



# Independent Anti-Slavery Commissioner

Annual Report 2016 - 2017





# **Independent Anti-Slavery Commissioner**

## **Annual Report for the period 1 October 2016 to 30 September 2017**

**Presented to Parliament pursuant to Section 42 (10) (b) of the Modern Slavery Act 2015**

**October 2017**

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# Foreword by Kevin Hyland OBE

## Independent Anti-Slavery Commissioner



Stripped of their freedom and exploited for profit, victims of modern slavery suffer immeasurable trauma. In few other crimes are human beings used as commodities over and over again. It is a human evil, horrifying in its inhumanity.

The last year has led to significant steps forward in the fight against this crime, with more victims identified and referred for support and more criminal investigations commenced. This report will detail the successes and challenges of combating modern slavery over the last 12 months, providing a clear picture of where we now stand in eradicating this evil trade in human life.

The UK is regarded as a global leader in the fight against modern slavery. The Prime Minister's personal commitment and creation of a Taskforce for tackling modern slavery has strengthened this view. The Taskforce brings together the heads of our intelligence and law enforcement agencies, relevant government ministers, and the heads of Interpol and Europol. This is driving a more coordinated response both in the UK and overseas. On the global stage, the Prime Minister has demonstrated further dedication by hosting a high level event at this year's United Nations (UN) General Assembly, calling on world leaders to help end modern slavery.

In late October 2016, following a commitment of £33.5 million overseas aid funding made earlier in the year, the Home Secretary revealed that some of this funding would be dedicated to a Modern Slavery Innovation Fund of £11 million and a Child Trafficking Protection Fund of £3 million. In addition, tackling modern slavery has become a foreign policy priority. In the last year, the Department for International Development has committed £7 million to fight trafficking and slavery in Nigeria (a top source country for UK victims of the crime) and included the prevention of modern slavery and protection of vulnerable women and girls as a core objective in responding to the Mediterranean migration crisis. Furthermore, in September 2017, the Secretary of State for International Development, the Rt Hon Priti Patel, announced that the UK will increase its development spending on modern slavery to £150 million.

Combating this crime is clearly a priority for Her Majesty's Government, but there is still much more to be done.

Under my first priority of **improving victim identification and care**, I have had discussions with ministers on the reform of the National Referral Mechanism and my recommendations are being thoroughly considered. Victims of modern slavery experience exploitation,

violence and abuse – with every day that passes, while the right support is not in place, another victim suffers. I will therefore continue to strive for a support system that keeps the victim at the centre, provides assistance from identification through to independence and feeds into a strong intelligence picture of slavery.

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*“Victims of modern slavery experience exploitation, violence and abuse – with every day that passes, while the right support is not in place, another victim suffers”*

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In the last year, progress has been made in raising awareness, training local authorities and building the capacity of health professionals to identify and protect victims of modern slavery. The Local Government Association for England and Wales has developed a guide to inform local councils about their role in fighting modern slavery; NHS England has produced a multi-agency training package for front line professionals, and the Royal College of Nursing has developed a pocket guide for nurses. I will build on these achievements and continue working with relevant public authorities across the UK to ensure delivery of a more strategic approach to training and awareness raising.

My second priority focuses on **boosting the law enforcement and criminal justice response**. In my previous Annual Report, I highlighted failings of police forces across the UK who had not recorded the crime of modern slavery in their area. This meant that investigations were not being launched, criminals were not being found, and victims were left enslaved. However, I can confidently say that we have seen a shift. In financial year 16/17, police forces in England and Wales recorded 2,255 modern slavery offences. This is a 159% increase on the previous year. I was particularly pleased to see that for the second consecutive year, the Police Service of Northern Ireland has recorded 100% of referrals to the National Referral Mechanism as crimes.

The National Crime Agency, under the leadership of Director of Vulnerabilities, Mr Will Kerr, has significantly increased efforts to disrupt criminal networks. His strong leadership has complimented existing efforts of many Chief Constables and Police and Crime Commissioners across the UK, together with the Gangmasters and Labour Abuse Authority's CEO, Mr Paul Broadbent.

My third priority is to see **further partnership working** in the fight against modern slavery. This has been a year of fruitful collaborations. Following initial impetus and leadership from my office, I have seen various

organisations take ownership of addressing the crime directly.

For example, additional international law enforcement officials have joined UK police forces; UK Border Force has enhanced anti-slavery efforts following an inspection by the Independent Chief Inspector of Borders and Immigration; the Judicial College has actively undertaken modern slavery training for its members; the Co-op has provided employment opportunities for survivors of slavery; faith groups and community organisations are committed to tackling exploitation; and the homelessness sector has become directly engaged in addressing exploitation of the vulnerable.

In addition, UK universities and research institutions have undertaken important research into the crime of modern slavery. The only way to eradicate modern slavery is from a position of understanding, taking evidence-led action to improve prevention, justice and victim care. High quality research is therefore a crucial tool in the fight against this crime; to support its development, I have built strong partnerships with academic institutions throughout the year.

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*“The only way to eradicate modern slavery is from a position of understanding, taking evidence-led action to improve prevention, justice and victim care”*

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The fourth priority area of my work is in **private sector engagement**. We cannot ignore the crucial role that the private sector has to play in international efforts to prevent and address modern slavery.

Transparent supply chains, for example, are critical to the anti-slavery fight and this year we have seen more and more businesses publish modern slavery and human trafficking statements detailing how they are addressing the crime. Earlier this year, my office looked into the collation of these statements in order to ensure that companies’ efforts are easily accessible and understandable, and in turn allow the public to apply pressure for further change. I also wrote to over 1000 UK-based companies to remark that while progress has been made, reporting remains weak and needs improvement.

Not only have I worked with companies to strengthen the response from the private sector, I have also worked with other countries. In May this year I gave evidence to the Australian Government’s inquiry into establishing a Modern Slavery Act. I advocated for the inclusion of a ‘transparency in supply chains’ clause within the Australian Act. In August 2017, the Australian Government announced it would be introducing a Modern Slavery Act with such a clause that will cover all Australian companies with annual revenue over \$100million (£61million).

My final priority is **targeted international collaboration**. Organised criminal networks operate across borders

and victims identified in the UK come from all over the world. In 2016, potential victims identified in the UK came from 108 countries; this is precisely why it is crucial to address the crime both at source and en route. As such, in the last year I have continued to work with top source countries such as Vietnam, Nigeria, Romania and Lithuania, and I have pushed for additional trafficking protections for those migrating via the Mediterranean.

International collaboration has also meant focusing on modern slavery as an international development priority. Until recently modern slavery and development have been largely treated as separate policy areas, but an opportunity to change this arose when the commitment was made to include modern slavery in the UN’s Sustainable Development Goals, the securing of which my office led on, as detailed in my previous Annual Report. These goals set the international community’s development agenda – and the legitimacy and authority to provide associated funding commitments – up until the year 2030. This now places the fight against slavery firmly on the international stage where it belongs.

The last year has seen the first stages of progress in this area with Alliance 8.7 in place to ensure the goal is met. In March 2017 I presented at the UN Security Council’s first open debate on modern slavery in conflict situations, under the UK Presidency, where over 70 Member States spoke very strongly on the actions required. Until this date, the Security Council had not hosted an open debate on trafficking and slavery – a sign that momentum is now building.

I will strive to continue that momentum. To use a construction analogy: I see my first year in post in 2016 as a time of excavation – making room for radical change and researching the gaps; I view my second year throughout 2017 as a time of setting firm foundations – partnering with the right actors and giving clear recommendations for action; and I view this next year as a time to build.

Through collaboration and professionalism, following the successes of this year, I see the anti-slavery fight taking strides forward, not only in the UK but also on the global stage. I am in great debt to the many who have assisted my office, advised me personally and partnered with my team over the past year. I particularly want to pay tribute to the individual victims and survivors who have bravely provided me with accounts of their suffering, challenges and, most importantly of all, successes. This year I had the privilege of sharing the stage with a young British survivor of this crime. She recited a poem about her experiences which was both shocking and inspirational. She is an example of how badly a victim can be let down, but also of what professional support can achieve.

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*“Through collaboration and professionalism, following the successes of this year, I see the anti-slavery fight taking strides forward, not only in the UK but also on the global stage”*

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*“I particularly want to pay tribute to the individual victims and survivors who have bravely provided me with accounts of their suffering, challenges and, most importantly of all, successes”*

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Now is the time to redouble our efforts to deliver world-class criminal disruption and victim support. The crime of slavery is a threat to individuals, communities and national security. Integrity must remain at the heart of what we do. Our actions must match our words. Every person suffering at the hands of traffickers and slave masters is a life worth fighting for.

A handwritten signature in black ink, appearing to be 'KH' followed by a large, sweeping flourish that ends in a small dot.

**Kevin Hyland OBE**  
Independent Anti-Slavery Commissioner

# The Commissioner's Advisory Panel

The Commissioner has created an advisory panel comprised of the following experts from a wide range of professions, whose experience he is able to draw on both as a group in quarterly meetings and individually as their areas of expertise are needed.

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**Sir Matthew Baggott CBE, QPM**

*Former Chief Constable, Police Services Northern Ireland*

**TJ Birdi**

*Executive Director, Helen Bamber Foundation*

**The Rt. Hon. Baroness Butler-Sloss GBE**

*Co-chair of All Party Parliamentary Group on Human Trafficking and Modern Slavery*

**Francis Campbell**

*Vice Chancellor, St Mary's University*

**Michael Clarke**

*CEO, The Passage*

**Eamonn Doran**

*Partner, Linklaters*

**Sandra Horley CBE**

*CEO, Refuge*

**Gillian Rivers**

*Partner, Penningtons Manches LLP; Chair to the Family Law Committee of the IBA*

**Monsignor Marcelo Sánchez Sorondo**

*Chancellor, Pontifical Academy of Sciences and Pontifical Academy of Social Sciences*

**Professor Bernard Silverman FRS**

*Former Chief Scientific Adviser, Home Office*

**Yasmin Waljee OBE**

*International Pro Bono Manager, Hogan Lovells*

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## Message from the Chair: *The Rt. Rev. Dr. Alastair Redfern, Bishop of Derby*

It is a privilege to introduce and commend this Annual Report. Working with the Advisory Panel to the Independent Anti-Slavery Commissioner I have been impressed and excited by such a widespread range of achievements, particularly:

- Keeping a clear priority for victims and proper paths for recovery.
- Working creatively with a range of statutory agencies to help them better appreciate their own responsibilities and contribution, as well as facilitating important co-ordination.
- Highlighting the international context of modern slavery in ways that are providing important data and networks to co-ordinate cross border attempts to push back against this crime. A good example would be the recently published report on Vietnam, and the close working relationships enabled with colleagues in Nigeria and Romania – two of the countries supplying the most victims to the UK.
- Encouraging the provision of tools for training, for example in the NHS and police forces.
- Providing a vital space to co-ordinate the energy and wisdom of the voluntary sector.

Growing levels of commitment and professionalism across the whole area of challenging modern slavery is beginning to deliver significant results. But this is just the laying of necessary foundations. Much remains to be done, and I commend the contribution of the Independent Anti-Slavery Commissioner and his team, and invite the continuing contribution of all our partners.

# The role of the Independent Anti-Slavery Commissioner

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

The following public authorities are under a duty to cooperate with the Commissioner:

- Chief officers of police for police areas in England and Wales and the Chief Constable of the British Transport Police Force
- The National Crime Agency
- An immigration officer or other official exercising functions in relation to immigration or asylum
- A designated customs official
- Local government in England and Wales
- Health bodies including National Health Service trusts, NHS foundation trusts and Local Health Boards in England and Wales
- The Gangmasters and Labour Abuse Authority (previously Gangmasters Licensing Authority)
- Director of Labour Market Enforcement.

According to the Modern Slavery Act 2015 (Duty to co-operate with Commissioner) (Northern Irish public authority) Regulations (Northern Ireland) 2016, the relevant additional public authorities for Northern Ireland are:

- Chief Constable of the Police Service of Northern Ireland
- Probation Board for Northern Ireland
- Northern Ireland Department of Justice
- Regional Health and Social Care Board
- Belfast Health and Social Care Trust
- Northern Health and Social Care Trust
- South Eastern Health and Social Care Trust
- Southern Health and Social Care Trust
- Western Health and Social Care Trust.

The Commissioner may request any of these specified public authorities to cooperate in any way considered necessary for the purposes of the Commissioner's functions.

Kevin Hyland OBE was appointed as designate Independent Anti-Slavery Commissioner in November 2014 and his role was confirmed on 31 July 2015, after the Modern Slavery Act received Royal Assent.

# The mission of the Independent Anti-Slavery Commissioner

The mission of the Independent Anti-Slavery Commissioner is to spearhead the United Kingdom's fight against modern slavery<sup>1</sup> by promoting best practice and driving crucial improvement across the anti-slavery response, both in the UK and internationally.

The aims of the Commissioner are twofold: to see an increase in the number of victims of modern slavery that are identified and referred for appropriate support; and, in tandem, to see an increase in the number of prosecutions and convictions of traffickers and slave masters.

The Commissioner works to achieve these aims through five core priorities:

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

In October 2015, to coincide with Anti-Slavery Day, the Commissioner published his first Strategic Plan, for the period 2015-2017, which focused on five priorities to galvanise the UK's response to modern slavery:

**Victim Identification & Care**  
To drive improved identification of victims of modern slavery and enhanced levels of immediate and sustained support for victims and survivors across the UK.

**Law enforcement & criminal justice**  
To promote an improved law enforcement and criminal justice response across the UK, to support development and adoption of effective training and to increase awareness across relevant statutory agencies.

**Private Sector Engagement**  
To engage with the private sector to promote policies to ensure that supply chains are free from slavery and to encourage effectual transparency reporting.

**Partnerships**  
To identify, promote and facilitate best practice in partnership working, and to encourage improved data sharing and high quality research into key issues.

**International Collaboration**  
To encourage effective and targeted international collaboration to combat modern slavery.

In October 2016, the Commissioner published his first Annual Report for 2015-2016.<sup>2</sup>

1 The term 'modern slavery' encompasses human trafficking and slavery, servitude and forced or compulsory labour, which are the terms used in Scotland and Northern Ireland for this crime.

