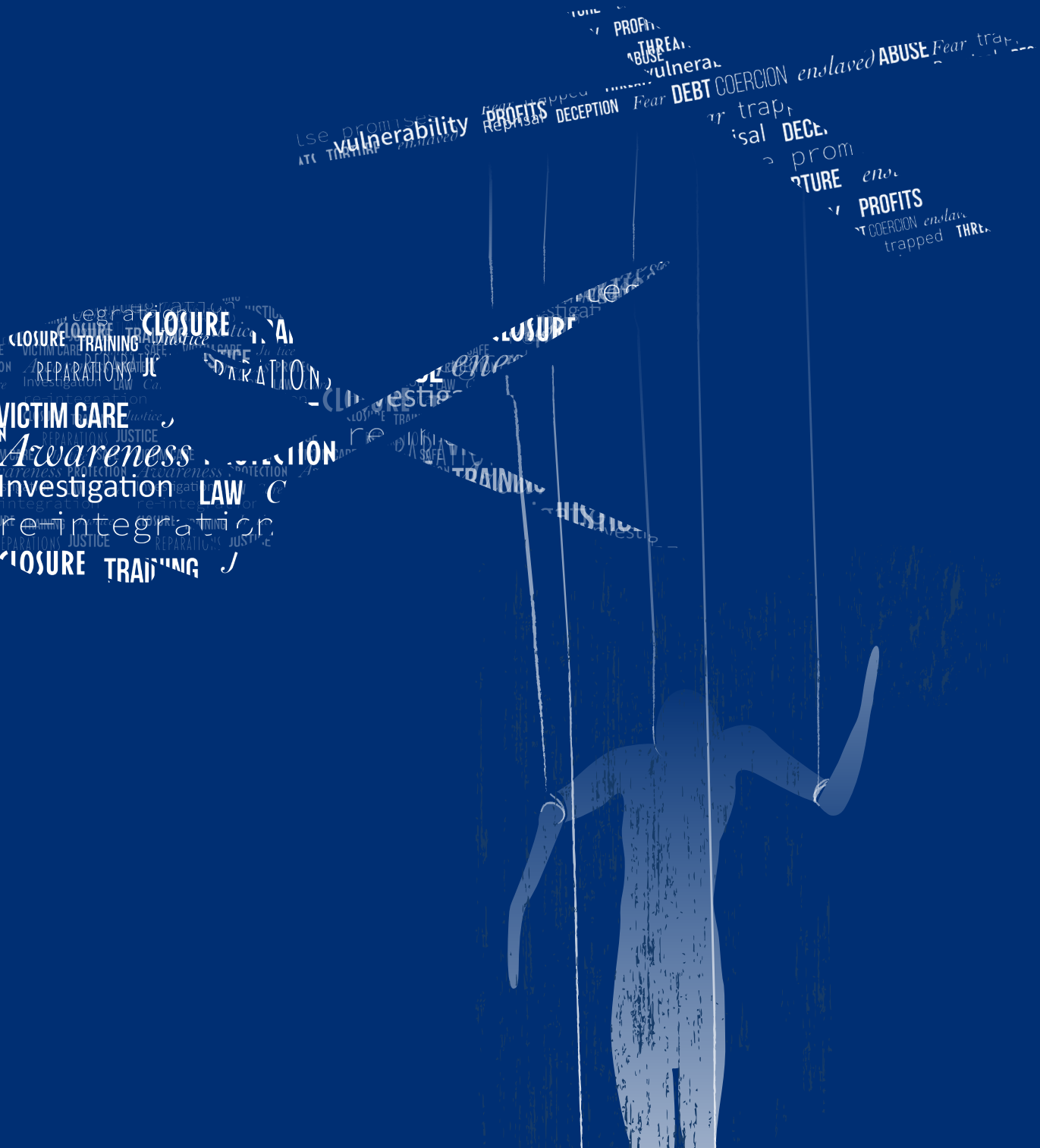


# Independent Anti-Slavery Commissioner Strategic Plan 2015-2017



# Independent Anti-Slavery Commissioner Strategic Plan 2015-17

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

October 2015

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# Foreword by Kevin Hyland OBE, Independent Anti-Slavery Commissioner

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As the first Independent Anti-Slavery Commissioner I have been afforded an immense responsibility and duty in spearheading the United Kingdom's response to modern slavery.

Modern slavery in the year 2015 exists in a wide variety of brutal forms, including forced and bonded labour, child slavery, early and forced marriage and all forms of trafficking in persons. This includes, but is not limited to, for the purposes of forced prostitution or other forms of sexual exploitation, forced labour, forced begging, forced criminality, the removal of organs and domestic servitude. Modern slavery is both an extremely serious crime and a grave violation of human rights and human dignity.

Traffickers and slave masters use coercion, violence, threats and deception to manipulate and exploit vulnerable people as commodities for the purpose of profit and criminal gain. Victims are often lured by false promises of jobs, education and even loving relationships. Whilst they are exploited and abused in many different ways, all victims share one defining experience – a loss of freedom.

In 2014 the Home Office estimated that there were between 10,000 - 13,000 potential victims of modern slavery in the UK. This trade in human misery is taking place in cities, towns and rural communities across the nation on a shameful scale. Sexual exploitation is the most common form of modern slavery currently reported by potential victims in the UK, followed by labour exploitation, forced criminal exploitation and domestic servitude.

Victims identified in the UK have diverse ethnic and socio-economic backgrounds, but they all have the same trait of individual vulnerability, which is preyed on ruthlessly by criminals. Common countries of origin of potential victims of modern slavery identified in the UK include Albania, Nigeria, Vietnam, Romania and Poland. A high proportion of victims are UK nationals, which underlines the fact that not all victims of modern slavery are trafficked across borders.

Modern slavery is estimated to be one of the world's most profitable criminal activities. It is often a market-driven criminal industry. The two primary factors driving this crime are high profits and low risk. This paradigm must be turned on its head.

I will work tirelessly to make the UK a more hostile environment for traffickers and slave masters to operate in and to develop strategies to address demand that contributes to modern slavery. Ensuring that the new powers in the 2015 Modern Slavery Act are fully utilised, such as the use of enhanced tools to target criminal finances, and trafficking prevention and risk orders, will be of paramount importance. I am also focused on improving efforts to prevent these crimes from ever occurring in the first place, in the UK and in other countries of origin.

In carrying out my duties my independence will be unwavering, whether that be toward law enforcement, government, the private sector, the third sector or indeed any organisation. This independence of action is vital to the aim and purpose of the legislation which established my role and it is something I will protect and demonstrate fairly and robustly. I have also appointed an Advisory Panel of experts from a wide range of disciplines and with a wealth of experience, allowing me to seek specialised expertise from a knowledgeable consultative group.

It is important to be clear that independence does not mean isolation. I look forward to continuing to work collaboratively with government departments, agencies and, crucially, civil society organisations and the private sector. But when the response from these bodies does not meet the required standard I will be holding to account those who have a statutory or moral duty to act.

My position as Commissioner for the whole of the UK reflects the fact that the criminals behind modern slavery have no respect for boundaries or jurisdictions. Ensuring a more collaborative and joined-up response across the United Kingdom, as well as with international partners, will be key to my duties. This includes partnering with officials and civil society organisations from across the island of Ireland to develop enhanced cross border activity.

The UK Government, the Scottish Government and the Northern Ireland Executive have all passed new legislation and related non-legislative measures that will provide important new tools and powers for an improved response. Whilst much of the core legislation shares the same strong foundation, I am also acutely aware of the importance of taking full account of the differing systems and processes of each UK administration.

Since my appointment I have engaged with many thousands of individuals and organisations across the United Kingdom and internationally. I believe it is essential that I 'lead from the front' to communicate my vision, to learn of models that deliver best practice and to identify those who are failing to deliver.

I have met with Ministers, statutory agencies and civil society organisations from across the UK. I am continually impressed and humbled by many who deliver services and support with such incredible dedication.

However, there have already been occasions during my first months as Commissioner where the work of statutory agencies has not been satisfactory and I will be concentrating on ensuring swift improvement. For example, initial research into the use of crime reports in England and Wales has shown that many forces fail to correctly record and investigate modern slavery crimes, which is allowing the criminals to operate with impunity. I will be looking at these issues and the evidence in further detail, highlighting the failings and requiring corrective measures.

