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Welsh Government

2016 Report of the Inter- Departmental Ministerial Group on Modern Slavery

October 2016

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Home Secretary Foreword



This is the fifth report published by the UK's Inter-Departmental Ministerial Group (IDMG) on Modern Slavery. This report highlights the wide-ranging action taken by the UK Government, the Scottish Government and the Northern Ireland Executive over the last year to tackle modern slavery, including human trafficking.

Modern slavery remains a high priority for the UK Government and for me personally as Home Secretary. The Prime Minister recently reaffirmed the UK's commitment to tackling modern slavery both in the UK and overseas, through the creation of a new modern slavery taskforce. The taskforce will pioneer a more co-ordinated policy and operational response to modern slavery to do more to bring perpetrators to justice and support victims both domestically and overseas.

Over the last year we have seen encouraging increases in the number of victims of modern slavery identified in the UK, reflecting our efforts to encourage victims to come forward. We are also seeing increasing prosecutions and convictions for the perpetrators of modern slavery crime.

We have continued to implement our landmark anti-slavery legislation across the UK. Law enforcement agencies are making use of new tools and powers to tackle modern slavery. We have commenced new maritime enforcement powers to enable law enforcement to pursue modern slavery perpetrators at sea and have expanded the role of the Gangmasters Licensing Authority to give them more powers to tackle modern slavery.

One year on from the enactment of the Modern Slavery Act 2015, we published an independent review by barrister Caroline Haughey, which considered how well the criminal justice provisions in the Act have been implemented. The review found that the Modern Slavery Act has set an international benchmark to which other jurisdictions aspire. But there is more work to do. Modern slavery is not restricted to national boundaries and the UK Government is determined to lead the international response to this vile crime. We have announced a historic £33.5m investment of official development assistance to support victims and bring perpetrators to justice by working in partnership with key source countries, civil society, businesses and consumers.

The final chapter of this report sets out our planned future response to modern slavery. We will ensure that the full power of the state is used to support victims and bring perpetrators of modern slavery to justice. We will continue to shine a light on this issue and ensure that the vulnerable and the voiceless get the support and protections they deserve.

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

Sarah Newton MP	Home Office, Parliamentary Under Secretary of State for Vulnerability, Safeguarding and Countering Extremism
Michael Matheson MSP	Scottish Government, Cabinet Secretary for Justice
Claire Sugden MLA	Northern Ireland Executive, Minister of Justice
Carl Sargeant AM	Welsh Government, Cabinet Secretary for Communities and Children
Rt Hon Baroness Anelay of St Johns DBE	Foreign and Commonwealth Office, Minister of State for the Commonwealth and the UN
Robert Buckland QC MP	Attorney General's Office, Solicitor General
Edward Timpson MP	Department for Education, Minister of State for Vulnerable Children and Families
Nicola Blackwood MP	Department of Health, Parliamentary Under Secretary of State for Public Health and Innovation
Damian Hinds MP	Department for Work and Pensions, Minister of State for Employment
Marcus Jones MP	Department for Communities and Local Government, Parliamentary Under Secretary of State (Minister for Local Government)
Dr Phillip Lee MP	Ministry of Justice, Parliamentary Under Secretary of State for Victims, Youth and Family Justice
Margot James MP	Department for Business, Energy and Industrial Strategy, Parliamentary Under Secretary of State, Minister for Small Business, Consumers and Corporate Responsibility

Rt Hon Amber Rudd MP

Home Secretary

Executive Summary

Introduction

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

Terminology

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

The 2015 and 2016 IDMG reports cover modern slavery as a whole, without distinguishing between its constituent elements. This is because the exploitative behaviours involved in committing the crimes of human trafficking and slavery, servitude and forced or compulsory labour are often similar, as is the operational response to these crimes.

Assessment of Modern Slavery in the UK

Modern slavery is a hidden crime, which means it is challenging to accurately measure its scale and

nature. Victims are often unable to report their suffering or may feel too traumatised to do so even when the opportunity arises.

In 2014, the Home Office estimated there were between 10,000 and 13,000 potential victims of modern slavery in the UK. A small but growing proportion of potential victims come into contact with the state. There have been year-on-year increases in the number of potential victims identified in the UK. The National Referral Mechanism (NRM) – the UK’s framework for referring and supporting victims – received 3,266 referrals of potential victims in 2015 (a 40% increase on 2014). We believe that these increases are the result of improved awareness of modern slavery and the increased focus of law enforcement on this crime, while also demonstrating that we still have much to do to shine a light on modern slavery and bring the perpetrators of these appalling crimes to justice.

We are also developing a better understanding of potential victims of modern slavery who do not wish to receive support, through new requirements for specified public bodies to notify the Government about potential victims they encounter. Between 1 November 2015 and 31 July 2016, the Government received notifications of 427 potential victims of modern slavery in England and Wales. Similar duty to notify provisions will shortly be in place in Scotland and Northern Ireland. In addition, following the introduction of a separate modern slavery crime recording category, in the year to March 2016, police in England and Wales recorded 884 modern slavery crimes. In 2015, Police Scotland recorded

26 modern slavery crimes and Police Service of Northern Ireland (PSNI) recorded 59 modern slavery crimes.

The UK's Existing Response

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

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

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

Anti-slavery legislation is now in place across the whole UK. The priority of the UK Government, the Scottish Government and Northern Ireland Executive is to ensure this legislation is implemented effectively, to maximise its impact. The Modern Slavery Act 2015 received Royal Assent in March 2015, the Human Trafficking and Exploitation (Scotland) Act 2015 received Royal Assent in November 2015 and the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015 received Royal Assent in January 2015.

Pursue

In July 2016, one year after the majority of provisions in the Modern Slavery Act 2015 came into force, the UK Government published an independent review of the effectiveness of criminal

justice provisions within the Act in England and Wales. The review found that the Modern Slavery Act 2015 has set an international benchmark, however there is a lack of consistency in how police and criminal justice agencies deal with the victims and perpetrators of modern slavery. In July 2016, the Prime Minister announced that the UK Government would pioneer a more co-ordinated policy and operational response through a new modern slavery taskforce sitting at the heart of government. The taskforce membership will include Secretaries of State from across UK government, intelligence and policing experts and key practitioners. The taskforce will meet regularly to help drive forward the operational response to modern slavery. The Home Secretary has also commissioned Her Majesty's Inspectorate of Constabulary to inspect the police response to modern slavery.

The UK Government is continuing to ensure that law enforcement agencies have the necessary tools to tackle modern slavery. In August 2016, maritime enforcement powers were commenced under the Modern Slavery Act 2015, enabling law enforcement officers across the UK to pursue modern slavery perpetrators at sea. New provisions under the Immigration Act 2016 will give new tools to the Gangmasters Licensing Authority to tackle modern slavery.

The number of modern slavery recorded crimes, prosecutions and convictions is increasing. In 2015 in England and Wales, 289 modern slavery offences were prosecuted and there were 113 convictions for modern slavery offences.

Kevin Hyland OBE, the UK's first Independent Anti-Slavery Commissioner, has continued work under his remit to improve our victim identification and law enforcement response and published his first annual report this month.

Prevent

The UK Government has continued to develop the international upstream response to modern slavery in order to prevent individuals from becoming victims and perpetrators in the first place. In July 2016, the Prime Minister announced that £33.5million from the aid budget would be dedicated to an International Modern Slavery Fund, to support targeted projects in high risk countries.

There are at least 19 Slavery and Trafficking Prevention and Risk Orders in place across England and Wales, to restrict the activities of modern slavery perpetrators and prevent further harm. Similar prevention civil orders have been legislated for in Scotland and will be commenced in due course and the regime for Slavery and Trafficking Prevention Orders in Northern Ireland commenced in April 2016.

The UK Government has continued to run communications campaigns and activities and training to raise awareness of modern slavery among the public and frontline professionals who may encounter it. We have continued to publicise the UK Government's work to deter would-be perpetrators.

Protect

The transparency in supply chains provision of the Modern Slavery Act 2015 requires certain companies to publish an annual statement setting out the steps they have taken to ensure their supply chains are free from slavery and trafficking. This enables consumers to access information and make better informed choices. The Welsh Government has established a Code of Practice for Ethical Employment in Supply Chains to support the development of more ethical supply chains involved in delivering publicly funded contracts.

We have continued to make it harder for traffickers to bring victims to the UK by strengthening our ability to detect victims and traffickers at the border and increasing vigilance in key sectors linked to modern slavery. Over 600 Border Force officers have now received specialist training on safeguarding and trafficking.

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 human trafficking has been put on a statutory footing in Northern Ireland. The Scottish Government has legislated to put the provision of support and assistance for victims of human trafficking on a statutory basis and plans to commence the relevant provisions in 2017. The Scottish Government continues to fund third

sector agencies to provide support and assistance to victims of human trafficking.

The UK Government is currently piloting and evaluating changes to the National Referral Mechanism (NRM), which is the UK framework for identifying and supporting victims, following the recommendations of the NRM review, that was published in November 2014. The pilot was recently extended to March 2017 in order to ensure that any changes made to the NRM following the pilot are based on robust evidence.

The UK Government has announced the full national roll out of Independent Child Trafficking Advocates across England and Wales, to provide specialist support to trafficked children. In advance of full national roll-out, the Government will implement Independent Child Trafficking Advocates in three 'early adopter' sites (Greater Manchester, Hampshire and nationally in Wales). The Home Office, in collaboration with the Department for Education, will also commission a new training programme for existing independent advocates which are a statutory provision to all looked after children. The Government has established a Child Trafficking Protection Fund of up to £3 million over the next three years, to fund local work with trafficked children.

The Scottish Government plans to commence legislation to ensure that all children who do not have someone with parental rights and responsibilities in the UK are allocated a child trafficking guardian. The Northern Ireland Executive is currently taking forward work to introduce independent guardians for all trafficked and separated children.

The Modern Slavery Act 2015 and relevant legislation in Northern Ireland and Scotland introduced a number of victim support measures, including improved access to special measures for victims of modern slavery acting as witnesses, such as giving evidence behind a screen, in courts across the UK.

Chapter 1: Assessment of modern slavery in the UK

1.01 Modern Slavery remains a largely hidden crime and it is challenging accurately to assess its prevalence. Victims are often unable to report their suffering or may feel too traumatised to do so even when the opportunity arises. Professionals may not always identify modern slavery when they encounter it.

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

1.03 The main sources of data available on the scale of modern slavery in the UK are:

- Referrals of potential victims¹ 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. Specified public bodies have a duty to notify the Government if they encounter a 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 and Northern Ireland.
- 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 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 and human trafficking within the UK is highly likely to have remained constant in the past year. The intelligence picture about modern slavery is underdeveloped and is therefore currently difficult to ascertain the extent of organised crime involvement in modern slavery.

