Gender of potential victims of modern slavery reported to the Duty to Notify in England and Wales, 1 Nov 2015 – 30 June 2017**

Age at time of suspected exploitation of potential victims	2015 (Nov – Dec)	2016	2017 (Jan – Jun)	Total (Nov 2015 – June 2017)	% of total
Adult	64	688	658	1410	87%
Child	17	61	50	128	8%
Unknown	-	33	50	83	5%
Not Recorded	-	-	-	-	-
<b>Total</b>	<b>81</b>	<b>782</b>	<b>758</b>	<b>1,621</b>	

**Table 14: Age at time of suspected exploitation of potential victims of modern slavery reported to the Duty to Notify in England and Wales, 1 Nov 2015 – 30 June 2017**

1.36 Just under half of potential victims reported to the duty to notify were from EEA countries (746) and the UK (55) – 49% of the total when combined, while 798 potential victims were recorded as being from non-EEA countries. There is a higher proportion of EEA national adults referred to the duty to notify compared to the NRM.

Country of origin of potential victims	2015 (Nov – Dec)	2016 (Jan – Jun)	2017 (Jan – Jun)	Total (Nov 2015 – June 2017)	% of total
UK	1	39	15	55	3%
EEA	46	330	370	746	46%
Non-EEA	32	408	358	798	50%
Not Recorded	2	5	15	22	1%
<b>Total</b>	<b>81</b>	<b>782</b>	<b>758</b>	<b>1,621</b>	

**Table 15: Country of origin of potential victims of modern slavery reported to the Duty to Notify in England and Wales, 1 Nov 2015 – 30 June 2017**

1.37 The most common reported exploitation type of potential victims reported to the duty to notify was labour exploitation, 515 (32%). Just over one-fifth of potential victims reported they had experienced multiple exploitation types.

Reported exploitation type of potential victims	2015 (Nov – Dec)	2016 (Jan – Jun)	2017 (Jan – Jun)	Total (Nov 2015 – June 2017)	% of total
Labour Exploitation	16	240	259	515	32%
Sexual Exploitation	28	223	208	459	28%
Multiple exploitation types	15	182	154	351	22%
Unknown	8	77	79	164	10%
Criminal Exploitation	13	21	17	51	3%
Domestic Servitude	1	39	41	81	5%
<b>Total</b>	<b>81</b>	<b>782</b>	<b>758</b>	<b>1621</b>	

**Table 16: Reported exploitation type of potential victims of modern slavery reported to the Duty to Notify in England and Wales, 1 Nov 2015 – 30 June 2017**

1.38 Almost all reports to the duty to notify were made by the police 742 (46%) and the Home Office 776 (48%).

Organisation reporting victim to the duty to notify	2015 (Nov – Dec)	2016 (Jan – Jun)	2017 (Jan – Jun)	Total (Nov 2015 – June 2017)	% of total
Police	46	361	335	742	46%
Home Office <sup>15</sup>	28	378	370	776	48%

<sup>15</sup> The term Home Office refers to UK Visas and Immigration, Immigration Enforcement and Border Force. The duty to notify applies to Home Office staff as a matter of policy.

Local Authorities	5	18	26	49	3%
Gangmasters and Labour Abuse Authority (GLAA)	2	8	5	15	1%
NGOs	-	10	6	16	1%
Other	-	7	16	23	1%
<b>Total</b>	<b>81</b>	<b>782</b>	<b>758</b>	<b>1621</b>	

**Table 17: Organisation reporting potential victim of modern slavery to the Duty to Notify in England and Wales, 1 Nov 2015 – 30 June 2017**

1.39 The Home Office has run communications activity to improve understanding and awareness of the duty to notify legislation and the National Referral Mechanism, to improve reporting amongst relevant authorities. Materials for this activity include a factsheet, flow chart and posters. These materials have been shared with key partners for them to distribute via their channels, including websites, social media and e-newsletters.

1.40 The Department of Justice will progress the implementation of equivalent provisions when a Minister is appointed.

1.41 The Scottish Government has introduced similar provisions through the Human Trafficking and Exploitation (Scotland) Act 2015. The Act allows Scottish Ministers to make Regulations to place a duty on Scottish public authorities to notify Police Scotland of potential victims of human trafficking and of slavery, servitude and forced or compulsory labour. The Scottish Government plans to make these Regulations over the course of the next year. Non-public authorities, such as third sector organisations, will be encouraged to make similar notifications.

## Police Recorded Crime

1.42 Police recorded crime (PRC) includes all offences in law that are indictable (those that must or may be dealt with at Crown Court). The Home Office sets out detailed rules and guidance the Home Office Counting Rules, (HOCR) which set out how and when the 43 police forces in England and Wales must record crime for statistical purposes.

1.43 Between April 2015 and March 2016, the police in England and Wales recorded 870 modern slavery crimes. During this period, three of the 43 territorial police forces did not record a single modern slavery crime; these forces were Durham, Gwent and City of London. In the most recent reporting year to March 2017, 2,255 modern slavery crimes were recorded in England and Wales, an increase of 159%. This increase is probably largely due to forces making correct use of the new crime code rather than an increase in actual crime volumes. Only two forces (Wiltshire and City of London) did not record a modern slavery crime in this period.

1.44 In 2016, Police Scotland recorded 29 human trafficking and exploitation crime reports in Scotland. Up to March 2017 they recorded 60 such crime reports<sup>16</sup>. In the year to March 2017, the Police Service of Northern Ireland recorded 35 modern slavery offences.

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<sup>16</sup> Prior to November 2016 Police Scotland did not record crime reports until the outcome of an NRM decision was known. However, there has been a change in practice following the Independent Anti-Slavery Commissioner 2016 report. This explains the sudden increase and rise in reports

## Chapter 2: The UK's Existing Response

### PURSUE

2.01 Pursue actions reflect our law enforcement and prosecution response to modern slavery to disrupt and prosecute those responsible. This includes prosecution using all available powers and legislation as well as confiscation of assets.

#### Prosecutions

2.02 Prosecutions will continue to be brought under the relevant anti-slavery legislation in place at the time of criminal activity occurring. Modern slavery offences tend to involve, or take place alongside, a wide range of abuses and other criminal offences including conspiracy to commit the offences.

#### Prosecutions in England and Wales

2.03 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 advice, charging advice and prosecution in cases where modern slavery offences have been committed. The Central Casework Divisions in the CPS are also instrumental in supporting prosecutions. The Organised Crime teams work with the NCA and bring specialist expertise in top-tier complex organised crime cases investigated by Immigration Enforcement or police.

2.04 The CPS also works closely with prosecuting authorities in Northern Ireland and Scotland in ensuring that prosecution policies and approaches

are consistent to provide a robust UK-wide approach to modern slavery.

2.05 Tables 18 and 19 below show the number of defendants prosecuted for and convicted of modern slavery offences in England and Wales between 2014 and 2016, where they were classified as the 'principal offence' for which the individual was dealt with. When a defendant has been charged with or found guilty of two or more offences, the 'principal offence' is the offence for which the heaviest penalty is imposed. Where the same sentence is imposed for two or more offences, the 'principal offence' is the offence for which the statutory maximum penalty is the most severe.

2.06 The tables include prosecutions and convictions under both the Modern Slavery Act 2015 and the previous anti-slavery legislation<sup>17</sup>. Although there has been a small decrease in the number of defendants prosecuted, this should be interpreted in the context of the relatively small number of prosecutions for slavery and trafficking offences overall. The data show a trend towards greater use of the Modern Slavery Act to prosecute criminal activity. In 2016, 51 defendants were prosecuted under the Modern Slavery Act (on a principal offence basis); in its first year, 2015, 12 prosecutions were commenced under the Act.

<sup>17</sup> Prior to the introduction of the Modern Slavery Act 2015, modern slavery offences in England and Wales were covered by section 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.

	2014	2015	2016
<b>Prosecution for offences under previous slavery and trafficking legislation</b>			
Slavery, servitude and forced labour	25	30	5
Human trafficking for sexual exploitation	49	38	12
Human trafficking for non-sexual exploitation	24	37	13
Prosecution for offences under the Modern Slavery Act 2015	-	12	51
<b>Total (all slavery and trafficking offences)</b>	<b>98</b>	<b>117</b>	<b>81</b>

**Table 18: Defendants prosecuted for modern slavery offences on a principal offence basis, England and Wales, 2014, 2015 and 2016**

	2014	2015	2016
<b>Convictions for offences under previous slavery and trafficking legislation</b>			
Slavery, servitude and forced labour	8	9	12
Human trafficking for sexual exploitation	4	14	31
Human trafficking for non-sexual exploitation	27	8	12
Conviction for offences under the Modern Slavery Act 2015	-	0	0
<b>Total (all slavery and trafficking offences)</b>	<b>39</b>	<b>31</b>	<b>55</b>

**Table 19: Offenders convicted of modern slavery offences on a principal offence basis, England and Wales, 2014, 2015 and 2016**

2.07 Table 20 shows the total number of modern slavery offences prosecuted and convicted, whether or not they were classified as the 'principal offence' for the defendant.

*Number of offences*

	2014		2015		2016	
	Prosecuted	Convicted	Prosecuted	Convicted	Prosecuted	Convicted
Offences under previous slavery and trafficking legislation						
Slavery, servitude and forced labour	68	8	79	23	10	24
Human trafficking for sexual exploitation	110	43	113	74	59	75
Human trafficking for non-sexual exploitation	75	57	70	14	27	35
Offences under the Modern Slavery Act 2015	-	-	27	0	155	1
<b>Total (all slavery and trafficking offences)</b>	<b>253</b>	<b>108</b>	<b>289</b>	<b>113</b>	<b>251</b>	<b>135</b>

**Table 20: Selected offences prosecuted at magistrates' courts and convicted at all courts, England and Wales, 2014, 2015 and 2016<sup>18 19</sup>**

2.08 Table 21 shows the number of individuals that were prosecuted and convicted for any modern slavery offence, regardless of whether it was their 'principal offence' or not. The total number of offenders prosecuted and convicted cannot be calculated by summing the offenders in each offence category, as this will result in some offenders being counted more than once. In 2016, 80 defendants were proceeded against for a total of 155 modern slavery offences as provided for in the Modern Slavery Act 2015.

*Number of offenders*

	2014		2015		2016	
	Prosecuted	Convicted	Prosecuted	Convicted	Prosecuted	Convicted
Offences under previous slavery and trafficking legislation						
Slavery, servitude and forced labour	29	8	48	11	10	20
Human trafficking for sexual exploitation	68	14	69	24	35	41
Human trafficking for non-sexual exploitation	47	32	43	10	20	13
Offences under the Modern Slavery Act 2015	0	0	26	0	80	1
<b>Total (all slavery and trafficking offences)</b>	<b>128</b>	<b>54</b>	<b>162</b>	<b>44</b>	<b>136</b>	<b>69</b>

**Table 21: Offenders prosecuted at magistrates' courts and convicted at all courts, England and Wales, 2014, 2015 and 2016<sup>20</sup>**

18 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. As a consequence, care should be taken to ensure data collection processes and their inevitable limitations are taken into account when those data are used.

19 The figures given in Table 20 on court proceedings relate to all offences for which all defendants are found proceeded against or found guilty. When a defendant has been proceeded against for or found guilty of two or more offences, each of the offences is counted.

20 The figures given in this table count how many offenders are convicted of each offence category. If a offender is convicted of multiple offences within a single offence category, that offender is counted once. If a 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.

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.

2.09 CPS Management Information provides further data about modern slavery offences prosecuted in England and Wales. The CPS data shows the number of defendants who were flagged as being involved in modern slavery, regardless of whether the eventual prosecution was for modern slavery or another offence. In 2016 there were a total of 349 completed prosecutions of defendants flagged as being involved in modern slavery. This is an increase of 54% from 2015's total of 226 cases. The 349 completed prosecutions were made up of 216 convictions (62%) and 133 (38%) unsuccessful prosecutions. Although the conviction rate in 2016 showed a small decrease compared to previous years, this rate is subject to fluctuation given the relatively small number of cases and the complex nature of modern slavery cases.