# My priorities as Commissioner

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

My priorities, and the actions I will be taking to achieve them, will all be framed by a dedicated adherence to the '4P' paradigm that serves as the fundamental international framework to combat modern slavery (Prevention, Protection, Prosecution and Partnerships), as well as a thorough understanding of the HM Government Modern Slavery Strategy's closely linked '4P' framework (Pursue, Prevent, Protect and Prepare). Government departments and agencies are now experienced in using this framework to counter modern slavery and other serious and organised crimes.

I will submit annual reports setting out the extent to which my objectives and priorities have been met, which will be laid before Parliament.

My first priority is to drive **improved identification of victims and enhanced levels of immediate and sustained support.**

While the Home Office has estimated that there are up to 13,000 potential victims of modern slavery in the UK, in 2014 just 2,340 potential victims were referred to the National Referral Mechanism<sup>1</sup> (NRM). Whilst there has been a consistent and sustained increase in the number of potential victims identified since the introduction of the NRM in 2009, significant numbers of victims are not being identified and therefore remain unprotected and in situations of abuse and exploitation. Improving efforts to identify potential victims is therefore crucial. The identification of victims of modern slavery is a prerequisite for their access to assistance and protection.

Once victims are identified, I am focused on ensuring they receive the support and care they need, including protecting them from the risk of further abuse. A victim and human rights-centred ethos is at the very core of my outlook as Commissioner. A constant and consistent focus on victims and their needs is absolutely vital. Every stage of the trafficking and enslavement process can involve physical, sexual and psychological abuse and violence, deprivation, torture, manipulation, economic exploitation and abusive working and living conditions. As a result many victims suffer from an array of physical and psychological health problems. I will also be concentrating on ensuring that the unique vulnerabilities of children to trafficking and enslavement are properly addressed.

Our primary aim must be to help victims to recover. Evidence from across the globe also makes clear that without effective support for victims it is very difficult to increase the number of prosecutions. Victims must be made to feel safe and confident enough to come forward and share their accounts. I am certain that unless appropriate support is provided to victims, together with a parallel investigation into the crime, vulnerable people will not receive justice, offences will go unpunished and offenders will continue to view modern slavery as a low risk and high profit crime.

**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 Evaluation**  
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 of modern slavery across relevant statutory agencies

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

**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

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

1 The National Referral Mechanism is the framework for identifying victims of modern slavery and ensuring they receive the appropriate support.

Far too many modern slavery victims in the UK are not receiving an appropriate response. Morally, this is unacceptable. It also limits the law enforcement response, as victims are often the best possible source of intelligence on this crime. I have already identified inconsistencies in the recording of modern slavery crimes and failures to investigate. Claims that modern slavery is 'too hidden a crime' can no longer be accepted. I am determined to ensure that the mechanisms used to identify, track, record, and investigate crimes are watertight so that cases do not slip through the gaps.

Driving an **improved law enforcement and criminal justice response** will be crucial in rectifying this. It is essential that law enforcement officers know how to respond consistently, so that each victim receives appropriate care, is debriefed, and that the criminal activity is recorded and investigated. I will be addressing this as a matter of urgency. At present very few modern slavery crimes come to the attention of police and criminal justice agencies, and very few offenders are caught and prosecuted.

Effective partnerships between statutory agencies, civil society organisations and the private sector are an essential factor in implementing a comprehensive response to modern slavery within and beyond UK borders. Combating modern slavery requires the expertise, resources and efforts of many different individuals and entities, and the role of civil society organisations in particular is crucial. I will be working to **understand and promote best practice in partnership working** across the UK, with an emphasis on partnerships that deliver concrete results, through increased identifications, better outcomes for victims, and a higher rate of successful prosecutions.

The role that the private sector can play in the fight against slavery should not be underestimated. The Modern Slavery Act contains a world-leading provision requiring large companies to disclose action they are taking to ensure their UK and global supply chains are slavery free. I will be **engaging with the private sector to encourage supply chain transparency**. I want to work in collaboration with businesses across the UK to ensure they are doing everything they can to make certain their supply chains are not tainted by slavery.

Modern slavery is often international organised crime, particularly when it crosses borders. Criminal gangs and networks increasingly view Europe as a single market for exploitation. My expectation is to see much improved **international collaboration** between police forces in the UK and their European and international counterparts. Europol and Eurojust, the European policing and justice agencies, offer a range of effective tools that I expect to see police forces across the UK make better use of.

Strong partnerships between countries of origin, transit and destination are essential. A priority is therefore targeted activity in countries of origin which looks at prevention, law enforcement collaboration, civil society engagement, the development of economic opportunities and reintegration of survivors. I have already begun to scope out such work in Nigeria, Vietnam and Romania.

To make a real and sustained impact, rather than simply identifying country of origin X or Y, we need to identify from exactly which towns, villages and regions victims have been trafficked, and to then work with partner governments, agencies and civil society groups in order to develop effective prevention projects for these specific areas.

We know that many victims are coerced by traffickers through false promises of a better life, and are often more vulnerable to deception due to a lack of opportunities in their home communities. I am clear that upstream prevention work must include collaboration with local partners to stimulate sustainable development.

Since my appointment as Commissioner I have been working to ensure that a clear target to end all forms of modern slavery is part of the United Nations post-2015 development agenda (known as the Global Goals for sustainable development).

Working in collaboration with a number of partners, including the Vatican's Pontifical Academy for Social Sciences, I was able to secure support for such a target during final negotiations at the UN Headquarters in August 2015. The 193 member countries of the United Nations General Assembly formally adopted the new target and commitment to end modern slavery in September 2015 as part of the new 2030 Agenda for Sustainable Development.

Here in the UK, through the new pieces of legislation that have been passed in England and Wales, Scotland and Northern Ireland, together with associated non-legislative activity, we now have a platform for a much improved response. But I am clear that this is only the first step, and that only through effective implementation will we see tangible, positive change.

I will be demanding a consistent response across the UK, as a result of which victims are properly identified and receive an appropriate supportive response, and those who offend feel the full weight of the law and will be relentlessly pursued. We are currently quite a way from this position, but I will do all that I can to move us there.

The United Kingdom has a history of leading in the fight against slavery and must continue the legacy of the likes of William Wilberforce and the activist Thomas Clarkson.

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“You may choose to look the other way but you can never say again that you did not know.”

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*William Wilberforce, 1789*

With greatly increased awareness and focus over recent years, today we certainly cannot say we do not know modern slavery exists. With our new legislation and my role as Commissioner, those with a duty to act can no longer choose to look the other way.

I will be striving for a time when freedom and justice is possible for all victims of modern slavery. By working together and focusing on better outcomes for victims we have an opportunity to ensure the UK is once again the leading nation in the fight against this cruel trade in human life.

I look forward to working with many of you to achieve these ambitions.



**Kevin Hyland OBE**

Independent Anti-Slavery Commissioner



# Advisory Panel

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Chair of the Commissioner's Advisory Panel

**The Right Reverend Dr Alastair Redfern, Bishop of Derby, Member of the Joint Committee on the Draft Modern Slavery Bill**

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*"It is an honour to be part of a group with such expertise and wisdom to assist the Independent Anti-Slavery Commissioner in assessing priorities and performance. This is ground breaking work, not only in our own country, but indeed internationally."*

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## Members

**Sir Matthew Baggott CBE, QPM**

Former Chief Constable, Police Service of Northern Ireland

**TJ Birdi**

Executive Director, Helen Bamber Foundation

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

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

**Francis Campbell**

Vice Chancellor, St Mary's University

**Michael Clarke**

CEO, The Passage

**Fiona Cunningham**

Director, Lexington Communications

**Eamonn Doran**

Partner, Linklaters; Coordinator, The Santa Marta Group

**Tatiana Jordan**

Director, The Human Trafficking Foundation

**Gillian Rivers**

Partner, Penningtons Manches LLP; Chair to the Family Law Committee of the International Bar Association

**Sandra Horely CBE**

CEO, Refuge

**Monsignor Marcelo Sánchez Sorondo**

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

**Yasmin Waljee OBE**

International Pro Bono Manager, Hogan Lovells

# Statutory functions of the Independent Anti-Slavery Commissioner

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The creation of an Independent Anti-Slavery Commissioner is one of the key provisions of the Modern Slavery Act 2015.

## **General functions of the Commissioner as set out in the Modern Slavery Act:**

(1) The Commissioner must encourage good practice in—

- a. the prevention, detection, investigation and prosecution of slavery and human trafficking offences;
- b. the identification of victims of those offences.