1.06 The threat from modern slavery is broken down into four key sub-threats. Assessed by level of harm, these are: the trafficking of minors into conditions of sexual, labour or criminal exploitation; the sexual exploitation of adults; the trafficking of adults into conditions of labour exploitation; and new and emerging threats. Additional, though often less organised, crime types include domestic servitude, forced marriage, forced begging and organ or tissue harvesting.

1.07 Though organised crime groups are active in the threat area, current intelligence indicates a significant proportion of modern slavery crimes are perpetrated by individuals and small, often familial networks. Offenders predominantly target victims

¹ 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.

with whom they share a cultural, ethnic or national background, although recent intelligence suggests that groups are expanding their victim pools to encompass other nationalities.

1.08 Force and threats of violence against both victims and their families are used by offenders alongside other coercive practices to exert control and maintain conditions of exploitation. Debts incurred as a result of transit are also used as a form of control, whilst wages well below the costs of the food and accommodation provided by offenders continue the cycle of debt bondage.

1.09 Irregular migration as a result of instability and conflict in Africa and the Middle East are judged to have increased the numbers of people vulnerable to trafficking. However, the NCA has not seen intelligence to indicate widespread exploitation of those fleeing conflict by organised crime groups impacting within the UK.

NRM Data

1.10 Under the existing NRM process potential victims of modern slavery are referred by 'First Responders' to one of two 'competent authorities' who consider whether an individual is a victim of modern slavery². First Responders include a number of public bodies and specified NGOs.

1.11 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 UK Visas and Immigration (UKVI) in the Home Office, that handles non-EEA national cases.

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

² 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 committed to extending the scope of the NRM in Northern Ireland to cover potential victims of slavery and forced labour as well as human trafficking. Work to implement this is ongoing.

become entitled to State-funded support³. Local authorities have responsibilities to support child victims of modern slavery under existing statutory child protection arrangements⁴.

1.13 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.

1.14 In 2015, 3,266 potential victims were referred to the NRM, a 40% increase from 2014 (2,340). The 3,266 referrals comprised 1,745 females (53%), 1,519 males (46%), one (<1%) transgender and one (<1%) transsexual. The majority of potential victims (2,284; 70%) reported they were exploited as an adult and 982 (30%) were referred for exploitation as a child.

1.15 Not all of the individuals who are referred to the NRM will ultimately be assessed to be modern slavery victims. As of 7 August 2016, the decision outcomes for the 3,266 potential victims who were referred to the NRM in 2015 were as follows:

- 17% (543) received a negative reasonable grounds decision (or had their application suspended or withdrawn from the process at that stage for other reasons);
- 24% (784) 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);
- 30% (979) received a positive reasonable grounds decision followed by a positive conclusive grounds decision; and
- 27% (889) received a positive reasonable grounds decision and were awaiting a conclusive grounds decision.

1.16 The table below shows that the number of NRM referrals has increased every year since 2011. The increase in NRM referrals is likely to be

³ 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 trafficking from the point where a referral to the NRM is made or is about to be made, rather than from the point that a positive reasonable grounds decision is received.

⁴ 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.

indicative of greater awareness and improved law enforcement activity, although a higher incidence rate cannot be ruled out.

	2011	2012	2013	2014	2015
Total referrals	946	1,186	1,746	2,340	3,266

Table 1: Total referrals of potential victims of modern slavery to the NRM, 2011 – 2015

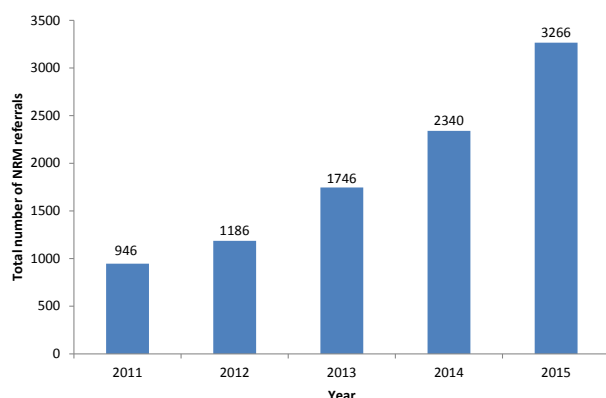


Figure 1: Number of potential victims referred to NRM between 2011 and 2015

Country Breakdown

1.17 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 2015 were for victims first encountered in England accounting for 90% (2,934) of all referrals.

1.18 In 2015, the total number of referrals made in each country increased, but the distribution of referrals between the UK countries remained largely the same as in 2013 and 2014.

Country of NRM referral	Total 2013	% of total 2013	Total 2014	% of total 2014	Total 2015	% of total 2015
England	1,156	89%	2,114	90%	2,934	90%
Northern Ireland	41	2%	45	2%	53	2%
Scotland	99	6%	111	5%	145	4%
Wales	50	3%	70	3%	134	4%
Total	1,746		2,340		3,266	

Table 2: NRM Referrals by UK Country in 2013, 2014 and 2015

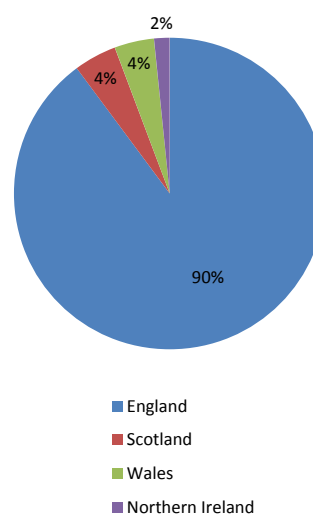


Figure 2: NRM referrals by UK Country in 2015

Regional Breakdown

1.19 In 2015, potential victims of modern slavery were identified across the UK. A high proportion of potential victims were identified in London and the South East (1,332; 41%), which may in part reflect the number of ports and entry points located in this region, and the location of the asylum screening centre in Croydon.

1.20 Police Force region/country of presentation⁵:

Police Region / Country of presentation	2013	2014	2015
East Midlands	58	67	84
Eastern	157	136	203
Isle of Man	1	0	0
London	481	782	1103
Not applicable*	4	7	3
North East	150	295	376
North West	104	133	294
Northern Ireland	38	45	52
Not Recorded	332	325	229
Scotland	78	105	144
South East	111	179	229
South West	58	80	60
Wales**	41	58	127
West Midlands	133	128	362
Total	1,746	2,340	3,266

Table 3: Police force region/country of presentation of potential victims referred to NRM, 2013, 2014 and 2015

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

** (includes North Wales)

⁵ This data refers to the area where the potential victim presented which may not reflect the area where the NRM referral was made.

1.21 The location of exploitation of potential victims referred to the NRM in 2015 was unknown in a high proportion of cases (44%; 1,440). In 2015, one-quarter (25%; 828) of potential victims referred to the NRM reported they had been exploited overseas.

1.22 Police Force region/country of exploitation:

Police Region Exploited	2013	2014	2015
East Midlands	42	37	23
Eastern	90	71	69
London	216	232	242
Multiple	66	68	107
North East	82	140	135
North West	54	55	110
Northern Ireland	18	30	35
Not Recorded	751	1,021	1,440
Overseas	240	432	828
Scotland	29	44	32
South East	36	75	41
South West	42	56	31
Wales**	9	15	24
West Midlands	70	64	149
Isle of Man	1	0	0
Total	1,746	2,340	3,266

Table 4: Police Force region/country of exploitation of potential victims referred to NRM, 2013, 2014 and 2015

Exploitation Type

1.23 In 2015, among potential adult victims, the most common exploitation type was labour exploitation (39%) followed by sexual exploitation (38%). Among potential child victims, the single most common identified exploitation type was labour exploitation (29%).

Reported Exploitation Type	2013	2014	2015
Adult - Labour Exploitation	516	584	895
Minor - Labour Exploitation	123	206	288
Total - Labour Exploitation	639	790	1183
Adult - Sexual Exploitation	586	673	863
Minor - Sexual Exploitation (non-UK national)	88	91	112
Minor - Sexual Exploitation (UK national)	59	66	105
Total - Sexual Exploitation	733	830	1080
Adult - Domestic Servitude	142	234	353
Minor - Domestic Servitude	45	71	69
Total - Domestic Servitude	187	305	422
Adult - Organ Harvesting	0	1	2
Minor - Organ Harvesting	0	1	3
Total - Organ Harvesting	0	2	5

Adult - Unknown exploitation type	54	177	171
Minor - Unknown exploitation type	133	236	405
Total - Unknown exploitation type	187	413	576
Total - All Exploitation Types	1746	2340	3266

Table 5: Reported Exploitation Type of potential victims referred to the NRM, 2013, 2014 and 2015

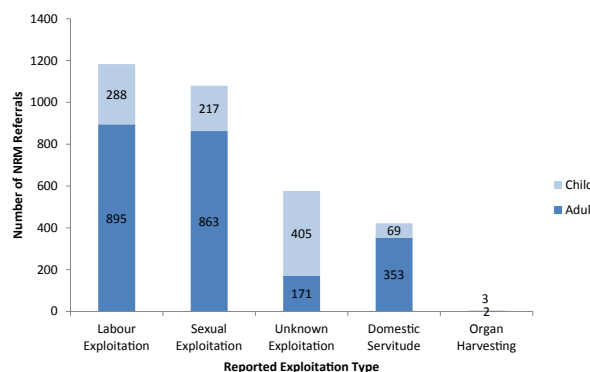


Figure 3: Reported Exploitation Type of potential victims referred to NRM in 2015, by age

Countries of Origin

1.24 In 2015, potential victims of modern slavery were reported to originate from 102 countries. The most common country of origin for adult potential victims was Albania (17%) and for child potential victims was Vietnam (25%). The UK was the fifth most common country of origin overall (11th for adults and 3rd for children) highlighting that trafficking within the UK remains a major issue.