2 IASC Annual Report 2015-2016, <http://www.antislaverycommissioner.co.uk/media/1097/annual-report-2016.pdf>

# Independent Anti-Slavery Commissioner 2016-2017: A Year in Review



**Oct  
2016**

On Anti-Slavery Day IASC invites the Prime Minister, HRH Princess Eugenie, the Archbishop of Canterbury & Cardinal Vincent Nichols, amongst other guests, to a service at Westminster Abbey to commemorate the work of William Wilberforce & mark the UK's commitment to tackling modern slavery.

**Dec**

IASC writes to the then Minister of State for Immigration, Robert Goodwill MP, to share concerns over the guidance on implementation of Section 67 of the Immigration Act 2016.

**Jan  
2017**

IASC writes to Sarah Newton MP, the Minister for Crime, Safeguarding & Vulnerability, detailing his views on the necessary functions of a reformed National Referral Mechanism.

IASC and the Passage launch a report on the risks of modern slavery within the homeless sector. West Yorkshire Anti-Slavery Partnership are piloting the recommendations.

**Feb**

**Jun**

On the invitation of the Australian Government IASC provides evidence to their inquiry into the establishment of a Modern Slavery Act in Australia.

**Apr**

IASC writes to over 1,000 companies on the anniversary of Section 54 of the Modern Slavery Act urging businesses to step up to the fight against slavery.

**Mar**

IASC addresses the UN Security Council in an open debate on human trafficking, modern slavery & forced labour in conflict situations.

**July**

IASC speaks to Nigerian ministers, legislators and policy makers and brings together key partners, international & local, to improve the co-ordination and effectiveness of bi-lateral anti-slavery efforts.

IASC launches a report on combating modern slavery experienced by Vietnamese nationals en route to, and within, the UK.

**Sept**

In partnership with the Evening Standard and the Independent, IASC launches a media campaign in the form of a special investigation into modern slavery.

**Oct**

IASC and the Local Government Association launch a high level guide for local councils on their role in fighting modern slavery.





# Key Achievements 2016 – 2017

## Providing recommendations and striving to improve victim identification and care through a reformed National Referral Mechanism

The National Referral Mechanism (NRM) is the UK's framework for potential victims of modern slavery to be identified and referred for appropriate support; however the existing NRM has many flaws that have been allowed to operate for too long. The Commissioner has therefore called for complete reform of the system, with more coordination, accountability, oversight and monitoring. Such a system will ensure a more robust and professional response to modern slavery crime.

In January 2017, the Commissioner wrote to Sarah Newton MP, Minister for Crime, Safeguarding and Vulnerability, raising concerns about the current NRM failings and setting out his recommendations for improved victim identification and care.

The Commissioner's recommendations included providing immediate access to support services after potential victims are rescued in order to ensure a safe space for an informed referral to support; securing a holistic and non-discriminatory approach by moving decision making from the current competent authorities to a multi-agency expert group; and ensuring that a positive NRM conclusive grounds decision entitles victims to long-term support focusing on successful outcomes for victims, including reintegration. The Commissioner has also made recommendations for a robust data collection mechanism that feeds into the UK intelligence picture in order to improve the response to modern slavery crime.

**The existing NRM has many flaws that have been allowed to operate for too long. The Commissioner has therefore called for complete reform of the system, with more coordination, accountability, oversight and monitoring.**

Following these recommendations, in April 2017, the Home Secretary, the Rt Hon Amber Rudd MP, committed to radical reform of the NRM to boost support for slavery victims in the UK. In a public announcement the Home Secretary acknowledged the following: improvements need to be made to the immediate support given to victims to prevent re-trafficking; training must be delivered to frontline staff to improve identification of victims; victim processes need to be streamlined; and long-term support needs to ensure victims are able to rebuild their lives.<sup>3</sup>

These commitments from the Home Secretary are a crucial step forward in the fight against modern slavery. The Home Secretary stated: "I am committing us to go further in making sure that we have the right system in place to help those in the trap of modern slavery find a way out of it".<sup>4</sup>

To ensure reform of the NRM is well informed, the Commissioner held a series of meetings with a wide range of UK stakeholders as part of a consultation on an improved system. Stakeholders included charities providing support to victims, members of multi-agency regional partnerships in West Midlands and West Yorkshire, members of the Anti-Trafficking Monitoring Group and Labour Exploitation Advisory Group, child trafficking charities, as well as statutory authorities such as local councils and police across England and Wales. The Commissioner held two

**The Commissioner has held a number of positive discussions with ministers in order to ensure the UK Government continues to work towards a coordinated, victim-centred system.**

separate consultation meetings with stakeholders in Scotland and Northern Ireland in March. A wide range of organisations and individuals, including public authorities, civil society, academia, and those representing the interests of children and young people, took the opportunity to give their views. Following these meetings, many organisations submitted written views on reform of the NRM, including many suggestions for its consequent changes, most of which were consistent across the board.

As a result of the consultation with stakeholders, in September 2017 the Commissioner wrote to the Minister about his key findings and further recommendations for an improved NRM. The Commissioner has held a number of positive discussions with ministers in order to ensure the UK Government continues to work towards a coordinated, victim-centred system that is consistent with his recommendations and consultation findings.

3 Home Secretary Op Ed, April 2017, [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/608396/Op\\_Ed.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/608396/Op_Ed.pdf)

4 Ibid

## Producing guidance with the Local Government Association for local councils on fighting modern slavery

The Local Government Association (LGA) represents over 370 councils and all Fire and Rescue authorities in England and Wales. Those working in such departments play an important part in the fight against modern slavery, with crucial roles and responsibilities to identify, refer and support victims, and disrupt criminal networks. As such, the Independent Anti-Slavery Commissioner has worked closely with the LGA to ensure that all local council Chief Executives and frontline professionals are adequately aware of their duties in combating modern slavery.

Last year the Commissioner launched three videos focusing on how local authorities, health professionals and emergency services ought to recognise the signs of modern slavery and respond to potential cases. The videos have been shown at countless events, publicised on the Commissioner's website, the LGA website and the NHS website, shared with all UK police forces and local authorities, and used in awareness raising training sessions for practitioners.

**The Commissioner has worked with the LGA to produce a high level guide equipping local councillors and officers to recognise modern slavery.**

Following the success of the videos, the Commissioner has worked with the LGA to produce a high level guide equipping local councillors and officers to recognise modern slavery in their local areas and to make appropriate referrals.

In order to achieve this, the guide will:

- Provide information on modern slavery in the UK, including the legal framework;
- Highlight the duty of practitioners to identify potential victims (both adults and children), outline council's safeguarding duties and ensure protection through appropriate referral;
- Help frontline professionals to recognise cases of modern slavery and use appropriate tools and powers to disrupt the activities of serious and organised crime groups, through trading standards, licensing, housing and health and safety amongst others;
- Address local authorities' procurement and supply chains;
- Assist local councils to successfully work in partnership to end modern slavery in their local area.

The guide will be published in November 2017. In the next year, the Commissioner will work closely with the LGA to promote it throughout England and Wales. There will be a series of events to ensure those working in local authorities understand their duty to prevent modern slavery, protect victims and pursue perpetrators. The Commissioner is keen to develop a similar guide for local government in Scotland and Northern Ireland in partnership with their respective authorities.

In early October, the Commissioner spoke at the National Children and Adult Services Conference – a major local government event that attracts approximately 1000 senior leaders with responsibility for children's and adults' services, locally elected councillors, the voluntary sector and health partners. He explained how they should be involved in the prevention, detection, investigation and prosecution of modern slavery, and how to work in partnership to support victims and raise awareness in communities.

## Continuing to drive forward improved modern slavery crime recording

Analysis for the Commissioner's 2016 Annual Report discovered that, at best, 28% of referrals to the National Referral Mechanism (NRM) in 2015/16 resulted in a modern slavery crime being recorded by police in England and Wales<sup>5</sup>. This finding was alarming because if NRM referrals are not recorded as crimes then investigations are not launched and victims do not receive the justice and support they need and deserve. The Commissioner has repeatedly pushed for reform on this issue and so he is delighted to announce marked improvement. Since the publication of his report last year, recording has more than doubled, rising to 58% in 2016/17, with 2,255 crimes recorded out of a possible 3,871 NRM referrals in England and Wales.

**If NRM referrals are not recorded as crimes then investigations are not launched and victims do not receive the justice and support they need and deserve.**

**Since the publication of his report last year, recording has more than doubled, rising to 58% in 2016/17, with 2,255 crimes recorded out of a possible 3,871 NRM referrals in England and Wales.**

In fact, evidence collected through the Commissioner's bi-annual data request to forces in England, Wales, Scotland and Northern Ireland identified a number of crime recording-related improvements. When asked: "What new systems/resources, if any, has your force put in place to improve modern slavery crime recording since the Commissioner's first bi-annual data request (August 2016)?", 37 of 46 forces reported making significant changes to their processes. These

included: recording all NRM referrals on a spreadsheet to provide a central overview of force and partner referrals; creating a team or post that is dedicated to ensuring that NRM referrals are appropriately crimed; implementing audit and inspection regimes; adding modern slavery as a searchable field in police databases; and developing clear guidance on how to crime NRM referrals.

Supporting the development of these mechanisms, in November 2016 the NCA undertook a review of police forces' responses to NRM referrals and adherence to Home Office Crime Counting Rules in England and Wales. The decision to undertake this review was made in direct response to troubling findings presented in the Commissioner's Annual Report in October 2016. In excess of 2,600 NRM referral cases were distributed to UK forces during the review period, which covered April 2016 to 30 November 2016. As a result, the NCA made several recommendations to forces that were without crime recording processes for modern slavery. Since 1st December 2016, the NCA has also taken action to ensure that within one working day of initial receipt, NRM referral forms are directed to the designate force's single point of contact by email for processing. The NCA reported that "the majority, if not all forces, now have systems in place to account for their force's actions against modern slavery and human trafficking within their geographical area".

**37 of 46 forces reported making significant changes to their processes.**

### ENGLAND & WALES

The Commissioner's data requests for 2016/17 revealed that almost all forces in England and Wales are now able to identify the NRM referrals that their force has made and whether they have been crimed. This is a significant improvement on last year and forces must be congratulated for the progress they have made.

**The data requests revealed a trend developing, whereby forces are waiting for the outcome of an NRM decision before choosing to record a crime.**

However, work still continues to close the gap between the number of NRM referrals and modern slavery crimes. In particular, the data requests revealed a trend developing, whereby forces are waiting for the outcome of an NRM decision before choosing to record a crime. The Commissioner is clear that this is unacceptable. The NRM is a framework for the identification, referral and protection of victims that aims to provide safety and a reflection period for victims, during which time they can decide to cooperate with the

criminal justice system or not. It has no bearing on the duty of police forces to investigate each and every allegation of modern slavery crime that they receive. Modern slavery needs to be seen for what it is – a serious crime that must be dealt with in the same way as any other allegation of serious crime.

<sup>5</sup> This calculation was based on the total number of potential victims referred to the NRM by police force area of presentation and the number of modern slavery crimes recorded by the police force area in financial year 2015/16. It is however, important to note that it is not possible to directly link NRM referrals to recorded crimes. Confounding issues include that any number of victims relating to recorded crimes may have declined from entering the NRM process; in some cases the exploitation may have happened outside of the UK; NRM referrals may have resulted in a police recorded crime for another offence, such as child sexual exploitation.

## SCOTLAND

In 2015/16 Police Scotland reported that a very low number of NRM referrals had resulted in a crime record for a human trafficking and exploitation offence. This was attributed to a policy that “crimes committed in Scotland will not be recorded as such until conclusive grounds of the NRM are received”. Following the publication of the Commissioner’s Annual Report however, in November 2016, Police Scotland reviewed their recording methods and issued instructions to record all crimes of human trafficking rather than waiting for a decision from the NRM. The Commissioner strongly welcomes this change.

## NORTHERN IRELAND

In 2015/16 Police Service Northern Ireland (PSNI) reported that 100% of NRM referrals were crimed under a human trafficking and exploitation offence. The Commissioner is delighted to share that in 2016/17 PSNI again ensured that all NRM referrals were crimed.

Looking ahead, the Commissioner now wishes to build on the success of his bi-annual data request and expand its remit to include referrals from non-police first responders. This will allow the Commissioner to monitor police performance as well as the success of the new measures that have been implemented.

## Training on modern slavery and human trafficking for 1,500 members of the judiciary in England and Wales

Awareness of modern slavery is growing among police forces resulting in an increased number of crimes being recorded, investigations commenced and cases being tried in courts. However, there is still a risk that individuals are being compelled to commit more minor offences as a direct consequence of being subject to trafficking and slavery. It became evident that training of the judiciary was required to bring to the judges’ attention relevant legislation, prosecution tools and victim support, and to enable them to appropriately preside in modern slavery cases.

To address this problem, the Commissioner developed a partnership with the International Bar Association and the Judicial College, which has resulted in a training project being developed and rolled out for judiciary. This project forms part of the Judicial College’s Circuit Training Days for members of the judiciary in England and Wales.

**An estimated 1,500 members of the judiciary completed the modern slavery training.**

The training commenced in November 2016 with sessions taking place across England and Wales for Circuit Judges and Recorders, until March 2017, by which point an estimated 1,500 members of the judiciary completed the modern slavery training.

Participant judges worked from a case study prepared by HHJ Edmunds QC and Caroline Haughey, which was based on a number of real cases of trafficking and slavery. They were guided through a variety of issues that arise including the key indicators, the National Referral Mechanism, the Modern Slavery Act 2015 and the vulnerability of the potential victims.

HHJ Edmunds QC, assisted by Gillian Rivers, Pam Shearing and Caroline Shephard, developed a training manual that formed an integral part of the training. In addition to the detailed case study and tutor notes the manual also included information on the allocation of cases of modern slavery and human trafficking, together with a number of resource materials. The International Bar Association provided financial support to enable the judges to receive hard copies of the manual.

**The Judicial College is now committed to tackling modern slavery issues both nationally and internationally.**

To conclude, the Judicial College is now committed to tackling modern slavery issues both nationally and internationally. The Commissioner will be working with the Judicial College and the Judicial Institute in Scotland to promote a similar training model in Scotland, as well as seek to promote and replicate it in Northern Ireland. With impact internationally, the Commissioner provided input at a training event hosted by the Judicial College and will be working with the College’s International Department to develop a programme to be delivered by British judges in the Commonwealth and EU States.