The things that the Commissioner may do in pursuance of subsection (1) include—

- a. making reports on any permitted matter to the Secretary of State, the Scottish Ministers and the Department of Justice in Northern Ireland;
- b. Making recommendations to any public authority about the exercise of its functions;
- c. Undertaking or supporting (financially or otherwise) the carrying out of research;
- d. Providing information, education or training;
- e. Consulting public authorities (including the Commissioner for Victims and Witnesses), voluntary organisations and other persons;
- f. Co-operating with or working jointly with public authorities (including the Commissioner for Victims and Witnesses), voluntary organisations and other persons, in the United Kingdom or internationally.

The matters to which the Commissioner may have regard in pursuance of subsection (1) include the provision of assistance and support to victims of slavery and human trafficking offences.

## **Duty to co-operate with Commissioner as set out in the Modern Slavery Act:**

- (1) The Commissioner may request a specified public authority to co-operate with the Commissioner in any way that the Commissioner considers necessary for the purposes of the Commissioner's functions.
- (2) A specified public authority must so far as reasonably practicable comply with a request made to it under this section.

# Key progress: What has been achieved so far?

## Engagement across the UK and beyond

Since my appointment I have engaged with a diverse range of stakeholders across England, Wales, Scotland and Northern Ireland, as well as building international partnerships. This includes engagement with Ministers, government departments, Ambassadors and High Commissioners, civil society organisations, local authorities, law enforcement, the health sector, international organisations, research institutes, the private sector, and many other groups.

These conversations have been invaluable in building my holistic understanding of the challenges at hand from numerous viewpoints and operational perspectives and have also sown the seeds for a number of impactful projects that will work to improve the UK's response to modern slavery. I have made regular visits to all regions of the UK to develop my knowledge of the particular challenges and opportunities faced by different areas.



Kevin Hyland (centre) with Aodhán Ó Ríordáin (left), Minister of State for New Communities, Culture and Equality, Republic of Ireland and David Ford, Minister of Justice for Northern Ireland (right)

## Crime recording to ensure investigations, convictions and justice for victims

### What happens when crimes are not properly recorded

A historic lack of reporting and misreporting, together with a failure to investigate crimes, is currently the subject of the Independent Inquiry into Child Sexual Abuse, led by Justice Lowell Goddard. The inquiry has already gleaned information held by statutory agencies that if acted upon could have prevented many victims from suffering in silence and being subjected to further sexual abuse. It is clear that in many cases abuse could have been prevented had law enforcement and other statutory agencies intervened and brought abusers to justice.

“There are indications of *systematic under-recording and misrecording* in statistics compiled by the police and other agencies. All of this suggests that the true picture may be even worse than the current figures indicate.”

Justice Goddard  
Opening Statement  
Independent Inquiry into Child Sexual Abuse

Through sampling modern slavery crimes recorded across a number of police forces in England and Wales, I have found that, even when victims have been identified, there are inconsistencies in the number of cases that are properly recorded as crimes and then investigated. Failure to record modern slavery allegations means that investigations are not being instigated. This directly results in fewer prosecutions and convictions, as it creates an environment where criminals can often operate with impunity. They will be free to exploit other victims under their control, and are likely to continue to ‘source’ further vulnerable people to exploit.

Victims of modern slavery deserve to receive an appropriate level of investigation into the crime committed, commensurate with the gravity of the offence. All investigations must focus on the needs of victims, as clearly outlined in Her Majesty's Inspectorate of Constabulary's November 2014 report, *Crime recording: Making the victim count*.

I have therefore prioritised this issue in discussions with the leadership of statutory law enforcement agencies. At my request they have agreed to implement measures to improve compliance with the submission of crime reports to ensure that there is an associated investigation for all potential identified victims, regardless of whether they enter the National Referral Mechanism (NRM).

The NRM is the framework for identifying victims of human trafficking or modern slavery and ensuring they receive the appropriate support in compliance with the Council of Europe Convention on Action against Human Trafficking. This is distinct from a duty to investigate an allegation of modern slavery. An investigation is the search for evidence and the pursuit of criminals. Agencies must understand this distinction. Incidents of modern slavery must be investigated.

In summary, the recording of crime not only creates an accountable process of investigation, but also importantly addresses wider issues connected to victim support, prevention and the allocation of resources. Should the status quo continue – something I am committed to ensuring does not happen – victims will continue to be denied an appropriate response, their opportunities for justice and support will be limited and many others who are being exploited by the same criminals will continue to suffer.

## What is crime recording and why is it so important?



Recording a crime ensures that victims of modern slavery receive an appropriate level of investigation into the crime committed against them, whilst also ensuring that perpetrators are not able to continue their activity unpunished. Crime recording does not compel a victim to cooperate with law enforcement or any other agency. But if the crime is not recorded victims may have difficulty accessing some services.

- If crimes are not recorded, there will be no resulting investigations, meaning that criminals will not be brought to justice and that there will therefore be no chance of a criminal justice disposal through the courts. Access to justice is an important part of the rehabilitation process for victims.
- New reparation orders have given the courts new powers to provide compensation for victims paid by their perpetrators. But for victims to receive reparations, the perpetrators must be investigated and convicted. Additionally, without a crime report, awards from the Criminal Injuries Compensation Authority (CICA) will be exempt. Whilst CICA compensation is not conditional on a conviction, cooperation with the police is required in this instance.
- Applications for discretionary leave to remain for non-EU victims of modern slavery, which are currently too low, are unlikely to be successful if a crime has not been recorded. Discretionary leave to remain provides important entitlements, including access to benefits and the right to employment.
- If crimes are recorded correctly it will ensure a clearer intelligence picture, which can direct and improve law enforcement responses and consequently increase the identification of other victims who can then be referred to appropriate support.
- Government, police and crime commissioners, local authorities, and other statutory agencies use crime recording data to allocate resources on evidence-based criteria. With the current under-recording of modern slavery crime, assets and resources are not being allocated to tackling modern slavery crime at a level equivalent to the true scale of this crime.

## Target to end modern slavery in UN Global Goals

Since my appointment I have been working to drive an amendment to ensure that ending all forms of modern slavery is an explicit target in the core of the United Nations post-2015 development agenda, which takes the form of the Global Goals for sustainable development (also known as the Sustainable Development Goals). There are 17 Global Goals, and Goal 8 now includes a specific target to address modern slavery.



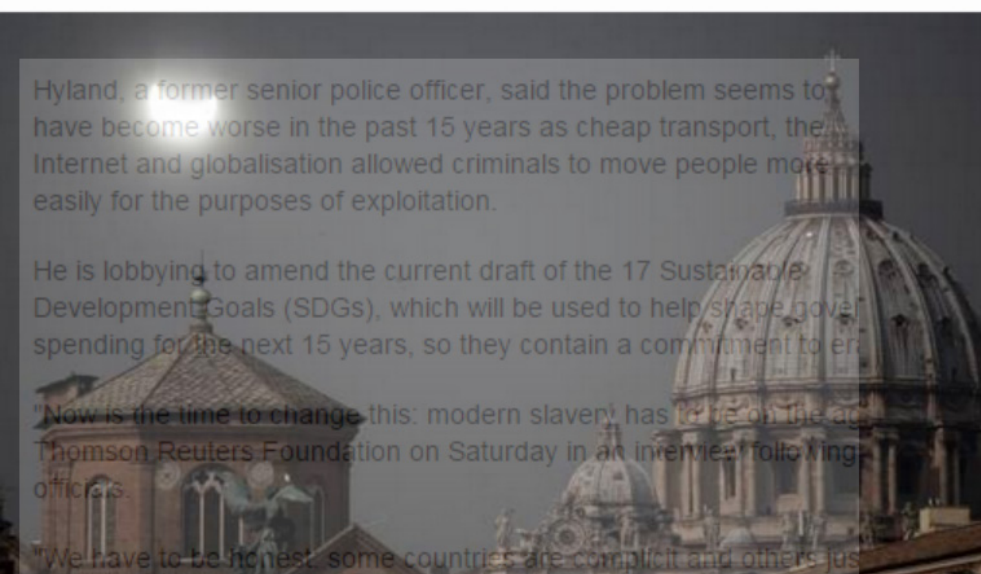
I have worked closely on this agenda with the Vatican's Pontifical Academy of Social Sciences. Pope Francis, whose moral leadership on this issue has been extraordinary, supported the amendment.

The Global Goals have been developed over many years through a global consultation process. Securing an explicit target with global consensus was not a simple process, but we were able to mobilise strong support from the UK Government, along with the EU, the USA and others. The positive action of a great number of G77 countries was also crucial, with Argentina and South Africa particularly active.