Country of Origin (all potential victims)	Female	Male	Total	% of all NRM referrals (3,266)
1 Albania	414	186	600	18%
2 Vietnam	137	341	478	15%
3 Nigeria	218	39	257	8%
4 Romania	85	107	192	6%
5 UK	136	55	191	6%
6 Poland	21	139	160	5%
7 Eritrea	76	61	137	4%
8 China	54	45	99	3%
9 Slovakia	39	49	88	2%
10 Sudan	6	77	83	2%

Table 6: Top 10 most common countries of origin of all potential victims referred to NRM in 2015

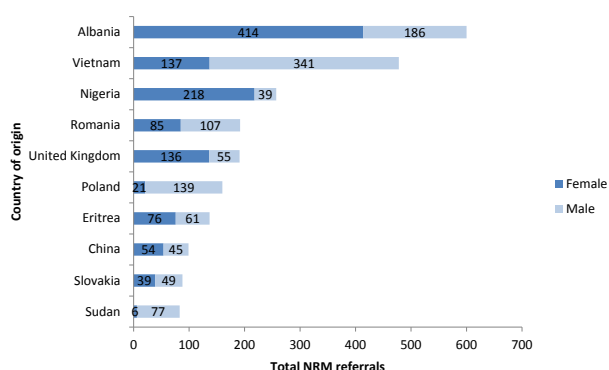


Figure 4: Top 10 most common countries of origin of all potential victims referred to the NRM in 2015, by gender

Country of Origin (adult potential victims)	Female	Male	Total	% of all adult NRM referrals (2,284)
1 Albania	376	18	394	17%
2 Vietnam	84	146	230	10%
3 Nigeria	186	28	214	9%
4 Romania	68	102	170	7%
5 Poland	20	138	158	7%
6 Eritrea	57	38	95	4%
7 China	50	32	82	3%
8 Slovakia	31	43	74	3%
9 Sudan	5	69	74	3%
10 India	28	39	67	<3%

Table 7: Top 10 most common countries of origin of adult potential victims referred to NRM in 2015

Country of Origin (child potential victims)	Female	Male	Total	% of all adult NRM referrals (982)
1 Vietnam	53	195	248	25%
2 Albania	38	168	206	21%
3 UK	103	24	127	13%
4 Nigeria	32	11	43	4%
5 Eritrea	19	23	42	4%
6 Afghanistan	1	40	41	4%
7 Romania	17	5	22	2%
8 Bangladesh	5	14	19	2%
9 China	4	13	17	>2%
10 Czech Republic	13	1	14	1%
10 Ethiopia	4	10	14	1%
10 Iran	4	10	14	1%
10 Slovakia	8	6	14	1%

Table 8: Top 10 most common countries of origin of child potential victims referred to NRM in 2015

1.25 England, Northern Ireland, Scotland and Wales continue to show a difference in their top three source countries for victims referred to the NRM. The list of countries for each constituent part of the UK remained very similar between 2013 and 2015.

	England	Northern Ireland	Scotland	Wales
1	Albania (259)	Romania (12)	China (19)	Vietnam (9)
2	Nigeria (167)	UK (11)	Vietnam (15)	China (5)
3	Vietnam (156)	China (5)	Nigeria (13)	Albania (4)

Table 9: Top three most common countries of origin of potential victims referred to NRM in 2013 in each UK country

	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 10: 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 11: Top three most common countries of origin of potential victims referred to NRM in 2015 in each UK country

First Responders

1.26 A specified list of ‘first responder’ organisations can refer potential victims into the NRM. This list includes specialist NGOs and public bodies such as the National Crime Agency and the police, the Home Office,⁶ the Gangmasters and Labour Abuse Authority (GLAA) and Local Authorities. As in previous years, the highest number of NRM referrals in 2015 were made by Home Office staff, usually at the border or as part of an asylum claim.

First Responder organisation	Total Referrals	% of total referrals
Home Office	1,628	50%
Police / NCA	763	23%
NGOs	562	17%
Local Authorities	306	9%
GLAA	7	>1%
Total	3,266	

Table 12: Number of potential victims referred to NRM in 2015 by first responder

⁶ The term Home Office refers to UK Visas and Immigration, Immigration Enforcement and Border Force.

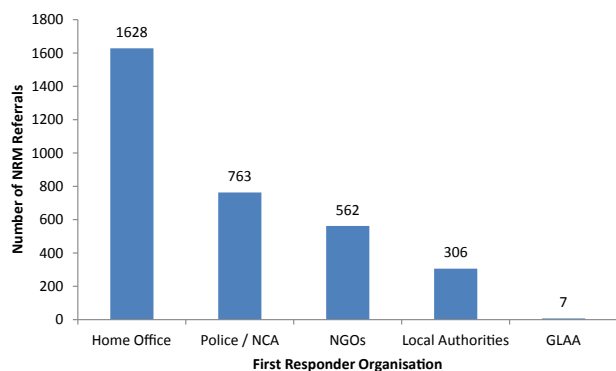


Figure 5: Number of potential victims referred to NRM in 2015 by first responder organisation

Competent Authorities

1.27 Two ‘competent authorities’ currently make decisions about whether referred individuals are victims of modern slavery (NCA-MSHTU and UKVI).

1.28 Of the 3,266 referrals in 2015, UKVI dealt with 2,423 (74%) cases and the UKHTC dealt with 802 (24%) cases. Between 1 November 2015 and 31 December 2015, 41 (<1%) cases were dealt with through the NRM pilot process.

1.29 As outlined above, in 2015, 81% (2,652) 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 7 August 2016.

Reasonable Grounds Decisions					
Positive	Negative	Pending	Suspended	Withdrawn	Total
2,652	446	71	39	58	3,266

Table 13: Reasonable grounds decision outcomes in 2015, as of 7 August 2016

1.30 Subsequently, 30% (979) of those who received a positive reasonable grounds decision had received a positive conclusive grounds decision as of 7 August 2016. The table below sets out a breakdown of the conclusive grounds decisions made.

Conclusive Grounds Decisions					
Positive	Negative	Pending	Suspended	Withdrawn	Total
979	668	889	88	28	2,652

Table 14: Conclusive grounds decision outcomes in 2015, as of 7 August 2016

Child Data

1.31 Of the 982 cases referred for exploitation as a child, 602 (61%) were male and 380 (39%) were female. Table 15 shows a breakdown of referrals to the NRM of minors by nationality, gender and exploitation type.

Duty to Notify data

1.32 NRM data does 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.

1.33 To address this problem, the Modern Slavery Act 2015 introduced a ‘duty to notify’. 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.

1.34 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.

1.35 Between 1 November 2015 and 31 July 2016, under the duty to notify provision, the Government received notifications of 427 potential victims of modern slavery identified in England and Wales, who were not referred to the NRM. 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, although the guidance on the duty to notify attempts to minimise this issue. Future versions of the IDMG report will present duty to notify data on a full calendar year basis.

Nationality/ Country of Origin	Domestic Servitude		Labour Exploitation		Organ Harvesting	Sexual Exploitation		Unknown Exploitation		Total
	Female	Male	Female	Male	Male	Female	Male	Female	Male	
Afghanistan		3		1				1	34	41
Albania			2	117	2	25	3	11	46	206
Algeria							1			1
Angola	2					4		3		9
Bangladesh	1	5	1	5		1	1	2	3	19
Bulgaria						1		5		6
Burma				1						1
Cameroon									1	1
Chad									1	1
China				9		2	1	2	3	17
Czech Republic			1			11	1	1		14
Democratic Republic of the Congo	2	1		1		2	1	3	1	11
Egypt				2			1		4	7
Eritrea	10	3	1	8	1	2	1	6	10	42
Ethiopia	2			5		2			5	14
Gambia						1				1
Ghana	2	2				2	1		1	8
Guinea							1	1	1	3
India	1	2							1	4
Iran	1		1				1	2	9	14
Iraq									11	11
Israel									1	1
Ivory Coast		1						1		2
Latvia						1		1		2
Lithuania			1			1		2		4
Malaysia				1						1
Mali		1								1
Mauritania									1	1
Morocco							1		1	2
Namibia								1		1
Netherlands						2				2
Netherlands	1									1
New Zealand						1				1
Nigeria	10	3	2	1		2	1	18	6	43
Not known						1		3	1	5
Pakistan			2	1		1	2		2	8
Poland						1			1	2
Portugal						3				3
Romania	1		1	3		6		9	2	22
Serbia/Kosovo									1	1
Sierra Leone	2									2
Slovakia			1	4		3		4	2	14
Somalia	5			1		2		1		9
Spain						1			1	2
Sri Lanka				1				2	1	4
Sudan				1			1	1	6	9
Swaziland						2				2
Syria				2				1	3	6
Tajikistan		1								1
Timor - Leste								1	2	3
Tunisia									1	1
Turkey								1	3	4
Uganda				1		1			1	3
United Kingdom				12		95	10	8	3	128
USA								3	2	5
Vietnam	3	3	8	89		8	3	34	100	248
Yemen				1						1
Zambia								1	1	2
Zimbabwe	1					1		1	1	4
Total	44	25	21	267	3	185	33	130	274	982

Table 15: NRM referrals of minors by nationality, gender and exploitation type

1.36 Of the 427 potential victims, 219 (51%) were female and 202 (47%) were male. The majority of potential victims were adults at the time of exploitation (361; 85%) and a small proportion were children (51; 12%).

Gender of potential victims	Number of duty to notify reports	% of total
Female	219	51%
Male	202	47%
Not Recorded	4	1%
Undefined / Other	2	0%
Total	427	

Table 16: Gender of potential victims of modern slavery reported to the Duty to Notify in England and Wales, 1 Nov 2015 – 31 July 2016

Age at time of suspected exploitation of potential victims	Number of duty to notify reports	% of total
Adult	361	85%
Child	51	12%
Unknown	11	3%
Not Recorded	4	1%
Total	427	

Table 17: 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 – 31 July 2016

1.37 Just over half of potential victims reported to the duty to notify were from EEA countries (232; 54%).

Country of origin of potential victims	Number of duty to notify reports	% of total
EEA	232	54%
Non-EEA	192	45%
Not Recorded	3	1%
Total	427	

Table 18: Country of origin of potential victims of modern slavery reported to the Duty to Notify in England and Wales, 1 Nov 2015 – 31 July 2016

1.38 The most common reported exploitation type of potential victims reported to the duty to notify was labour exploitation (143; 33%). Just under one-fifth of potential victims reported they had experienced multiple exploitation types.

Reported exploitation type of potential victims	Number of duty to notify reports	% of total
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Labour Exploitation	143	33%
Sexual Exploitation	121	28%
Multiple exploitation types	79	19%
Unknown	37	9%
Criminal Exploitation	27	6%
Domestic Servitude	20	5%
Total	427	

Table 19: Reported exploitation type of potential victims of modern slavery reported to the Duty to Notify in England and Wales, 1 Nov 2015 – 31 July 2016

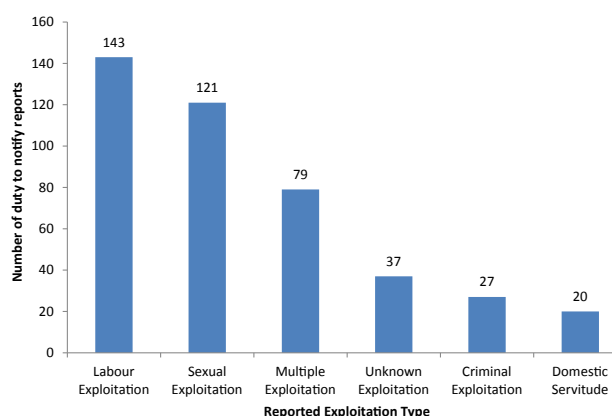


Figure 6: Reported exploitation type of potential victims of modern slavery reported to the Duty to Notify in England and Wales, 1 Nov 2015 - 31 July 2016

1.39 Almost all reports to the duty to notify were made by the police (231; 54%) and the Home Office (170; 40%).

Organisation reporting potential victim to the duty to notify	Number of duty to notify reports	% of total
Police	231	54%
Home Office	170	40%
Local Authorities	17	4%
Gangmasters and Labour Abuse Authority	7	2%
NGOs	2	0%
Total	427	

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.