## Research into UK modern slavery partnerships

To combat modern slavery in the UK, a number of multi-agency partnerships have emerged in recent years in order to address the crime at a local and regional level. These partnerships include a variety of stakeholders ranging from police, local authorities, health services and civil society groups. The multi-agency partnerships meet regularly to explore how to tackle modern slavery in their area and have contributed to the fight against this crime by developing targeted training, awareness raising campaigns and guidance for professionals.

The Commissioner is committed to promoting and facilitating good practice in multi-agency partnership working. To support his mission in March 2017, the Commissioner embarked on a new research project in collaboration with the University of Nottingham's Rights Lab, mapping multi-agency modern slavery partnerships across the UK.

This research project is the first of its kind. Until now, there has been little knowledge about the geographical spread and nature of modern slavery partnerships. Although the partnerships have shown commitment and insight in tackling the crime, and have arguably added to the fight against modern slavery, their work has not been monitored, nor their 'success' measured.

As a result, this six-month project 'mapped' existing multi-agency partnerships across the UK, identifying local, sub-regional and regional partnerships through a targeted questionnaire and interviews. Information was collected on the location of partnerships, their aims and objectives, leadership and management structures, gaps and needs on a local and regional level, membership, activities, funding arrangements and the conditions that have allowed for good practice to prosper.

**The multi-agency partnerships meet regularly to explore how to tackle modern slavery in their area and have contributed to the fight against this crime by developing targeted training, awareness raising campaigns and guidance for professionals.**

Presented by The Rights Lab, University of Nottingham, and the UK Independent Anti-Slavery Commissioner, in association with the ESRC Festival of Social Sciences

## Collaborating for freedom: strengthening anti-slavery partnerships

A national conference on local anti-slavery strategies, following research by the University of Nottingham in partnership with the Independent Anti-Slavery Commissioner.



University of  
Nottingham  
UK | CHINA | MALAYSIA



The project will culminate in a conference in November 2017, hosted by the Independent Anti-Slavery Commissioner and the Rights Lab, where the findings will be shared with practitioners and delegates, who will be invited to discuss the ingredients needed for successful partnership working.

An interactive map of UK-wide modern slavery partnerships will also be made available on the Commissioner's website following the conference, together with an online directory of partnerships. The conference will also provide an opportunity for individuals and agencies interested in starting a partnership to understand promising practices in order to address modern slavery in their region.

## Increased bilateral cooperation with Romania

Romania has continuously featured as one of the top countries of origin for victims of modern slavery in the UK since the implementation of the National Referral Mechanism in 2009. In one of his first international visits in 2015, the Commissioner travelled to Bucharest to meet with the Romanian government to discuss this issue and how to build a stronger bi-lateral response. Following positive dialogue with the Deputy Prime Minister of Romania, the former Romanian Home Affairs Attaché, Robert Marin, was seconded to the Commissioner's office for one year.

**The intelligence picture around modern slavery crime in the UK and Romanian context has improved.**

Robert Marin joined the Commissioner's team in January 2016 as a Special Adviser on Strategic Cooperation with Romania. This role was introduced with the aim of enhancing cross-border collaboration to tackle modern slavery involving Romanian victims and offenders. Under the leadership of the Commissioner, Robert has advised UK law enforcement on how best to work with Romanian authorities on modern slavery cases. He has successfully increased partnership working between the UK and Romania. In doing so, the intelligence picture around modern slavery crime in the UK and Romanian context has improved.

**45 Romanian police officers have been embedded within different British law enforcement agencies.**

To boost the operational response to this intelligence, an online tool has been developed. This tool will assist law enforcement in combating modern slavery crime. In addition a "problem profile" has been established on Romanian modern slavery in the UK, including recommendations for improved intelligence-sharing and effective coordination. In March 2017, the Commissioner spoke at a modern slavery conference hosted by the British Embassy in Bucharest; the event brought together key partners in the field. Both the problem profile and the portal were presented at this event in the presence of His Royal Highness the Prince of Wales.

In recent years, there has been a significant increase in operational activity targeting Romanian criminal networks. 45 Romanian police officers have been embedded within different British law enforcement agencies and these projects have proved instrumental in facilitating the flow of intelligence and the development of joint investigations between the two jurisdictions.

The Commissioner worked with the Romanian Home Affairs Attaché on extending this model and consequently facilitated the secondment of Romanian officers to Police Scotland and Greater Manchester Police. During his recent visit to Bucharest in March, the Commissioner also met with the Director of Operations for the Southeast European Law Enforcement Centre (SELEC) to discuss the importance of improved regional cooperation and intelligence sharing.

The most prevalent form of exploitation of Romanians identified in the UK in the last two years has been labour exploitation. Seeing the success of these law enforcement partnerships, and recognising the growing need to tackle labour exploitation, the Commissioner worked to secure the secondment of a Romanian Labour Inspector to the UK Gangmasters and Labour Abuse Authority (GLAA). His role includes conducting enquiries on Romanian recruitment agencies with the Romanian Labour Inspectorate and Ministry; contacting and locating Romanian victims; and researching Romanian companies online. The labour inspector has contributed to a number of GLAA enforcement activities throughout the UK providing real time assistance when dealing with Romanian nationals and businesses.

The Commissioner has established a strong partnership with the Romanian Ambassador to the UK, H.E. Dan Mihalache, and has held regular meetings to facilitate bi-lateral cooperation on modern slavery. The Commissioner has also hosted meetings with delegations of Romanian judges and prosecutors to discuss his strategic objectives and remit, as well as his role in driving forward an enhanced law enforcement response.

## Research on Vietnamese modern slavery with recommendations for action

Following a visit to Vietnam in 2015, the Independent Anti-Slavery Commissioner established that little was known about the trafficking of Vietnamese nationals to the UK. The Commissioner had unanswered questions about how victims are recruited, their routes to the UK, the forms of exploitation they experience and the criminal modus operandi of those perpetrating modern slavery crimes.

In 2016, the Commissioner commissioned research to examine the dynamics of the exploitation of Vietnamese nationals en route to, and within, the UK. The research took a mixed method approach and included analysis of anonymised National Referral Mechanism (NRM) data, NRM files for 75 Vietnamese victims who had received a positive conclusive grounds (PCG) decision, 61 interviews with stakeholders in Vietnam and the UK and 11 interviews with Vietnamese potential victims of modern slavery.

### **Vietnamese nationals are predominantly trafficked to the UK for labour exploitation, in the form of cannabis cultivation and nail bar work.**

The report takes an analytical lens to a Vietnamese modern slavery victim's journey – from their recruitment in Vietnam, and their experiences en route to the UK, to what happens when they finally arrive. The report found that Vietnamese nationals are predominantly trafficked to the UK for labour exploitation, in the form of cannabis cultivation and nail bar work, and concluded that it is a highly gendered phenomenon, with the majority of those identified being male.

Analysis for the report highlighted important issues around the transmission of NRM decision outcomes, data quality and potential lost intelligence opportunities. The findings added weight to the Commissioner's existing argument for a reformed NRM data system, which he outlined in letters sent to Sarah Newton MP, Minister for Crime, Safeguarding and Vulnerability, in January and September 2017.

### **Analysis for the report highlighted important issues around the transmission of NRM decision outcomes, data quality and potential lost intelligence opportunities.**

In chapter seven of the report, the Commissioner made recommendations to Her Majesty's Government (HMG) for addressing the trafficking and modern slavery of Vietnamese nationals to the UK<sup>6</sup>. The recommendations are framed within the 4Ps of HMG's Modern Slavery Strategy (Pursue, Prevent, Prepare, Protect). Some highlights include:

- The Home Office Senior Responsible Officer for Vietnam to lead on establishing and managing a Memorandum of Understanding between the UK and Vietnam.
- National Police Chief Council's leads for modern slavery and cannabis cultivation to reassess cannabis cultivation's standing on UK police forces 'harm matrix' and develop national guidelines on how to tackle this crime type.
- The Home Office and the Competent Authorities (the National Crime Agency (NCA) & UK Visas and Immigration) must now recognise the value of NRM data and urgently ensure that current information is analysed and matched with other data sources to develop a better understanding of the threat picture, emerging trends, victims' vulnerabilities and the profile of offenders. Work to digitalise the system must be undertaken as a matter of priority.
- The NCA (and any future responsible authority) to ensure that its NRM statistical release is available in an accessible format which ideally allows the user to interact with the data and perform analyses.
- HMG to consider what role it could play in supporting the Vietnamese Ministry of Labour, Invalids and Social Affairs to design and implement a regulated and ethical labour broker scheme.
- Home Office to work with the Director for Labour Market Enforcement, Gangmasters and Labour Abuse Authority and the Association of Nail Technicians to implement measures to prevent modern slavery in this sector, using existing regulation and laws, as well as to consider if specific licensing is required.
- Home Office to undertake a scoping exercise, designed to explore alternative reintegration options (beyond shelters) for victims of modern slavery returned from the UK to Vietnam.
- Relevant experts with the Local Government Association to undertake a review of the 'Age Assessment' process with a view to developing a system in which partners have confidence.

As part of the Commissioner's work under his fifth priority – international collaboration – he will continue to collaborate with stakeholders in the UK and Vietnam to drive forward the implementation of his recommendations and to ultimately ensure that vulnerable Vietnamese nationals are protected and traffickers brought to justice.

6 <http://www.antislaverycommissioner.co.uk/media/1160/combating-modern-slavery-experienced-by-vietnamese-nationals-en-route-to-and-within-the-uk.pdf>

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# Priority 1: Victim identification and care

The Commissioner is committed to ensuring potential victims of modern slavery are removed from their situation of exploitation, and that they receive the care and support they need to rebuild their lives.

## 1. Victim identification

**The Commissioner continues to collaborate with public authorities to promote awareness and training for frontline professionals on victim identification and support.**

For the last year, raising awareness and increasing training of frontline professionals who may come across victims of modern slavery has remained high on the Commissioner's agenda.



Following last year's successful engagement with public authorities in producing a set of three modern slavery awareness raising videos for local authorities, health professionals and emergency services in England and Wales, the Commissioner has continued to ensure wide dissemination and use of these tools. The video has been sent to all local authority Chief Executives and police Chief Constables in England and Wales, with a letter from the Commissioner raising awareness of modern slavery and outlining their duties in addressing the crime locally. The videos have been shown at numerous events, from workshops with local authorities to national conferences, such as the annual NHS Safeguarding conference and Police Federation conference.

The Commissioner has supported development of the multi-agency level one training for front-line staff commissioned by NHS England, the Association of Directors of Adult Social Services (ADASS) and the

London Metropolitan Police. The training has been delivered by Stop the Traffik and the International Organization for Migration (IOM) UK in six pilot sessions targeting 180 London professionals. The Commissioner will continue engaging with NHS England and ADASS to promote this multi-agency training package across England and Wales, and will work with relevant public authorities in Scotland and Northern Ireland to publicise a similar awareness raising and training model in their respective administrations.

NHS England has taken the lead in ensuring its frontline staff are properly informed about the signs of modern slavery by embedding the Commissioner's video for health professionals in their training materials. In addition, following a presentation by the Commissioner, the Royal College of Nursing has produced a pocket guide for nurses highlighting their important role in identifying potential victims in their daily activities. Next year, the Commissioner will work with the Director of Nursing and Head of Safeguarding to develop a 'network of champions' amongst Regional Safeguarding Leads who will be committed to fighting modern slavery across NHS England.

As detailed on page 14, the Commissioner has also been working with the Local Government Association (LGA) to produce a high level guide for local councils on their role in combating modern slavery. Next year a series of events for local authorities will be organised across England and Wales in conjunction with the LGA. The Commissioner will also reach out to respective authorities in Scotland and Northern Ireland to encourage the development of a similar guide for frontline professionals in their administrations.

**The Commissioner influences an improved response to modern slavery from Border Force as a result of a joint inspection with the Independent Chief Inspector of Borders and Immigration.**

Last year, the Independent Chief Inspector of Borders and Immigration (ICIBI) and the Independent Anti-Slavery Commissioner launched a joint inspection of UK Border Force's identification and treatment of potential victims of modern slavery. The final report was laid in Parliament in February 2017.

The UK Government's Modern Slavery Strategy, published in 2014, identifies Border Force as the lead for targeting and disrupting traffickers, and for identifying victims at the border; however the report highlighted a number of challenges faced by Border Force in meeting these expectations.

The inspection examined the efficiency and effectiveness of Border Force's work in this area and revealed that the identification of victims and perpetrators requires urgent improvement. In response to the report, the Home Office stated that tackling modern slavery remains a priority for the government and accepted nine of the 12 recommendations given in the report, partially accepting the remaining three.

Following the publication of the report, the Commissioner engaged with the Director General of

Border Force to ensure successful implementation of the recommendations on victim identification, data recording, training and working in partnership. The Commissioner will continue supporting Border Force in its commitment to improving the response to modern slavery at UK borders.

In 2017-2018, a re-inspection of Border Force will take place by the Independent Chief Inspector, supported by the Commissioner, in order to confirm that improvements have been made and are as effective as possible.

## 2. Safeguarding children

### **The Commissioner has worked to ensure trafficked children, as well as children at risk of being trafficked, are properly identified and protected in the UK.**

Protection of trafficked children, as well as children at risk of being trafficked, remains one of the key priorities for the Commissioner.

Last year, the Commissioner wrote to the then Minister for Preventing Abuse, Exploitation and Crime, the Rt Hon Karen Bradley MP, sharing some of the Government's concerns and supporting further enrolment of the Independent Child Trafficking Advocates (ICTAs) scheme in three early adopter sites. Since then, the Commissioner has been engaging regularly with the UK Government, in particular the Minister for Crime, Safeguarding and Vulnerability, Sarah Newton MP, to ensure implementation of his recommendations.

One of the Commissioner's recommendations was to create an independent and transparent evaluation mechanism for the implementation of ICTAs in early adopter sites. Following that, the Independent Expert Advisory Panel for the assessment of the ICTAs was put in place, with the Commissioner's office being represented on its board. In his letter to Karen Bradley MP, the Commissioner also recommended that, at any point of ICTA implementation in early adopter sites, the Government should proceed with implementation as soon as possible if the panel deemed the pilots successful. The Commissioner will continue working with relevant authorities to encourage a prompt roll-out of the system of ICTAs in England and Wales, and the Independent Guardian scheme in Northern Ireland, as well as to monitor implementation and share good practice of the and Scottish Child Guardianship scheme in Scotland.