During the final negotiations “Ending modern slavery and human trafficking” was accepted as an amendment and added into the Global Goals. This is a major breakthrough that will bring more concerted action, political will and increased funding to the fight against slavery across the world.

## British anti-slavery chief enlists Vatican in global pact to end slavery

Source: Thomson Reuters Foundation - Sat, 23 May 2015 15:36 GMT



## Including modern slavery in the UN Global Goals: Why is it so important?



The Global Goals for sustainable development will shape the development policy for the UN and its 193 member states over the next 15 years. The inclusion of an explicit mention of modern slavery in the Global Goals means that globally there will be more concerted action, political will and funding behind the anti-slavery movement in the coming years.

The resurgence of slavery is one of the great tragedies of the modern globalised era. There are tens of millions of people currently trapped in different forms of slavery across the world, deprived of their human rights, freedoms and dignity.

Modern slavery of course has a devastating impact on individual victims. But it also has wider negative implications for human development. It impedes health, economic growth, rule of law, women's empowerment and lifetime prospects for youth. It results in a huge loss of remittances to developing countries. Remittance flows are taken from victims, who are forced to pay off debts, and become profits for the criminals. And there is the impact on families left behind. Victims cannot care for their children or the elderly. Many are young, so modern slavery robs communities of those that could contribute most to local development.

However, although the initial draft of the Global Goals included important targets focused on the elimination of the trafficking of women and children and child labour, there was no clear target on ending all forms of modern slavery.

The precursor Millennium Development Goals guided international development efforts in the years 2000–2015. They drove the allocation of billions in funding and they made a significant difference. If a clear target to end modern slavery had not been included in the Global Goals it would have resulted in a much reduced level of priority and associated funding right up to the year 2030.

## Bespoke modern slavery operational threat group

I have worked with both the Director-General of the National Crime Agency and Chief Constable Shaun Sawyer, the national policing lead for modern slavery, to guarantee the creation of a new bespoke operational threat group that will look specifically at modern slavery. The group will bring together senior operational leaders of law enforcement agencies on a regular basis to discuss key issues, with a clear focus on delivery, and will ensure increased operational accountability.

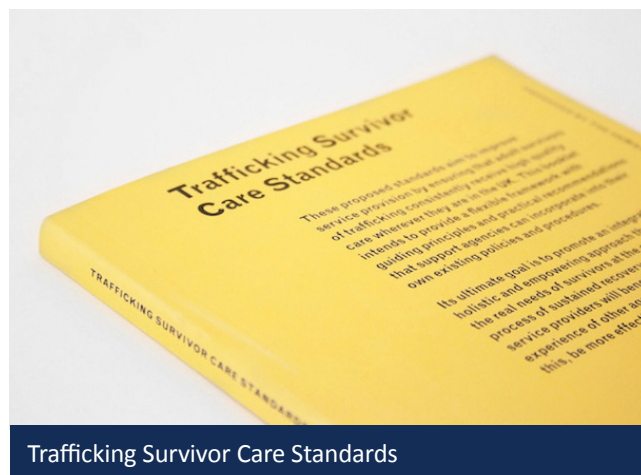
## Creation of a modern slavery network for Police and Crime Commissioners

I have been working closely with the Police and Crime Commissioner for West Yorkshire and the Association of Police and Crime Commissioners to establish a new modern slavery network for police and crime commissioners, which will also include representation from the Northern Ireland Policing Board and the Scottish Police Authority. Terms of reference have been drafted and the group will be launched in November 2015.

The network will provide a national strategic framework for police and crime commissioners to meet and focus specifically on modern slavery issues, facilitate sharing of best-practice, monitor trends and needs, develop information sharing protocols and support the development of proactive strategies. The forum will also be important in enabling police and crime commissioners to hold their forces to account more effectively on their overall response to modern slavery crime.

## Implementation of the Trafficking Survivor Care Standards

In June 2015 the Human Trafficking Foundation, in collaboration with several organisations and professionals working closely with survivors of trafficking across the UK, published a set of standards aimed at improving service provision to ensure that survivors consistently receive high quality care wherever they are in the UK. This new handbook is an incredibly valuable tool for frontline practitioners providing care to those who have experienced unimaginable suffering. I was pleased to officially endorse the Care Standards.



It is crucially important that high quality care is consistently provided throughout the UK by all organisations supporting survivors of modern slavery. Since publication of the Care Standards my office has been promoting and disseminating the handbook to relevant bodies and has secured its inclusion in law enforcement training materials. All UK police forces have now received the handbook and the College of Policing has agreed to disseminate it more widely.

## Developing the awareness and response of healthcare professionals

I have commenced discussions with the Director of Nursing and the NHS lead for safeguarding to develop a bespoke response within the NHS and tailored training for delivery to NHS staff. I have also presented to the Royal Society of Medicine and will continue to work closely with this body in order to develop the response of general practitioners, as well as engaging closely with health care bodies in Northern Ireland and Scotland.

## Awareness raising through schools in at-risk areas

I have been working with an educational charity and a major retailer to develop plans to deliver awareness raising workshops in schools across Lincolnshire, which is a county affected by high levels of modern slavery crime, particularly forced labour.

Workshops will be delivered initially to 6,000 pupils in 100 schools across the region by summer 2016, with the aim of developing a model which can be rolled out in other schools who wish to benefit from the programme.

## Private sector engagement on supply chain transparency

I have held a series of discussions with CEOs and directors from some of the UK's largest companies regarding transparency in their supply chains. I am now working with KPMG and a number of prominent businesses on the development of models of best practice to increase transparency and ensure supply chains are 'slavery proof'.

## Slavery in the fishing industry: a business and law enforcement approach

**Business:** The Commissioner has been working closely with Seafish, a non-departmental public body set up to raise standards across the seafood industry in order to tackle slavery in the fishing industry. The Commissioner has directly addressed key businesses in the industry with whom he will work with to develop prevention models.

**Law Enforcement:** The Commissioner has been working with the Gangmasters Licensing Authority, NGOs, faith groups, UK policing and An Garda Síochána, Ireland's national police service, to an initiative with the UK and Irish fishing industry that will coordinate executive action to rescue foreign nationals enslaved on trawlers in British and Irish Waters.



## Targeted international collaboration



Nigeria has consistently been a major country of origin (often either ranking first or second) of potential victims of modern slavery that have been identified in the UK and referred to the National Referral Mechanism. The trafficking of young women and girls from Nigeria to Europe is widely recognised as one of the most persistent global trafficking flows.

Despite the scale and volume of human trafficking originating from Nigeria, a significant proportion of it is a highly localised phenomenon. In particular, research has identified that victims who are trafficked to Europe (including the UK) disproportionately originate from the state of Edo in the south-central part of the country. The last official census in 2006 reports that the population of Edo State was 3.2 million, representing just 1.8% of Nigeria's total population of 174 million. The United Nations Office on Drugs and Crime and the Nigerian National Agency for the Prohibition of Traffic in Persons report that well over ninety percent of victims rescued from human trafficking for the purpose of sexual exploitation who are discovered outside of Nigeria are from Edo State.

I have completed two visits to Edo State, in May and October 2015, meeting with community groups, traditional and religious leaders, law enforcement officials, civil society organisations and survivors. My office, in collaboration with a range of stakeholders and local experts, is now developing a holistic strategic plan that aims to tackle this issue. Key areas of focus include: enhanced community engagement and the development of a programme to build public awareness of the dangers of human trafficking, especially in rural areas; economic projects, focusing on agribusiness, to generate employment for young people who are currently leaving their villages due to lack of opportunity and often falling prey to traffickers; and building law enforcement and judicial capacity.

I am working with the UK Government to establish how this plan can be best implemented, which includes identification of funding options. The aim is for the plan to be delivered by government agencies and civil society partners over the next five years, which I will monitor.

I will also be focusing on the response in the UK. This will include working with Nigerian diaspora communities and engagement with relevant NGOs, including AFRUCA and BAWSO, increasing awareness and discouraging demand, promoting strategic law enforcement engagement focused on identifying criminal madams based in Europe, and working to target money flows from the UK to Nigeria. I will be launching an initiative to engage with Nigerian communities across the UK in partnership with AFRUCA.