Table 20: Organisation reporting potential victim of modern slavery to the Duty to Notify in England and Wales, 1 Nov 2015 – 31 July 2016

1.40 The UK Government will run communications activity to improve understanding and awareness of the duty to notify legislation and National Referral Mechanism for reporting amongst relevant authorities. Materials for this activity include a factsheet, flow chart and posters.

These materials will be shared with key partners for them to distribute via their channels, including websites, social media and e-newsletters.

1.41 In Northern Ireland, a similar duty to notify is provided for under the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015. The Northern Ireland Department of Justice is bringing forward secondary legislation to bring this new duty into force.

1.42 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 modern slavery. The Scottish Government plans to make these Regulations in spring 2017. Non-public authorities, such as third sector organisations, will be encouraged to make similar notifications.

Police Recorded Crime

1.43 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, HOOCR) which set out how and when the 43 police forces in England and Wales must record crime for statistical purposes. In April 2015, the Home Office revised the Counting Rules adding a discrete classification for modern slavery. This classification includes trafficking for all forms of exploitation and slavery, servitude and forced or compulsory labour. In July 2016, the Home Office amended the HOOCR to provide clarity that all referrals made by police into the NRM and all those that police receive from the NRM must be the subject of a recorded crime of modern slavery.

1.44 Between April 2015 and March 2016, the police in England and Wales recorded 884 modern slavery crimes. During this period, six of the 43 territorial police forces did not record a single modern slavery crime

1.45 In 2015, Police Scotland recorded 26 modern slavery crime reports in Scotland. Police Service of Northern Ireland (PSNI) recorded 59 modern slavery crimes.

Chapter 2: The UK's Existing Response

PURSUE

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

Modern Slavery Legislation

2.02 Three key pieces of anti-slavery legislation are now in place across the UK: the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015 which received Royal Assent in January 2015, the Modern Slavery Act 2015 which received Royal Assent in March 2015 and the Human Trafficking and Exploitation (Scotland) Act 2015 which received Royal Assent in November 2015.

2.03 The UK Government, Scottish Government and Northern Ireland Executive are focused on ensuring this legislation is implemented effectively, to maximise its impact.

2.04 In July 2016, one year after most of the provisions of the Modern Slavery Act 2015 came into effect, the UK Government published an independent review of the effectiveness of the criminal justice provisions in the Act that apply in England and Wales. The review was undertaken by criminal barrister Caroline Haughey and was commissioned by the Prime Minister in her previous role as Home Secretary.

2.05 The independent review found that the Modern Slavery Act 2015 has set an international benchmark to which other jurisdictions aspire. Law enforcement agencies are using the powers in the Act to increase the number of prosecutions and to support more victims of modern slavery.

2.06 However, the independent review noted a lack of consistency in how law enforcement and criminal justice agencies in England and Wales

deal with the victims and perpetrators of modern slavery. The review suggested better training, better intelligence and a more structured approach to identifying, investigating, prosecuting and preventing slavery is required. The UK Government is considering the recommendations of the report and will respond in due course.

Modern Slavery Taskforce

2.07 In July 2016, the Prime Minister announced the introduction of a modern slavery taskforce to pioneer a more co-ordinated policy and operational response to modern slavery. The taskforce will be chaired by the Prime Minister and the membership has been designed to help drive forward the operational response to modern slavery. Taskforce members will include Ministers from relevant government departments, senior police officers, the Independent Anti-Slavery Commissioner, the heads of intelligence agencies and key practitioners.

2.08 The taskforce aims to do more to bring perpetrators to justice and support victims both domestically and overseas, with the focus on four specific objectives:

1. Bring efforts and resources targeted at modern slavery in line with resources to tackle other forms of organised crime – including by increasing investigatory resource, capabilities and intelligence provision.
2. Increase and improve investigations into the perpetrators of modern slavery, through further education of law enforcement officers on the nature of modern slavery offences, the provision of additional tools to support investigations such as greater data and intelligence, and more effective use of joint investigation teams.
3. Improve successful prosecution levels with further education of prosecuting authorities

on modern slavery, and improvements to the quality of supporting evidence.

4. Improve international co-operation to tackle modern slavery.

2.09 The Taskforce will meet regularly to accelerate work to achieve these objectives.

Prosecutions

2.10 The number of prosecutions and convictions for modern slavery offences is increasing.

Prosecutions under the new anti-slavery legislation in the UK apply to criminal conduct taking place after the introduction of the new legislation. Due to the time taken for serious offences to proceed through the criminal courts, the majority of prosecutions for modern slavery offences in 2015 were made under previous anti-slavery legislation.

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

Prosecutions in England and Wales

2.12 Tables 21 and 22 below show the number of defendants prosecuted for and convicted of modern slavery offences in England and Wales in 2013, 2014 and 2015, 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.

2.13 The tables include prosecutions and convictions under both the Modern Slavery Act 2015 and the previous anti-slavery legislation⁷. Due to how recently the Modern Slavery Act was introduced and the time taken for serious offences to proceed through the criminal courts, the cases prosecuted under the Act had not yet reached a final outcome by the end of 2015.

	2013	2014	2015
Offences under previous slavery and trafficking legislation			
Slavery, servitude and forced labour	10	25	30
Human trafficking for sexual exploitation	33	49	38
Human trafficking for non-sexual exploitation	17	24	37
Offences under the Modern Slavery Act 2015	-	-	12
Total (all slavery and trafficking offences)	60	98	117

Table 21: Defendants prosecuted for modern slavery offences on a principal offence basis, England and Wales, 2013, 2014 and 2015

	2013	2014	2015
Offences under previous slavery and trafficking legislation			
Slavery, servitude and forced labour	9	8	9
Human trafficking for sexual exploitation	12	4	14
Human trafficking for non-sexual exploitation	7	27	8
Offences under the Modern Slavery Act 2015	-	-	-
Total (all slavery and trafficking offences)	28	39	31

Table 22: Offenders convicted of modern slavery offences on a principal offence basis, England and Wales, 2013, 2014 and 2015

2.14 Table 23 shows the total number of modern slavery offences prosecuted and convicted, whether or not they were classified as the 'principal offence' or not for the defendant.

⁷ Prior to the introduction of the Modern Slavery Act 2015, modern slavery offences 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.

	Number of offences					
	2013		2014		2015	
	Prosecuted	Convicted	Prosecuted	Convicted	Prosecuted	Convicted
Offences under previous slavery and trafficking legislation						
Slavery, servitude and forced labour	23	20	68	8	79	23
Human trafficking for sexual exploitation	82	29	110	43	113	76
Human trafficking for non-sexual exploitation	35	20	75	57	70	14
Offences under the Modern Slavery Act 2015	0	0	0	0	27	0
Total (all slavery and trafficking offences)	140	69	253	108	289	113

Table 23: Selected offences prosecuted at magistrates' courts and convicted at all courts, England and Wales, 2013, 2014 and 2015^{[1][2]}

2.15 Table 24 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 2015, 26 defendants were proceeded against for a total of 27 modern slavery offences as provided for in the Modern Slavery Act 2015.

	Number of offenders					
	2013		2014		2015	
	Prosecuted	Convicted	Prosecuted	Convicted	Prosecuted	Convicted
Offences under previous slavery and trafficking legislation						
Slavery, servitude and forced labour	16	10	29	8	48	11
Human trafficking for sexual exploitation	53	23	68	14	69	24
Human trafficking for non-sexual exploitation	21	8	47	32	43	10
Offences under the Modern Slavery Act 2015	0	0	0	0	26	0
Total (all slavery and trafficking offences)	88	40	128	54	162	44

Table 24: Offenders prosecuted at magistrates' courts and convicted at all courts, England and Wales, 2013, 2014 and 2015⁸

⁸ 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.

^[1] 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.

^[2] The figures given in Table 23 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.

2.16 It should be noted that a number of defendants whose cases involving modern slavery offending may have been prosecuted for other offences. Where the police refer a modern slavery case to the Crown Prosecution Service (CPS, who prosecute in England and Wales), it is flagged by the CPS as related to modern slavery regardless of whether the eventual prosecution is for modern slavery or another offence. In 2015, CPS management information shows 226 defendants were flagged for modern slavery of which 149 (66%) ultimately received convictions (though not necessarily for a modern slavery offence).

	No. of defendants with flagged modern slavery cases	Of which resulted in a conviction (%)
2013	210	148 (70%)
2014	189	130 (69%)
2015	226	149 (66%)

Table 25: Number of defendants in cases flagged as related to modern slavery

2.17 A number of prosecutions relating to modern slavery are for the offence of conspiracy to commit an offence under the Criminal Law Act 1977. The table below shows how many of the cases flagged by the CPS as being linked to modern slavery also ultimately involved a charge for a conspiracy offence.⁹

	Conspiracy offences associated with flagged human trafficking and modern slavery cases
2013	101
2014	107
2015	128

Table 26: Number of conspiracy offences associated with flagged human trafficking and modern slavery cases, England and Wales, 2013, 2014 and 2015

Prosecutions in Scotland

2.18 The Crown Office and Procurator Fiscal Service (COPFS) has appointed local lead prosecutors for Human Trafficking to assist with all aspects of investigation and prosecution. These leads work closely with the National Human Trafficking Unit of Police Scotland and with agencies working with victims of human trafficking in Scotland. In May 2016, the Lord Advocate, Scotland's chief prosecutor, appointed a specialist

⁹ It is not possible, other than at disproportionate cost, to disaggregate how many cases were specifically for conspiracy to commit one of the modern slavery offences. However, this does indicate that a number of cases were prosecuted for an offence, even where the full modern slavery offence could not be used.

prosecutor to deal with Human Trafficking and has published guidance for prosecutors in relation to human trafficking. This specialist prosecutor is a senior member of Crown Counsel within the National Sexual Crimes Unit and all cases involving trafficking are referred to them for instructions on how to proceed.