	2014	2015	2016
Convictions	130	149	216
Unsuccessful	59	77	133
<b>Total Completed Prosecution Outcomes</b>	<b>189</b>	<b>226</b>	<b>349</b>

**Table 22: Completed prosecution outcomes for defendants flagged as being involved in modern slavery offending**

### Prosecutions in Scotland

2.10 The Crown Office and Procurator Fiscal Service (COPFS) has appointed a national lead and local lead prosecutors for human trafficking to assist with all aspects of investigation and prosecution. These leads work closely with the National Human Trafficking Unit at Police Scotland and with agencies working with victims of human trafficking in Scotland. In May 2016, the Lord Advocate, Scotland's chief prosecutor, published statutory instructions for prosecutors in relation to the non-prosecution of victims of human trafficking. The national lead prosecutor is a senior member of Crown Counsel within the National Sexual Crimes Unit and all cases involving potential victims of trafficking are referred to her for instructions on how to proceed.

2.11 The tables below show the number of individuals against whom prosecution was commenced 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.

2.12 It is important to note that a number of the individuals included here will have been prosecuted for and convicted of offences other than human trafficking offences for example immigration offences, brothel keeping and 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 the individuals listed here, where, for example, individuals have failed to appear in court and a warrant for their arrest was granted.

	Trafficking for sexual exploitation	Trafficking for other exploitative purposes	Offence of forced labour and servitude	Offences aggravated by trafficking	Total
2013	5	4	1 <sup>21</sup>	-	<b>10</b>
2014	1	5	-	-	<b>6</b>
2015	6	1	-	-	<b>7</b>
2016	4	5	-	4	<b>13</b>
2017	5	4	-	-	<b>9</b>

**Table 23: Number of individuals where initial decision was to prosecute for human trafficking offences in Scotland, from 2013 to June 2017)**

	Trafficking for sexual exploitation	Trafficking for other exploitative purposes	Offence of forced labour and servitude
2013	-	1	-
2014	-	-	-
2015	1	1	-
2016	-	-	-
2017	-	-	-

**Table 24: Number of individuals convicted of human trafficking offences in Scotland, from 2013 to June 2017, broken down by the date the police report was received by COPFS. Proceedings are ongoing against a large number of individuals which means that these figures may change.**

### Prosecutions in Northern Ireland

2.13 In Northern Ireland the Public Prosecution Service (PPS) has appointed a Lead Prosecutor for human trafficking offences. PPS now routinely provide engagement with police in all human trafficking cases at an early stage of an investigation. Police Service of Northern Ireland

<sup>21</sup> This individual was also prosecuted for offences under s4 of the Asylum and Immigration Act 2004 (i.e. trafficking for other exploitative purposes) but to avoid duplication has only been included within this column

(PSNI) and PPS consider that early engagement has led to a more focused approach to human trafficking prosecutions and will lead to successful prosecutions. It is anticipated that prosecutions will arise from a number of cases pending.

	2015	2016	2017
Slavery, servitude and forced labour	0	0	0
Human trafficking for sexual exploitation	2	1	0
Human trafficking for non-sexual exploitation	2	2	0
Offence yet to be clarified	0	0	0

**Table 25: Number of persons against whom prosecution was commenced for trafficking in persons in Northern Ireland, 2015 to June 2017**

	2015	2016	2017
Slavery, servitude and forced labour	0	0	0
Human trafficking for sexual exploitation	0	2	0
Human trafficking for non-sexual exploitation	0	2	0
<b>Total</b>	<b>0</b>	<b>4<sup>22</sup></b>	<b>0</b>

**Table 26: Number of persons convicted for trafficking in persons in Northern Ireland, 2015 to June 2017**

### Case Study

PSNI led a proactive investigation into the human trafficking for sexual exploitation of vulnerable females across Europe by a Romanian Organised Crime Gang. Twelve victims were identified, six arrests were made in Belfast, Stockholm and Bucharest and assets were recovered in Romania. In January 2016, PSNI extradited two Romanian nationals from Sweden for their involvement in the offending. This was a joint investigation between PSNI and Swedish Law enforcement through Europol and Eurojust. The defendants were initially prosecuted in Sweden and were sentenced to 4 years imprisonment. In Belfast, in May 2016, both suspects pleaded guilty to Human Trafficking in Northern Ireland. Each defendant was sentenced to two years custodial sentence on 28th June 2016. Deportation orders are in place for the suspects when they are released from custody.

### UK-Wide Law Enforcement Action to Tackle Modern Slavery

2.14 In 2017 there has been increased operational activity, tackling modern slavery, involving a range of law enforcement agencies. In March 2017, modern slavery was made one of the highest priority serious and organised crime threats for the NCA and other law enforcement partners.

2.15 The NCA launched Project AIDANT, which has run throughout 2017. This brings together resources from the NCA, Border Force, Immigration Enforcement, HMRC and the GLAA to deliver intensified operational activity focusing on specific thematic areas.

2.16 During Project AIDANT activity many potential victims have been identified and arrests have been made. For example, phase 2 of project AIDANT in March 2017 specifically targeted modern slavery at the UK Border and saw intensifications with partners at specified ports to disrupt the trafficking of Romanian, Lithuanian and Slovakian nationals into the UK. Another phase of Project AIDANT saw Border Force Maritime Command use new legal powers to board vessels where there was intelligence of labour exploitation. In May and June 2017 alone, there were 111 arrests and 130 potential victims identified in the UK as a result of Project AIDANT.

2.17 The NCA continue to use all the tactics at their disposal, including specialist tactical advisers on modern slavery. The NCA's vulnerable person's team supports victims to ensure their needs are met and they do not become re-victimised once an investigation is complete. The team helps prepare victims to give evidence at court, and works closely with the CPS to ensure sufficient evidence is obtained to launch victimless prosecutions, where necessary. Work is also under way to look in detail at the business models around modern slavery, including the enabling functions on which they depend, and finding ways to undermine those functions and break those business models. Specialist financial investigators are supporting operations to ensure nobody profits from these crimes.

<sup>22</sup> A further individual was convicted for acquiring and converting criminal property in the form of the victim's wages.

2.18 In addition to this NCA-coordinated activity, from January–September 2017 police across the UK instigated over 300 live modern slavery operations.

2.19 Immigration Enforcement works in partnership with other agencies to identify and protect victims of modern slavery and human trafficking. Immigration Enforcement launched Operation Magnify which is a rolling programme of intensive enforcement activity in key high risk employment sectors designed to complement regulatory and communications activities. It is a cross-Government operation, led by Immigration Enforcement, which mobilises the full range of powers and agencies with an interest in the illicit economy. Focusing on sectors at high risk of illegal working and/or criminality associated to illegal immigration, activity is aimed at high volume sectors such as care homes and construction, and sectors prone to organised criminality or trafficking such as car washes and nail bars.

2.20 This work has particular relevance to preventing modern slavery as the proposed measures will have complementary benefits for preventing both illegal working and modern slavery.

2.21 Operation Venezia is operation run as part of the Home Office's overarching strategic response to illegal working (Operation Magnify) which targeted illegal working within the nail bar industry. The high street nail bar industry was identified as being a high risk sector (cash business) when it came to illegal working; with the added risk of potential exploitation of vulnerable persons.

2.22 Operation Venezia identified a large number of business premises, including a number linked to potential criminality identified through financial investigations. The primary focus was to identify and remove illegal workers from the UK employment market. Due to the high chance of potential victims of trafficking and victims of modern slavery being encountered, there was a greater focus placed on Criminal and Financial teams engaging with Immigration Compliance and Enforcement teams throughout the intensification period. Partnership working with other government departments and non-governmental organisations was also put in place to ensure potential victims were referred to the responsible authorities. A national intensification period commenced in late November 2016, with

Immigration Compliance and Enforcement teams taking the lead, supported by Criminal and Financial Investigations and other government departments including HMRC and Department for Work and Pensions.

### International Law Enforcement Collaboration to Tackle Modern Slavery

2.23 The UK Government has worked closely with other governments, to develop the relationships and processes which support international law enforcement cooperation.

2.24 Home Office Minister for Crime, Safeguarding and Vulnerability, Sarah Newton MP, visited Warsaw in March 2017 for a joint conference between British, Polish and Lithuanian law enforcement agencies, to support the good relationships which the UK has with these countries and to test best practice for cross-border working.

2.25 Internationally, UK law enforcement has worked with European partners on weeks of action to tackle labour exploitation (in May) and sexual exploitation (in June). As a result of EU-wide activity in May 2017, 133 suspects were arrested and from the intelligence obtained as a result of the activity 44 new operations were initiated across Europe. In June 2017, 107 suspects were arrested across Europe in the week of action against sexual exploitation and many potential victims of trafficking were safeguarded. As a result of this activity a further 25 new operations have been started.

2.26 The NCA, alongside Immigration Enforcement, Border Force and the Crown Prosecution Service (CPS) has worked extensively with the Nigerian Trafficking Agency NAPTIP over the last few years. This includes training and mentoring a Joint Border Task Force (JBTF). The JBTF have met returning International Organisation for Migration (IOM) flights and screened individuals, identifying over 100 potential victims of trafficking, debriefing and safeguarding them to prevent re-trafficking. In May of this year the new Director General of NAPTIP, accompanied by officers from the JBTF, came to the UK to discuss strengthened cooperation between Nigeria and the UK.

2.27 Where the CPS and investigators and prosecutors from other EU countries are engaged

in parallel investigations a joint investigation team (JIT) is established for a fixed period to carry out investigations in the States which are party to it by way of a written agreement between them. This enables the collection of evidence from the participating States without the need for formal letters of request and is an effective way to tackle organised criminal networks operating across a number of countries. The UK is currently involved in 21 live JITs for human trafficking, 20 of which are in England and Wales. This is the highest for human trafficking of all EU Member States. JITs enable prosecution in one jurisdiction of defendants involved in the trafficking in source and destination countries. This may also result in successful prosecutions in another jurisdiction, supported by law enforcement and prosecutors in the UK. These on-going cases then will not yet be reflected in the prosecution data.

2.28 The UK Government will continue to work closely with our counterparts in these and other key countries to ensure that joint working on future operations are as successful as possible. Under Project Aidant, NAPTIP officers undertook an operational attachment to Border Force in the UK in July 2017 as part of this ongoing collaboration.

## Police Response

### Police Response - England and Wales

2.29 In light of the recommendations of Caroline Haughey's review of the Modern Slavery Act<sup>23</sup>, in October 2016, the Home Secretary announced £8.5 million of funding would be made available to police forces in England and Wales to transform

the policing response to modern slavery. This includes the establishment of around 60 ring-fenced posts to uplift the police service's response to modern slavery, through the development of the following capabilities:

- **Joint Slavery and Trafficking Analysis Centre (JSTAC):** a multi-agency team of analysts developing intelligence assessments to support the UK's strategic approach to modern slavery;
- **Europol:** additional resources within Europol strengthening the focus on modern slavery and human trafficking intelligence and investigations;
- **Modern Slavery Insight Team:** strategic and performance analysts developing and embedding stronger measures of disruption activity and developing strategic analysis to support stronger thematic intelligence collection and intelligence flow;
- **Regional Transformation Teams:** strategic analysts and coordinators in the nine Regional Organised Crime Units (ROCs) in England and Wales and the Metropolitan Police Service, supporting improvements to regional and force-level strategic and operational responses and debriefing investigations;
- **What Works Team:** a team of specialist advisers focusing on developing evidenced based approaches to investigating modern slavery, providing guidance and support to Forces about lessons learned;
- **NRM Triage Functions:** additional resources in IE, NCA, the Metropolitan

### Case study

Eleven members of an extended family in Lincolnshire were convicted of a series of offences of forced and compulsory labour, exploitation and fraud offences against 18 victims dating back over a decade.