As with Nigeria, Romania is consistently identified as a major country of origin of potential identified in the UK. In June 2015 I met with Romanian Ministers and senior officials in Bucharest to discuss the trafficking and enslavement of Romanians in the UK. During meetings with the National Agency Against Trafficking in Persons, the National Police and also the Prosecution Office (Directorate for Organised Crime and Terrorism), we identified that although there have been a number of successful joint investigations, there are significant discrepancies with regards to the data held in Romania and the UK on the numbers of victims, suspects and prosecutions involving Romanian victims of human trafficking.

Positive cooperation has been established between Romania and the UK to tackle modern slavery, but the lack of strategic coordination is preventing a fully effective response. I am currently working with senior Romanian officials on development and implementation of collaborative solutions.



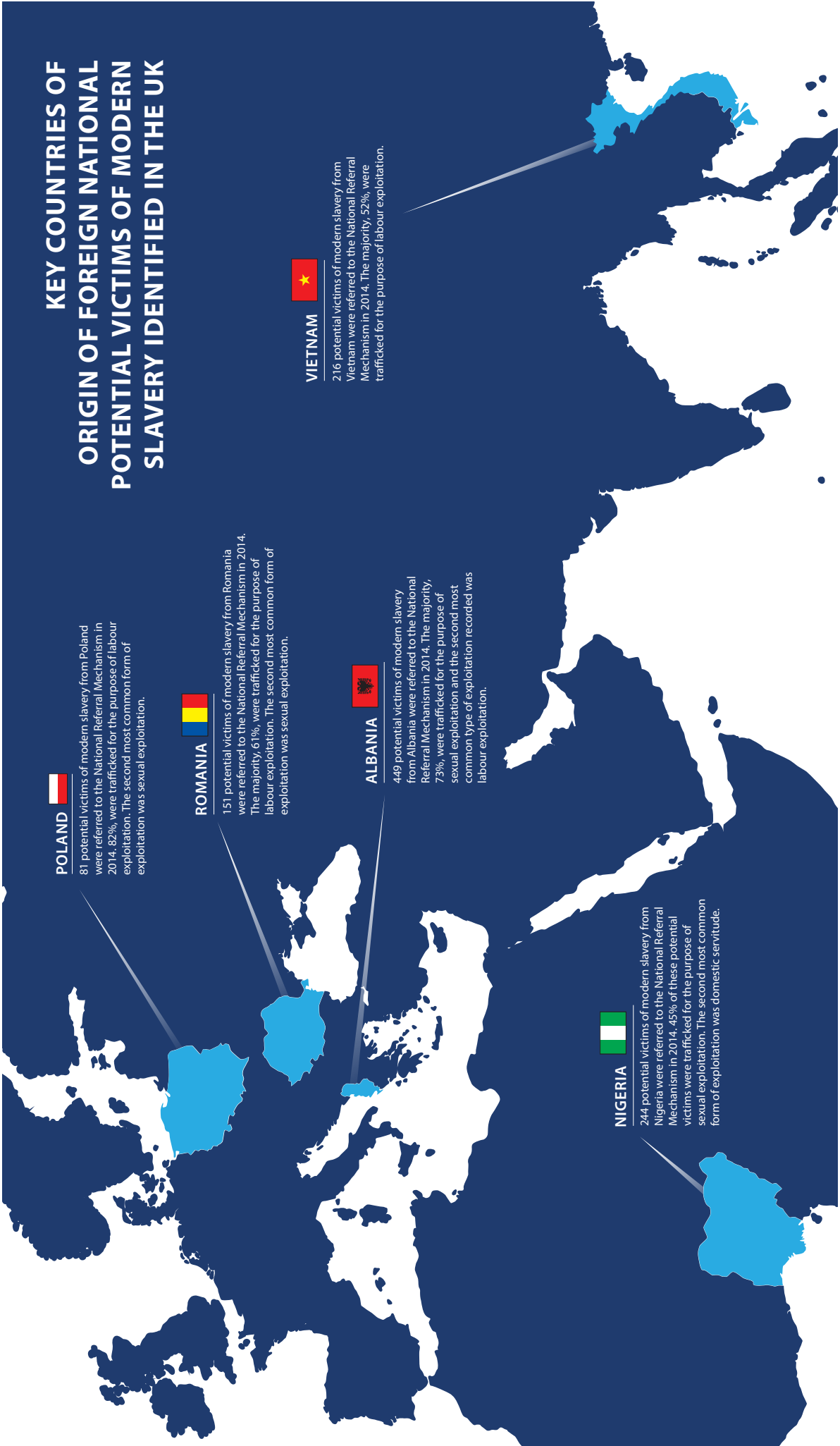
## PM seeks stronger co-operation with Vietnam to stop modern slavery as new measures come into force

In July 2015 David Cameron became the first British Prime Minister to visit Vietnam. During his visit the Prime Minister focused on the issue of the trafficking of Vietnamese children and adults to the UK and acted to strengthen existing cooperation with the Vietnamese authorities to combat it. The Prime Minister confirmed with the Vietnamese Government that I will visit the country on a fact finding mission in November 2015 to start talks on a formal Memorandum of Understanding, which will provide the foundation for enhanced cooperation between both countries.

I am pleased that the Prime Minister has rightly recognised the trafficking of Vietnamese children and adults to the UK as a high priority issue. A new Memorandum of Understanding will demonstrate the commitment of the British and Vietnamese governments to work closely together. During my visit I will be focusing on how to maximise opportunities for strategic collaboration, including effective law enforcement partnerships, reintegration of survivors and how to improve efforts to prevent trafficking from occurring in the first place, through programmes in the rural areas from where many vulnerable Vietnamese children and adults are targeted.

Key responsibilities also lie with authorities in the UK, and I will be working to ensure an improved response, both from law enforcement and social services. The issue of trafficked children who go missing from care, many of whom are Vietnamese nationals, is a key concern that I will be addressing.

# KEY COUNTRIES OF ORIGIN OF FOREIGN NATIONAL POTENTIAL VICTIMS OF MODERN SLAVERY IDENTIFIED IN THE UK



**POLAND**

81 potential victims of modern slavery from Poland were referred to the National Referral Mechanism in 2014. 82% were trafficked for the purpose of labour exploitation. The second most common form of exploitation was sexual exploitation.

**ROMANIA**

151 potential victims of modern slavery from Romania were referred to the National Referral Mechanism in 2014. The majority, 61%, were trafficked for the purpose of labour exploitation. The second most common form of exploitation was sexual exploitation.

**ALBANIA**

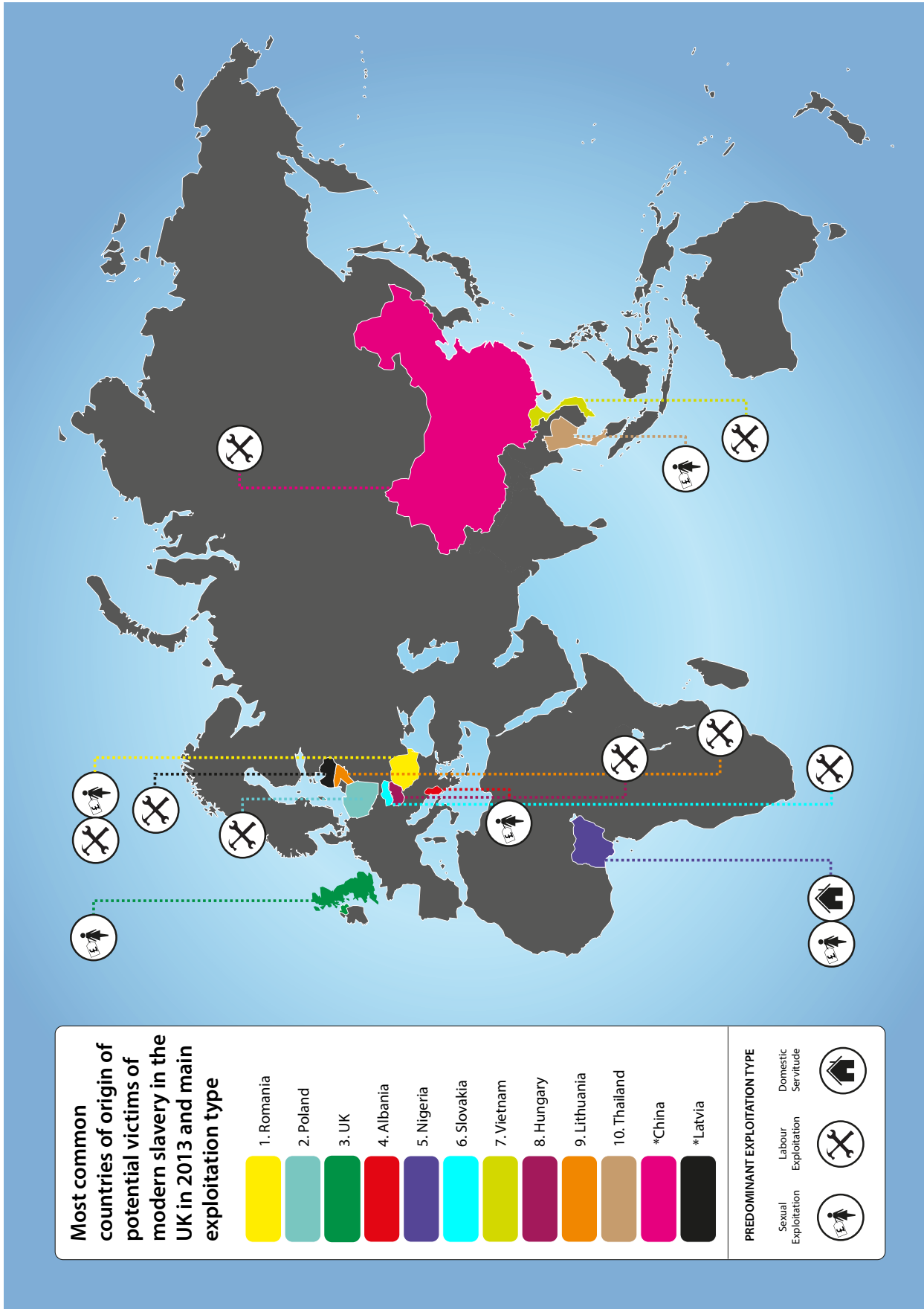
449 potential victims of modern slavery from Albania were referred to the National Referral Mechanism in 2014. The majority, 73%, were trafficked for the purpose of sexual exploitation and the second most common type of exploitation recorded was labour exploitation.