### **The Commissioner has continued his commitment to protect unaccompanied and separated children, particularly those affected by the migrant crisis in Europe.**

Over the past 18 months, the Commissioner has met child migrants, frontline staff and government officials in a number of important locations, including Calais, Sicily, Lampedusa, Athens, Lesvos, northern Greece, southern Nigeria and previously Vietnam. Children making dangerous migration journeys to Europe, from countries such as Nigeria, Eritrea, Egypt or Libya, are experiencing severe trauma and are therefore more vulnerable to trafficking and related exploitation once they arrive in the UK.

During the National Referral Mechanism (NRM) consultation carried out by the Commissioner, detailed on page 13, identification and support of trafficked children has surfaced as an area that requires special attention and urgent action by authorities. In a recent letter to Sarah Newton MP dated September 2017, the Commissioner therefore laid out a number of recommendations on how to address some of the most urgent issues. These included removing remote decision making on cases of child victims of modern slavery from the NRM Competent Authorities and instead embedding this responsibility with the UK's current child protection system; prompt roll-out of the ICTA model following its successful implementation in early adopter sites and ensuring effective interim child protection measures are in place; ensuring high quality legal representation for children; and developing best interest determination and durable solutions for child victims of modern slavery.

The Commissioner has promoted the use of current legislation and policies that put a duty on statutory authorities to ensure vulnerable children are properly identified and protected. The high level guide for local councils in England and Wales produced in collaboration with the LGA (as previously mentioned) includes a chapter specifically focused on the role and duties of child safeguarding authorities – in partnership with other relevant authorities – to identify and protect trafficked children, as well as to prevent them from going missing and experiencing possible further harm and exploitation.

Last year, Prime Minister Theresa May asked the Commissioner to make a number of visits to relevant locations to assess the trafficking risks to children and to provide advice on what more the UK Government could do to protect young people from traffickers. Following visits to Italy and Greece, the Commissioner put forward comprehensive advice to the Home Secretary, Foreign Secretary and the Secretary for International Development on how to improve protections in Europe, in particular for unaccompanied minors, against risks of trafficking and exploitation.

In responding to the Commissioner's advice, the Government has made important commitments to a number of his recommendations, including scaling-up the counter-trafficking identification and protection response in Italy and Greece; developing work with NGOs to strengthen the way in which they collect and share important information about trafficking and exploitation; and increasing engagement between the National Crime Agency (NCA) and the Hellenic Police to support work to target trafficking and smuggling gangs, particularly in northern Greece. A recent joint operation by Europol, Greek police and the NCA, which resulted in dismantling a human trafficking criminal network operating in Greece with seven members of the ring arrested, is a good example of this work going forward. In addition, the Department for International Development (DFID) has prioritised tackling modern slavery and providing specialised protection to the most vulnerable through its programmatic support in the Mediterranean.

Following visits to Calais last year, the Commissioner wrote a letter to the Home Secretary about the importance of strengthening efforts on prevention and identification of modern slavery in Calais. The letter contained numerous recommendations, which have received a positive response from the Home Secretary.

*Section 67 of the Immigration Act 2016*

### 3. Improved care and support for victims

**The Commissioner secured the House of Commons Work and Pensions Committee inquiry into victim support in the UK and promoted recommendations.**

Last year, the Commissioner secured an inquiry by the House of Commons Work and Pensions Committee into victim support, including their access to benefits and response by the Department for Work and Pensions (DWP). The Commissioner provided written evidence in December 2016, and appeared before the Committee in January 2017.

On 30 April 2017, the Work and Pensions Committee published its report with strong recommendations to improve support services for modern slavery victims in the UK<sup>7</sup>. The Committee fully backed the Commissioner's initial recommendations.

The Committee recommended that all victims who receive a positive conclusive grounds decision through the NRM should automatically gain one year's leave to remain with entitlements to recourse to public funds and services, as well as a personal move-on plan to help their recovery. This move-on plan would act as a 'social passport to support'. In line with the Commissioner's evidence, the Committee recommended introducing exemptions for victims of modern slavery from the Habitual Residency Test, Jobseeker's Allowance Easement and a concession for modern slavery victims, similar to that of victims of domestic violence.

At the end of last year, the Government published guidance on implementation of Section 67 of the Immigration Act 2016 in France. Being concerned with the limitations of the initial criteria for transfers, the Commissioner wrote to and met with the then Immigration Minister, Robert Goodwill MP, asking for the criteria to be amended. These concerns were also shared by organisations such as Save the Children, Citizens UK and UNICEF UK. In March 2017 the Home Office published a policy statement that amended the criteria for transfers under Section 67, making it much wider and more encompassing than before.

In February 2017, the Commissioner published a statement outlining his views with regards to the Government's announcement on Section 67 of the Immigration Act, as well as highlighting the importance of ensuring that children are protected before they embark on perilous journeys, en-route through Europe, and once they arrive in the UK. The statement highlighted that while Section 67 applies to a special route for unaccompanied children without family in the UK, more needs to be done to make the Dublin III regulation work across Europe to ensure that unaccompanied and separated children reach their family safely and are protected. The Commissioner also recommended that, in tandem with action to improve measures in Europe, it is important to devote increased impetus to tackle the root causes of trafficking.

The Committee also recommended that the DWP ensures all frontline staff are trained in identifying potential victims and referring them for assistance, as well as in supporting victims of modern slavery. The Commissioner was pleased to learn that the DWP has already started working with the Salvation Army to establish a network of 'Partnership Managers' for each safe house across England and Wales; this will lead to a smooth transition and better support to victims as they exit safe house accommodation.

The Commissioner will continue engaging with the Work and Pensions Committee and relevant Government partners to drive implementation of the report's recommendations, working to ensure, as the report states, "the creation of a world-leading structure of services that cares for and protects, as effectively as we can, the victims who have escaped from slavery"<sup>8</sup>.

<sup>7</sup> <https://publications.parliament.uk/pa/cm201617/cmselect/cmworpen/803/80302.htm>

<sup>8</sup> Ibid

## The Commissioner drives forward an improved and sustained support system for victims of modern slavery, with inclusion of their reintegration into society.

Lack of move-on and long-term support for victims of modern slavery in the UK remains one of the key issues being addressed by the Commissioner. He has been working with the Government and other external partners to identify existing gaps and emerging good practice in victim care across the UK.

The Commissioner has engaged with numerous charities, including a long-term support group convened by the Human Trafficking Foundation, to discuss their recommendations put forward in a paper titled 'Supporting adult survivors of slavery to facilitate recovery and reintegration and prevent re-exploitation'<sup>9</sup>. These discussions fed into the Commissioner's consultation and his subsequent recommendations to the Government for an improved NRM.

The Commissioner visited frontline organisations, such as City Hearts and the Snowdrop Project, to learn about the challenges and successes of those working on the ground. The Commissioner also met with a number of survivors for whom access to long-term support was critical on their road to recovery. One of the survivors wrote a poem about her journey:

Although you can be rescued and the torture comes to an end, it takes long-term healing to truly start to mend.

From too many years filled with such guilt and shame, to the day your counsellor shows you that you were never to blame.

Living a life no longer defined by our past, support we can rely on that we know will last.

*(Modern slavery survivor, supported by the Snowdrop Project)*

As detailed on page 13, the Commissioner wrote to the Minister for Crime, Safeguarding and Vulnerability, Sarah Newton MP, in January and September 2017 providing recommendations and striving for a commitment to improve victim identification and care through a reformed NRM. One of his key recommendations was to ensure that a positive conclusive grounds decision in the NRM is recognised by relevant statutory authorities so that victims receive appropriate support tailored to their individual needs. In addition, this decision ought to recognise victims of modern slavery as vulnerable victims of a serious crime and provide them with a pathway into mainstream support services to aid their reintegration into society.

The Commissioner further recommended that the NRM support provision include move-on and long-term support focusing on successful outcomes for victims following a positive conclusive grounds decision. Needs-

based, individually tailored, move-on support plans should be developed for all victims before they leave the safe-house. A multi-agency decision making panel should make recommendations for long-term support following the receipt of a positive conclusive grounds decision.

The Commissioner has been, and will continue, working with the Government and external partners to ensure consistency, professionalism and accountability in providing high quality care services to victims of modern slavery until they have fully recovered.

In July 2017, the Commissioner partnered with law firm Hogan Lovells, and the Anti-Trafficking Labour Exploitation Unit (ATLEU), to organise an event for frontline support workers on victim's legal rights and entitlements in the UK. The Anti-Trafficking Conference was the first of its kind, gathering leading professionals and support providers to explore issues that can, at times, cause great confusion and hinder the rights of modern slavery victims. Such issues include immigration, housing and benefits, access to justice and compensation. The feedback was extremely positive – participants learnt a lot and took away important lessons that will improve the support given to those in need.

The Commissioner is convinced that long-term support is vital to restore the lives of victims and to reduce the risk of destitution, homelessness and re-trafficking. Many victims of modern slavery come to the UK with the aim of providing for their families but instead are lured into exploitation with false promises for work. Therefore, one of the keys to their successful recovery is helping them to find a legitimate job in the UK.

The Co-op, the UK's fifth biggest food retailer, is leading in this area by providing long-term support for victims, jointly with charities City Hearts and The Snowdrop Project, through their work placement scheme which provides employment opportunities for survivors. The Commissioner has endorsed this initiative as it helps to restore victims, not only to employment, but also to dignity. The Commissioner also spoke at the Co-op's Annual General Meeting in May; this resulted in the Co-op's members including modern slavery in the Co-op's three-year strategy, starting with a national awareness raising campaign for customers on the risks and realities of modern slavery in the UK.

The Commissioner will continue supporting the Co-op and work to ensure that such an initiative is replicated by other businesses.

9 <http://www.humantraffickingfoundation.org/sites/default/files/Long%20term%20survivor%20support%20needs%20March%202017%202.pdf>



# Priority 2: Driving an improved law enforcement and criminal justice response

The Commissioner has been driving a high quality response to modern slavery across all law enforcement agencies, and continues to pursue justice for victims through a collaborative approach that actively targets the criminals involved in this serious crime.

## 1. Crime Recording

**The Commissioner has continued to push for improved crime recording, using his bi-annual data request to monitor police performance.**

As detailed on pages 15 and 16, this year has seen a marked increase of 159% in the number of modern slavery crimes recorded by police in England and Wales from 870 to 2,255 crimes recorded between financial year 2015/16 and 2016/17. The strong emphasis from the Commissioner on the importance of appropriate recording by police forces has filtered down from those in leadership to those responsible for identifying and

recording modern slavery crime. This has led to a shift in police culture. Officers have started to recognise their duty to respond to modern slavery – something the Commissioner has long been pushing for. This needs to continue to ensure victims are properly identified and investigations are undertaken and resourced to bring offenders to justice.

## 2. Modern slavery training

**The Commissioner has liaised across the criminal justice spectrum, from law enforcement to the judiciary, for meaningful training delivery.**

The Commissioner identified the need for comprehensive training of the judiciary in order to boost understanding of the crime and in turn appropriately preside in modern slavery cases. As detailed on page 16, the Commissioner therefore initiated a partnership with the International Bar Association (IBA) and the Judicial College, resulting in the development of a modern slavery and human trafficking training programme.

The Commissioner has also had concerns that not enough was being done by law enforcement to deliver training to its staff and ensure an understanding across the board. In order to give impetus, supported by the IBA, the Commissioner gave assistance to raising awareness of the National Crime Agency (NCA) and police officers across eleven police forces in England and Wales. This was done through three pilot awareness raising sessions which focused on the investigation of offences. The sessions covered a broad range of topics, including new offences, duties and powers under the Modern Slavery Act, such as Slavery and Trafficking Prevention and Risk Orders, as well as the 'Duty to Notify'; understanding victim's experience and the impact of trauma (which may often lead to reluctance to cooperate with the police); protecting and safeguarding potential victims within and beyond the National Referral Mechanism (NRM); international law enforcement cooperation through engagement with Analysis Project Phoenix (previously known as Focal Point Phoenix), Sienna and implementation of joint investigation teams. The Commissioner was keen for investigators to see modern

slavery as a crime that could be tackled with their existing skills and resources.

Certain police forces across the UK have increased efforts in responding to modern slavery and have innovatively designed methods to raise awareness among staff. Lancashire Police designed a "Seven Minute Briefing" awareness session and a handout for officers. This training package was made compulsory for staff in order to ensure that all in the organisation had the minimum level of training and understanding of modern slavery. The Commissioner endorsed the briefing, which has now been used to train the entire force on modern slavery crime. This has evidently impacted the region's fight against modern slavery crime, with Lancashire Police gaining victimless convictions for modern slavery through a proactive, sensitive and informed response.

The Commissioner has welcomed the range of training that has taken place nationally in the last year. Police forces have stepped up their efforts in responding to modern slavery. However, while training has increased, the Commissioner believes all training should meet the College of Policing's standards in order to ensure consistency and allow for monitoring and evaluation of training material. It is important that modern slavery is incorporated at all levels of police training whether for the Professionalising the Investigations Programme (PIP), promotion courses, custody officer training or for Senior Investigation Officer training. Incorporating training in this way will see this crime embedded into the police response as 'business as usual', as opposed to a niche or marginal issue.

### 3. A targeted and focused law enforcement and criminal justice response

#### **The Commissioner has presented at various law enforcement events in order to raise awareness and drive an improved response to the crime.**

The Commissioner is of the opinion that in order to see an increased number of victims rescued and brought to safety, and an increase in the perpetrators punished, the law enforcement response must be strong. The crime of modern slavery requires law enforcement commitment of resource and intelligence in order to dismantle criminal networks.

To secure this aim, the Commissioner has continuously engaged with Police and Crime Commissioners, Chief Police Officers and rank and file officers to improve the police response across the UK. He has addressed the Police Federation of England and Wales and the National Police Inspectors Forum to ensure wholesale engagement across all ranks. He also presented at the Human Trafficking Conference hosted by Police Scotland in September this year and spoke to over 200

participants on the risk and realities of modern slavery. The Commissioner urged the audience to respond to this as serious, organised crime utilising existing techniques for other such crimes while adding safeguarding as a priority.