The members of the Rooney family, who were based on traveller sites in Lincoln, forced a succession of people to work for little or no pay and housed them in squalid conditions with hardly any access to basic requirements. They targeted people they knew to be vulnerable, including the homeless and those with learning disabilities or alcohol or drug abuse. They recruited people on the streets, or in known locations where homeless people congregated and offered them work, food and accommodation. They were prosecuted for offences committed against 16 victims of forced or compulsory labour; 2 further victims had since died. The impact on the mental and physical health of the victims was severe. They were often malnourished, and forced to carry out physical labour with inadequate equipment, subjected to beatings and threatened. Even when severely injured, they were denied medical attention. The defendants were sentenced to a total of 79 years imprisonment.

23 <https://www.gov.uk/government/publications/modern-slavery-act-2015-review-one-year-on>

Police Service and central programme support improving the flow of NRM and duty to notify information between the NCA, to and from policing, informing changes to NRM processes;

- **Training Function:** developing and delivering an accredited programme of training activity, licensed courses and two Continuing Professional Development events per year for all police force single points of contact; and
- **Police and Crime Commissioner (PCC) Coordination:** supporting the development of the National Modern Slavery and Trafficking PCCs network to share good practice.

2.30 Over the last year Chief Constable Shaun Sawyer, the National Police Chief's Council lead for modern slavery in England and Wales, has continued to drive improvements to the police response to modern slavery. This includes chairing the national Modern Slavery Threat Group and working with the NCA and UKVI to understand differences between the number of NRM referrals and crimes recorded, to encourage forces to embed duty to notify processes.

2.31 The Modern Slavery Threat Group brings together law enforcement agencies from across the whole of the UK to improve our operational response to modern slavery in country, at the border and upstream. The Threat Group set up a number of sub-groups, focusing on operations, training, and improving the data and intelligence relating to modern slavery. There is work to refine processes for the high volume of NRM referrals where exploitation was reported to occur overseas.

2.32 In July 2016, the Home Secretary commissioned Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services to assess the police response to modern slavery in England and Wales. The Inspectorate has carried out a two-phased inspection, beginning in 2016/17 and concluding in 2017/18. The first report will be published by the end of 2017.

### Police Response - Scotland

2.33 Following the launch of the Human Trafficking and Exploitation Strategy, Police Scotland chair and lead a law-enforcement

partners group. The group is chaired by the Detective Superintendent of the National Human Trafficking Unit and its members include; Trafficking Awareness Raising Alliance (TARA), Migrant Help, Scottish Government, HMRC, Home Office Immigration Enforcement, Border Force, British Transport Police (BTP), NCA, all Police Scotland territorial divisions and Crown Office and Procurator Fiscal Service (COPFS).

2.34 In addition to this group, Police Scotland are finalising a public body awareness raising programme, which will be made available to all public bodies in Scotland. This will include the duties on organisations in relation to the duty to notify legislation, which will commence in early 2018.

### Police Response - Northern Ireland

2.35 The Police Service of Northern Ireland (PSNI) Service Lead continues to chair the Immigration and Human Trafficking Subgroup of the Organised Crime Task Force (OCTF), which brings together the main statutory bodies with responsibilities around tackling trafficking. It is focussed on providing strategic direction and resolving operational issues.

2.36 During 2017, PSNI and a range of partner agencies have been involved in proactive multi-agency operations to detect, disrupt and frustrate organised crime groups involved in human exploitation. Agencies involved included HMRC, the Northern Ireland Health and Safety Executive, Border Force, GLAA, UKVI, the NCA and the An Garda Síochána (police force of the Irish Republic). These operations made use of the full range of local, national and international tactics to identify suspects and victims.

2.37 PSNI Human Trafficking Unit (PSNI HTU) took part in three joint proactive operations (Operation Outrun) with Border Force during October 2016, March 2017 and April 2017 at Belfast International and Belfast City Airports. These operations aimed to intensify activity and collect information in relation to the trafficking of people through both airports for the purposes of exploitation. Any potential victims were provided with sufficient information should they need to contact the PSNI HTU in the future.

2.38 During 2016/17 PSNI HTU made 10 arrests, conducted 27 searches under warrant and carried

out 52 safeguarding visits/non-warrant operations for labour and sexual exploitation. Four individuals were charged with modern slavery and human trafficking or related offences and eight individuals were reported to the Public Prosecution Service for human trafficking related offences.

### Implementing new powers to reform and strengthen the response to labour market enforcement and deal with serious labour market exploitation

2.39 The UK Government has been clear that labour exploitation often has close links to modern slavery and has supported agencies to tackle serious labour exploitation through creating new powers and tools. This includes:

- appointing Professor, Sir David Metcalf CBE into the role of Director of Labour Market Enforcement in January 2017 to bring strategic focus and co-ordination to labour market enforcement legislation. The Director published his introductory labour market enforcement report in July 2017. This report set out the current landscape on labour market enforcement and posed questions for a full consultation with stakeholders. The consultation will help inform the development of his annual strategy. This strategy will assess the threat and extent of labour market abuse and set out the strategic priorities for the three main enforcement bodies to tackle worker exploitation. The full strategy is expected to be published in spring 2018.
- commencing new powers to enable the three main enforcement agencies (the Employment Agency Standards Inspectorate, HMRC National Minimum Wage Team and the GLAA) to apply for labour market enforcement undertakings and orders to help tackle persistent and serious offenders and rogue businesses to prevent further offending; and
- investing an additional £2 million to extend the remit of the Gangmasters Licensing Authority, renaming it the Gangmasters and Labour Abuse Authority with a new mission to prevent, detect and investigate worker exploitation across the entire UK economy.

2.40 The Immigration Act 2016 led to a strengthening of the GLAA's investigative role by bringing relevant powers under the Police and Criminal Evidence Act 1984 into force for GLAA in April 2017 (in England and Wales). Specialist trained GLAA officers, have now been authorised by the Home Secretary to act as labour abuse prevention officers (LAPOs). LAPOs will carry out investigations where intelligence suggests that businesses are committing or have committed serious labour market offences. These offences may be a combination of offences across employment agencies, national minimum wage and modern slavery legislation as well as existing offences under the Gangmasters (Licensing) Act 2004. LAPOs can now use core police powers set out in regulations to enter and search premises, seize evidence, search a person who may be concealing evidence and arrest suspects.

2.41 Between May and July 2017, the new powers enabled LAPOs to:

- carry out 25 operations working in partnership with other agencies, including the police, Immigration Enforcement and local authorities. 16 of those operations have involved sectors outside of the GLAA regulated sector, including cleaning, construction, demolition, fast food, hospitality, recycling and warehousing;
- arrest over 25 people across the country, including in East Anglia, East Midlands, North East, North West, South East, South Yorkshire, Wales and West Midlands on suspicion of exploiting workers for modern slavery offences;
- safeguard and refer 12 victims to the NRM;
- apply for one 1 Labour Market Enforcement Order on conviction;
- apply for 1 Slavery and Trafficking Prevention Order and;
- recover over £27,000 for workers across a range of sectors.

### Joint Slavery and Trafficking Analysis Centre

2.42 The Joint Slavery and Trafficking Analysis Centre (JSTAC) is an elite multi-agency intelligence unit established through the £8.5 million funding dedicated to improving the law enforcement

response to modern slavery. JSTAC is embedded in the NCA and includes analysts from the NCA, a police representative on behalf of the 43 forces in England and Wales, Border Force, Immigration Enforcement, HMRC and the GLAA. This mirrors a joint working model successfully used in the UK to analyse intelligence on terrorism.

2.43 JSTAC provides high quality intelligence analysis to assess the threat posed by modern slavery at a national and regional level which supports and underpins the enhanced operational response, whilst informing long term strategy nationally and internationally.

2.44 The team focuses on a wide range of topics, including modern slavery offending, factors affecting vulnerabilities to modern slavery and driving the movement of people, providing an effective medium-long term horizon scanning capability to law enforcement for the first time in this threat. Modern slavery offending entirely outside of the UK is also monitored, and where UK national interests may be affected, such as in crossovers with other forms of UK criminality or the incidental involvement of UK tourists.

2.45 In 2017, JSTAC produced a strategic assessment to provide a single authoritative picture of the modern slavery threat across the UK, to inform the policy and operational response. In addition, JSTAC produced several intelligence assessments, reports and briefings on issues ranging from specific countries of risk to offender methodologies. JSTAC has worked closely with the NCA and other law enforcement agencies to support the monthly Project AIDANT intensification activity, as well as ensuring that intelligence gained from these operations informs

the overarching UK assessment.

### What Works Team

2.46 The Police Transformation Unit What Works Team brings together a group of specialists to develop expertise and assess good practices in identifying, investigating and prosecuting modern slavery. During 2017, the What Works Team has begun work on a range of topics, including:

- the use of interviewing methods for victims of modern slavery;
- approaches policing can use to improve the identification and safeguarding of Vietnamese victims of modern slavery;
- helping policing understand the benefits of working with Europol and how to access support from international law enforcement; and
- debriefing significant historical modern slavery and human trafficking investigations, extracting lessons learnt to inform the development of the evidence base for future thematic guidance, such as financial investigation in modern slavery cases, which techniques and methods have been seen to be most effective and how detectives can utilise these in their investigations.

### Training UK law enforcement

2.47 The College of Policing, working with the National Police Chief's Council lead for modern slavery, National Police Transformation Unit and a panel of experts, have developed two new training packages for police. Roll out to police forces

### Case Study

The use of adult services websites (ASWs) by offenders to advertise victims of sexual exploitation was assessed by JSTAC to represent the key enabler of sexual trafficking and slavery in the coming three years. The Modern Slavery Threat Group consequently tasked a 'deep dive' assessment to understand more about the factors influencing the use of ASWs and how the threat they posed could be mitigated.

JSTAC assessed the issues and opportunities for law enforcement action across the 4Ps of the Modern Slavery Strategy.

Building on this assessment, law enforcement worked to coordinate activity at the national level, whilst the Home Office convened an expert working group to address wider target-hardening and other activities that could help safeguard victims.

began in September 2017. These include two training courses:

- A classroom based awareness-raising package, intended for all frontline officers, to increase knowledge about the nature of modern slavery, victim identification and reporting.
- A more intensive four day classroom-based course for investigators that might be involved in a modern slavery investigation, giving them the specialist skills required to investigate and help secure prosecutions.

2.48 The courses are also being made available to other agencies with relevant enforcement powers, for example the GLAA and HMRC, to supplement existing training provision and support their work to identify victims and investigate cases where modern slavery may be involved.

2.49 With the introduction of the Human Trafficking and Exploitation (Scotland) Act 2015, a programme of training has been developed for all police officers and staff in Scotland using the internal police intranet system and electronic briefings. COPFS regularly updates training and guidance on human trafficking and exploitation to reflect the new legislation, including the non-punishment provision and the introduction of Trafficking and Exploitation Prevention Orders.

2.50 PSNI are participants in the National Tasking and Finish Training Group to develop appropriate and consistent training standards for relevant front line law enforcement in the UK. This training is still in development but PSNI has developed an internal and external training programme to raise awareness and train first responders on modern slavery and human trafficking. The PSNI also works with other UK prosecuting authorities to learn lessons and share relevant information and

contacts on modern slavery and human trafficking interventions, develop deterrence techniques from the exchange of good practice and build on offender management.

### Asset Recovery

2.51 Asset seizure is an important element of the UK's response to modern slavery, because the crime of modern slavery is often motivated by financial profit. Taking steps to ensure that modern slavery does not reward offenders is a key priority, including in order to ensure appropriate deterrence.