**NIGERIA**

244 potential victims of modern slavery from Nigeria were referred to the National Referral Mechanism in 2014. 45% of these potential victims were trafficked for the purpose of sexual exploitation. The second most common form of exploitation was domestic servitude.

**VIETNAM**

216 potential victims of modern slavery from Vietnam were referred to the National Referral Mechanism in 2014. The majority, 52%, were trafficked for the purpose of labour exploitation.



Source: NCA Strategic Assessment (2013), NRM Statistics (2013)  
 \*China and Latvia appeared in the top 10 countries of origin for potential victims referred to the NRM but did not appear in the top 10 countries of origin for potential victims identified by the NCA Strategic Assessment in 2013.

# Priorities

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# Priority 1:

## Victim identification and care

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To drive improved identification of victims of modern slavery and enhanced levels of immediate and sustained support for victims and survivors across the UK

Modern slavery in the UK is currently a hidden and underreported crime. While the Home Office has estimated that there were between 10,000 - 13,000 potential victims of modern slavery in the UK, in 2014 just 2,340 potential victims were referred to the National Referral Mechanism.

Improving efforts to identify potential victims so that individuals can be removed from situations of exploitation, protected from further harm and referred for appropriate care is essential.

Victims of modern slavery often suffer from an array of serious physical and psychological health issues as a direct result of the exploitation they have been subjected to. Immediate support is paramount in making victims feel safe and secure and protecting them from harm, and sustained support is often needed to enable long-term healing, increased resilience, reintegration into society and the rebuilding of lives.

Support will be most effective when it is informed and guided by survivors' experience and expertise.

Effective support for victims will also help increase the numbers of prosecutions. When made to feel safe, victims will be more inclined to come forward and share their accounts, which helps build a better picture of the criminality and feeds into an improved law enforcement response.

### How is this going to be achieved?

#### 1.1 Victim identification

- 1.11 Providing independent feedback on the implementation of the piloting of the reformed National Referral Mechanism, highlighting any concerns and drawing attention to good practice to ensure consistent and credible decision making and the development of a process that meets victims' needs.
- 1.12 Collaboration with the Chief Inspector of Borders and Immigration to ensure that appropriate training and checks are in place for border and immigration officials to be better equipped to identify potential victims and suspected traffickers.
- 1.13 Collaboration with public authorities and health agencies across the UK to ensure that appropriate victim identification training is in place.
- 1.14 Promoting awareness raising and training for local authorities, the health sector and relevant statutory agencies and reviewing associated materials across the UK.
- 1.15 Working with the Home Office and external partners to ensure that the UK has a fit for purpose modern slavery helpline that encourages proactive reporting and which is effective in helping potential victims to access appropriate support and assistance.

1.16 Encouraging implementation of effective safeguards and policies to better protect potential victims employed as domestic workers from abuse and to encourage identification, reporting and the accessing of support.

## 1.2 Safeguarding of child victims

1.21 Establishing close working relationships with the Children's Commissioners for England and Wales and the Commissioners for Children and Young People for Scotland and Northern Ireland to ensure collaborative focus on modern slavery issues.

1.22 Focusing on implementation of improved safeguards to prevent trafficked children from going missing from care and ensuring appropriate reporting procedures are in place if trafficked children do go missing.

1.23 Working with partners on development of toolkits for foster carers of trafficked children.

## 1.3 Non-prosecution of victims

1.31 Promoting the use of the statutory defence for modern slavery victims who are compelled to commit an offence as a direct consequence of their enslavement to ensure that victims are not criminalised. To date there have been far too many unacceptable instances where trafficked adults and

children have been misidentified as offenders and subsequently prosecuted.<sup>2</sup>

## 1.4 Improved care and support for victims

1.41 Identifying best practice in victim care across the UK and internationally and promoting implementation of findings.

1.42 Partnering with the Human Trafficking Foundation to encourage adoption and implementation of the Trafficking Survivor Care Standards across the UK.

1.43 Encouraging implementation of recommendations for improved longer-term support and reintegration of survivors into society.

1.45 Working to ensure that victims transitioning into other services, including asylum, continue to receive appropriate support.

1.46 Establishment of a Memorandum of Understanding with the Victims' Commissioner to agree on effective collaboration which is focused on the needs of modern slavery victims in England and Wales.

## 1.5 Safe and preferable voluntary return for survivors

1.51 Working to understand and promote best practice in safe and preferably voluntary return for survivors.

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## How will we know that the response is improving?

- Statutory agencies with a duty to respond will have implemented policies and procedures to actively identify victims and ensure they receive appropriate support.
- Increased numbers of potential victims will be identified and referred to the NRM for appropriate support, though, in the long-term, the scale of the crime should be reduced.
- Following the NRM pilot schemes, a reformed NRM process will be implemented which ensures consistent and credible decision making.
- Health care professionals across the UK will be trained to respond effectively, resulting in an increase in identifications.
- Increased reporting through an improved modern slavery helpline, which supports enhanced data collection to inform the overall response.
- Production of a toolkit by December 2016 for safeguarding of children entering the NRM, created in collaboration with the Children's Commissioners for England and Wales and the Commissioners for Children and Young People for Scotland and Northern Ireland, relevant child care bodies and specialist NGOs.
- An end to wrongful prosecutions of victims of modern slavery.
- Effective safeguards in place to prevent children and young people going missing from care and being re-trafficked, and compliance with existing safeguarding measures.

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2 It is noted that in Scotland there is no statutory defence, but that there is a safeguard to protect victims from being criminalised, in the form of the Lord Advocate's Instructions on the Prosecution of Victims of Human Trafficking and Slavery, Servitude and Forced or Compulsory Labour.

## Priority 2:

# Driving an improved law enforcement and criminal justice response

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To promote an improved law enforcement and criminal justice response across the UK, to support development and adoption of effective training and to drive improvements in data collection

At present modern slavery in the UK is viewed by criminals as a high profit and low risk crime. In 2014 the Home Office estimated that there were between 10,000 – 13,000 potential victims of modern slavery across the UK. In the same year, just 2,340 potential victims were referred to the National Referral Mechanism.

At present very few modern slavery crimes come to the attention of police and criminal justice agencies, and very few modern slavery offenders are caught and convicted. In 2014-15 the Crown Prosecution Service flagged 187 prosecutions as involving human trafficking offences. 130 of these cases resulted in a successful conviction. Data from the Ministry of Justice shows there were 39 convictions in 2014 for slavery and human trafficking offences as a principal offence. These conviction figures must increase.