2.19 In 2015 there were 4 cases reported to COPFS by Police Scotland. One case related to an offence under section 4 of the Asylum and Immigration Act 2004 where the accused pleaded guilty. Another 3 cases related to offences under section 22 of the Criminal Justice (Scotland) Act 2003. For one of these cases with two accused, both were found guilty with the first receiving a sentence of 3 years' imprisonment and the second receiving a fine.

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

	Trafficking for sexual exploitation	Trafficking for other exploitative purposes	Offence of forced labour and servitude	Total
2013	5	4	1 ¹⁰	10
2014	1	5	-	6
2015	6	1	-	7

Table 27: Number of accused where initial decision to prosecute for human trafficking offence in Scotland

	Trafficking for sexual exploitation	Trafficking for other exploitative purposes	Offence of forced labour and servitude	Total
2013	-	1	-	1
2014	-	-	-	-
2015	1	1	-	2

Table 28: Number of offenders convicted of human trafficking offences in Scotland, broken down by the date the police report was received by COPFS. Proceedings are ongoing against a number of accused which means that these figures may change

¹⁰ 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

Prosecutions in Northern Ireland

2.21 Table 29 shows the number of individuals prosecuted for modern slavery and human trafficking offences in Northern Ireland.

	2013	2014	2015
Slavery, servitude and forced labour	0	0	0
Human trafficking for sexual exploitation	1	0	2
Human trafficking for non-sexual exploitation	0	0	2
Total	1	0	4

Table 29: Number of persons against whom prosecution was commenced for trafficking in persons in Northern Ireland, 2013 to 2015

2.22 There are a number of persons currently being prosecuted for human trafficking offences in Northern Ireland. These cases are still proceeding through the courts.

	2013	2014	2015
Slavery, servitude and forced labour	0	0	0
Human trafficking for sexual exploitation	0	1	0
Human trafficking for non-sexual exploitation	0	0	0
Total	0	1	0

Table 30: Number of persons convicted for trafficking in persons in Northern Ireland, 2013 to 2015

2.23 Section 15 of the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015 was enacted on 1 June 2015 (Purchase of Sexual Services). Since this section came into operation there have been six arrests while five other suspects who were not arrested had reports about them sent to the PPS. Of those suspects who were arrested, one was released unconditionally and five were reported to the PPS.

Case Study

2.24 Following the establishment of a Joint Investigation Team (JIT) between Police and prosecutors in Northern Ireland and Sweden, two Romanian nationals were found guilty of human trafficking offences in Sweden and sentenced to four years imprisonment. Following the expiration of their sentence in Sweden both individuals were extradited to Northern Ireland and were

prosecuted for human trafficking offences that occurred in Northern Ireland. They were convicted in June 2016 and sentenced to two years imprisonment.

New Law Enforcement Powers at Sea

2.25 On 8 August 2016, new maritime enforcement powers were commenced under the Modern Slavery Act. These powers enable law enforcement officers across the UK to pursue modern slavery perpetrators at sea. The powers include the power to board, divert and detain a vessel, to make arrests and seize relevant evidence when investigating a potential modern slavery offence at sea. This is important because victims can be trafficked illegally on vessels, and also may be the subject of slavery, servitude and forced or compulsory labour on board vessels. Powers relating to the hot pursuit of ships in UK waters will be commenced at a later date.

New Powers and Title for the Gangmasters Licensing Authority (GLA) and new Director of Labour Market Enforcement

2.26 The Immigration Act 2016 introduced reforms to the current gangmasters licensing regime, giving new powers to the GLA to investigate modern slavery. The GLA has been renamed the Gangmasters and Labour Abuse Authority (GLAA) to reflect its changing and broader functions.

2.27 Under the provisions of the Immigration Act 2016, the GLAA's remit will be extended; it will be given new police-style powers under the Police and Criminal Evidence Act 1984, as well as powers under national minimum wage and employment agencies legislation, to investigate and enforce more serious cases of labour market offences. The GLAA will be able to apply to the courts for Slavery and Trafficking Prevention Orders and Slavery and Trafficking Risk Orders and investigate breaches of these Orders.

2.28 The Immigration Act 2016 also creates a new position of Director of Labour Market Enforcement (LME) who will be responsible for setting the strategic priorities for labour market enforcement. The GLAA will operate in accordance with the Director's strategy, and the Director will be able to advise Ministers on future

changes to the GLAA's licensing regime in response to changes in the evolving threat of worker exploitation.

Police Response England and Wales

2.29 Over the last year, Chief Constable Shaun Sawyer, the national policing lead for modern slavery in England and Wales has continued to drive improvements to the police response to modern slavery. The national policing lead chairs the national Modern Slavery Threat Group. This group brings together law enforcement agencies from across the UK to improve our operational response to modern slavery in country, at the border and upstream. The Threat Group has set up a number of sub-groups, focusing on operations, training, and improving the data and intelligence relating to modern slavery.

2.30 The national policing lead has worked with the NCA and UK Visas and Immigration (UKVI) to address the difference between the number of NRM referrals and the number referred to police forces for crime recording and investigation. Processes are now in place to ensure that all NRM referrals are referred to police forces for investigation. This process presents challenges given the high proportion of potential victims who report that exploitation occurred outside of the UK (25% of NRM referrals in 2015).

2.31 The national policing lead has partnered with the College of Policing to develop training, awareness and guidance products, to improve awareness of modern slavery among frontline staff. This includes online training, classroom based training, awareness raising events and a comprehensive manual of guidance for investigators. All new police recruits and detectives are now mandated to complete modules on modern slavery and around 100,000 have completed one of the College of Policing training packages.

2.32 In order to improve the understanding of the nature and scale of modern slavery within police forces, the national policing lead has worked with forces to develop a consistent approach to data collection. National policing is now better placed to collate data from across the UK, which will lead to an improved understanding of modern slavery.

2.33 The national policing lead has proactively encouraged police forces to develop multi-agency modern slavery partnership between police and other local partners. The national policing lead is working with the Home Office and Independent Anti-Slavery Commissioner to produce guidance for regional partnerships.

2.34 UK police forces are global leaders in this field, Europol data highlights UK police forces as the most proactive in Europe in fighting trafficking and slavery, submitting more intelligence and information, and the establishment of more Joint Investigation Teams (JITs) than any other EU member state. There is recognition that although there have been improvements to the police response to modern slavery, more work is required.

2.35 In July 2016, the Home Secretary commissioned Her Majesty's Inspectorate of Constabulary to assess the police response to modern slavery in England and Wales. The Inspectorate will carry out a two-phased inspection, beginning in 2016/17 and concluding in 2017/18.

Scotland

2.36 Following the passage of the Human Trafficking and Exploitation (Scotland) Act 2015, Police Scotland's National Human Trafficking Unit (NHTU) forms part of two working groups to oversee the development of the Trafficking and Exploitation strategy and to assist in the implementation of the Act.

2.37 Police Scotland is engaged with the Human Trafficking Strategic Oversight Group chaired by the Cabinet Secretary for Justice and established to secure a high political profile for the strategy and ensure that it remains strategic within the broader UK context. Police Scotland is also a member of the Strategy Implementation Group, created to ensure that the strategy is practical and effective. It acts as a conduit of information to and from stakeholders and Police Scotland on different strands of the strategy and its implementation.

2.38 NHTU along with the Police Scotland College continue to train police officers on human trafficking including as part of the initial course for investigators, senior investigators and sexual offences liaison officers course. This is in addition to divisional training that is disseminated by Human Trafficking champions.

2.39 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 using the internal police intranet system and electronic briefings. Furthermore, COPFS has recently updated its training on Human Trafficking and Exploitation to reflect the new legislation, including the non-punishment provision. COPFS has also provided clear guidance which is available for all staff on the new legislation and includes the Lord Advocate's Instructions on the non-prosecution of victims. The NGO TARA participates in COPFS training on sexual offences to provide an input on human trafficking. In March 2016 NHS Health Scotland published a leaflet on how health workers can identify and help victims of human trafficking.

2.40 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.

Northern Ireland

2.41 During 2015/16 financial year the Police Service of Northern Ireland (PSNI) Human Trafficking Unit (HTU) made 20 arrests, of which 12 were for human trafficking offences. The remaining 8 arrests included offences of brothel keeping, firearms possession and drugs possession which were detected during human trafficking investigations. The HTU conducted 41 searches related to human trafficking.

2.42 Detectives from the HTU, in conjunction with NGOs, continue to train new PSNI recruits and those new to the role of Detective. A training package was created and delivered to almost all frontline police officers throughout Northern Ireland. PSNI First Responder awareness was refreshed and launched with a new PSNI HTU intranet

section giving all frontline officers up to date information and guidance on trafficking, exploitation and reference areas for immigration advice. The following officers also received training:

- PSNI officers based at air and sea ports;
- PSNI call handling staff;
- PSNI District Detective Sergeants in reactive and Organised Crime Branch;
- District and area trainers.

2.43 The PSNI Service Lead chairs 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. PSNI also continues to engage with key NGO and statutory groups through the Human Trafficking Engagement Group¹¹ and the Sex Workers Liaison Group¹².

Joint Law Enforcement Action to Tackle Modern Slavery

2.44 UK law enforcement agencies have participated in joint action to tackle modern slavery. In June 2016, the UK led the Europe-wide Operation Hornsman, a week of activity to tackle labour exploitation. The operation involved 21 different countries and aimed to target the criminal networks and individuals behind trafficking and exploitation, as well as protecting and safeguarding potential victims. The NCA and police forces worked closely with partner agencies, the Gangmasters Licensing Authority and other labour inspectorates across Europe. In the UK at least 29 suspects were arrested, and more than 100 potential victims identified, and across Europe at least 49 suspects were arrested and more than 275 potential victims identified.

2.45 In Nigeria, the NCA has formed the Joint Border Taskforce which has a remit for serious and organised crime at the border. The taskforce is led by the NCA partnership with the Home

¹¹ Human Trafficking Engagement Group which provides a forum for Government to work together with civil society organisations to respond to human trafficking.

¹² The purpose of the Sex Worker Liaison Group is to formalise and improve the engagement between the statutory agencies and organisations representing or working with sex workers to assist in the overall strategy to raise awareness of human trafficking and to identify and rescue potential victims.

Office Risk and Liaison Overseas Network, Border Force and will shortly include a CPS Criminal Justice Advisor. Officers from the National Agency for the Prohibition of Trafficking in Persons (NAPTIP) in Nigeria have been vetted to work operationally under the taskforce, which has supplied extensive training in intelligence, investigations and specialist skills to respond to the threats. This has resulted in a number of operational successes, increased capacity and capability and strengthened partnerships.

2.46 The NCA continue to develop a number of Modern Slavery Action plans with EU and non-EU high priority countries to coordinate proactive work in the UK and upstream at source and within transit countries. These plans maintain the 4P approach and seek to engage with a wide selection of partners upstream including governmental, law enforcement and NGOs.