### Asset Recovery - England and Wales

2.52 The table below 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 three calendar years. JARD is a live database which is continually updated. As such, the data provided may vary from reports run on earlier dates.

	Cash Seizure Orders – value (no. of orders)	Criminal Confiscation Orders – value (no. of orders)
2014	£93,589 (17)	£1,266,735 (19)
2015	£358,974 (49)	£377,262 (14)
2016	£376,780 (43)	£1,464,270 (26)

**Table 27: Value of cash seizure orders and criminal confiscation orders for modern slavery offences, England and Wales**

### Asset Recovery - Scotland

2.53 From 31 May 2016 the new trafficking and exploitation offences under section 1 and 4 of the Act are in force along with Part 3 of the Act which gives the police and the courts powers to detain

## Case Study

In June 2017 the What Works Team were tasked to review the implementation of Slavery and Trafficking Prevention Orders and Slavery and Trafficking Risk Orders. The team conducted interviews with officers who had applied for the orders to assess awareness of the orders, the process for applying for them, their effectiveness and any areas of learning that could be spread nationally to policing and law enforcement partners. This resulted in a practical guidance document for frontline officers and a reference library of obtained orders for law enforcement available via the secure Police Online Knowledge Area (POLKA) website.

and forfeit property such as vehicles, ships or aircraft in cases involving trafficking. Additionally, in terms of Proceeds of Crime legislation, human trafficking has now been added to the list of lifestyle offences, meaning that property is potentially recoverable in trafficking cases.

#### Asset Recovery - Northern Ireland

2.54 The PSNI appoint a financial investigator to modern slavery and human trafficking investigations. The assets of every potential suspect are considered for seizure in line with the relevant legislation and procedures. Consideration is given to applying for restraint and confiscation of criminal assets, where appropriate.

## PREVENT

2.55 Prevent actions are about preventing people from committing modern slavery offences or becoming modern slavery victims in the first place.

2.56 There is limited existing evidence about the perpetrators of modern slavery. This year the Home Office has developed the understanding of modern slavery offences and offenders through the creation of a typology to aid identification and focus prevent activity. A targeted communication campaign with the Nigerian diaspora was developed and piloted based on initial insight from the typology.

### Modern Slavery Typology Research

2.57 The UK Government focused on improving the evidence base on modern slavery, particularly offenders, to inform the approach to preventing this crime. The Home Office has devised a typology of modern slavery offences in the UK. This was based on detailed analysis of over 300 confirmed cases of modern slavery and consultation with experts. The typology research aimed to provide a more detailed picture of the various forms of modern slavery that take place in the UK.

2.58 The typology identified 17 distinct types of modern slavery offences in the UK. The research

includes details about the characteristics of each type, including information about victims, offenders and features of the offence, such as recruitment, transportation and exploitation. The typology has improved understanding of how modern slavery offences manifest in the UK and is being used to tailor the policy and operational response.

### Addressing offending and preventing victims

2.59 The Home Office's Research, Information and Communications Unit (RICU) worked with the Nigerian communities in Manchester and Barking and Dagenham to co-create and pilot communications activity designed to help this community spot the signs of domestic servitude and encourage them to report suspicions. Activity was delivered through the voluntary sector (including the Salvation Army, AFRUCA and Unseen), trusted professional bodies (such as the Institute for Health Visitors) and community ambassadors working at a local level. Initial evaluation was positive in that those who recognised the campaign also scored highly on knowing where to direct victims and how to spot the signs of slavery.

2.60 The campaign was considered to be effective at empowering the community to take ownership of communications. It drove an initial

#### **Case Study: Using a Slavery and Trafficking Risk Order to reduce the risk of future harm**

Devon and Cornwall Police applied for a Slavery and Trafficking Risk Order against suspects when criminal proceedings were not possible. In October 2015 a multi-agency operation took place in Exeter targeting hand car washes. The operation included representatives from Border Force, HMRC, Exeter City Council, Environment Agency, Unseen (modern slavery charity) and officers from Devon and Cornwall Police.

Victims were promised wages they never saw and numerous deductions were made for accommodation, cigarettes, transport and drinks. They never received payslips and were often paid only £5 for a full day's work.

Devon and Cornwall Police and CPS were not able to prosecute those responsible for these modern slavery offences, because the victims were reluctant to give evidence in court. However, North and East Devon Magistrates' Court were satisfied that the offenders may commit a slavery or human trafficking offence and that it was necessary to protect against the risk of harm from them committing the offence and issued a Slavery and Trafficking Risk Order.

The following prohibitions were granted; not to arrange travel into the UK, or accommodation for, another person; not to employ any worker unless all employment law is complied with and not to open or close any business interest in the UK that involves the recruitment or employment of any staff, without notifying Devon and Cornwall Police as soon as practicable.

conversation about the un-acceptability of domestic slavery, and spotting the signs. The Home Office will capitalise on that engagement to deliver key messages through credible community influencers on a more sustained, longer term basis, which will then drive behavioural and attitudinal changes.

### Slavery and Trafficking Risk and Prevention Orders

2.61 The Modern Slavery Act 2015 introduced Slavery and Trafficking Risk Orders (STROs) and Slavery and Trafficking Prevention Orders (STPOs). These are civil preventative orders that enable law enforcement agencies in England and Wales to place tailored restrictions on individuals considered to pose a high risk of committing a modern slavery offence. The orders are an important tool for law enforcement to prevent slavery related harm before it occurs.

2.62 Between July 2015 and March 2017, 56 Orders were issued in total, consisting of 37 Prevention Orders on conviction, and 19 Risk Orders.

2.63 The regime for Slavery and Trafficking Prevention Orders (STPOs) under the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015 commenced on 1 April 2016. STPOs are considered for every eligible person in a PSNI modern slavery and human trafficking investigation. Two STPOs have been applied for and await the sentencing outcome.

2.64 In Scotland, the Human Trafficking and Exploitation (Scotland) Act 2015 includes provisions for Trafficking and Exploitation Prevention Orders (TEPOs) and Trafficking and Exploitation Risk Orders (TEROs) which will be available to the courts, police and prosecutors by 30 June and 31 October 2017 respectively.

### Communications Campaigns

2.65 Communications continues to be an essential means of raising awareness of modern slavery and an important tool in implementing the Modern Slavery Strategy. The UK Government is working closely with partners in the third sector to maximise all opportunities for communications activity. The Home Office has continued to work

with the police and partners to publicise modern slavery operations and convictions both in the UK and abroad, launched communications for businesses on tackling slavery in supply chains, and provided communications materials for organisations to encourage reporting under the duty to notify. Awareness raising materials have been published and are available at: <https://www.gov.uk/government/collections/modern-slavery>

2.66 In September, Crimestoppers and GLAA launched a joint campaign to encourage the public to 'spot the signs' of modern slavery and to report suspicions about possible modern slavery cases to Crimestoppers. The Crimestoppers campaign made it clear that the public could report their concerns without compromising their anonymity. The message to the public was that modern slavery and human trafficking occurs in every large town and city in the country and reiterated the Home Office estimate (2013) of 10,000 - 13,000 potential victims of modern slavery in the UK. They also highlighted that help for victims is available and referred victims to the Salvation Army and Modern Slavery Helpline.

2.67 The Scottish Government has launched a marketing campaign to raise public awareness of human trafficking, running from late August to October 2017. This campaign features a 60-second film screened during advert breaks on STV, alongside digital banner adverts depicting industries where human trafficking has been reported, including nail bars, car washes, manual labour, construction sites and takeaways. The campaign aims to raise awareness that human trafficking is happening in Scotland, in local communities and closer to home than the public may realise. The adverts provide information on how to find out more about the issue and how to report concerns. The campaign has been developed as part of delivering the commitments set out in Scotland's Trafficking and Exploitation Strategy.

2.68 Police Scotland and the Scottish Government have launched a public awareness leaflet with the Scottish Business Resilience Centre, which was distributed to approximately 25,000 people and to businesses to increase awareness of key indicators of human trafficking. There has also been engagement with businesses in Scotland through the UK-wide "Stronger Together" campaign, which has over 3,000

members. The campaign was developed jointly by Migrant Help, the GLAA and the Association of Labour Providers. The Scottish Government has also engaged with the Scottish Chambers of Commerce on raising awareness amongst Scottish businesses.

2.69 In Northern Ireland, significant work has been done to raise awareness of modern slavery. In 2017, the Northern Ireland Department of Justice has worked closely with a range of statutory and non-statutory partners to tackle modern slavery by raising the profile of the modern slavery crime.

2.70 The Department of Justice and Police Service Northern Ireland Human Trafficking Unit targeted engagement with frontline professionals and key sectors in society who come into contact with potential victims. In 2016/17 there was a focus on frontline members of the healthcare profession, for example hospital staff in Accident & Emergencies and Genitourinary Medicine (GUM) clinics, and with policy makers in the agric-food sector. Presentations provided information about signs and indicators associated with potential victims, and encouraged reporting of suspicious activity.

### Press Coverage

2.71 Throughout the year there has been publicity for Modern Slavery initiatives including the Modern Slavery Innovation Fund, and Child Trafficking Protection Fund. An article by the Home Secretary emphasised the importance of multi-agency cooperation to clamp down on the gangs responsible for trafficking and exploitation, citing the new £1 million Government-funded Joint Slavery Trafficking Analysis Centre, which she visited, as an example<sup>24</sup>. Another article by the Home Secretary aimed to raise awareness amongst the Vietnamese community of the risks of trafficking and slavery.

2.72 More recently the Evening Standard has launched a campaign to raise awareness of Modern Slavery, which is planned to run until early 2018.

2.73 The Home Office, CPS and British Embassies work together in priority countries to promote prosecutions and encourage reporting by

<sup>24</sup> <https://www.gov.uk/government/news/home-secretary-commits-more-support-to-victims-of-slavery>

local media. The objective is to highlight the benefits of international partnerships between law enforcement agencies to dismantle criminal networks, warn the population against the risks of being trafficked, and reinforce the messages that slavery does not go unpunished in the UK.

2.74 To help stop people being drawn into modern slavery and human trafficking offending, PSNI Human Trafficking Unit has a media strategy in place for every modern slavery and human trafficking investigation. For example, there has been recent media coverage of two investigations where four persons were convicted of human trafficking in Northern Ireland. PSNI media coverage also seeks to inform and reassure the public of the PSNI's commitment to addressing modern slavery and human trafficking in Northern Ireland.

### Training - UK

2.75 There are a range of initiatives across the UK to train staff in non law enforcement agencies, such as the NHS, local authorities and job centres, to ensure staff are aware of modern slavery and trained to identify victims and refer or report cases. For example, all UK Visas and Immigration (UKVI) staff complete training on modern slavery awareness and reporting, in addition to a number of modern slavery champions within UKVI who receive further training.

2.76 However, there is still more to be done to train staff in roles that might come across victims on how to identify and report potential instances of modern slavery. In 2017, a cross-Government working group was initiated to review any remaining gaps in delivering awareness raising training, and to share learning across sectors to help address those gaps. This group is supported by the UK-wide Modern Slavery Delivery Group which has created a consistent suite of training and awareness materials for non law enforcement agencies, hosted on the Cabinet Office Resilience Direct website.

2.77 The Wales Anti-Slavery Leadership Group has developed a standardised anti-slavery training programme and delivered training to over 5,500 people in 2017. The training is delivered regionally and includes a three-day course for Senior Law Enforcement Investigating Officers and CPS lawyers, a three-hour introduction to modern slavery and a one-day 'train the trainer'

session. As part of the Positive Relationships Module of the All Wales School Liaison Core Programme, Police School Liaison Officers are delivering anti-slavery awareness sessions to school children, teachers, school governors and parent teacher associations across Wales. An independent evaluation of the training programme found evidence of a range of high-quality work being undertaken in relation to anti-slavery training. Stakeholders reported their understanding of the work in Wales represents an attempt to develop good practice where guidance and precedents do not exist. This learning is being shared with colleagues and partners across the UK<sup>25</sup>.