Throughout the year, the Commissioner has regularly engaged with the National Police Chief's Council lead, Border Force, Immigration Enforcement and the NCA lead for modern slavery. He has consistently pushed for these agencies to act with professionalism in order to provide a response commensurate to the risk that this crime creates. The Commissioner has urged each agency to embed anti-slavery measures so that they become the norm; this has contributed to an increase in reporting and arrests.

#### **The Commissioner has encouraged independent inspection, and a sustained internal evaluation, of law enforcement performance to increase the standards of police and prosecutors in combating modern slavery crime.**

In 2016-2017, Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS), commissioned by the Home Secretary, carried out an independent inspection assessing the police response to modern slavery across England and Wales. The Commissioner, who encouraged and supported this development, was invited to be a member of the HMICFRS' Expert Reference Group, which helped inform the aims and the scope of the inspection. The Commissioner has also provided his views on current gaps and successes, and gave recommendations as part of the evidence gathering process.

This inspection was launched following the Commissioner's initial findings of the deficient law enforcement response and following recommendations of the Modern Slavery Act 2015 Review, undertaken by

Caroline Haughey, and commissioned by the then Home Secretary, the Rt. Hon Theresa May.

It is important that UK prosecutors are engaged in improving the criminal justice response to modern slavery. The Commissioner has therefore fed into Her Majesty's Crown Prosecution Service Inspectorate (HMCPIS) review of the Crown Prosecution Service's (CPS) anti-slavery efforts.

The CPS and the Crown Office and Procurator Fiscal Service (COPFS) in Scotland are in a unique position to capture data nationally on successful prosecutions, sentencing, asset confiscations and orders. The Commissioner is of the opinion that the UK's understanding of modern slavery would be better informed if prosecutors embedded a framework to capture this information.

#### **The Commissioner has promoted good practice of law enforcement.**

It is fair to say the landscape of law enforcement is changing, with a number of high profile cases illustrating how police forces increasingly understand the severity of modern slavery crime. Where the Commissioner has identified examples of good practice, he has promoted these on social media channels and at speaking engagements.

The Commissioner has shared the following examples of police treating this as a serious crime: vulnerable girls were exploited in Northumbria where the Chief Constable was prepared to use the full arsenal of police investigative tactics in order to safeguard victims and bring to justice those responsible for the abuse and misery they had inflicted. During the trial the court heard the testimony of a girl whose abuse started at the age of 13; she told the court, "I was harmed beyond imagination, physically, emotionally and psychologically".

Lincolnshire Police successfully dismantled a family crime group and saved vulnerable men from exploitation, some who had been suffering for 26 years. This investigation lasted over three years. Judge Timothy Spencer QC described the offences as "chilling in their mercilessness". Nine members of the Rooney family were jailed for in excess of 79 years.

These are cases that make the headlines, and the Commissioner has further praised such work, but he has also highlighted efforts on the ground with communities. For example, Sussex police have been engaging with Eastern European communities to educate people on the crime of modern slavery and raise awareness around specific issues relevant to their community. This has led to an increase in trust and valuably informed the intelligence picture. The leadership shown, and initiative to embark on this important work at police constable

level, shows that Sussex police are not only taking this issue seriously but also seeking to embed the modern slavery response into their structure as normal policing practice.

The Commissioner has also recognised the efforts of a number of police forces, including but not limited

### **The Commissioner has collaborated with UK law enforcement agencies to improve the criminal justice response.**

In October last year, the Home Secretary committed £8.5 million of funding from the Police Transformation Fund to help law enforcement agencies combat modern slavery in England and Wales. The fund aims to provide high quality intelligence and analysis to assess the threat at a national and regional level, and ultimately deliver an improved operational law enforcement response. In order to achieve this the Commissioner has regularly engaged with the National Police Chief's Council Lead for modern slavery, Chief Constable for Devon and Cornwall Shaun Sawyer, to advise and monitor the implementation of the fund in order to ensure the above aims are met.

The Commissioner has also worked closely with the NCA, including regular meetings with the Director of Vulnerability, Will Kerr, as well as other colleagues who provide regular updates to the Commissioner on the NCA's operational work. The NCA is heavily active in the fight against modern slavery in the UK. In November 2016, modern slavery and human trafficking were elevated to a National Priority Threat by the NCA – a measure pushed for and commended by the Commissioner.

There has been improvement in how the NCA disseminates information held in the NRM. This has previously been an area of particular concern for the Commissioner and was heightened following the findings of his research into modern slavery experienced by Vietnamese nationals en route to, and within, the UK. The NCA is starting to fill the strategic intelligence gaps, particularly around international trafficking routes, and

### **The Commissioner has worked across borders with international law enforcement agencies in order to target international criminal networks and protect victims across borders.**



to Greater Manchester Police, West Yorkshire Police, West Midlands Police, Police Scotland, Police Service Northern Ireland and North Wales Police. The officers' commitment to tackling this crime consistently leads to high levels of identification and recording, which in turn is the starting point for bringing offenders to justice and safeguarding victims.

develop a better understanding of the UK threat picture. The Commissioner has called for this to continue until benefits and results materialise with more victims identified and supported – and with significant numbers of prosecutions and convictions secured. The NCA is now demonstrating a commitment to making the UK a hostile place for traffickers to operate, but much more still needs to be done.

The Commissioner has worked closely with the Gangmasters and Labour Abuse Authority (GLAA) to protect vulnerable workers in the UK. The GLAA has vastly increased anti-slavery efforts by providing training sessions for the private sector on resilience against labour exploitation; opening joint investigations with UK police forces; further looking into labour exploitation in the hospitality sector; and making direct referrals of potential victims into the NRM. The GLAA has also responded to more allegations of exploitation by carrying out inspections, issuing search warrants and making arrests. The GLAA has prevented the exploitation of thousands of workers in the UK and the Commissioner will continue to collaborate with the Authority to ensure this important work continues.

During the course of the year, the Commissioner has attended a number of meetings with the Scottish Government's Cabinet Secretary for Justice, Michael Matheson, and with the Lord Advocate to discuss various matters in relation to the situation in Scotland and to commit to continued work together to tackle human trafficking.

Modern slavery is an international crime that requires an international response. Traffickers operate across borders and law enforcement agencies must therefore work together to protect victims and dismantle criminal networks. This is achieved through collaborative operational activity, bi-lateral and multi-lateral assistance, shared intelligence and Joint Investigation Teams (JITs).

The Commissioner continues to work to improve the strategic cooperation between UK and overseas law enforcement. He has engaged with Europol and Eurojust, and held a meeting with the Secretary General of Interpol. He has also worked in victims' countries of origin and transit, including Nigeria, Vietnam, Italy, Greece, France, Lithuania and Romania

When the Commissioner visited Lithuania, in addition to meeting with the Lithuanian Prime Minister to discuss the crime of modern slavery, he met with the Ministry of Interior's Police Department and the Lithuanian Criminal Police Bureau. The Commissioner spoke of the need to intensify prevention and prosecution of modern slavery. The Commissioner also presented to the Lithuanian Parliament to inform its debate on Trafficking in Human Beings. With the Lithuanian Criminal Police Bureau, further cooperation with the UK was explored. In addition, as a direct result of a meeting hosted at the British Embassy with local charities, the Commissioner secured the pro bono services of a UK law firm to help advise victims who had returned to Lithuania

From Scotland to the Home Counties of England, police forces across the UK have been proactive in bringing in

foreign law enforcement officers to help them be more effective in the communities most affected by modern slavery. Following good practice with the secondment of the Romanian police officers to work alongside British police officers, the Commissioner is now working with Police Scotland to arrange for a secondment of a Vietnamese police officer to the force.

This snapshot shows the positive law enforcement activity now taking place across the length and breadth of the UK. To sustain, improve and build consistency in the policing response, it will take strong leadership from the NCA and by Chief Constables. The Commissioner believes this is now beginning to happen and looks forward to even more progress in the coming months.



# Priority 3: Promoting best practice in partnership working

The Commissioner has been working to understand and promote best practice in partnership working across the UK, with an emphasis on partnerships that deliver concrete results through increased identification of victims, better outcomes for victims and a high rate of successful prosecutions.

## 1. Developing partnership models

**The Commissioner has been engaging with multi-agency partnerships across the UK to identify and encourage successful outcome-focused partnership models.**

Combating modern slavery requires the expertise, resources and efforts of many different individuals and entities. A multi-agency approach is crucial in ensuring an effective and coordinated response to modern slavery. Partnerships allow for the sharing of key information about the nature and scale of the problem, as well as the exchange of good practice, thereby filling any gaps in knowledge or skills that might otherwise exist.

The Commissioner has continuously engaged with multi-agency partnerships throughout the UK by participating in their regular meetings, speaking at events and sharing and promoting good practice. The Commissioner has also engaged with a number of stakeholders providing his independent views to support the development of effective partnerships, as these are an important component of establishing an anti-slavery movement that is truly effective.

Victims of modern slavery often have complex medical, emotional and psychological, practical and legal needs that can only be met by establishing partnerships with

services at local and regional levels. The Commissioner recognises the importance of multi-agency partnerships not only for the purposes of prompt identification of modern slavery victims, but also in signposting and supporting victims on their journey to recovery. Therefore, the Commissioner has engaged with a number of multi-agency partnerships to seek their views as part of the NRM consultation detailed on page 13.

In recent years, a number of multi-agency partnerships of different sizes have been formed to contribute to tackling exploitation across the UK. However, relatively little has been known and understood about the different partnership responses to modern slavery and their effectiveness. Therefore, as detailed on page 20, the Commissioner embarked on a joint project with the University of Nottingham to map out existing multi-agency partnerships, identify potential examples of 'good practice' and understand the conditions that helped to facilitate success. The report is due to be launched in November 2017 and will be publicly available on the Commissioner's website.

## 2. Working with the Scottish Government on the development of Scotland's Trafficking and Exploitation Strategy

**The Commissioner has continued to engage with the Scottish Government providing policy support and advice during the development of Scotland's Trafficking and Exploitation Strategy.**

Part 5 of the Human Trafficking and Exploitation (Scotland) Act 2015 puts a duty on Scottish Ministers to produce a trafficking and exploitation strategy setting out the Scottish Government's strategy to work with partners to make Scotland a more hostile place for human trafficking.

The Commissioner is a member of the Human Trafficking and Exploitation Strategic Oversight Group (SOG), chaired by the Cabinet Secretary for Justice, which supervised the development and publication of Scotland's Trafficking and Exploitation Strategy. As the Strategy was developed, the Scottish Government sought the views of a wide range of stakeholders, including those who had experienced trafficking. The Commissioner contributed his views in writing, as well

as taking part in the Glasgow consultation event. Those attending welcomed his input.

The Trafficking and Exploitation Strategy was laid before the Scottish Parliament in May 2017. The Strategy outlines three key action areas: 1) Identify victims and support them to safety and recovery; 2) Identify perpetrators and disrupt their activity; 3) Address the conditions, both local and global, that foster trafficking and exploitation.

The Commissioner and his office will continue to engage with the Scottish Government, through the SOG and beyond, and will be involved in the implementation process of the Strategy covering all three action areas.

### 3. Working with vulnerable communities

**The Commissioner has continued working in partnership with at-risk communities, diaspora organisations, diplomatic missions, faith based organisations and expert groups to develop a better understanding of modern slavery and address the vulnerabilities of certain communities to the crime.**

Having previously identified links between modern slavery and homelessness, as well as a significant lack of evidence, the Commissioner commissioned homeless charity, The Passage, to investigate this issue.

A report titled 'Understanding and Responding to Modern Slavery within the Homelessness Sector' was launched in January 2017. The UK's anti-slavery sector has been aware of the prevalence of homelessness among victims for some time, and the homelessness sector has been aware of slavery among clients, but there has been little coordination between both sectors until now. The report found that 64% of homelessness organisations responding to the research survey had indeed come across potential cases of modern slavery.

The similarity in vulnerabilities of the homeless and victims of modern slavery, as detailed in the report, is an eye-opener. The findings show that those who are homeless are vulnerable to rogue employers offering work and accommodation, only to be left exploited in appalling conditions. In addition, the report found that victims of modern slavery could be at risk of destitution and homelessness if no long-term support is provided to them.

The report included a set of 12 recommendations. These include closer working between local authorities and police to raise awareness of modern slavery; appropriate data collection to increase understanding of the links between homelessness and modern slavery; awareness raising among the homeless so that they can understand the risks of exploitation; long-term support provision for victims of modern slavery; and establishment of partnerships in order to address gaps in support among homelessness charities, anti-slavery organisations, police, local authorities and other relevant actors.

The Commissioner will continue to engage with the homelessness sector, as well as relevant authorities, to ensure the report recommendations are implemented.

The Commissioner continued working in partnership with diaspora communities and diplomatic missions accredited to the UK. The Commissioner is of the opinion that nobody can better explain the traditions and culture of victim source countries than such community groups and organisations. This specific cultural knowledge is vital to ensure an improved understanding of a victim's background and specific needs, which can in turn inform an individually tailored approach. The Commissioner held regular meetings with the Home Affairs attaché from the Polish Embassy to the UK, and his Victim Support and Partnerships Adviser spoke at the modern slavery event held by the Polish Consulate in June 2017. As detailed on page 18, the Commissioner also developed a strong partnership with the Romanian Embassy to the UK.



#### Understanding and Responding to Modern Slavery within the Homelessness Sector



A report commissioned by the Independent Anti-Slavery Commissioner

January 2017



To better understand the needs of workers vulnerable to labour exploitation and the needs of victims of modern slavery, the Commissioner continued to engage with third sector organisations working to protect and support these individuals. This included regular meetings with groups such as the Anti-Trafficking Monitoring Group (ATMG), the Labour Exploitation Advisory Group (LEAG), and a long-term support group convened by the Human Trafficking Foundation. Furthermore, the Commissioner established new partnership relations with organisations including Citizens UK and the Refugee Children Consortium to better understand the plight of refugees and unaccompanied children, as well as identifying what more could be done to protect them from falling prey to traffickers.

The Commissioner continued working with a number of faith-based groups and community organisations, including supporting and advising the Church of England's Clewer Initiative and the Catholic Church's Santa Marta Group. In addition, the Commissioner established new relationships with Rene Cassin, a Jewish human rights community organisation, which has produced an awareness raising information pack aimed at galvanising the Jewish community on slavery

and human trafficking. This has been endorsed by the Commissioner:

“The Human Rights Shabbat Resource Pack by Rene Cassin is both informative and insightful. It teaches its readers the facts of modern slavery – through case studies, factsheets and educational programmes – while

also inspiring individuals to get involved and make a difference.”