Asset Recovery

2.47 Asset seizure is a vital part of the UK's response to modern slavery, as modern slavery is often motivated by financial profit. We are determined to ensure that modern slavery does not pay, to punish those who are involved in it and to deter others from considering it.

England and Wales

2.48 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.

	Cash Seizure Orders – value (no. of orders)	Criminal Confiscation Orders – value (no. of orders)
2013	£417,380 (22)	£572,962 (21)
2014	£99,089 (18)	£1,266,735 (19)
2015	£357,974 (48)	£377,262 (14)

Table 31: Value of cash seizure orders and criminal confiscation orders for modern slavery offences, England and Wales

Scotland

2.49 In Scotland, under proceeds of crime legislation there was £4,437 seized in 2015 in relation to trafficking cases. 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 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.

Northern Ireland

2.50 There were no applications for restraint or confiscation in human trafficking cases in 2015-2016, in Northern Ireland.

2.51 Whilst this demonstrates that our current arrangements are having some success, we are determined to attack the profits of traffickers and slave drivers through greater use of asset recovery and financial investigation in the future.

PREVENT

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

Slavery and Trafficking Risk and Prevention Orders

2.53 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.

2.54 As of 31 March 2016, sixteen Slavery and Trafficking Prevention Orders (STPOs) had been made on sentencing in the Crown Court

under section 14 of the Act. Nine Slavery and Trafficking Risk Orders (STROs) had been applied for on application to the Magistrates' Court, of which three had been made. Of the remaining six, two were refused, one was withdrawn and three adjourned¹³.

2.55 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. No STPOs have been made to date in Northern Ireland, but Serious Crime Prevention Orders (SCPOs) were granted against two Romanian nationals for related activity. In Scotland, the Human Trafficking and Exploitation (Scotland) Act 2015 includes provisions for trafficking and exploitation prevention and risk orders which are likely to be available to the courts, police and prosecutors by spring 2017.

¹³ Source: HMCTS management information. The figures on STPOs and STROs have been extracted from live administrative data systems and have not been verified to the same standards as National Statistics.

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

Four Slovakian defendants were convicted of a number of charges of trafficking for exploitation. They recruited victims from Slovakia and sold them for sham marriages in the UK to non-EU nationals in order to regularise their immigration status.

STPOs were made against the defendants. The provisions in the orders included a requirement not to travel into the UK in the company of any person other than immediate family, not to arrange or provide transport and/or accommodation for any person other than immediate family, not to contact directly or indirectly the victims in the case. In addition all 4 defendants were prohibited from travelling to the district known as Lunik 9 in Kosice, Slovakia, for a period of five years. This was on an undertaking by the Slovakian authorities that they would police this provision on behalf of the UK law enforcement.

International

Latest estimates suggest there are 45.8 million people in modern slavery globally¹⁴. While domestic trafficking remains a serious threat, many modern slavery victims identified in the UK have been trafficked here from abroad. We must therefore continue to develop our approach from the domestic to the international to prevent vulnerable people from being exploited and to work with partners to ensure there are no safe spaces for perpetrators.

We are stepping up our engagement with countries of origin to try to prevent individuals from becoming victims in the first place. To support this, in July 2016, the Prime Minister announced that £33.5m over 5 years from the aid budget would be dedicated to an International Modern Slavery Fund. Through this fund we will support targeted projects in high risk countries and test innovative projects to tackle this crime. For example, one of the first projects supported through this fund will work with countries across the Commonwealth to consider legislation which borrows from the world-leading Modern Slavery Act.

In addition to the International Modern Slavery Fund, in August 2016 the Secretary of State for International Development approved a new £4 million joint assistance fund to help protect migrant and refugee women and girls and other vulnerable persons at risk of trafficking, forced labour, gender-based violence, and all other forms of exploitation, in the Mediterranean region.

The UK has continued to demonstrate leadership in tackling modern slavery across the globe. The UK helped to secure UN Global Goal: Target 8.7, 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.” We welcome this global commitment to tackle the issue.

The UK continues to work through international organisations, including the Commonwealth, the UN and the Santa Marta group to highlight the issue of modern slavery and create a global consensus to strengthen the international coalition responding to this target.

The UK's international approach will be guided by six international priorities, agreed at the Inter-Departmental Ministerial Group in April 2016:

1. Reduce Vulnerability to Exploitation

We want to reduce vulnerability to exploitation and help prevent victims being exploited in the first place.

2. Victim Support and Recovery

We want to raise awareness of the need to support and not criminalise victims, as well as work to deliver concrete measures which will prevent people from becoming victims again in the future.

3. Improve Global Co-ordination

Co-ordination will be crucial to the success in the global fight against modern slavery; we want to pull together divergent efforts on the global stage.

4. Improve Law, Legislation and Policy

We want to support states to strengthen their structural and legal environment for addressing modern slavery.

5. Encourage responsible business and slavery-free supply chains

We want to harness the capacity of business to reduce changes in the demand for modern slavery through increasing the transparency of their global supply chains and encouraging responsible working practices.

¹⁴ Source: The Global Slavery Index 2016

6. Improve the Evidence Base

We need to further understand the scale of the problem, how it is changing and ‘what works’ regarding interventions.

Further to this, the UK continues to work bi-laterally with key source and partner countries to turn the table on perpetrators. We have forged strong relationships with government, law enforcement agencies and NGOs in Poland and Lithuania; supporting activities to prevent modern slavery, for example through promoting a partnership approach to tackle modern slavery.

Communications Campaigns

2.56 In 2014 the Home Office ran a marketing campaign to educate the public and potential victims on the existence of slavery in the UK and its different forms, and to encourage them to report concerns to the new helpline and website.

2.57 Communications continues to be an important tool in raising awareness of modern slavery and a vital lever in implementing the Modern Slavery Strategy. Communications taking place across England and Wales in 2016 includes activity to improve understanding of the duty to notify legislation and National Referral Mechanism for reporting amongst relevant authorities.

2.58 The Home Office Strategic Communications and press office teams are also working with partners to raise awareness of the transparency in supply chains and are also planning activity around Anti-Slavery Day. Anti-Slavery Day falls on 18 October each year and often includes a range of activity and events, with the aim to raise awareness of and highlight steps being undertaken by the Government and key partners, who are working together to tackle it. In Northern Ireland, significant work has been taken forward over the past year to raise awareness of and prevent modern slavery. The Northern Ireland Department of Justice and the Irish Department of Justice and Equality hosted a cross-border event on modern slavery and trafficking for labour exploitation. This raised awareness amongst employers of responsibilities, risk and requirements under the new Transparency in Supply Chains regulations that came into force in October 2015.

2.59 The Northern Ireland Department of Justice supported an event coordinated by the ‘In The Long Run’ project to raise awareness of modern slavery. The project completed a series of 10k awareness runs across Ireland on seven

consecutive days to campaign against human trafficking, followed by a modern slavery event in Parliament Buildings in Belfast.

2.60 Other awareness raising activity that has taken place in Northern Ireland includes events, seminars and training for a wide range of statutory and non-statutory partners, including healthcare professionals, social workers, youth groups, employers, and NGOs working with migrants.

2.61 The Wales Anti-Slavery Leadership Group has developed a consistent anti-slavery training programme and delivered training to over 4,500 people in 2015. The training is delivered regionally and includes a three-day course for Senior Investigating Officers and Crown Prosecution Service 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 UK¹⁵.

2.62 In Wales, two anti-slavery conferences have been held in 2016 in Llanrwst and Newport to raise awareness and share good practice among frontline professionals. There is also an ongoing anti-slavery poster and sticker campaigns on buses, Police Stations, Cardiff Airport, Welsh Sea

¹⁵ Welsh Government: Effectiveness-slavery training and survivor care pathway (August 2016)
<http://gov.wales/statistics-and-research/research-effectiveness-anti-slavery-approach/?lang=en>

Ports, major railway stations, motorway service stations and other public places. These ongoing campaigns are co-ordinated by the Anti-Slavery Co-ordinator for Wales.

2.63 As part of the Scottish Trafficking and Exploitation Strategy the Scottish Government will consider what further awareness raising activity is required.

Reach Campaign

2.64 The Northern Ireland Department of Justice (DOJ) was a partner in the all-Ireland EU-funded 'REACH' Project, aimed at raising awareness of and reducing demand for human trafficking for sexual exploitation. A closing conference for the 'REACH' Project was held in Brussels in November 2015. DOJ disseminated materials from two campaigns launched under the initiative: one aimed at women and girls who are vulnerable to trafficking and one aimed at men and boys as potential purchasers of sex. DOJ also promoted the app 'Know Sex Trafficking', which was developed through the Project.

Press Coverage

2.65 The Government has continued to build on its commitment in the Modern Slavery Strategy to publicising Government action on modern slavery to raise awareness of the issue and act as a deterrent to criminals. This includes publicising the cases of those traffickers successfully prosecuted in the United Kingdom, such as the case of Franca Asemota who was sentenced to 22 years in prison for crimes against young girls¹⁶.

2.66 In 2016, one year on from the passage of the Modern Slavery Act there was widespread national print and broadcast coverage of an announcement by the Prime Minister on modern slavery. Her commitment included a new taskforce to coordinate cross-Government action on modern slavery, a review of the Modern Slavery Act, an assessment of the police response to the crime by HMIC and £33.5 million in funding for high risk source countries.

2.67 Since her appointment, the Home Secretary has met with campaigners and charities that support victims of modern slavery as well as

undertaking action to eradicate the crime. In August, she held a roundtable and met with a victim of modern slavery which was publicised through a web story published on gov.uk.