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<sup>25</sup> Welsh Government: Effectiveness-slavery training and survivor care pathway (August 2016)

<http://gov.wales/statistics-and-research/research-effectiveness-anti-slavery-approach/?lang=en>

## PROTECT

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

### Transparency in Supply Chains

2.79 The Transparency in Supply Chains provision in the Modern Slavery Act 2015 came into force in October 2015. The provision applies across the whole of the UK.

2.80 Section 54 of the Modern Slavery Act 2015 places a duty on any commercial organisation that supplies goods or services and carries on a business or part of a business in the UK and has an annual turnover of at least £36 million to produce a slavery and human trafficking statement every financial year. The statement must set out what steps the organisation has taken over the previous 12 months to ensure that slavery and human trafficking is not taking place in its business and global supply chains. If an organisation has taken no such steps they must publish a statement saying they have taken no action. This information gives consumers, campaigners and investors the information they need to make more informed choices, and encourages a race to the top amongst businesses.

2.81 The first statements were required for financial years that ended on or after 31 March 2016, meaning 2016-2017 was the first full year of reporting. Thousands of statements have been published so far and we have seen some encouraging signs that this is having an impact on business behaviour. There is some evidence that businesses are more focused on this issue than ever before. Research from the Ethical Trading Initiative and Hult Business School concluded that the Act has been a game changer in driving business activity.<sup>26</sup> We have also seen these statements being used by campaigners to scrutinise business activity. The Business and

<sup>26</sup> Hult International Business School and the Ethical Trading Initiative, 'Corporate Leadership on Modern Slavery, How have companies responded to the UK Modern Slavery Act one year on?', November 2016 [<https://www.ashridge.org.uk/getmedia/bea3966b-0657-402f-81eb-c203b95759ad/Corporate-Leadership-on-Modern-Slavery-Full-Report-and-Case-Studies-2016.pdf>]

Human Rights Resource Centre produced a report analysing and ranking the statements from 27 FTSE 100 companies and providing recommendations for businesses to improve.<sup>27</sup>

2.82 The Home Office recently launched a communications campaign targeted at businesses to raise awareness about their obligations under the Modern Slavery Act, and explaining how to comply. The campaign included social media activity, letters to businesses and the dissemination of a resource pack with links to useful guidance and tools. The practical guidance for businesses was revised to give them clearer advice on best practice reporting requirements and steps they can take to produce stronger statements.

2.83 In October 2017, the Home Secretary launched the 'Business Against Slavery' forum with a group of senior business figures who are committed to eradicating modern slavery. The forum aims to bring business leaders together to help generate ideas and initiatives to accelerate progress in tackling modern slavery. The forum provides members with an opportunity to share their experiences of addressing this issue, including examples of best practice and shared challenges, and aims to foster greater collaboration. The group will also be considering how Government and businesses can work together to increase the number and quality of the slavery and human trafficking statements published under the Act.

2.84 To help prevent modern slavery in Government supply chains, the UK Government has continued to roll out a supplier self-assessment tool to Government Departments. The assessment tool helps departments to collect more information about their supply chains and helps contract managers to identify and address any modern slavery risks. It also enables Government suppliers to assess how comprehensive their modern slavery mitigation processes are and generates a report that provides feedback on where they can improve. In addition, the tool allows suppliers to upload their current slavery and human trafficking statement and modern slavery policy, so it is readily accessible for those engaged in public procurement. Several Government departments are now working with

<sup>27</sup> Business and Human Rights Resource Centre (BHRRC), 'FTSE 100 At the Starting Line, An Analysis of Company Statements under the UK Modern Slavery Act', October 2016 [<https://business-human-rights.org/en/msa-briefing>]

selected suppliers to use the assessment including the Home Office, HMRC, Foreign and Commonwealth Office, and Department for Business, Energy and Industrial Strategy and Crown Commercial Service. There is also now a question in the cross-Government supplier Selection Questionnaire, which all departments use, to check that would-be suppliers are compliant with the Modern Slavery Act.

2.85 In Wales the 'Ethical Employment in Supply Chains Code of Practice' was introduced in March 2017 with accompanying guidance to support the development of more ethical supply chains involved in delivering publically funded contracts.

2.86 Scotland's Trafficking and Exploitation Strategy includes undertakings to support UK wide activity on Transparency in Supply Chains, and to provide guidance to businesses about how they can eradicate links to trafficking. To this end the Scottish Government is engaging directly with Scottish businesses and planning to establish a corporate group to support implementation of the Strategy and spread advice on how businesses can fulfil their legal obligations and engage with wider work to eradicate trafficking.

### Modern Slavery at The Border

2.87 Victims who are trafficked will often cross UK borders. Border Force is in the unique position of being the first point of contact with UK authorities for many potential victims and the criminals who traffic them. Border Force has a role in identifying victims and perpetrators as they arrive in the UK and preventing modern slavery from taking place.

2.88 The Independent Chief Inspector of Borders and Immigration inspected Border Force's identification and treatment of potential victims of modern slavery between July and October 2016. The report found examples of good practice but also made recommendations for improvement in training, decision making, data collection and partnership working. The recommendations were accepted and much work has been done to meet these. Border Force modern slavery training products have been fully updated, new performance assurances have been put in place to improve case management, data collection is being transformed to better capture the information needed and stakeholder engagement has been given a higher profile.

2.89 Border Force identified nearly 500 potential victims in the year ending 31 March 2017 representing a rise on the previous year when over 300 were identified. Border Force referrals into the NRM also rose in the same period. Published NRM statistics show an increase from 110 in the year to 31 March 2016 to 124 for the year to March 2017; a 13% rise. Operational intensifications, both independently and under Project AIDANT, as well as better staff awareness, account for this rise. Border Force will build on this improvement in the year to come.

2.90 All frontline Border Force officers have been trained to spot the indicators of modern slavery and make referrals to the NRM. Additionally, Border Force has a network of specially trained Safeguarding and Modern Slavery officers based across all regions. These officers receive a minimum of three days classroom training for this role. The 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.

2.91 Border Force has done much work to raise awareness of modern slavery amongst its stakeholders. An event on Anti Slavery Day 2016 attended by Home Office Minister for Crime, Safeguarding and Vulnerability, Sarah Newton MP launched a Border Force modern slavery e-learning training tool adapted for airlines and other employers with staff in the travel industry. Since its launch, the e-learning tool has been sent to the 73 airlines with approved gate check status for the UK and is now reaching a wider audience globally through officers based overseas with the Foreign and Commonwealth Office. The Association of British Travel Agents has distributed the tool to its members and it has been taken up by major tour operators to train staff. Border Force engagement with port operators has resulted in public awareness material being displayed in major ports to reach out to both victims and members of the public who might be able to identify them.

### Overseas Domestic Workers

2.92 The UK Government recognises that overseas domestic workers are potentially

vulnerable to abuse and exploitation and has introduced a number of additional protections for this group.

2.93 In 2015, the Government commissioned James Ewins QC to undertake an independent review of the visa arrangements for overseas domestic workers. Mr Ewins made two principal recommendations: that overseas domestic workers should be able to change employer and extend their stay in the United Kingdom for a further two years; and that all overseas domestic workers in the United Kingdom for over 42 days should be obliged to attend a meeting to inform them of the rights and protections available to them.

2.94 In response to the review, the Government committed to introducing a series of further protections for overseas domestic workers. From 6 April 2016, those admitted as overseas domestic workers have been able to change employer during the six-month visa period; and those found to be victims of slavery or human trafficking have been able to extend their stay for two years. Changes were also made, ensuring that those who are referred into the National Referral Mechanism within the validity of their initial six month visa will be able to continue working while their case is considered. The Government is also working to implement Mr Ewins' recommendation to require overseas domestic workers to attend information, advice and support meetings. An employer registration scheme will be introduced to enforce compliance with employment law and co-operation with workplace compliance checks undertaken by UK Visas and Immigration.

### **The Independent Anti-Slavery Commissioner (Kevin Hyland OBE)**

Part 4 of the Modern Slavery Act 2015 established the role of Independent Anti-Slavery Commissioner. The Commissioner has a UK-wide remit to encourage good practice in the prevention, detection, investigation and prosecution of modern slavery offences and in the identification of victims.

The role was created to spearhead the UK's fight against modern slavery. Kevin Hyland OBE was appointed as the designate Independent Anti-Slavery Commissioner in November 2014, and after the Act received Royal Assent his role was confirmed in August 2015. In October 2015, the Commissioner published his first Strategic Plan 2015-2017, which focused around five priorities to galvanise the UK's response to modern slavery:

- Ensuring improved identification and care of victims of modern slavery;
- Driving an improved law enforcement and criminal justice response;
- Promoting best practice in partnership working;
- Engaging the private sector to develop supply chain transparency and combat labour exploitation;
- Encouraging effective and targeted international collaboration.

In the autumn of 2017 the Commissioner published his second Annual Report 2016-2017. These are some of his key achievements over the past year:

- Advising the Government on the reform of the National Referral Mechanism by providing detailed recommendations to the Minister for Crime, Safeguarding and Vulnerability for an improved system for victim identification and care informed by nationwide consultations with key stakeholders.
- Continuing to drive forward improved modern slavery crime recording, to address the gap between the number of NRM referrals and modern slavery crimes recorded by the police. The results of the Commissioner's bi-annual data request to police forces shows a 159% increase in the number of modern slavery crimes recorded by police in England and Wales in 2016/17 (from 870 to 2,255).
- Providing evidence to the House of Commons Work and Pensions Committee inquiry into victim support in the UK and promoting its final recommendations to ensure an improved victim support system in the UK.
- Providing recommendations to the Government on how to better protect unaccompanied and separated children from human trafficking and modern slavery, particularly those affected by the migrant crisis in Italy, Greece and France.
- Setting up training on modern slavery for the judiciary in partnership with the International Bar Association. An estimated 1,500 members of the judiciary completed the modern slavery training and a detailed training manual has been disseminated by the Judicial College.
- Working with the Local Government Association (LGA) to produce a guide for local councillors and officers equipping them to recognise modern slavery in their local areas and to make appropriate referrals. This guide complements the awareness raising videos launched and disseminated in 2016.
- Conducting research into modern slavery partnerships with the University of Nottingham to build an improved understanding of the geographical spread and nature of existing modern slavery partnerships and promoting good multi-agency practices.

- Carrying out a joint inspection with the Independent Chief Inspector of Borders and Immigration on Border Force's identification and treatment of potential victims of modern slavery. Collaborating with the Evening Standard and the Independent on a six-month joint special investigation to raise awareness on modern slavery in the UK and overseas.
- Producing a report on the risks of modern slavery within the homeless sector, jointly with a homelessness charity, the Passage, and working to promote the recommendations put forward in the report.
- Raising awareness of slavery in supply chains among the business sector, through speaking directly to companies' boards, working with trade bodies, speaking at industry events and engaging with industry media.
- Building on the momentum galvanized by the successful efforts to secure a Sustainable Development Goal dedicated to the eradication of modern slavery (Goal 8.7), the Commissioner has been working to ensure that modern slavery continues to be elevated as a global priority.
- The Commissioner has addressed the UN Security Council and supported efforts to co-ordinate the global fight against slavery by Alliance 8.7 as well as regional efforts to co-ordinate action through mechanisms such as the Commonwealth Parliamentary Association, the Organisation for Security and Cooperation in Europe (OSCE) and the Bali Process.
- Providing recommendations to the Government on an improved response addressing the trafficking and modern slavery of Vietnamese nationals to the UK based on research published in autumn 2017. The research report looked at what happened on victims' journeys, from their recruitment in Vietnam, their experiences en route to the UK, to exploitation in the UK.
- Encouraging bi-lateral co-operation with countries where a high number of victims are consistently identified from, notably with Nigeria and Romania.
  - After seeing the increase in operational activity and collaboration following the secondment of a Romanian official to the Commissioner's office, the Commissioner arranged for a Romanian Labour inspector to be seconded to the Gangmasters' Labour and Abuse Authority (GLAA).
  - Continuing to encourage bi-lateral ties engaging with Nigerian ministers, law enforcement, legislators and officials.
- Working closely with the Australian Government and other stakeholders as the Australians built the case for introducing their own Modern Slavery Act and providing oral evidence to the inquiry into the establishment of a Modern Slavery Act.