The Commissioner recently met with the Chief Rabbi to discuss future partnership working in order to support René Cassin’s campaign to combat modern slavery.

## 4. Raising awareness of modern slavery

**Awareness of modern slavery has increased across the UK and internationally. The Commissioner builds on this momentum by speaking at various high level events, engaging with leading media outlets, publishing regular content online and collaborating with professionals to increase awareness among those on the frontline.**

Over the past year the Commissioner has appeared in almost 200 media features, including broadcast, print and online outlets. The media has increasingly reported on modern slavery in recent months, with many news outlets now employing reporters solely dedicated to produce content on the crime.

Some of the more prominent pieces in the media in the last year have been published by The Times, The Guardian, the Daily Mirror, Thomson Reuters, The Telegraph, the Daily Mail and the BBC.

More recently, in September of this year, the Evening Standard and the Independent newspapers have launched a special investigation into modern slavery in partnership with the Commissioner. The investigation will expose the crime of slavery in the UK and across the globe. The Evening Standard and the Independent will work with victims, anti-slavery experts, law enforcement agencies, business leaders, faith groups and leading legal professionals in order to increase public awareness. The investigation will also aim to achieve specific deliverables that address the crime of modern slavery in the hope of seeing more victims supported and more criminals convicted. The special investigation will be driven by an expert panel chaired by His Eminence Vincent Nichols, Cardinal of Westminster. The Commissioner will join the panel alongside business leaders, senior law enforcement officials, leading philanthropists, those working in the media and survivors of modern slavery.

In addition to interviews with various news outlets, the Commissioner is often approached to be featured in documentaries and short films. Those within the film industry have taken an interest in modern slavery and grasped the urgent need to creatively portray the reality of the crime, so the public can in turn understand what modern slavery is and how to respond to it.

The Commissioner’s website has now been live for one year. It is regularly updated with resources including



research reports and guidance, as well as comments and blog pieces from the Commissioner himself. The website has recently been restructured and includes a feature allowing users to join the Commissioner’s mailing list, a constant stream of the Commissioner’s twitter feed and a downloadable weekly ‘media report’ summarising all modern slavery-related news pieces.

The Commissioner also raises awareness of the crime by speaking at a wide range of events, both in the UK and internationally. Not only has the Commissioner presented to audiences of world leaders and politicians, shaping policy and international agendas, but also business leaders, police chiefs, charity workers, faith leaders, lawyers and humanitarian officials. The Commissioner has also led training sessions and workshops, giving practical tools to frontline officials who work in the anti-slavery sector.

For example, recognising the important role education professionals have in identifying and protecting children at risk of modern slavery, the Commissioner has engaged with child safeguarding professionals and head teachers in the London Borough of Enfield to promote awareness of the signs of modern slavery and risks for young people. The Commissioner will continue engaging with education authorities during the next year in order to increase their level of awareness and develop good practice in partnership working to identify and protect child victims.

## 5. Combating modern slavery through partnership working with academia

**The Commissioner has developed partnerships with academic and research institutions, and has promoted external high quality quantitative and qualitative research into modern slavery issues in order to fill key evidence gaps and develop a stronger evidence base.**

Research is essential if we are to dispel myths and get to the heart of the problem. The only way to eradicate modern slavery is from a position of understanding, taking evidence led action to improve prevention, intensify the pursuit of criminals and bolster victim care. High quality research is therefore a crucial tool in the fight against this crime.

Throughout the year, the Commissioner has strengthened his relationships with talented researchers across multiple institutions including the University of Nottingham, Royal Holloway University of London, University of Derby, St Mary's University, University of Manchester, University of Bristol and the Wilberforce Institute for the study of Slavery and Emancipation at the University of Hull. In addition to commissioning research and using the latest evidence, the Commissioner has partnered on four projects. These include the first ever mapping of multi-agency partnerships in the UK and an assessment of the ingredients for successful partnership working; a delphi study which will assess understandings of modern slavery in supply chains between supply chain managers and non-governmental organisations (NGOs); the UK's first compendium of modern slavery research; and finally an ambitious research project which will examine the dynamic interaction between climate change and vulnerability to modern slavery.

The UK's first compendium of modern slavery research is being developed in partnership with the University of Nottingham to map out who is working on this issue, what research they are undertaking and where more needs to be done to strengthen the modern slavery evidence base. The compendium will launch in early 2018 and include an index of modern slavery researchers connected to the UK context as well as a literature

review of existing evidence and a strategic forward look, which will identify what further knowledge is needed.

To examine the climate change-modern slavery nexus, the Commissioner has partnered with Royal Holloway, University of London. The research will address the knowledge gap on the dynamic interaction between climate change and vulnerability to modern slavery by drawing on the experiences of brick-kiln workers and their villages in Cambodia. In early 2018, a climate change and modern slavery desk-based review will be completed, followed by a series of workshops in Cambodia and the UK. The final research report will be published in summer 2018. The Commissioner will input policy expertise and specialist knowledge throughout.

The Commissioner has also supported the production of high quality knowledge by sitting on several research advisory panels, including the Independent Child Trafficking Advocate's Independent Expert Advisory Panel, Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) modern slavery inspection, and the Independent Chief Inspector of Borders and Immigration (ICIBI) modern slavery inspection. The Commissioner has also provided insights to funding bodies about gaps within the modern slavery evidence base, with a view to ensuring that we have the knowledge we need to bring an end to this crime.

At an international level, the Commissioner has been appointed as a member of the US State Department led Global Fund to End Modern Slavery and the Advisory Council of the McCain Institute of Arizona University. In addition, the Commissioner has contributed to setting the analytical direction of Alliance 8.7.



## Priority 4: Private sector engagement to encourage supply chain transparency and combat labour exploitation

Section 54 of the Modern Slavery Act, the ‘transparency in supply chains’ clause, requires every UK company with a turnover of more than £36 million to publish an annual ‘slavery and human trafficking’ statement’ each financial year. Organisations must include a link to the statement, which is to be approved by the board and signed by a Director (or equivalent) in a prominent place on the homepage of their website. The Act has a global reach as this provision is estimated to cover around 12,000 companies.

The Act is now widely recognised as a game-changer. Major cultural changes are starting to happen across many sectors. CEOs are realising that addressing modern slavery is becoming a business-critical issue because it instils credibility with customers, investors and the general public.

### 1. Ensuring supply chains are not tainted by slavery

#### **The Commissioner has been making sure slavery in supply chains is high on the business agenda.**

Many products we buy and use every day are tainted by slavery. There is evidence of slavery in different stages of supply chains, from the production of raw materials, such as cocoa, cotton, or fishing, to the manufacturing of everyday goods, such as mobile phones and clothes. Because of the complexity of modern supply chains, a final product will typically pass through a long chain and is therefore rarely untouched by slave labour.

The Commissioner has continued to build relationships with businesses, trade bodies and others involved in the business and human rights field to support businesses in their efforts to tackle modern slavery. As a result of this activity, and through speaking at dozens of industry events, the Commissioner has been able to work with and influence top level executives. The Commissioner has also spoken directly to Boards of large companies, such as Carillion, Unilever and the Co-op, to drive a change in attitude and behaviours at the most senior level.

One year on from Section 54 of the Modern Slavery Act coming into force, the Commissioner wrote to over 1,000 companies operating in the UK. He outlined the fact that some companies are making good progress and more open discussions are being had – but reporting remains weak and needs to improve.

#### **The Commissioner has promoted the benefits of supply chain legislation nationally and internationally, presenting at industry events and speaking to trade media.**

At both the national and international level, the Commissioner has been working with industry forums and bodies such as the International Labour Organization (ILO), the Bali Process, the Consumer Goods Forum, the Institute of Human Rights and Business, the Chartered Institute of Building and the Chartered Institute of Procurement Services. In addition, the Commissioner regularly engages with legal firms and NGO’s working with the private sector, such as the Global Sustainability Network, the Business and Human Rights Centre and

The Commissioner has been working with civil society organisations who are developing central repositories for modern slavery statements in order to help hold companies to account and drive up the quality of reporting. The Commissioner has examined the benefits of the two current central repositories offered for lodgement of supply chain statements and was provided with expert advice by barrister and businessman Mr. Adam Parr. Both models have their own benefits and can be accessed at the discretion of each individual business.

The Australian Government, in its development of a Modern Slavery Act, has suggested mandating a central repository. The Commissioner will carefully monitor the development of the proposed Australian legislation and is seeking feedback from government officials and businesses as this develops. However, the Commissioner is keen to explore the potential for a list to be supplied of the estimated 12,000 companies required to report in the UK, including verification that a statement has been completed.

The Commissioner participated in the launch of the Welsh Government transparency in procurement code of practice, and very much welcomes this policy.

Stronger Together. These organisations have been invaluable in enabling the Commissioner to support the exchange of best practice and push for collaboration.

The Commissioner continues to be a member of the jury panel of the Thompson Reuters Foundation Global Business Award to End Slavery, which is presented at its annual Trust Conference in London. The Commissioner has recently engaged more closely with trade and employment associations and is developing a plan with

leadership teams to address risks of modern slavery within their respective industries.

The Commissioner was invited by the Australian Government to give evidence to a parliamentary inquiry into the establishment of a Modern Slavery Act in Australia. The Commissioner advocated for the inclusion of a transparency in supply chains clause within the Australian Act comparable to that of Section 54 of the UK Modern Slavery Act. In August 2017, the Australian

Government announced that it would be introducing a Modern Slavery Act with a Transparency in Supply Chains Clause that will cover all large companies.

The Commissioner has also spoken extensively on the international stage about the benefits of transparency in supply chain legislation in the fight against slavery, at the United Nations and events such as the Sedona Forum.

**The Commissioner has been supporting efforts to promote fair recruitment to protect workers and mitigate the risks of modern slavery occurring in the first place.**



Certain recruitment practices can lead to an increased risk of modern slavery. For example, the imposition of recruitment fees can result in workers being trapped in

debt bondage and modern slavery. The Commissioner has therefore engaged with the Recruitment and Employment Confederation in the UK and has been supporting the Institute of Human Rights and Business' 'Employer Pays Principle', a commitment to ensure that no worker should pay recruitment fees.

The Commissioner has also encouraged other governments to ratify the ILO's 2014 protocol to the 1930 Forced Labour Convention. The Protocol is a legally-binding treaty that requires governments to take new measures to tackle modern slavery, including making efforts to abolish recruitment fees. Currently 17 countries have signed up to the Protocol. In addition, the Commissioner supports the ILO's 50 for Freedom campaign, an initiative that hopes to see 50 countries sign up to the protocol by the end of 2018.

## 2. Combating labour exploitation in the UK

**The Commissioner has called for the Grocery Code Adjudicator's remit to be extended further down the supply chain so that smaller companies are in a better position to contest unfair practices.**

The Commissioner submitted evidence to an inquiry into the remit of the Groceries Code Adjudicator (GCA) calling for it to be extended. If the GCA's remit extended to monitor relationships further down the supply chain so that they are covered by the Groceries Supply Code of Practice, suppliers will be in a better position to contest unfair practice, such as short notice orders, and less likely to accept a poor contract in fear of losing business. They

would thus be less likely to outsource labour without appropriate safeguarding measures in place. The GCA, with its ability to change business culture and reform buying practices, can make a valuable contribution to the UK efforts to combat modern slavery. The most vulnerable workers will be offered greater protection if the GCA's ability to foster fairer relationships is extended further down the supply chain.

**The Commissioner gave evidence to the Business and Human Rights Committee.**

The Commissioner provided evidence to the Joint Committee on Human Rights inquiry, which looked into progress made by British businesses in respecting human rights and remedying identified abuses. The

report published by the inquiry on 8<sup>th</sup> June 2017 urged the Government to provide greater resource to the Commissioner to be able to build strong partnerships with the private sector.

**The Commissioner arranged for a Romanian Labour Inspector to be seconded to the Gangmasters and Labour Abuse Authority.**

Following the success of securing the secondment of Romanian police officers in police forces in England, the Commissioner transferred this model to labour inspection and arranged for a Romanian labour inspector to be seconded to the Gangmasters and Labour Abuse

Authority (GLAA). As detailed on page 18, the labour inspector was in post for six months, worked on over 15 cases and has helped build the intelligence picture around the exploitation of Romanian nationals in the labour market in the UK.

## **The Commissioner is working with the Director of Labour Market Enforcement to ensure that labour market agencies give adequate resources to addressing modern slavery.**

The Commissioner has been working closely with the Director of Labour Market Enforcement (DLME), and his team, as they have set up their office and developed their first strategy. Thanks to this engagement and the hard work of the team's strong partnership, the

Commissioner features strongly in the DLME initial strategy. The Commissioner will respond to the DLME's consultation on his full strategy due to be published in spring 2018.

## **The Commissioner is working to address the issue of exploitation in car washes.**

In light of the frequency of exploitation and slave-like conditions in car washes, the Commissioner has been working with the Petrol Retailers Association (PRA) to develop intelligence on the prevalence of unlicensed car washes across the UK. The PRA represents the retail outlets which host car washes, the installing of which are compliant with health and safety regulations, insurance requirements and environmental legislation.

Commissioner has also spoken publicly about this issue in the media in the hope of raising awareness by bringing attention to signs of modern slavery in car washes. The Daily Mirror newspaper based an investigation on the Commissioner's proposed indicators and found evidence to suggest thousands of slaves are trapped working in car washes on forecourts and car parks in exploitative conditions.<sup>10</sup>

The Commissioner has raised the issue of exploitation within car washes with local authorities and police. The

## **3. Financial sector engagement**

### **The Commissioner has been working with the European Banker's Alliance, a multi-stakeholder working group of leading financial institutions in Europe, and fed into the development of their toolkit for tackling human trafficking in the financial sector.**

Thomson Reuters Foundation, in partnership with Europol, established the European Bankers Alliance. The Commissioner is part of this multi-stakeholder group of leading financial institutions and anti-slavery practitioners in Europe and has fed into the development of a toolkit for tackling human trafficking in the financial sector launched in May 2017.

system and to develop red flag indicators of suspicious activity that help financial institutions refine their automatic transaction monitoring, enhance their internal investigation models and strengthen their client and customer due diligence processes. The alliance also raises the profile of the role that financial institutions can play in fighting trafficking and helps build working relationships between financial institutions and law enforcement agencies.