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

¹⁶ <https://www.gov.uk/government/news/gang-leader-jailed-over-trafficked-girls>

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, which is focused around five priorities to galvanise the UK's response to modern slavery. Building on his initial work, the Commissioner has had a number of notable achievements over the past year, including:

- Galvanising support for the implementation of UN Global Goal Target 8.7, which calls for immediate measures to end modern slavery. The Commissioner led the push to secure this explicit anti-slavery target in the UN's development agenda for 2015-2030, and Target 8.7 underpins the UK's new £33.5 International Modern Slavery Fund, which the Commissioner helped to secure. The Commissioner, together with the Santa Marta Group, organised a high-level meeting at the United Nations in New York in April 2016, which gave increased prominence to the target and resulted in important global commitments.
- Working closely with NHS England to produce an awareness raising video on Modern Slavery and Human Trafficking for the NHS. This highlights the signs and symptoms of trafficking, as well as explaining the actions health staff should undertake if they suspect they have seen a victim of modern slavery. The video is for all NHS employees including health professionals, commissioners and support staff. NHS England are developing a comprehensive training package following a review of the Welsh Level 1 Modern Slavery training and assurance plan, Helen Bamber Organisation and King's College programmes.
- Driving improvements in the consistent recording of modern slavery crime to ensure that these crimes are investigated and that victims can access services efficiently.
- Engaging with Ministers in Scotland and Northern Ireland and providing advice on the development of their respective Human Trafficking and Exploitation Strategies. The Commissioner has been supporting partnership working between the Devolved Administrations to tackle modern slavery in the fishing sector, and has also been working with Northern Ireland on their cross border serious crime prevention initiatives.
- Securing agreement for the US Defence Advanced Research Projects Agency (DARPA) to provide their innovative Memex software, a package of advanced internet search and analysis capabilities to identify exploitation facilitated online, to UK law enforcement at no cost. Memex is currently being piloted across 18 police forces across the UK.
- Delivering recommendations on the Independent Child Trafficking Advocates (ICTAs) trial, which the Government is incorporating in its proposals for the national roll-out and early adopter sites and other proposals to support trafficked children. Notably the development of a culturally tailored approach when assisting child victims of trafficking and putting interim measures in place to ensure that children are protected whilst the ICTA model is being refined before its national roll out.
- Building partnerships with the homelessness sector and commissioning work to help better understand the extent of modern slavery issues in the UK in relation to homelessness. This work will also help identify existing best practice in responding to modern slavery cases, as well as possible gaps and improvements.

- Providing advice on the overseas domestic workers visa, accepted by the Government, which led to changes in the immigration policy allowing domestic workers on these visas to change employer during their six month stay and allowing those who have received a positive conclusive grounds decision to stay for two years (beyond their initial 6 month visa) with the right to work in private households.
- Strengthening the already positive bi-lateral anti-slavery partnership with Romania, through reaching an agreement for the secondment of a senior Romanian official to lead new work to enhance strategic collaboration to tackle modern slavery involving Romanian victims and offenders.
- Developing proposals, submitted to the UK Government, to tackle trafficking for the purpose of sexual exploitation of Nigerian women and girls to the UK, through targeted prevention work at source in Edo State, Nigeria's trafficking hub.
- Working with Seafish, a non-departmental body set up to raise standards across the seafood industry, as they have been relaunching their Responsible Fishing Scheme – a voluntary vessel-based programme certifying ethical practices on fishing vessels – which now includes requirements to ensure that there is no forced labour on board accredited vessels.
- Engaging with over 1,000 CEOs to raise awareness of the transparency in supply chains reporting requirements of the Modern Slavery Act.

PROTECT

2.69 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

2.70 The Transparency in Supply Chains provision in the Modern Slavery Act 2015 came into force on 29 October 2015. These provisions extend to Scotland. Following a Legislative Consent Motion the Northern Ireland Assembly agreed that this measure should also extend to Northern Ireland.

2.71 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 £36m to produce a slavery and human trafficking statement every financial year.

2.72 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.

2.73 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. The Government published a practical guide on Transparency in Supply Chains in October 2015.

2.74 The Cabinet Office has launched a supplier self-assessment tool and website for annual statements in the Government's Single Supplier Registration Portal for the public sector marketplace (SID4GOV). The assessment tool enables suppliers to assess how comprehensive their slavery and human trafficking mitigation processes are, and points out where they can improve. In addition, it provides scope for the supplier to upload their current slavery and human trafficking statement, so it is readily accessible for public procurers.

2.75 A Code of Practice for Ethical Employment in Supply Chains has also been established by the Welsh Government, to support the development of more ethical supply chains involved in delivering contracts for the Welsh public sector and third sector organisations in receipt of public funds. The Code is designed to ensure workers in public sector supply chains are employed ethically and in compliance with all relevant laws. A Toolkit which accompanies the Code contains practical guidance on addressing each of the subjects covered and policy advice for public sector organisations.

Increasing Vigilance

2.76 We have also sought to increase vigilance directly in certain key industries. In Northern Ireland a wide-range of activity has been undertaken. Examples of key initiatives include an awareness session for sex workers focusing on recognising the signs of human trafficking. Human trafficking leaflets were distributed at high profile events such as the Balmoral Show, Northern Ireland's largest agricultural event. Briefing sessions on modern slavery were provided to undergraduate medical students at Queen's University Belfast, new recruits to the Northern Ireland Prison Service and Policing and Community Safety Partnerships members.

2.77 In Wales, a booklet for 'Tackling Slavery in the Hotel Sector in Wales' has been developed and cascaded across Wales. The booklet is designed to raise awareness of modern slavery among all staff working in the hotel sector. Joint multi-agency initiatives have been developed to raise awareness of the potential for labour exploitation in the agricultural sector. Partners attended the 'Royal Welsh Show', one of the largest agricultural shows in Europe.

Improved Awareness at the Border

2.78 Victims who are trafficked will often cross UK borders, so Border Force are in the unique position of being the first point of contact with UK authorities for many potential victims and the criminals who traffic them. The more alert we can be at the border, the more difficult it will be for perpetrators to bring victims to the UK and get away with these crimes.

2.79 Border Force now has a national network of over 600 specially trained Safeguarding and Trafficking officers. These 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 practice, such as Female Genital Mutilation and child sexual exploitation.

2.80 Border Force is reviewing the safeguarding and trafficking work of the past two years to identify any gaps and inconsistencies, highlight best practice and ensure improved sharing of information and intelligence. The review will be completed in September 2016. Where gaps have already been identified during the review, immediate steps have been taken to remedy them. Border Force has created a 4P Action Plan aligned to other law enforcement partners which has translated the immediate requirements into actions, many of which have already implemented /started to implement. Border Force has also established a permanent National Operational Lead for Safeguarding and Trafficking to implement the recommendations arising from the review.

2.81 Border Force will host a national event on Anti Slavery Day (18 October 2016), inviting representatives from airline and ferry companies and national port operators in order to raise awareness of modern slavery and encourage more joined-up working to identify potential victims. Border Force will launch a modern slavery e-learning training tool that has been adapted for stakeholders and will ask carriers and businesses at the event to pledge to train their staff using the e-learning.

Overseas Domestic Workers

2.82 The UK Government recognises the potential vulnerability of overseas domestic workers to abuse and exploitation and is acting to provide additional protections for this group.

2.83 Section 53 of the Modern Slavery Act 2015 provides that the Immigration Rules must make provision for leave to remain in the United Kingdom to be granted to an overseas domestic worker who has been identified as a victim of modern slavery. The Act also makes it absolutely clear that victims will not face immigration

enforcement action for breaching their visa conditions as a result of leaving their abusive employer or overstaying as a result of seeking to escape slavery. This provision is intended to give domestic workers the confidence they need to come forward if they are being abused. Section 53 was commenced in October 2015 and implemented through changes to the Immigration Rules and related guidance.

2.84 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.

2.85 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 period for which they are admitted; and those found to be victims of slavery or human trafficking have been able to extend their stay for two years. There will be further action to ensure 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 will also implement Mr Ewins' recommendation on requiring overseas domestic workers to attend information, advice and support meetings, and will introduce an employer registration scheme to help enforce employer obligations including compliance with employment law and co-operation with any workplace-based compliance checks undertaken by UK Visas and Immigration.

PREPARE

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

Adult Victim Care England and Wales

2.87 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 run by The Salvation Army who provide support, including secure accommodation, through 12 specialist subcontractors.

2.88 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.

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

	2012-13	2013-14	2014-15	2015-16
Domestic Servitude	68	81	151	184
Labour Exploitation	222	375	391	587
Not Known	17	91	83	2
Other	8	0	0	1
Sexual Exploitation	235	342	472	626
Total	550	889	1097	1400

Table 32: Victims entering support each year by exploitation type, figures cover July to June

2.90 The table below sets out what region victims were referred from in 2015/16.

	2015-16
East Midlands	55
Eastern	23
London	467
North East	155
North West	160
Not Known	10
Scotland	4
South East	186
South West	58
Wales	67
West Midlands	215
Total	1400

Table 33 :Victims entering support in 2015/16 by region referred from, figures cover July to June

2.91 The contract is jointly funded by the Home Office and the Ministry of Justice. The table below sets out the amount that has been spent on the contract since 2012/13.

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

Table 34: Actual spend on The Salvation Army victim support contract in England and Wales

2.92 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.

2.93 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 is operated by the British Red Cross with partners like the police, local authorities and NGOs. The Reception Centre Model has been tested in North Wales for an operation in which 111 survivors were recovered and further roll out is now being considered.

Scotland

2.94 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 2015/16, Migrant Help supported 79 potential victims and TARA supported 61 potential victims.

2.95 The Human Trafficking and Exploitation (Scotland) Act 2015 contains provisions to put support for adult victims of human trafficking on a statutory basis. It also provides discretion for support to be provided out with the reflection and recovery period on an assessment of needs.

Northern Ireland

2.96 In Northern Ireland, section 18 of the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015 sets out the assistance and support that DOJNI is required to make available to adult potential victims of human trafficking who are referred to the NRM. Migrant Help is contracted by DOJNI to provide support to adult potential male victims of human trafficking and Belfast and Lisburn Women's Aid is contracted to provide support to adult potential female victims of human trafficking. Support and assistance are available for a minimum 45 day recovery and reflection period, or until a conclusive grounds decision has been made. In 2015 a total of 20 potential victims entered support which was provided by Migrant Help and 20 potential victims entered support which was provided by Belfast & Lisburn Women's Aid. In addition ongoing support continued to be provided by Migrant Help and Women's Aid to seven potential victims who had entered support in 2014.

2.97 DOJNI has committed to extending the scope of the NRM in Northern Ireland to cover potential victims of slavery and forced labour as well as human trafficking. Work to implement this is ongoing.

2.98 Working Arrangements for the Welfare and Safeguarding of Child Victims of Human Trafficking and Working Arrangements for the Welfare and Protection of Adult Victims of Human Trafficking are currently being revised by health authorities, PSNI and DOJNI.

NRM Review and Pilot

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

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

2.100 On 3 August 2015 the Home Office launched a one year pilot to test and evaluate the proposed new system in the South West and West Yorkshire regions. The pilot has recently been extended for an additional 8 months to March 2017, to ensure that any changes made to the NRM after the pilot are based on robust evidence.

Child Support Arrangements

2.101 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.

2.102 In Scotland, local authorities also have responsibility for providing support to child victims of trafficking under existing child protection and children's services legislation. This support is given regardless of what form of abuse they have suffered. The necessary support for children is already set out in Getting it Right for Every Child (GIRFEC) and enshrined in legislation which provides for all vulnerable children¹⁷.