The new legislation that has been introduced across the UK has given law enforcement and prosecutors the tools they need; it is essential that they now use these tools to their full effect. Proactive policing and rapid, sustained responses that disrupt entire criminal networks are particularly important in investigating this serious and often organised crime. If traffickers are not relentlessly pursued they will simply continue to source and exploit more victims.

It is also vitally important that an improved law enforcement and criminal justice response ensures efforts to investigate and punish traffickers are implemented within a framework that safeguards victims and ensures sensitivity to their needs. Close collaboration and trusting relationships must be built by law enforcement leaders with other relevant statutory agencies, local civil society groups and private sector organisations.

The main driver for this crime is often financial gain. Pursuit of criminal assets and utilising financial intelligence must improve. The stripping of assets is often even more painful for offenders than time behind bars.

Traffickers are increasingly using the internet to 'recruit' and coerce their victims. In the UK agencies must fight back through utilising the very latest technologies, which can aid investigations by uncovering a wealth of information that might otherwise be extremely difficult to obtain.

Evaluating law enforcement responses across the UK will enable the identification of best practice and examination of areas where there must be improvement.

## How is this going to be achieved?

### 2.1 Crime reporting

- 2.11 Tackling the under reporting of modern slavery and the failure to record modern slavery crimes in line with national crime reporting standards.
- 2.12 Working with law enforcement to ensure all potential victims referred through the NRM are allocated a corresponding crime report in order to ensure that there is an associated investigation for every potential victim referred.

### 2.2 Training

- 2.21 Working with partners to ensure development and delivery of high quality training to law enforcement on modern slavery across the UK by the end of 2017.
- 2.22 Working with partners to ensure development and delivery of high quality training for prosecutors and the judiciary by the end of 2017.
- 2.23 Creation of a website portal to allow for the sharing of best practice materials for law enforcement

### 2.3 A targeted and focused law enforcement response

- 2.31 Working to ensure the newly created National Crime Agency Threat Group for Modern Slavery prioritises key issues and develops effective responses.
- 2.32 Establishing a national modern slavery network for Police and Crime Commissioners by the end of 2015 to drive an improved policing response.
- 2.33 Promoting the use of new Slavery and Trafficking Risk and Prevention Orders in the jurisdictions in which they apply and ensuring they are used effectively and appropriately.
- 2.34 Carrying out 'spot checks' of law enforcement services to affirm frontline providers have adequate knowledge of, for example, the NRM and the modern slavery helpline.

### 2.4 Use of cutting edge technology and modern techniques

- 2.41 Working with international partners and police forces in the UK to facilitate the introduction of advanced technology and techniques to enhance the law enforcement response.

### 2.5 Improvements in data collection

- 2.51 Making recommendations to prosecution services and justice departments in the UK to ensure greater clarity in the collating of statistics on modern slavery prosecutions and convictions.
- 2.52 Making recommendations to the National Crime Agency to ensure that its annual strategic assessment into the nature and scale of modern slavery presents a more detailed and comprehensive picture of this crime.

#### The importance of training for prosecutors and the judiciary



Research published by the Anti-Trafficking Monitoring Group in 2013 found that across the UK success at trial depends on the level of knowledge of modern slavery amongst CPS lawyers, prosecuting advocates and judges. The research found a lack of knowledge and understanding of modern slavery and how it impacts on victims across prosecutors and the judiciary.

- 2.53 Ensuring the Home Office and law enforcement partners take steps to significantly improve their knowledge and profiling of the criminals behind modern slavery crime and the techniques and routes they use.

### 2.6 Evaluation framework to assess law enforcement response

- 2.61 Development of a framework by spring 2016 to assess the response of all police forces and enforcement agencies across the UK to modern slavery crime and their collation of data.
- 2.62 Highlighting good practice and effective levels of performance and providing advice and feedback where the response requires improvement.



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## How will we know that the response is improving?

- All forces will be fully compliant with national crime reporting requirements, meaning that for every potential victim that is identified there is an associated investigation into the crime.
  - A consistent law enforcement response that reflects the seriousness and likely scale of this crime and which follows established safeguarding procedures.
  - A sustained increase in investigations, prosecutions and convictions of modern slavery offenders across the UK.
  - All law enforcement agencies to have established a programme for effective modern slavery training for delivery during 2016/2017.
  - Effective training for judges and prosecutors will be implemented, resulting in consistency in sentencing and appropriate reparation and compensation awards for victims.
  - All police forces to have included modern slavery in their policing plans and control strategies.
  - A quantifiable increase in intelligence reporting.
  - New technology projects to be trialled and introduced, which result in more effective investigations.
  - An evaluation framework of all police forces will be completed by August 2016, with the results informing an improved response.
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# Priority 3:

## Promoting best practice in partnership working

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

Modern slavery is a complex and multi-faceted issue and one which therefore requires a comprehensive multidisciplinary response from government departments, law enforcement agencies and civil society groups representing many sectors of society. Coordinated partnerships between these groups are vitally important in ensuring an effective and sustained response.

Such partnerships should share information, intelligence and experience, leverage resources and allow for strategic planning and must be focused on achieving clear overarching outcomes: increased identifications of potential victims, improved care and support for victims, and increased investigations and prosecutions of the criminals.

### How is this going to be achieved?

#### 3.1 Partnership models

3.11 Working to ensure partnerships are in place across the country that enable effective communication streams between relevant bodies including, but not limited to, law enforcement, local authorities, health care bodies and NGOs.

3.12 Promoting identified best practice, providing comprehensive guidance and encouraging further development of outcome-focused models across the UK.

#### 3.2 Vulnerable communities

3.21 Development of partnerships with civil society organisations, faith groups and embassies in order to engage effectively with diaspora communities.

3.22 Development of new partnerships with homeless charities and diaspora community organisations and

other groups that work with individuals with a high risk vulnerability to modern slavery exploitation.

3.23 Collaboration with organisations supporting workers in especially vulnerable sectors, including hospitality, domestic work, agriculture and the fishing industry.

3.24 Close cooperation with health sector partners to ensure that staff are able to spot the signs of potential victims of modern slavery and refer them to appropriate support.

#### 3.3 Data capture and data sharing

3.31 Encouraging UK law enforcement agencies, particularly the National Crime Agency, to develop improved systems for sharing data with partner source countries. This should include data on numbers and profiles of potential victims identified in the UK and intelligence on the methods and

routes employed by traffickers to enable an improved shared understanding of the issue and a more coordinated response.

### **3.4 Awareness raising**

- 3.41 Working with partners to increase awareness in schools, with a focus on regions affected by high levels of forced labour exploitation.
- 3.42 Delivering presentations and speeches at events across the UK and internationally.

3.43 Utilising media opportunities and campaigns to raise awareness of modern slavery and key issues amongst the general public and specific sectors.

### **3.5 External research**

- 3.51 Developing partnerships with academic and research institutions and promoting external high quality quantitative and qualitative research into modern slavery issues in order to fill key evidence gaps and develop a stronger evidence base.

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## **How will we know that the response is improving?**

- Increased collaboration and well established information sharing protocols within partnerships to strengthen national coordination, resulting in increased victim identification, increased reporting and investigation and prosecution of modern slavery crime.
  - Improved sustained victim care from the moment of identification right through to the stage of reintegration into society as a result of stronger communication streams and outreach to relevant partners.
  - Established and emerging partnerships will be able to demonstrate policies and awareness-raising programmes that help identify and prevent modern slavery whilst simultaneously offering adequate victim care assistance and support.
  - Improved coordination of campaigns and key messaging around modern slavery.
  - Increased public awareness of modern slavery.
  - Improved engagement with diaspora communities across the UK.
  - An increase in confidence and trust between statutory and non-statutory organisations.
  - An increased, robust evidence base on modern slavery issues and identification of emerging trends informed by academic research and information from local and regional partnerships.
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## Priority 4:

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

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

In 2012 the International Labour Organization (ILO) conservatively estimated that there were 21 million victims of modern forms of slavery across the world. The majority of these victims are exploited in private sector activities, such as manufacturing, construction and agriculture. Modern slavery is big business: in 2014 the ILO estimated that the total illegal profits obtained from the use of forced labour worldwide amount to over US \$150 billion per year.

As supply chains have globalised and demand for cheap products and ever cheaper labour has continued to increase, the risks of slavery in supply chains, in the UK and internationally, have become much greater. Slavery in the supply chain is an abuse of human rights in the pursuit of profits and businesses have a duty to ensure it is not tolerated.