## PREPARE

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

### Support for Adult Victims - England and Wales

2.96 Since July 2011 the UK Government has funded a specialist care contract for adult victims of modern slavery in England and Wales. The contract is currently delivered through The Salvation Army who provides support, including secure accommodation, through 12 specialist subcontractors.

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

2.98 The table below sets out the number of victims who entered support each year since 2012. These figures are lower than the total adult NRM referral numbers because not all victims referred to the NRM consent to support.

	Contract Years: July - June			Contract Years: April - March		
	2012-13	2013-14	2014-15	2015-16	2015-2016	2016-2017
Domestic Servitude	68	81	151	184	173	198
Labour Exploitation	222	375	391	587	556	601
Not Known	17	91	83	2	3	7
Other	8	0	0	1	1	1
Sexual Exploitation	235	342	472	626	596	723
<b>TOTAL</b>	<b>550</b>	<b>889</b>	<b>1,097</b>	<b>1,400</b>	<b>1,329</b>	<b>1,530</b>

**Table 28: Victims entering support each year by exploitation type**

	Apr 16 - Mar 17
East Midlands	59
Eastern	33
London	635
North East	184
North West	155
Not Known	1
Scotland	5
South East	145
South West	61
Wales	78
West Midlands	174
<b>TOTAL</b>	<b>1,530</b>

**Table 29: Victims entering support in 2016/17 by referral region**

	2012-13 (Jul-Jun)	2013-14 (Jul-Jun)	2014-15 (Jul-Mar)	2015-16 (Apr-Mar)	2016-17 (Apr-Mar)
Actual Spend	£3.6m	£3.9m	£5.2m	£9m	£14m

**Table 30: Actual spend on The Salvation Army victim support contract in England and Wales**

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

2.100 The North Wales Regional Anti-Slavery Group has also developed an Anti-Slavery Reception Centre Model which can be operational within 2 hours of survivors being recovered. The Reception Centre model is led by North Wales Police and operated by partners including Health, Local Authorities, Bawso and the British Red Cross. The Reception Centre Model has been tested with a number of venues having been used and further roll out across Wales is being considered.

### Support for Adult Victims - Scotland

2.101 In Scotland the Scottish Government provides funding to Migrant Help and the Trafficking Awareness Raising Alliance (TARA) to provide specialised support services. Migrant

Help provides support to male and female victims subjected to exploitation such as forced labour or domestic servitude and to adult male victims who have been subjected to sexual exploitation. TARA provides support to female victims, over the age of 18 years, who have been trafficked for sexual exploitation. In 2016/17, Migrant Help supported 119 potential victims and TARA supported 72 potential victims.

2.102 From April 2016 the Scottish Government has funded the Anchor Service (part of NHS Greater Glasgow and Clyde) to provide specialised psychological trauma support to adult victims of trafficking.

2.103 The Human Trafficking and Exploitation (Scotland) Act 2015 contains provisions to put support for adult victims of human trafficking on a statutory basis. On 13 June 2017 the Cabinet Secretary for Justice announced the intention to lay Regulations in Parliament that would extend the period of support to 90 days. It also provides discretion for support to be provided out with the reflection and recovery period on an assessment of needs.

### Support for Adult Victims - Northern Ireland

2.104 In line with requirements under EU Directive and Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015, Migrant Help is contracted to provide support to adult potential male victims of human trafficking and Women's Aid is contracted to provide support to adult potential female victims of human trafficking. Support is made available from the point that a referral is made to the National Referral Mechanism (NRM), or in cases where an immediate referral cannot be made – for example where potential victims are recovered at night during a police operation – where a referral is about to be made.

2.105 Support is available to potential victims until either there are no longer reasonable grounds to believe that the person is a victim of trafficking; or there has been a conclusive determination, that they are or are not a victim of trafficking. In cases where there is a positive determination that the individual is a trafficking victim, support will continue to be made available during a 45 day reflection and recovery period and after that, the provision of support would fall to Department of

Health and through access to the welfare system, depending on the individual's leave to remain in the country.

2.106 The type of assistance and support provided to potential victims includes practical support such as safe accommodation, translation services and assistance in obtaining healthcare services, as well as assistance in obtaining legal advice or representation or, where appropriate, help with repatriation.

### Support for Child Victims - England and Wales.

2.107 In England and Wales, support for potential child victims of trafficking is provided by the relevant local authorities children's services. They are the primary service provider for safeguarding and responding to the needs of a child victim of modern slavery or trafficking. Local authorities have responsibilities to support child victims of modern slavery under existing statutory child protection arrangements.

2.108 The UK Government has announced the full national roll out of Independent Child Trafficking Advocates (ICTAs) across England and Wales, to provide specialist support to trafficked children. To prepare and support the national roll out, the Government introduced ICTAs in three early-adopter sites (Greater Manchester, Hampshire and nationally in Wales) on the 30 January 2017. Barnardo's are responsible for providing the service in the three Early Adopter Sites. The ICTAs have built excellent relationships and networks with a wide range of professionals involved in the support and care of these children and are currently supporting a significant number of potentially trafficked children as well as raising the awareness of these incredibly vulnerable children across the three Early Adopter Sites. We are now investigating how best to build on the Early Adopter Sites to inform the national roll out of ICTAs.

2.109 The Home Office has commissioned a new training programme for existing Independent Advocates (which are a statutory provision available to all looked after children) and Border Force Safeguarding and Modern Slavery (SMS) Officers. The training will improve the awareness of Independent Advocates and SMS Officers along with their understanding of the specific needs of trafficked children and how to support them.

2.110 The Home Office announced a Child Trafficking Protection Fund (CTPF) of up to £3 million. The CTPF has two objectives: First, victim support and recovery, including specialist care to trafficked children; second, reducing vulnerability to exploitation, by preventing trafficked children from going missing and potentially being re-trafficked.

2.111 On 16 January, the Home Secretary announced £2.2 million from the CTPF had been awarded to seven organisations to protect vulnerable children in the UK and overseas who are at risk of trafficking. The projects cover a range of proposals including tailored support for trafficking victims from various cultures, developing skills and expertise in local areas, and a specialist accommodation pilot.

### Support for Child Victims – Scotland

2.112 In Scotland, local authorities have responsibility for providing support to child victims of trafficking under existing child protection and children's services legislation<sup>28</sup>. This support is given regardless of what form of abuse they have 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.

2.113 In Scotland, the Human Trafficking and Exploitation (Scotland) Act 2015 contains provisions to ensure that children who have been trafficked are appointed an Independent Child Trafficking Guardian, where there is no person in the UK who has parental rights or responsibilities in relation to the child. The Independent Child Trafficking Guardians assist, support and represent a child. The Scottish Government continues to fund the Aberlour Child Care Trust and the Scottish Refugee Council to pilot a guardianship service for all separated children, including those who may have been trafficked.

2.114 A consultation on various issues relating to Independent Child Trafficking Guardians will be held later in 2017.

### Support for Child Victims – Northern Ireland

2.115 Operational guidance on the Working Arrangements for the Welfare and Safeguarding of

Child Victims of Human Trafficking and also on the Working Arrangements for the Welfare and Protection of Adult Victims of Human Trafficking are currently being revised by health authorities, PSNI and DOJ.

2.116 In Northern Ireland, support and assistance to victims and potential victims who are children is provided by the Department of Health, which leads for the Northern Ireland Executive on child protection issues. Section 21 of the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015 provides for an Independent Guardian to be appointed for a child who is a victim, or a potential victim, of human trafficking, or who is deemed to be a separated child. The Department of Health is working to identify a service provider and hopes to have the first Guardians appointed by December 2017.

### NRM Review and Pilot

2.117 Jeremy Oppenheim's 2014 report, commissioned by the Home Secretary, recommended far-reaching reforms to the NRM.

2.118 The recommended changes were piloted in the West Yorkshire police force area and the South West of England (comprising the police force areas of Avon & Somerset, Devon & Cornwall, Dorset, Gloucestershire and Wiltshire) and commenced on 3 August 2015. The initial 12 month period was subsequently extended for an additional 8 months to March 2017 to ensure the evidence gathered through the pilot process was robust.

2.119 The pilot's key changes to the NRM process were the introduction of:

- Slavery Safeguarding Leads (SSLs) to raise awareness of the NRM process, encourage more appropriate referrals and make swifter reasonable grounds decisions;
- a Case Management Unit (CMU) for case working to streamline the case management process and to improve the consistency of case working; and
- Multi-Disciplinary Panels for making more transparent and credible conclusive grounds decisions.

<sup>28</sup> The Children (Scotland) Act 1995; Children's Hearings (Scotland) Act 2011; and Children and Young People (Scotland) Act 2014

2.120 SSLs were introduced on 1 November 2015 and the first multi-disciplinary panel sat on 22 October 2015. These panels consisted of representatives from the police, local authorities, non-governmental organisations, UK Visas and Immigration, the NHS and the Gangmasters and Labour Abuse Authority. There were 34 panels over the course of the pilot reviewing an average of eight cases per panel.

2.121 In the 17 months in which the pilots were receiving referrals (to end of December 2016) 404 potential victims were identified and referred to the NRM in the pilot areas. The majority (76%) of these referrals were in West Yorkshire with referrals including potential victims from both non-EEA (52%) and EEA (48%) countries.

2.122 The pilot concluded in March 2017. The findings of the pilot have been evaluated and will help inform long-term reform of the NRM.

## Civil Legal Aid

### England and Wales

2.123 Victims of human trafficking, slavery, servitude or forced or compulsory labour can apply for civil legal aid for:<sup>29</sup>

- applications to leave, to enter or to remain in the UK;
- to make a claim under employment law; or
- make a claim for damages in relation to their exploitation.

2.124 In cases relating to applications for leave, to enter, or to remain in the UK, legal aid is only available if a competent authority has determined that there are reasonable grounds to believe that the applicant is a victim of modern slavery and there has not been a conclusive determination that the individual is not such a victim, or the individual is seeking asylum in the UK. In practice this means the individual has received a positive reasonable or conclusive grounds decision through the NRM process.

2.125 For an individual to qualify for these and other civil legal aid services, they must satisfy statutory means and merits tests. The specific tests applicable depend on the nature of the application for legal aid.

2.126 The Ministry of Justice and the Legal Aid Agency conducted a review to assess the demand for legal aid in respect of trafficking and modern slavery compensation claims and what, if any, barriers exist to its provision.

2.127 The findings from the review also suggest that along with a need for further legal aid provision, there are other factors contributing to a barrier to effective access of the legal aid scheme for these matters. These include a lack of awareness of the availability of legal aid for Trafficking and Modern Slavery Compensation Claims TMSCCs and how to access legally aided advice and assistance more generally.

2.128 The Ministry of Justice has committed to raising the public profile of the legal aid scheme amongst victims of trafficking, civil legal aid providers and non-governmental organisations who are on the front line and often the first point of contact for victims. The Ministry of Justice is developing an effective communication strategy and working with the Home Office in order to address a potential lack of awareness of the availability of legal aid for TMSCC matters identified by the review. The Legal Aid Agency will also incorporate additional content on their gov.uk pages. Following this review, the Legal Aid Agency launched an expression of interest exercise which sought to identify legal aid providers with an interest in expanding their current provision to provide legal advice for these matters.