2.103 In Scotland, a toolkit has been produced for agencies working with children and young people to ensure that staff are able to identify trafficked children and make appropriate referrals so that victims can receive protection and support. This is designed to be used in conjunction with the National Child Protection Guidance, the Safeguarding Children in Scotland guidance, and other relevant national and international guidance.

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

Presumption of Age

2.105 On 15 October 2015, the Government commenced the 'Presumption about Age' provision (Section 51) in the Modern Slavery Act 2015 for child victims of trafficking in England and Wales.

2.106 This provision ensures that in cases where there is uncertainty over a potentially trafficked victim's age, but whom authorities believe to be under 18, that authorities should assume that the potential victim is under 18, until an age assessment takes place by the local authority.

2.107 The Government is developing statutory guidance to support this provision and this is expected to be available next year. In the interim,

existing statutory guidance on supporting unaccompanied asylum seeking and trafficked children and guidance on the National Referral Mechanism, has been updated and remains in force.

2.108 Section 12 of the Human Trafficking and Exploitation (Scotland) Act 2015 sets out a provision in respect of 'presumption of age'. The purpose of this provision is to ensure that where there are reasonable grounds to believe that a person may be a victim of human trafficking, and the person's age is uncertain but there are reasonable grounds to believe that the person may be a child, then the relevant authority must assume that the person is a child for the purposes of exercising its functions under the relevant enactments until such time as an age assessment has been carried out or the person's age is otherwise determined. The Scottish Government plan to implement this provision by the end of 2017. Scotland's age assessment practice guidance, published in 2012, will also be updated to reflect this provision.

Independent Child Trafficking Advocates

2.109 Section 48 of the Modern Slavery Act 2015 provides for the introduction of specialist independent advocates for trafficked children.

2.110 On 28 June 2016, the UK Government announced that it would commence section 48 of the Modern Slavery Act 2015 and committed to the full national roll-out of ICTAs across England and Wales. However, in advance of the parliamentary process that will be required to achieve national roll-out, the Government also announced that it would undertake three measures that will support trafficked children in England and Wales:

- Implementing ICTAs in three early-adopter sites – Greater Manchester, Wales and Hampshire and Isle of Wight. We are currently in the process of identifying a successful bidder having recently completed the commercial process and expect the service to begin in the three areas later this year;
- Commissioning the development of a new training programme for existing Independent Advocates in social care, which will improve their awareness and understanding of the

¹⁷ The Children (Scotland) Act 1995; Children's Hearings (Scotland) Act 2011; and Children and Young People (Scotland) Act 2014

specific needs of trafficked children and how to support them. We expect this training to be available later this year;

- The creation of a Child Trafficking Protection Fund of up to £3million over the next 3 three years, which will fund work at a local level, adding value to the existing provisions for child victims of trafficking. The fund will have two main aims: the first to reduce trafficked children from going missing, having contact with traffickers and finding them if they do go missing; and the second to provide better support for children from states that have consistently had high numbers of trafficked children. We expect to launch the fund and seek expressions of interest later this year. £2.4million of this Fund is from the £33.5million International Modern Slavery Fund.

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

2.112 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.

Statutory Defence

2.113 Section 45 of the Modern Slavery Act 2015 introduced a new statutory defence for victims of modern slavery who commit certain crimes as a direct consequence of their slavery or trafficking experience. This will give victims the confidence to come forward and support

prosecutions without fear that they will be treated as a criminal and prosecuted for wrongdoing committed through slavery or relevant exploitation. A statutory defence has also been included in the legislation in Northern Ireland.

2.114 Under the Human Trafficking and Exploitation (Scotland) Act 2015, the Lord Advocate issued non-prosecution instructions to prosecutors in May 2016 to be followed when dealing with the victims of trafficking and exploitation who are forced to commit crimes as a direct result of their victim status. The instructions set out a presumption against prosecution. These instructions were available before 31 May 2016 but the Lord Advocate now has a legal obligation to publish these.

Special Measures in Court

2.115 Section 46 of the Modern Slavery Act 2015 extends certain legislative provisions so that victims of the slavery offence, as well as the human trafficking offences, have protections whilst acting as witnesses in court, such as being automatically treated as eligible for special measures. This could include giving evidence behind a screen, by live link or in private or requiring the removal of wigs and gowns in court.

2.116 Extending special measures in this way ensures that victims of modern slavery can come forward to help the police with investigations, and feel able to support a prosecution by giving their account in court which is crucial for our fight against the perpetrators.

2.117 From 1 September 2015, section 10 of the Victims & Witnesses (Scotland) Act 2014, extended existing provision relating to vulnerable witnesses to provide alleged victims of human trafficking in Scotland with an automatic right to access special support measures, such as screens in court or giving evidence by video link. Furthermore section 8 of the 2014 Act allows alleged victims of human trafficking to specify the gender of their police interviewer.

2.118 In Northern Ireland the new legislation has also made provision aimed at ensuring greater protections for victims of modern slavery offences during police interviews in the course of criminal investigations. It places a duty on the Chief Constable to ensure, so far as possible

during the investigation of a modern slavery offence, that victims receive specific treatment aimed at avoiding secondary victimisation, such as unnecessary repetition of interviews and unnecessary questioning about the complainant's private life.

Reparation and Access to Justice

2.119 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. In 2015, no Reparation Orders were made against convicted offenders, as each prosecution brought under the Modern Slavery Act 2015 had yet to reach a court outcome.

2.120 The new legislation in Northern Ireland has also made provision for courts to make slavery and trafficking reparation orders. In addition, in line with a requirement under the Act, 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 and a summary of the guidance notes will be translated into the top five languages most commonly spoken by potential victim of trafficking who have been recovered in Northern Ireland.

Identifying and Supporting Victims

2.121 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.

2.122 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.

2.123 The UK Government has published interim guidance. Over the next year we will be consulting with stakeholders in order to draft and publish a more comprehensive guidance document.

Civil Legal Aid England and Wales

2.124 Victims of human trafficking, slavery, servitude or forced or compulsory labour can apply for civil legal aid for:¹⁸

- 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.

2.125 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. In practice this means the individual has received a positive reasonable or conclusive grounds decision through the NRM process.

2.126 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.

2.127 The Ministry of Justice and the Legal Aid Agency recently 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. The results of the review will be published in due course.

Scotland

2.128 Scotland has a system that maintains wide access to legal aid for both criminal and civil cases. It is not cost limited and has a high eligibility rate.

2.129 There is no requirement to be resident in Scotland when applying for legal aid in Scotland. If it is a matter of Scots Law (including UK law applicable in Scotland), an application can be made to the Scottish Legal Aid Board. The Scottish Government has no plans to introduce a residency test.

¹⁸ The Legal Aid, Sentencing and Punishment of Offenders Act 2012 sets out matters for which civil legal services may be provided

2.130 A victim of human trafficking has open to them the full range of publicly funded legal assistance as any Scottish citizen. The statutory tests applied are exactly the same as for anybody else and access to publicly funded legal assistance is not dependent on recognition by the NRM.

2.131 The Scottish Legal Aid Board has carried out a review of the accessibility and availability of legal services in relation to human trafficking under its statutory monitoring function. The findings will be incorporated into the fifth monitoring report, due to be published towards the end of 2016

Chapter 3: The UK's Future Response

3.01 The UK Government remains committed to tackling modern slavery in the UK and overseas. Over the next year, the UK Government will continue to ensure that the legislation, tools and strategies that are now in place across the UK are fully implemented and operating effectively so that we can protect the victims of this inhuman crime and bring perpetrators to justice.

3.02 The Prime Minister's modern slavery taskforce will meet for the first time shortly. The taskforce will bring together Ministers, senior police officers, senior intelligence officers and key practitioners. The taskforce will accelerate the UK's response to modern slavery domestically and overseas. It will focus on bringing the response to modern slavery in line with the response to other serious crimes.

England and Wales

3.03 The UK Government will continue to implement the Modern Slavery Strategy. This includes a particular focus on enhancing our international cooperation with key source countries to try to prevent vulnerable people from becoming victims in the first place. We will use the International Modern Slavery Fund to work with key countries to prevent modern slavery and achieve the UN Global Goal to end modern slavery. We will commence national roll-out of Independent Child Trafficking Advocates across England and Wales and, using a proportion of the £33.5million International Modern Slavery Fund, we will create a Child Trafficking Protection Fund of up to £3million over the next three years, which will fund work at local level to strengthen existing provisions for child victims of trafficking.

3.04 Law enforcement will continue to improve the operational response to modern slavery. Her Majesty's Inspectorate of Constabulary will assess the police response to modern slavery.

3.05 The Modern Slavery Act 2015 also specifies that the Secretary of State must issue guidance

about identifying and supporting victims of modern slavery. The Government has already published interim guidance so that information is available as soon as possible to those who need it. The UK Government will launch a formal consultation to help formalise the final guidance before it is published next year.

Northern Ireland

3.06 The Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015 placed a requirement on the DOJNI 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 2015/16 strategy was the first under the new legislation. A 10-week public consultation on a draft strategy for 2016/17 was launched on 1 July 2016. It is available at <https://www.justice-ni.gov.uk/sites/default/files/consultations/justice/human-trafficking-strategy-consultation-2016-17.pdf>

3.07 The draft strategy has been developed in partnership with statutory agencies and NGO partners and it is centred on four key strategic priorities. These strategic priorities are underpinned by key objectives and SMART actions that DOJ and its partners intend to deliver during 2016-17. The final strategy is expected to be published in October 2016 and the Department of Justice is working with delivery partners in the interim towards implementation of the strategy whilst still in draft form.

Scotland

3.08 The Scottish Government will continue to work closely with relevant agencies and other stakeholders to develop and implement a Scottish Trafficking and Exploitation Strategy. The impact of the Strategy will be reviewed and a report given to the Scottish Parliament every 3 years. The Scottish Government has appointed an Oversight Group, made up of senior figures from relevant

organisations and an Implementation Group, made up of front line staff to help develop the Strategy. In addition, two stakeholder forums have been held in January and June 2016, a vital exercise in the strategy's initial development stages. Consultation on the strategy is planned for autumn 2016 with consultation events being held in key locations across the country. Publication of the final strategy will take place in the Spring of 2017.

3.09 The Scottish Government is currently carrying out an informal consultation on the use of Ministerial powers under section 11(8) of the Act. This section allows Scottish Ministers to add to the list of relevant authorities who can appoint an independent child trafficking guardian for a child alongside local authorities. This issued in May 2016 and closed in August 2016 alongside the question of amending the list of those with parental rights and responsibilities. The Scottish Government will also hold consultation on other parts of the Act including section 9, 10 and 38 which relate to support services and the duty to notify.

3.10 The Scottish Government intends to implement the remainder of the Act during 2017.

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

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>