The UK Government has demonstrated international leadership on this issue through the introduction of the landmark Transparency in Supply Chains section of the Modern Slavery Act. From October 2015 all large companies that do business in the UK will be legally required to publish an annual statement which describes the steps they have taken to ensure that modern slavery does not take place in their own business and their supply chains anywhere in the world (including in the UK itself).

This will apply to companies with a turnover of £36 million or more (£36 million is the threshold set in the Companies Act as the definition of a large company). It will mean that the UK becomes the first country in the world to introduce such a legal duty on large companies.

Within the UK it is also important to ensure that labour inspectorates are victim-centred and pro-active, with adequate powers and remits covering key sectors where exploitation is taking place.

## How is this going to be achieved?

### 4.1 Ensuring supply chains are not tainted by slavery

- 4.11 Working with trade bodies and businesses to identify, promote and encourage best practice in ethical labour practices and supply chain transparency.
- 4.12 Promoting understanding of the Transparency in Supply Chains section of the Modern Slavery Act and encouraging best practice in policy responses and reporting.
- 4.13 Development of targeted initiatives with particular sectors where slavery is likely to be prevalent.
- 4.14 Partnering with the airline sector and other transport networks to promote awareness.
- 4.15 Working with Police Chief Constables to encourage engagement with Chief Executive Officers of companies in at-risk industries in their areas.
- 4.16 Engaging with the Gangmasters Licensing Authority on the development of effective prevention models in the UK and internationally.

### 4.2 Combating labour exploitation in the UK

- 4.21 Making recommendations for improved victim-centred, pro-active labour inspection in the UK that covers key sectors where exploitation is taking place, building on the existing good work of inspectorates.
- 4.22 Making recommendations that ensure labour inspectorates have the necessary powers and remits to effectively combat labour exploitation.
- 4.23 Working with the Gangmasters Licensing Authority to promote their victim-centred model across the European Union and beyond.

### 4.3 Financial sector engagement

- 4.31 Working with partners to engage with the financial sector to encourage development of initiatives and tools to tackle the unwitting facilitation of modern slavery crime.

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## How will we know that the response is improving?

- Businesses subject to the Transparency in Supply Chains section of the Modern Slavery Act 2015 to be fully compliant with the reporting guidelines.
  - Best-practice models of business and supply chain transparency to be established and widely adopted.
  - Development of effective prevention partnerships between Chief Constables and CEOs across the country.
  - Improved labour inspection models to be implemented across the UK, resulting in increased victim identifications and better prevention.
  - Development of partnerships between statutory agencies and the financial sector to target illicit money flows.
  - An increase in Suspicious Activity Reports from banks and financial organisations, resulting in investigations into modern slavery crime.
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# Priority 5:

## International collaboration

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### To encourage effective and targeted international collaboration to combat modern slavery

Modern slavery is often a transnational crime and therefore demands a coordinated transnational response. Effective technical and operational cooperation with countries of origin and transit is essential.

Truly effective prevention must start in countries of origin to prevent vulnerable people from being exploited in the first place. Often this will mean working in collaboration with partners in countries of origin to develop effective and targeted prevention projects, though we must be clear that victims, including British nationals, are of course in many instances first targeted in the UK, and that prevention activity within our own borders is equally important.

UK agencies must become more effective at identifying and recording details of the regions of countries of origin from where foreign national victims are most commonly trafficked. There must then be enhanced collaboration with partner governments, agencies and civil society organisations to develop effective prevention projects in these regions, with a focus on community engagement and awareness, the development of economic opportunities, and law enforcement and criminal justice collaboration and capacity building.

The resurgence of slavery is one of the great tragedies of the modern globalised era but to date it has not received the necessary level of priority or attention on the global political or development agendas. This is beginning to change. As a result of the efforts of the Commissioner in building a coalition of influential stakeholders, ending modern slavery and human trafficking is now a target in the UN Global Goals, which form the post-2015 international development agenda. We must build and sustain this positive momentum to ensure the right level of priority, attention and funding is consistently attached to this issue. Only responding once exploitation reaches the UK perpetuates the suffering, increases the demand on services and allows organised crime groups to generate ill-gotten gains.

### How is this going to be achieved?

#### 5.1 Targeted upstream activity

5.11 Scoping and developing proposals for prevention and collaboration projects in countries of origin from where significant numbers of victims are trafficked to the UK, and monitoring implementation of these proposals.

5.12 Focusing on collaboration with partners in the top ten countries of origin, as well as engagement with

other countries that suffer disproportionately from a high incidence of modern slavery.

5.13 Working with the Home Office, Foreign and Commonwealth Office, Department for International Development, National Crime Agency, Crown Prosecution Service and other statutory agencies, NGOs and international partners to encourage best practice in upstream prevention

activity, focused on specific areas that victims are trafficked from.

- 5.14 Encouraging the Pontifical Academy of Social Sciences to research key development and vulnerability issues in specific regions.

## 5.2 Enhanced European collaboration

- 5.21 Working collaboratively with the EU Anti-Trafficking Coordinator, the OSCE Special Representative and Coordinator for Combating Trafficking in Human Beings, national coordinators, independent rapporteurs and equivalent mechanisms, and Europol and Eurojust, to ensure an improved and coordinated European response.
- 5.22 Working with Eurojust, Europol and police forces across the UK to encourage effective use of Joint Investigation Teams where it is apparent that the modern slavery crime is transnational.
- 5.23 Working with Europol to develop training for UK police forces to ensure they are effectively utilising the agency's tools.
- 5.24 Encouraging police forces across the UK to develop effective data and intelligence sharing arrangements with Europol.
- 5.25 Leading and supporting effective cross border collaboration between Northern Ireland and the Republic of Ireland.
- 5.26 Providing advice and working with partners to ensure increased safeguards are in place in Calais to identify potential victims of modern slavery and ensure they receive appropriate support.

## 5.3 Modern slavery on the global agenda

- 5.31 Engaging with international organisations to ensure modern slavery receives the necessary level of priority on global agendas.
- 5.32 Following the Commissioner's successful campaign to include a bespoke target to end modern slavery in the United Nations post-2015 development agenda, working with partners to ensure inclusion of appropriate indicators and to mobilise global leadership to achieve the target.
- 5.33 Leading and supporting the work of the Santa Marta Group, which brings together senior law enforcement chiefs, faith leaders and civil society groups from across the world to share best practice and develop practical partnership projects between

countries of origin, transit and destination. Providing leadership at the Group's 3rd Annual Conference in Madrid in October 2015 and support to associated projects.

## 5.4 Embedding protection measures in humanitarian responses

- 5.41 Promoting research into the links between humanitarian crises and modern slavery.
- 5.42 Working with the Department for International Development and other partners to ensure that protections against human trafficking and slavery are fully embedding into the UK's responses to humanitarian crises.

### Modern slavery in times of crisis



There are now a staggering number of crises taking place across the globe – from climate change induced natural disasters to ongoing conflicts.

Pioneering research published in 2015 by the International Organization for Migration has highlighted that these disaster and crisis situations are resulting in increased levels of human slavery across the world. Field and desk research examined natural disasters, such as the south Asian tsunami and Typhoon Haiyan, armed conflict in Syria and Iraq and protracted crises and complex migration, such as the migration route through North Africa. It found that all these crisis situations not only exacerbate existing vulnerabilities to and manifestations of slavery and human trafficking, but also cause new forms to emerge.

All these forms of crisis have displaced huge numbers of people, many of whom are extremely vulnerable to exploitation from criminal traffickers. Indeed there are now more vulnerable forcibly displaced people - 60 million - than at any other time since records began. Particularly vulnerable groups include unaccompanied and separated children, women and girls although it is important to state that boys and men are also targeted. However, counter-trafficking and slavery efforts currently remain at the margins of humanitarian response efforts.

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## How will we know that the response is improving?

- Implementation of holistic prevention projects in key countries of origin, with measurement and evaluation components that demonstrate effectiveness in protecting vulnerable people from being trafficked.
  - A better coordinated European and international response that results in increased transnational investigations and prosecutions.
  - An increased number of Joint Investigation Teams set up between UK police forces and European counterparts, which result in increased prosecutions.
  - A sustained increase in intelligence and data sharing between UK law enforcement and Europol.
  - A high priority dedicated to ending modern slavery through the United Nations post-2015 development agenda, resulting in increased focus and funding for anti-slavery projects and policies across the world.
  - UK humanitarian responses to major crises to include effective protection mechanisms against slavery and trafficking.
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