## Civil Legal Aid

### Scotland

2.129 There is no specific legal aid category for human trafficking offences in relation to legal aid intimations to the Scottish Legal Aid Board; instead, the subject matter of Advice and Assistance intimations allows solicitors to describe cases in which a trafficking element may be involved.

2.130 Intimations have been rising relatively steadily since 2010/11, this may be due to increased demand or increased awareness among victims of their rights as new legislation was introduced. The numbers involved continue to be very low. In 2015/16, nine firms submitted intimations, across six local authorities. Given the

<sup>29</sup> The Legal Aid, Sentencing and Punishment of Offenders Act 2012 sets out matters for which civil legal services may be provided

difficulty quantifying the prevalence of human trafficking victims in Scotland, no conclusive figures are available outlining the likely geographic spread of human trafficking however Glasgow accounted for 65% of the total intimations.

2.131 Currently there are no data or reports to suggest that there are systemic problems with the availability and accessibility of legal services in relation to access to solicitors or advocates, in general terms. In terms of the overall availability and accessibility of legal services for individuals seeking legal advice on human trafficking, the market is currently assessed as being fairly narrow, with expertise concentrated in a few providers. Those using legal services will often be dependent on referrals by support agencies, with proactive referral and engagement by legal services important for ensuring uptake. It could also be assumed that individuals approach more specific organisations in the third sector for assistance with broad support needs, engaging solicitors (probably legally-aided) for more formal processes.

### Reparation and Access to Justice

2.132 The Modern Slavery Act 2015 has introduced a new kind of bespoke Reparation Order which will enable the courts to ensure that more money from those convicted of slavery and/or exploitation offences goes directly to their victims. Where the perpetrator has assets available, as evidenced by a Confiscation Order, the court would have to consider making a Reparation Order to provide reparation to the victim for the harm that they have suffered and give reasons if it does not.

2.133 Legislation in Northern Ireland has also made provision for courts to make slavery and trafficking reparation orders. In line with a requirement under the legislation, the Department of Justice has produced a leaflet and guidance notes to help confirmed victims of human trafficking to access compensation and complete a personal injury application form. The leaflet is available in languages most commonly spoken by potential victims of trafficking that have been recovered in Northern Ireland.

### Statutory Guidance

2.134 Section 49 of the Modern Slavery Act 2015 creates a duty for the Secretary of State to produce statutory guidance on victim identification and victim services in England and Wales.

2.135 This guidance will help to ensure that frontline professionals understand how they might encounter and identify potential victims of modern slavery and how they can help them to access the support they need and are entitled to through the NRM.

2.136 The UK Government will complete the guidance following decisions on the package of reforms to the NRM, so that it can be a comprehensive guidance document which accurately reflects the NRM process.

## INTERNATIONAL

2.137 Eradicating modern slavery is top foreign policy priority for the UK Government. Recent estimates suggest that there were as many as 40.3 million victims globally in 2016. A comprehensive global response is required to address this issue. That is why the UK Government successfully called for and secured Target 8.7 of the 2030 Sustainable Development Goals (SDG8.7), which commits states to “*take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour, including recruitment and use of child soldiers, and by 2025 end child labour in all its forms.*”

2.138 The Prime Minister’s Taskforce is committed to driving action to eradicate modern internationally, as well as in the UK. The UK has developed an ambitious international approach, which builds on learning from the domestic Modern Slavery Strategy.

### Collaborating with source countries to eradicate modern slavery in the UK

2.139 Many victims of modern slavery in the UK are trafficked into the UK from abroad. NCA data showed that in 2016 the UK received victims from 108 countries. In response, we are increasing bilateral engagement with source countries from where a high number of vulnerable people are exploited and trafficked into the UK. Through securing political will and commitment, we are working in partnership with these key countries to develop a shared understanding of the context that leads to vulnerable people being exploited and trafficked to the UK and the different types of exploitation and the profile of victims and perpetrators. This is so that we can better target prevention initiatives, improve support for victims and increase law enforcement cooperation to reduce the number of victims and to identify and bring the perpetrators to justice.

2.140 The UK Government has established strong relationships with governments, law enforcement agencies and civil society and are taking forward key actions to meet our objectives. This includes:

- improving the evidence base and our understanding of the modern slavery context in key countries to help inform our overall approach and operational response;
- increasing law enforcement cooperation, including through establishing joint investigation teams and greater intelligence sharing, to reduce the number of people that are exploited and trafficked into the UK and to identify the perpetrators and to ensure that they do evade justice by crossing borders. For example the UK hosted a joint conference with Poland and Lithuania to increase law enforcement cooperation on modern slavery;
- using strategic communications targeted at (i) vulnerable communities and potential victims within diaspora communities in the UK as well as in the source countries to raise awareness of modern slavery, and particularly the risks of modern slavery and (ii) perpetrators to highlight the risks of being involved in this crime and to raise awareness of successful prosecutions of modern slavery as a deterrent;
- helping to build the capacity of partners in source countries by sharing the UK’s experience and expertise based on our domestic approach to tackling modern slavery; For example, taking forward the £5 million programme in Nigeria to boost law enforcement response and support victims. DFID has now announced it intends to allocate £7 million to enhance livelihood opportunities in Nigeria to improve outcomes for victims;
- facilitating cooperation between the key agencies and organisations in the UK and those in the source countries to ensure a strong multi-agency response to tackle modern slavery;
- fostering partnerships between civil society in the UK and in source countries, particularly to ensure victims get the support they need; and
- coordinating action with local and international partners to ensure a more coherent approach to tackling modern slavery.

2.141 The Government is also developing bespoke programmes of activity funded from the Home Office's Modern Slavery Fund, to support these objectives, where countries are eligible for official development assistance funding.

### Building partnerships to eradicate modern slavery globally

2.142 Modern slavery is a global challenge that requires a global solution. The Government is building partnerships with countries which have a high prevalence of slavery, to identify ways in which the UK could support the eradication of slavery in those contexts.

2.143 The Government recognizes that the drivers and forms of modern slavery are different in each country, and there cannot be a 'one size fits all' approach to tackling modern slavery. However, there are essential elements which form part of a strong national response to tackle modern slavery in any country. The Government is working to identify how it can work to support countries to strengthen national responses to modern slavery, including through sharing the UK's experience, as well as encouraging countries to play a stronger role in driving the international response to addressing slavery. Alongside this work, the Foreign and Commonwealth Office is mobilising its global network of missions to consider how to help drive progress to address modern slavery and human trafficking in the contexts in which they work.

### Multilateral engagement and international coordination to drive action to eradicate modern slavery globally

2.144 There are many existing international frameworks to drive action on modern slavery. However, implementation has been poor, and there has been a lack of coordinated action and resources at international level to address modern slavery. Therefore, the UK Government is advocating for better international coordination and resourcing to deliver the commitments made under SDG Target 8.7.

2.145 To make progress internationally, all states need to recognise the global moral imperative that slavery needs to be addressed. Our ambition is to see an increased and more coherent, coordinated

response by governments, international organisations and the private sector to create a global step change to eradicate modern slavery – and for the UK Government to play a leading role in achieving this. Our approach is to continue to raise the profile of modern slavery through multilateral channels such as the UN, the G7 and G20 to help shape global response. For example, in May 2017, the UK successfully lobbied to ensure that through the Leaders' Communiqué the G7 committed to increasing their efforts to achieving the eradication of modern slavery.

2.146 It is essential to tackle the impunity of criminal groups through a stronger international law enforcement response. To improve the international operational response, the UK has encouraged Interpol to strengthen its capability of modern slavery and its enablers to better understand international law enforcement challenges and gaps.

2.147 In order to tackle illicit financial flows and the UK is leading work with Canada for the Financial Action Task Force on developing modern slavery financial indicators. The objective is to gain an updated and more precise understanding of money laundering and terrorist financing risks related to human trafficking, and associated modern slavery, sexual exploitation, and forced labour building on the wide body of work which has been completed since the last FATF report on the topic. The outcomes will be a set indicators so that banks can spot the signs of modern slavery and examples of best practice to be adopted by global financial institutions. We are working closely with international financial institutions, the National Crime Agency, HM Treasury and NGOs to develop the work.

2.148 Internationally we need to better understand and address the drivers that fuel the modern slavery industry and the vulnerability of individuals to modern slavery. An essential element of this is to end the supply and demand for those that seek to profit from slavery through driving it out of our business supply chains. In July 2017, the UK helped ensure that modern slavery in supply chains was addressed in the G20 Labour and Employment Ministers' Declaration as well as the Leader's Communiqué; this has been key for ensuring a political spotlight on this issue and G20 members have been

tasked to analyse the action that they are taking to achieve sustainable supply chains.

2.149 To meet SDG8.7, internationally the UK Government will continue to build on the action we have taken to date by shining a light on modern slavery galvanising the international community by building coalitions with like-minded countries, private sector and civil society partners to act as champions to set the direction for a more robust and international response and drive action on the ground to eradicate modern slavery.

2.150 To drive further progress and collaboration at the international level, the Prime Minister convened a group of world leaders at a side event during the 72<sup>nd</sup> Session of the UN General Assembly where they endorsed an ambitious Call to Action to end forced labour, modern slavery and human trafficking. This sets out the practical steps that countries will take to effectively respond to modern slavery and fulfil the commitments set out by the international community.

2.151 The Government is also committed to supporting countries in their efforts to reduce vulnerabilities to slavery, and to build capacity for effective response and victim support. At the UN General Assembly, the UK Government announced it would double its official development assistance spend to £150 million to tackle modern slavery internationally. This builds on the existing £33.5 million Modern Slavery Fund (described below) and DFID's current spend on modern slavery of £45 million. £20 million of the new funding will be invested in the to the Global Fund to End Modern Slavery. This Fund is a new innovative partnership that has been seed funded by the UK and the US. The Fund aims to fund transformational programmes in partner countries that:

- i. Achieve a measurable and substantial reduction of the prevalence of modern slavery in targeted populations within partner countries.
- ii. Set clear, defined goals and outcomes that can be empirically measured.
- iii. Contribute to the sustainable recovery of victims, prevent individuals from being enslaved, and enforce laws to punish perpetrators of modern slavery.

## The Modern Slavery Fund

2.152 In July 2016, the Prime Minister announced that £33.5 million over 5 years from the aid budget would be dedicated to a Modern Slavery Fund, managed by the Home Secretary. Through this fund we are supporting targeted projects in high risk countries. In Nigeria we are about to start an ambitious multi-year programme of work to tackle slavery and support victims. This will fulfil the Prime Minister's commitment in September 2016 to spend at least £5 million combating modern slavery in Nigeria.

2.153 From the Modern Slavery Fund, £11 million has been set aside for a Modern Slavery Innovation Fund to trial new approaches to tackle and reduce the prevalence of modern slavery and to identify which interventions could be scaled up. In March 2017, the Home Secretary announced the ten successful projects that are being funded through the first £6 million of Innovation Fund grants during 2017-2019. These projects are being taken forward by a range of organisations including NGOs, universities and multilateral organisations. They are targeting a range of issues including supporting victims directly, tackling slavery in supply chains, exploring vulnerability to trafficking and exploitation and helping to share skills and expertise with overseas partners.

2.154 For example, one of the projects is the United Nations University project to create a global Knowledge Platform to build understanding of 'what works' in ending modern slavery. The platform will assist policy-makers, businesses, NGOs and others in tackling modern slavery and help improve global co-ordination and encourage evidence-based policy.

2.155 The Modern Slavery Fund is also supporting the Commonwealth Parliamentary Association (CPA) UK. The CPA UK Modern Slavery Project is supporting legislatures across the Commonwealth to tackle modern slavery. The project uses the lessons from the UK Modern Slavery Act 2015 to support Commonwealth parliamentarians in ensuring that their national legislation can deal effectively with modern slavery.