The aim of the working group is to map the financial footprint of human trafficking in the formal banking

## **4. Research on slavery in supply chains**

### **The Commissioner has supported work that takes an analytical lens to modern slavery in supply chains.**

In the summer of 2017, the Commissioner partnered with the University of Nottingham on a research project to tackle modern slavery in business supply chains. This research will assess understandings of modern slavery in supply chains between supply chain managers and charities with the aim of increasing the flow of knowledge between these key actors. Throughout the lifetime of this project the Commissioner will input expertise and a report will be produced in spring 2018 which will provide an overview of existing research on slavery in supply chains, as well as findings from the study.

The Commissioner has also supported the Royal United Services Institute (RUSI) in their research into tackling human trafficking in the financial sector and facilitated a partnership with RUSI and Nottingham University. These two institutions are now working together and RUSI is exploring ways in which the financial sector can support Nottingham University's objective of creating the UK's first slavery free city and county.

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10 <http://www.mirror.co.uk/news/uk-news/secrets-slavery-your-local-car-10994133>



# Priority 5: International collaboration

The Commissioner has developed a wide range of international relationships and carried out many activities across borders in order to encourage targeted prevention and promote enhanced collaboration for an improved international response to modern slavery.

The Commissioner has engaged with international governments, statutory agencies, non-governmental organisations, academics, faith groups, the private sector and international UK officials to promote the development of policies and strategic use of resources to secure a locally embedded response.

The Commissioner has also worked to ensure the issue of modern slavery continues to be elevated as a global priority by working with international leaders at the United Nations (UN), and with political leaders in a number of priority source countries for victims, seeking to showcase best practice and influence international, regional and country based responses.

In the 2016 National Referral Mechanism (NRM) statistics, detailing the number of potential victims of modern slavery in the UK, the UK featured as the third most prevalent country of origin for victims, with British being the most common nationality for child victims. Albania and Vietnam represent the highest proportion of referrals with 699 and 519 respectively, Nigeria ranked 4th with 243 referrals and China 5th with 241 referrals (a 143% increase on 2015). The top five nations represent 2,028 (over half) of the 3,805 potential victims referred into the NRM during 2016.

## 1. Targeted upstream activity

**The Commissioner has continued to visit countries where his engagement and influence can strengthen commitments to tackle modern slavery and ultimately improve responses and prevention.**

### **Nigeria – prevention through community engagement, increased governance and rule of law**

For decades, transnational traffickers have operated from southern Nigeria, deceiving victims with false promises of better lives in Europe. These criminals are now taking advantage of conflict and instability in the Lake Chad Basin and in Libya and have massively scaled up their trafficking operations by utilising these now ungoverned routes.

According to the International Organization for Migration (IOM), in 2016 just over 11,000 Nigerian women and girls arrived in Italy from Libya. This is an eightfold increase from the numbers arriving in 2014. IOM believes that 80% of these individuals are trafficking victims, destined for exploitation in brothels across Europe, including the UK.<sup>11</sup>

The Commissioner has continued to engage with the UK and Nigerian governments to drive the need for more focus on prevention through community engagement, increased governance, rule of law and additional efforts in sustainable development and livelihoods.

In response to recommendations made by the Commissioner, the UK Government has dedicated £5 million towards enhanced collaboration in Nigeria. Some of the funding will focus on Edo State, which was previously identified by the Commissioner as the most prolific region of trafficking, to develop solutions at source to prevent exploitation from occurring in the first place. This commitment has further increased by an additional fund of £7 million to be provided by the

Department for International Development (DFID) following a recent announcement by the Secretary of State, the Rt Hon Priti Patel.

The Commissioner has completed four visits to Nigeria, the most recent in July 2017 when he presented at a high level national conference in Abuja sharing the stage with the Nigerian Attorney General, and Cardinal John Onayekun, the Archbishop of Abuja. At this event, the Minister acknowledged that more needs to be done to address human trafficking.

The Commissioner has recently held two meetings with the newly appointed Director General of the Nigerian Anti-Trafficking Agency (NAPTIP) to identify opportunities to further develop efforts to improve law enforcement responses. One such development has been the introduction of judicial training for the Nigerian judiciary, which is to be delivered by current serving British judges.

The Commissioner has commended joint working between the UK's National Crime Agency (NCA), Immigration Enforcement International (IEI) and NAPTIP, which included the first ever deployment of NAPTIP officers to the UK, assisting law enforcement officials through targeted action at London's airports. NCA and IEI collaborative working with NAPTIP has also increased the numbers of the most vulnerable being safeguarded after returning from Libya.

<sup>11</sup> <https://www.iom.int/news/un-migration-agency-issues-report-arrivals-sexually-exploited-migrants-chiefly-nigeria>

## Vietnam – better understanding of the complex nature of modern slavery



As detailed on page 19, in September the Commissioner launched a report outlining the trafficking of Vietnamese nationals en route to, and within, the UK. The report identifies many of the contributing factors that are associated with the trafficking of Vietnamese nationals and the scale of exploitation. It takes an analytical lens to a Vietnamese victim's journey – from their recruitment in Vietnam, and their experiences en route to the UK, to what happens when they finally arrive. The report provides a number of recommendations to reduce the prevalence of modern slavery and supports the introduction of a memorandum of understanding between the UK and Vietnam, with an associated action plan to drive activity.

## Romania – stronger bi-lateral cooperation

As detailed on page 18, the Commissioner has continued working to further strengthen partnership relations between the UK and Romania, including increased operational law enforcement activity and better understanding of modern slavery from Romania to the UK. The Commissioner has held regular meetings with the Romanian Ambassador, H.E. Dan Mihalache,

which resulted in the secondment of a Romanian Labour Inspector to the UK supported by the CEO of the Gangmasters and Labour Abuse Authority (GLAA). The Commissioner also presented at an event held at the Romanian Embassy in July 2017, which reinforced the commitment of both countries to tackling modern slavery.

## 2. Enhanced European collaboration

**The Commissioner has continued engagement with key European partners to promote enhanced cooperation in combating modern slavery at the regional level.**

This year the Commissioner met with the Organization for Security and Co-operation in Europe's (OSCE) Special Representative and Co-ordinator for Combating Trafficking in Human Beings, Madina Jarbussynova, during her visit to London. The two discussed a more coordinated regional approach to tackling modern slavery and human trafficking. Special attention was devoted to the role of the private sector, as set out in Section 54 of the Modern Slavery Act 2015. Following the visit, the Commissioner provided the keynote speech at the OSCE 17th Alliance Against Trafficking in Persons Conference in Vienna in April 2017. The conference was dedicated to addressing child trafficking and the best interests of the child. The Commissioner's views were included in the report on the conference conclusions and further discussed by OSCE Member States.

Furthermore, the Commissioner chaired a roundtable on the need for a more coordinated regional response to modern slavery and human trafficking with the United Nations Office on Drugs and Crime (UNODC), the OSCE Special Representative, Austrian law enforcement and Austrian civil society. The roundtable was held at the OSCE Headquarters and attended by His Royal Highness the Prince of Wales during his visit to Vienna. This event has been a catalyst for further engagement and increased discussion of modern slavery by OSCE Member States.

By invitation from the British Ambassador to France, the Rt Hon Ed Llywellyn OBE, the Commissioner spoke at a

modern slavery event hosted by the British Embassy in Paris. The event aimed to raise awareness of modern slavery and build links between the UK and French policy officials in order to share best practice for an improved bi-lateral response.

In June, the Commissioner met with the Prime Minister and Interior Minister of Lithuania to discuss the Lithuanian modern slavery response. The Commissioner conducted this visit in the company of His Eminence, Cardinal Vincent Nichols, President of the Santa Marta Group<sup>12</sup>. Meetings also took place with government officials, law enforcement, charities and church leaders. The Prime Minister and Interior Minister underlined their commitment to increase priority of this crime. The Commissioner's team, a representative of his Advisory Panel and the Santa Marta Group are continuing to develop strategies to improve intelligence flows and victim support delivered by Lithuanian partners.

In September, the Commissioner met with the EU Anti-Trafficking Coordinator, Myria Vassiliadou, to discuss the UK's leadership in driving the modern slavery agenda forward, ensuring good practice and closing existing gaps in the current national and international response. Conversations also covered the need for more coordination, in particular for funding of projects in modern slavery victims' countries of origin.

12 The Santa Marta Group is an initiative endorsed by Pope Francis - <http://santamartagroup.com/>

### 3. Modern Slavery on the global agenda

**The Commissioner has continued to provide leadership and encouragement to the international community on the importance of developing responses commensurate to counter the true threat, scale and nature that the crime of modern slavery presents, both to individual states and the international community.**

The adoption of the UN Sustainable Development Goal (SDG) 8.7, which calls for effective measures to end forced labour, modern slavery, human trafficking and child labour in all its forms, has been a real game-changer in galvanising global efforts to fight modern slavery. Through the adoption of SDG 8.7, Member States made an unequivocal commitment to take immediate and effective measures to eradicate modern slavery by 2030.

The UK Government has now made tackling modern slavery and human trafficking an international development priority. A £33.5 million international modern slavery fund has been established for prevention efforts in countries of origin, which is managed by the Home Office. It is also, for the first time, a priority for the Department for International Development (DFID), which will be developing new programming in endemic areas of the world.

Following the adoption of SDG 8.7, a coordination group – Alliance 8.7 – was launched at the 2016 United Nations General Assembly (UNGA) in New York. Relevant UN agencies have now come together under the Alliance, and a number of coordination groups have been formed to focus on areas including rule of law, supply chains, migration and humanitarian emergencies.

The Commissioner has put forward several initial suggestions to the emergencies working group, in particular for work that he believes needs to be immediately synchronised. The Commissioner continues to engage with the International Labour Organization (ILO) as it coordinates the work of Alliance 8.7. In September, the Commissioner attended a high-level event titled ‘Countdown to Ending Forced Labour, Modern Slavery, Human Trafficking and Child Labour’ hosted by Alliance 8.7 at the UNGA where the new global estimate for modern slavery was launched jointly with the Walk Free Foundation.

In 2017, the United Nations University (UNU) launched a two-year ‘Alliance 8.7 Knowledge Platform’ funded by the UK government’s Modern Slavery Innovation Fund. The initiative is intended to accelerate the generation, exchange and uptake of knowledge about the four forms of exploitation in SDG 8.7, and suggest ways to address these issues. The Commissioner has lent his expertise and policy understanding throughout the development of this platform in order to ensure that the international community has the knowledge that it needs to achieve SDG 8.7.



## Working with ASEAN and Bali Process nations

At the request of the Australian Government, the Commissioner provided evidence to the Australian Parliamentary Committee, tasked by the Attorney General, to gather evidence of the need for Australia to introduce legislation on modern slavery. The Commissioner also met with the Australian Foreign Minister and Justice Minister, non-governmental organisations, Federal and State Members of Parliament and law enforcement officials. Subsequent to this visit the Australian Government announced their intention

to introduce a Modern Slavery Act focusing on the need for transparency in supply chains, based on the UK legislation.

The Commissioner also travelled to New Zealand where he met with the Minister of Immigration and Foreign Affairs officials. The Commissioner suggested the inclusion of modern slavery in the agenda of a major military leaders' event, to be hosted in Auckland in 2018, for greater understanding on the role of peacekeepers.

## Engaging with the United States of America to respond to modern slavery

The Commissioner has played an important role in promoting and supporting the introduction of the 'Global Fund to End Modern Slavery', working directly with the lead of the Fund, Dr. Jean Baderschneider. The fund was formally announced on Thursday 14<sup>th</sup> September 2017 by the US Secretary of State, Rex Tillerson. The Commissioner has been appointed as a member of the fund's advisory panel.

The Commissioner has also developed working relationships with other US partners, including the McCain Institute of Arizona University, and has commenced development of a project with Mrs Cindy McCain, the co-chair of the McCain Institute's Human Trafficking Advisory Council. The project will provide leadership training to future leaders in African states where trafficking is prevalent.

The Commissioner has pushed for the UK, Australia and the USA to work increasingly closely in developing international anti-slavery strategies. This partnership will help map out joint areas of concern and understand available assets and levels of influence in these areas.



The Commissioner hopes that this will then develop "burden sharing agreements" so that each country can take the lead in their individual region.

## Collaborating with international law enforcement agencies

The Commissioner continues to engage with international law enforcement and criminal justice agencies such as Interpol, Europol, Eurojust and the Southeast European Law Enforcement Centre (SELEC) to drive cooperation and exchange of best practice.

The Commissioner has continued to engage with agencies across borders in order to drive multi-lateral law enforcement cooperation both now and following Britain's exit from the European Union.

## Working with the Commonwealth Parliamentary Association (CPA)

The Commissioner has actively participated in the Commonwealth Parliamentary Association's (CPA) two-year project focusing on working with international legislators and officials to promote the introduction of modern slavery legislation in commonwealth jurisdictions, which is funded by the UK government's Modern Slavery Innovation Fund. The Commissioner has been supporting the CPA in the development of this project, speaking at both the regional workshop for Asian Parliamentarians and African Parliamentarians

in London and Uganda. These events brought together parliamentarians from across the Commonwealth, many of whom are now engaging with their governments or political colleagues on the issue. The Commissioner's presentation focused heavily on the need for adequate victim care and increased governance through 'rule of law'. The outcomes of these workshops will inform the development of individual plans drafted with the parliaments of target countries including India, Pakistan, Bangladesh, Kenya, Uganda and Ghana.

**The Commissioner has continued to call for action to ensure protection measures against modern slavery are incorporated into peacekeeping and humanitarian responses.**



Protections against slavery and trafficking have, totally wrongly, not been viewed as lifesaving emergency aid. As such at present responses to slavery and trafficking in crises are not systematically integrated into humanitarian responses. This leads to the absence of proactive identification, lack of training for frontline responders, and highlights the need for effective debriefing and information sharing.

During the last year, the first open debate on modern slavery was held at the UN Security Council (UNSC). In December 2016, Spain led a UNSC debate on ‘trafficking in persons in conflict situations’, which resulted in the passing of UN Resolution 2331, which calls upon the UN’s Inter-Agency Standing Committee to strengthen humanitarian responses to address modern slavery through existing protection mechanisms and programming. The UK sponsored a follow-on debate in March 2017, where the Commissioner was invited to speak.