2.156 The Home Office has awarded funding from the Child Trafficking Protection Fund (CTPF), 80% of which is from the Modern Slavery Fund, to

seven organisations for projects protecting vulnerable children in the UK and overseas who are at risk of trafficking. The projects cover a range of proposals including culturally tailored therapeutic support to trafficking victims, local capacity building, and a specialist accommodation pilot. The CTPF will complement other measures to support victims of child trafficking including the provision of Independent Child Trafficking Advocates in three early adopter sites.

2.157 In 2016/17 the total spend for all programmes under the Modern Slavery Fund came to just over £1 million (£1,012,052.95). It is anticipated spend for 2017/18 will be in the region of £5.9 million. A full list of the projects previously or currently funded by the Modern Slavery Fund, including the Innovation Fund, is provided below.

MODERN SLAVERY FUND PROJECTS AND COMMITMENTS 2016/17 TO DATE			
Bilateral programmes	Allocation	Location	Summary
<b>Nigeria bilateral programme</b>	At least £5m over three years	Nigeria	Targeted bilateral work to reduce the flow of modern slavery to the UK.
Other strategic programmes	Allocation	Location	Summary
<b>Commonwealth Parliamentary Association</b>	£450,000 (total funding for this two year project)	Various Commonwealth countries	This project provides practical advice and support to Commonwealth legislatures to combat modern slavery. The project aims to promote a greater understanding of the benefits of introducing legislation to tackle modern slavery through highlighting the value and subsequent lessons learnt from the passing of the UK Modern Slavery Act 2015.
<b>Strategic communications</b>	£1.3m	UK and Nigeria	Communications activity designed to tackle slavery in target communities.
<b>Other projects</b>	£88,700	-	Targeted work including a review of the accommodation available for trafficked children, capacity-building for Vietnamese officials and support to the UN Trust Fund for Contemporary forms of Slavery.

Table 30: Modern Slavery Fund Projects and Commitments 2016/17

MODERN SLAVERY INNOVATION FUND PROJECTS 2017/18-2018/19			
Organisation	Allocation	Location	Summary
<b>The Salvation Army</b>	£582,271	Philippines, Nigeria	Running awareness, prevention and survivor recovery programmes in the Philippines and Nigeria.
<b>United Nations University</b>	£1,295,481	Global	Creating a 'Knowledge Platform' to support the UN goal to end modern slavery, gathering research from around the world to inform policy and practice.
<b>NSPCC</b>	£499,956	Vietnam, Ghana	Providing modern slavery training to relevant professionals overseas including border control and immigration staff, police, and social workers.
<b>The Freedom Fund UK</b>	£499,916	India	Supporting community-based work in tackling modern slavery in particular 'hot spots' in Northern India.
<b>Pacific Links Foundation</b>	£786,583	Vietnam	Tackling slavery in Vietnam with training for police and awareness-raising.
<b>allianceHR</b>	£371,290	South Africa	Tackling slavery in supply chains in the South African fruit and wine industry, working with the sector through training and awareness-raising for employers and employees.
<b>Retrak</b>	£787,469	Ethiopia	Supporting child victims in Ethiopia, tackling the drivers of slavery in communities and helping to improve the local law enforcement response.
<b>GoodWeave International</b>	£532,058	India	Expanding their successful supply chain assurance model from the South Asian rug sector to other high-risk industries in India.
<b>University of Bedfordshire</b>	£541,024	Vietnam, Albania, Nigeria	Exploring vulnerability to trafficking and exploitation from key source countries and the resulting experiences in the UK, using the International Organization for Migration 'vulnerability and capacities framework'.
<b>St Mary's University</b>	£140,441	Nigeria, Albania, Vietnam	Researching key trafficking routes into the UK from Nigeria, Vietnam and Albania and the involvement of organised crime, aiming to identifying key entry points to aid law enforcement.

Table 31: Modern Slavery Innovation Fund Projects 2016/17

## Chapter 3: The UK's Future Response

3.01 Whilst all UK administrations have made significant progress in tackling this barbaric crime of modern slavery and establishing the UK as a true world leader in the fight against it, there is still more to be done.

### England and Wales

3.02 Over the next year the UK government will continue to work closely with law enforcement to ensure that modern slavery remains a priority. We will support the national policing lead and the NCA to ensure the new modern slavery capabilities, including JSTAC, are implemented and utilised effectively and make a real, tangible impact in the fight against the slave masters and organised criminal gangs profiteering on the back of human suffering. We expect the number of law enforcement operations to increase as a result; a key concern for the UK government will be to ensure this activity translates to increased prosecutions (and other disruptions, such as assets seizures) of offenders.

3.03 The prevention of modern slavery will remain an important element of our fight against this terrible crime. During the course of this coming year, we will focus on the prevention of exploitation of victims and disruption of perpetrators' attempts to exploit. We will build on the typology of modern slavery offences, using the research to create practical materials suitable for a range of audiences which will help them to address modern slavery. Using both the typology and the knowledge gained from our engagement with the

Nigerian community to tackle domestic servitude, we will work with other communities where there are a high volume of victims in the UK to understand how, in partnership, we can use communications activity to prevent victims from becoming exploited and disrupt perpetrators.

3.04 The UK Government will also stay committed to working with business, NGOs and other countries to eradicate modern slavery in global supply chains. The UK will continue to promote transparency in supply chains initiatives and work with our global partners to address this borderless crime. We will continue to encourage businesses to take meaningful steps to tackle modern slavery and publish high-quality slavery and human trafficking statements. It is important that eligible businesses comply with the Modern Slavery Act and the Government will continue to take steps to raise awareness and ensure that more businesses meet the Act's requirements.

3.05 Through the Business Against Slavery forum, the Government will seek to inspire and instigate innovative activity to tackle these terrible crimes. The Government will aim to use the business forum to reach out to a much wider network of businesses and other stakeholders to amplify the impact this work can have. The Government will encourage and support businesses to share experiences, learn from best practice and connect with organisations that can support their anti-slavery activities.

3.06 For the remainder of this year, the Government will seek to roll out the supplier self

assessment tool to Government Departments and suppliers, to help build a more detailed picture of the potential risks in Government supply chains. The Home Office and other UK Government departments will continue to scrutinise their procurement practices closely.

3.07 The UK Government will continue to push forward efforts to provide better care for modern slavery victims which will include ensuring their needs are better met and national systems of identifying them are improved. We expect to publish the evaluation of the National Referral Mechanism pilot before the end of 2017 which will inform announcements and implementation of a package of reforms to the NRM. These reforms will seek to improve the identification process and enhance the support victims receive. Statutory guidance on victim identification and support services, as required under Section 49 of the Modern Slavery Act 2015, will be completed when the package of reforms to the NRM have been agreed. In addition, projects testing specialist care for trafficked children will continue to be funded through the Child Trafficking Protection Fund.

3.08 Modern slavery will remain a top foreign policy priority for the UK Government and we will build on our actions to date. We will deepen cooperation with source countries from where a high number of vulnerable people are trafficked into the UK. For example we will share our expertise and encourage collaboration by hosting an international summit of chief prosecutors in 2018 to ensure perpetrators cannot evade justice by crossing borders. We will strengthen our partnerships with other countries and support them to drive action in their countries to tackle modern slavery.

3.09 The UK has helped build international momentum to tackle modern slavery but we will work to ensure this translates to practical action. We will drive greater international action and coordination to ensure a global response to modern slavery, as well as improved national level action and implementation. We will push for more concerted action on modern slavery through various multilateral channels including the G7 and G20, and the Commonwealth Heads of Government Summit 2018 which the UK Government will chair.

3.10 Through the Modern Slavery Fund we will continue to target further projects countries from

where the UK receives high numbers of victims as well as testing new approaches to tackle and reduce the prevalence of modern slavery through the Modern Slavery Innovation Fund.

3.11 The Department for International Development will take forward the government's new spending commitments announced at UNGA to tackle slavery at source and reduce vulnerability of those at risk of becoming enslaved, as well as working to leverage greater donor resourcing to address the crime.

## Wales

3.12 Over the next year the Wales Anti-Slavery Leadership Group plans to introduce a number of further initiatives to tackle slavery across Wales and these include establishing a Wales Anti-Slavery Business Group to engage with the Welsh commercial and public sector organisations to raise awareness of the requirement to make their supply chains transparent in order to prevent exploitation taking place. This initiative will include promoting the Welsh Government 'Ethical Employment in Supply Chains – Code of Practice'.

3.13 Investigations indicate that homeless people are vulnerable to becoming victims of exploitation and a Homeless Sector Group will be established. This group will engage with partners across all sectors to help prevent homeless people being exploited and becoming victims of crime.

3.14 The Anti-Slavery Leadership Group with its multi-agency partners will be organising and holding awareness raising events during Anti-Slavery Week 2017, and each month throughout the year across Wales.

## Northern Ireland

3.15 The Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015 places a requirement on the Department of Justice (DOJ) to produce an annual strategy on offences under section 1 and 2 of the Act (slavery, servitude and forced or compulsory labour and human trafficking). The DOJ will continue to work in partnership with statutory agencies and NGO partners to develop and publish the Human Trafficking Strategy for 2017/18. A key priority for the DOJ modern slavery and human

trafficking team will be to identify and take steps to address any gaps in the provision of awareness training.

3.16 The Department of Justice will host an event with the Independent Anti-Slavery Commissioner in Belfast on 19 October to mark Anti-Slavery Day. The Commissioner will use the occasion to launch his annual report and the DOJ will formally launch its Modern Slavery public awareness campaign. The DOJ will continue to work in partnership with statutory agencies and NGO partners. The Northern Ireland Human Trafficking Strategy for 2017/18 remains in draft as it requires Ministerial agreement.

## Scotland

3.17 The Scottish Government will continue to work closely with relevant agencies and other stakeholders to implement the Trafficking and Exploitation Strategy. The impact of the Strategy will be reviewed on an ongoing basis and a report given to the Scottish Parliament every three years. The Scottish Government has appointed an Oversight Group, made up of senior figures from relevant organisations, an Implementation Group, made up of front line staff and 4 sub-groups linked to each of the sections of the Strategy to help implement the Strategy. A stakeholder forum, held in June 2017, was also a vital exercise in the strategy's implementation.

3.18 In September 2017 a consultation was launched on how victims of slavery, servitude and forced or compulsory labour should be provided with support. A consultation on section 38 of the Act (Duty to Notify) is planned for 2017. Finally, the Scottish Government intends to implement the remainder of the Act over the course of the next year.

## Annex A: Further Resources

Modern Slavery Act, 2015

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

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

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

Human Trafficking and Exploitation (Scotland) Act 2015

<http://www.legislation.gov.uk/asp/2015/12/contents>

Modern Slavery Act 2015 Review: one year on (July 2016)

<https://www.gov.uk/government/publications/modern-slavery-act-2015-review-one-year-on>

Modern Slavery Strategy (Nov 2014)

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

Review of the National Referral Mechanism (Nov 2014)

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

National Referral Mechanism Statistics, End of Year Summary 2015 (Feb 2016)

<http://www.nationalcrimeagency.gov.uk/publications/676-national-referral-mechanism-statistics-end-of-year-summary-2015/file>

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

[http://www.salvationarmy.org.uk/Anti\\_Human\\_Trafficking\\_Latest\\_Report](http://www.salvationarmy.org.uk/Anti_Human_Trafficking_Latest_Report)

University of Bedfordshire, Evaluation of independent child trafficking advocates trial: final report (Dec 2015)

<https://www.gov.uk/government/publications/evaluation-of-independent-child-trafficking-advocates-trial-final-report>

Ministry of Justice, Criminal Justice System Statistics

<https://www.gov.uk/government/statistics/criminal-justice-system-statistics-quarterly-december-2015>

Home Office, Police Recorded Crime Statistics

<https://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables>