The Commissioner outlined his ambition to see all humanitarian and peacekeeping deployments include training and toolkits to prevent and respond to modern slavery. 70 countries also contributed to the Security Council event, supporting the Commissioner’s and UK’s commitment to end this crime.

In September 2017, the Commissioner attended a number of events at the United Nations General Assembly, including an event led by Prime Minister Theresa May who convened world leaders to endorse an ambitious ‘Call to action to end forced labour, modern slavery and human trafficking’. He also held a number of bi-lateral meetings with the UN Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator, UNICEF UK, Save the Children, as well as the UK Mission to the UN to discuss possible opportunities to embed the modern slavery response in humanitarian and peacekeeping agendas.

# Office of the Independent Anti-Slavery Commissioner

## BUDGET FOR FINANCIAL YEAR 2016-2017

	Budget £	Expenditure £
<b>Original Budget</b>	575,000	588,025
<b>Pay Budget</b>	398,844	486,829
<b>Non Pay Budget</b>	176,156	101,196

<b>Non Pay Budget</b>		
Travel*		55,887
IT & Telecommunications		19,039
Office Supplies & Publishing		9,741
Research		23,933
Training & Consultancy**		14,881
Conferences and Hospitality		653
Estates		8,029
Awareness/Training Material		6,000
Other		5,173

<b>Income</b>		
Department of Justice Northern Ireland		30,000
NHS for Video		11,000
Other		1,140

\*This includes expenditure for travel within and outside the UK, visas, accommodation, subsistence, expenses, taxis and hire cars, all of which were purchased at the standard rate. An automatic accrual sum of £1,074 is included which will be reimbursed.

\*\*Includes staff training.

## Supporting data

Police recorded crimes for modern slavery and National Referral Mechanism data for financial year 2015/16 and 2016/17, England and Wales

Force Name	POLICE RECORDED CRIMES FOR MODERN SLAVERY <sup>1</sup>										NRM REFERRALS <sup>2</sup>					ARRESTS <sup>3</sup>		CHARGE/ SUMMONS <sup>4</sup>		
	FY 2015/16				FY 15/16 total	FY 2016/17				FY 16/17 total	Police 15/16	Non police 15/16	FY 15/16 total	Police 16/17	Non police 16/17	FY 16/17 total	FY 15/16 total	FY 16/17 total		
	Q1	Q2	Q3	Q4		Q1	Q2	Q3	Q4											
Avon and Somerset	0	0	1	4	5	13	6	38	15	72	10	17	27	19	18	37	10	1	0	1
Bedfordshire	0	2	5	9	16	6	5	0	6	17	9	79	88	8	148	156	3	7	1	2
British Transport Police	0	0	0	0	0	0	0	0	0	0	10	0	10	3	0	3	0	n/a	0	0
Cambridgeshire	10	8	3	4	25	5	2	3	6	16	26	13	39	17	9	26	37	6	9	2
Cheshire	0	16	0	1	17	1	6	6	5	18	4	8	12	5	7	15	n/a	2	17	2
Cleveland	0	2	0	2	4	1	-1	15	3	18	12	10	22	4	7	11	4	1	1	0
Cumbria	0	0	0	1	1	1	4	0	3	8	0	0	0	10	2	12	n/a	10	0	0
Derbyshire	1	1	9	2	13	3	9	8	13	33	17	5	22	18	13	31	11	13	0	0
Devon and Cornwall	2	0	1	4	7	2	2	6	12	22	13	6	19	22	4	26	7	4	0	0
Dorset	0	4	0	0	4	0	8	11	2	21	1	5	6	3	48	51	0	0	4	0
Durham	0	0	0	0	0	0	0	1	8	9	5	10	15	3	8	11	0	2	0	2
Dyfed-Powys	0	0	1	0	1	1	1	1	4	7	3	0	3	2	1	3	0	0	0	0
Gloucestershire	0	1	4	2	7	2	2	9	11	24	2	3	5	11	6	17	0	4	0	0
Greater Manchester	20	13	16	31	80	22	20	65	32	139	80	58	138	82	63	145	76	72	21	19
Gwent	0	0	0	0	0	1	1	-1	1	2	2	7	9	2	11	13	n/a	3	0	0
Hampshire	2	4	0	2	8	4	18	12	27	61	6	53	59	9	51	60	5	16	2	0
Hertfordshire	0	1	3	0	4	1	1	12	6	20	4	8	12	20	14	34	3	1	1	0
Humberside	6	0	2	1	9	1	1	1	4	7	3	4	7	6	5	11	12	2	4	2
Kent and Essex	5	12	13	21	51	23	28	84	44	179	41	99	140	50	105	155	25	24	5	5
Lancashire	1	3	1	1	6	3	16	7	13	39	6	5	11	8	9	17	8	11	4	5
Leicestershire	0	1	0	0	1	0	0	1	1	2	2	6	8	12	14	26	7	14	0	0
Lincolnshire	4	6	11	0	21	0	1	12	8	21	4	6	10	4	22	26	6	2	14	0

Police recorded crimes for modern slavery and National Referral Mechanism data for financial year 2015/16 and 2016/17, England and Wales

Force Name	POLICE RECORDED CRIMES FOR MODERN SLAVERY <sup>1</sup>										NRM REFERRALS <sup>2</sup>					ARRESTS <sup>3</sup>			CHARGE/ SUMMONS <sup>4</sup>	
	FY 2015/16				FY 15/16 total	FY 2016/17				Police 15/16	Non police 15/16	FY 15/16 total	Police 16/17	Non police 16/17	FY 16/17 total	FY 15/16 total	FY 16/17 total	FY 15/16 total	FY 16/17 total	
	Q1	Q2	Q3	Q4		Q1	Q2	Q3	Q4											
London, City of	0	0	0	0	0	0	0	0	0	0	0	3	0	0	3	0	0	0		
Merseyside	0	4	17	2	23	6	15	11	4	36	22	116	138	23	128	151	11	5		
Metropolitan Police	54	39	49	103	245	46	57	103	263	469	85	1139	1224	104	1430	1534	71	76		
Norfolk	0	2	-2	4	4	9	1	8	6	24	9	5	14	17	2	19	1	14		
Northamptonshire	0	0	3	9	12	0	0	2	3	5	16	18	34	9	6	15	11	11		
Northumbria	5	2	1	5	13	14	13	16	19	62	21	8	29	55	20	75	1	30		
North Wales	0	2	1	2	5	58	6	7	7	78	3	11	14	11	15	26	10	1		
North Yorkshire	0	0	2	0	2	2	-1	3	6	10	4	1	5	5	3	8	15	2		
Nottinghamshire	0	2	4	3	9	3	2	2	6	13	14	7	21	5	16	21	14	6		
South Wales	0	0	0	2	2	6	16	0	26	48	11	107	118	23	88	111	26	13		
South Yorkshire	5	2	5	11	23	8	31	24	15	78	10	65	75	47	65	112	5	2		
Staffordshire	0	2	4	8	14	29	7	17	9	62	4	31	35	18	13	31	2	18		
Suffolk	0	0	4	3	7	3	2	6	12	23	7	3	10	12	5	17	3	4		
Surrey	2	0	3	5	10	12	3	4	28	47	8	9	17	35	24	59	3	15		
Sussex	0	2	2	6	10	5	4	13	11	33	5	48	53	14	52	66	10	15		
Thames Valley	1	6	3	11	21	10	8	44	44	106	25	23	48	34	56	90	26	15		
Warwickshire	1	0	0	2	3	2	4	7	15	28	2	10	12	14	10	24	1	5		
West Mercia	1	2	1	3	7	2	10	8	16	36	9	6	15	18	10	28	11	18		
West Midlands	12	3	49	25	89	33	27	58	97	215	83	252	335	84	288	372	10	48		
West Yorkshire	18	26	24	16	84	29	37	39	42	147	63	162	225	93	125	218	40	54		
Wiltshire	7	0	0	0	7	0	0	0	0	0	15	0	15	2	3	5	n/a	3		
<b>Total</b>	<b>157</b>	<b>168</b>	<b>240</b>	<b>305</b>	<b>870</b>	<b>367</b>	<b>372</b>	<b>663</b>	<b>853</b>	<b>2255</b>	<b>676</b>	<b>2423</b>	<b>3099</b>	<b>944</b>	<b>2924</b>	<b>3871</b>	<b>484</b>	<b>550</b>	<b>106</b>	<b>138</b>

### Defendants prosecuted for modern slavery offences on a principal offence basis, England and Wales, 2014, 2015 and 2016

Principal offence basis	2014		2015		2016	
	Prosecuted	Convicted	Prosecuted	Convicted	Prosecuted	Convicted
Slavery, servitude and forced labour	25	8	30	9	5	12
Human trafficking for sexual exploitation	49	4	38	14	12	31
Human trafficking for non-sexual exploitation	24	27	37	8	13	12
Modern Slavery Act 2015	0	0	12	0	51	0
<b>Total</b>	<b>98</b>	<b>39</b>	<b>117</b>	<b>31</b>	<b>81</b>	<b>55</b>

The figures given in the table above relate to defendants for whom these offences were the principal offences for which they were dealt with. When a defendant has been found guilty of two or more offences it is the offence for which the heaviest penalty is imposed. Where the same disposal is imposed for two or more offences, the offence selected is the offence for which the statutory maximum penalty is the most severe.

A defendant who appears before both magistrates' court and Crown Court may not do so within the same year, meaning for a given year convictions may exceed prosecutions or sentences may not equal convictions. Defendants who appear before both courts may be convicted at the Crown Court for a different offence to that for which they were originally proceeded against at magistrates' court.

### Police recorded crime for Human Trafficking (HT) and exploitation and National Referral Mechanism data for financial year 2015/16 and 2016/17, Police Scotland

POLICE SCOTLAND	POLICE RECORDED CRIME FOR HT <sup>5</sup>		NRM REFERRALS <sup>6</sup>						ARRESTS <sup>7</sup>		CHARGE/SUMMONS <sup>8</sup>	
	FY 15/16 total	FY 16/17 total	Police 15/16	Non Police 15/16	FY 15/17 total	Police 16/17	Non Police 16/17	FY 16/17 total	FY 15/16 total	FY 16/17 total	FY 15/16 total	FY 16/17 total
	13	39	50	104	154	51	122	173	4	n/a	4	n/a

Please note that following the publication of Commissioner's Annual Report in October 2016, Police Scotland reviewed their recording methods for crimes of human trafficking and issued an instruction to record all crimes of human trafficking (superseding a previous memorandum where only cases where there had been conclusive grounds decisions were appropriately recorded). Data for financial year 2016/17 therefore only covers crime recorded from 16th November 2016 until 31st March 2017.

### Human Trafficking Charges, Scotland

Status	2013/14	2014/15	2015/16	2016/17	2017/18	Total
Proceedings Raised	17	13	6	27	2	65
Convictions	0	1	1	0	0	2
Ongoing	7	1	3	25	2	38

**Police recorded crime for Human Trafficking (HT) and exploitation offences and National Referral Mechanism data for financial year 2015/16 and 2016/17, PSNI**

POLICE SCOTLAND	POLICE RECORDED CRIME FOR HT <sup>9</sup>		NRM REFERRALS <sup>10</sup>						ARRESTS <sup>11</sup>		CHARGE/SUMMONS <sup>12</sup>	
	FY 15/16 total	FY 16/17 total	Police 15/16	Non Police 15/16	FY 15/17 total	Police 16/17	Non Police 16/17	FY 16/17 total	FY 15/16 total	FY 16/17 total	FY 15/16 total	FY 16/17 total
	59	28	43	16	59	11	17	28	13	10	6	3

Please note, PSNI have confirmed that all NRM's are initially crimed. If however, it becomes apparent that there is no Human Trafficking crime disclosed, the initial crime report is 'de-crimed'.

**Number of persons against whom prosecution was commenced for human trafficking in Northern Ireland, 2016 to 2017**

Offence	2016	2017
Slavery, servitude and forced labour	0	0
Human trafficking for sexual exploitation	1	0
Human trafficking for non-sexual exploitation	2	0
<b>Total</b>	<b>3</b>	<b>0</b>

Please note that the Public Prosecution Service for Northern Ireland (PPS) has appointed a Lead Prosecutor for Human Trafficking offences. PPS now routinely provide engagement with police in all Human Trafficking cases at an early stage of an investigation. PSNI and PPS consider that early engagement has led to a more focused approach to Human Trafficking prosecutions and will lead to successful prosecutions. It is anticipated that prosecutions will arise from a number of cases pending.

**Number of persons convicted for trafficking 2016 to 2017, Northern Ireland**

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

**Footnotes for tables**

- This column contains the total number of police recorded crimes for crime code 106 (modern slavery). Please see <https://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables>. This data is regularly updated.
- Data provided to IASC by the National Crime Agency. Please note that although NRM and recorded modern slavery crime data covers the same time period, they are not linked. One referral corresponds to one potential victim.
- Data collected from the Commissioner's bi-annual data requests. Please note that 'n/a' is used to denote 'not available'.
- Number of modern slavery crimes recorded by police force area that resulted in a 'charge/summons'. Please see: <https://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables>. This data is regularly updated. The outcomes framework introduced in April 2014 provides information on how police deal with recorded crimes. A 'charge/summons' outcome indicates that a person has been charged or summonsed for the crime (irrespective of any subsequent acquittal at Court). Please note that although the arrests and outcome framework data cover the same time period, they are not linked.
- Data supplied by Police Scotland.
- Data provided to IASC by the National Crime Agency. Please note that although NRM and recorded modern slavery crime data covers the same time period, they are not linked. One referral corresponds to one potential victim.
- Data collected through the Commissioner's bi-annual data requests. Please note that 'n/a' is used to denote 'not available'.
- Data supplied by Police Scotland. Please note that 'n/a' is used to denote 'not available'.
- Data supplied by PSNI
- Data provided to IASC by the National Crime Agency. Please note that although NRM and recorded modern slavery crime data covers the same time period, they are not linked. One referral corresponds to one potential victim.
- Data supplied by PSNI. Please note that these figures represent a count of custody records in a financial year and relate to those arrested, processed through police custody and subsequently charged; those arrested and street bailed or dealt with by other means e.g. community resolution, are not included.
- Data supplied by PSNI. 'Charges/Summons' relate to a count of offences charged.







INDEPENDENT  
ANTI-SLAVERY  
**COMMISSIONER**