



Department of
Justice
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**ORGANISED
CRIME**
TASK FORCE

Draft Modern Slavery Strategy 2021-22

including COMMITMENTS FOR 2020-21

and PROGRESS UPDATE on the MODERN SLAVERY STRATEGY 2019-2020

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1. INTRODUCTION

Background

1.1 Section 12 of the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015 (“the HTA 2015”) requires the Department of Justice (DoJ) to publish an annual Modern Slavery Strategy. This is the fourth modern slavery strategy for Northern Ireland, published in accordance with section 12.

1.2 The purpose of the annual strategy is ***to raise awareness of modern slavery offences and so to reduce the threat from, the vulnerability to, and the prevalence of, modern slavery in Northern Ireland.*** The annual strategy brigades ongoing strands of activity including raising awareness, training, and cooperation between relevant partner agencies. The specific requirements of the legislation are set out below and each of the commitments in the strategy has then been mapped across to the relevant legislative requirement.

Legislative requirement

Reference

Arrangements for co-operation between relevant organisations in dealing with relevant offences or the victims of such offences.

R1

Provision as to the training and equipment of those involved in investigating or prosecuting relevant offences or dealing with the victims of such offences.

R2

Provisions aimed at raising awareness of the rights and entitlements of victims of such offences

R3

Duration of strategy

1.3 The most recent Modern Slavery Strategy, published in April 2019 covered the period April 2019–March 2020, but it also took a longer-term view, setting out the planned trajectory and direction beyond the year ahead. Acknowledging that modern slavery is a complex issue and that there is no quick fix, the 2019 Strategy therefore included commitments for 2019-20 and 2020-21. The 2020-21 commitments are reaffirmed in Section 2 of this Strategy. These commitments continue to guide the work of partners engaged in tackling modern slavery.

1.4 The Department has recently consulted on a proposal to amend the requirement for an annual Modern Slavery Strategy in order to provide the Department and partners with the ability to set the longer term direction for addressing human trafficking and exploitation while also delivering shorter-term operational plans. Having now had three annual strategies since the Human Trafficking legislation was introduced in Northern Ireland¹, the Department considers that a longer term strategy, combined with an annual progress report would provide an appropriate and proportionate level of assurance that we can deliver on a longer term vision while also responding quickly to a changing environment. The Organised Crime Taskforce (OCTF) Annual Report and Threat Assessment also provides an update on the assessed threat and response to Modern Slavery and Human Trafficking in Northern Ireland.

1.5 In light of the consultation seeking views on a longer term strategic approach, this draft Strategy for 2021-22 is a proportionate refresh of the most recent Strategy. As with previous Modern Slavery Strategies some of the objectives and work streams identified will necessarily roll over into future strategy years. Section 2 provides more detail on the commitments for 2021-22.

¹ <https://www.legislation.gov.uk/nia/2015/2/contents>

About this strategy

1.6 The strategy builds on the significant body of work to tackle modern slavery that has already been delivered through previous strategies. It also builds on the 2019-20 Strategy by continuing to outline shared strategic outcomes, objectives and activities for 2020-21 through to 2021-22 which are focussed on:

- enhancing the operational response to **PURSUE** and disrupt offenders and bring them to justice;
- putting the **PROTECTION** and needs of victims at the centre of our response; and
- engaging partners across key services, business, non-Governmental organisations and the wider public in **PREVENTING** modern slavery.

1.7 The 'Pursue' strand enhances and monitors the operational response to pursue and disrupt offenders and bring them to justice. PSNI's dedicated Modern Slavery and Human Trafficking Unit has a strategic role to play in delivery of this strand as well as other key partners.

1.8 The 'Protect' strand places a focus on increasing the identification of victims of modern slavery and to provide potential victims with appropriate, effective support and protection to help them recover. As we recognise the need to prevent people from becoming victims in the first place, this strategy seeks to reduce the vulnerability of those who may be targeted by traffickers.

1.9 Under 'Prevent', partnership working has been key to developing and delivering awareness training across a range of relevant sectors in Northern Ireland. There is still more work to do on awareness raising and many organisations have undertaken to ensure that their strategic training plans incorporate modern slavery awareness. Through a collaborative approach, many of the agreed strategic objectives have been implemented in partnership with our Organised Crime Task Force colleagues and partners in the NGO Engagement Forum on Modern Slavery.

Development of this strategy

1.10 This Strategy has been developed and informed through engagement with key partners across Government, law enforcement and civil society who are committed to working together to tackle modern slavery both in Northern Ireland and internationally. The strategy reflects our shared priorities, objectives and commitment to delivering improved outcomes.

1.11 Members of the Modern Slavery and Human Trafficking [MSHT] subgroup² of the Organised Crime Task Force [OCTF] have assisted in the development of this strategy. This group brings together the main statutory bodies with respective responsibilities for tackling human trafficking for the following purposes:

- to provide multi-agency input to the development of policy, programmes and strategies to tackle modern slavery and human trafficking (MSHT);
- to facilitate engagement, knowledge sharing and collaborative work between the main statutory bodies with responsibilities around MSHT and support the development and adaptation of networks of existing partnerships to tackle and prevent MSHT;
- to facilitate greater public awareness of MSHT generally and more specifically the operational successes of law enforcement partners;
- to identify core information needs ensuring all available information and intelligence is developed to contribute to an improved understanding of the threat which in turn leads to an increase in tactical opportunities to target offenders and safeguard victims;

² Members of MSHT Sub-group of the OCTF are Police Service of Northern Ireland (PSNI), Department of Justice (Organised Crime Branch), Health and Social Care Board (HSCB), National Crime Agency (NCA), Public Department for Communities (DfC), Gangmasters and Labour Abuse Authority (GLAA), Border Force, An Garda Síochána (AGS), Prosecution Service (PPS), National Crime Agency (NCA), Department of Justice (Violence Against the Person Branch), HM Revenue and Customs (HMRC), Department for the Economy (Employment Agency Inspectorate), Home Office Immigration Enforcement, Home Office UK Visas and Immigration, Probation Board NI.

- to identify best practice and lessons learned from experience, including from other jurisdictions; and
- to identify and respond to ongoing and emerging issues by ensuring a strong and effective response from Northern Ireland statutory bodies with responsibilities around modern slavery and human trafficking to increase the number of disruptions against MSHT offenders and develop a greater, collective understanding of the threat.

1.12 The MSHT engagement group³ has also helped shape this Strategy. The purpose of the engagement group is to formalise and improve the engagement between the Department of Justice, PSNI, Health and Social Services, relevant statutory bodies and Non-Governmental Organisations (NGOs) on the issue of human trafficking, including child trafficking and internal trafficking, and to inform the development of human trafficking policy and programmes. The Engagement group operates under the umbrella of OCTF and its role is to:

- identify the role of statutory and non-statutory groups;
- provide an arena for exchange of information and ideas;
- identify best practice and lessons learned from experience, including from other jurisdictions;
- identify core information needs;
- identify any gaps in information and provision of services;
- identify areas where more research is required;
- facilitate a partnership approach and joint working amongst Government Departments, statutory bodies, voluntary and community organisations and other agencies to help avoid duplication of effort and to encourage the sharing of resources and expertise;

³ Department of Justice; PSNI; Flourish NI; Freedom Acts; Invisible Traffick; CARE NI; Belfast & Lisburn Women's Aid; Migrant Help; Step NI; No More Traffik; NSPCC; British Red Cross; Evangelical Alliance UK; International Justice Mission; Law Centre; Local Councils; Northern Ireland Local Government Association.

- assist Government and law enforcement agencies etc. in their work in tackling human trafficking;
- inform the development of human trafficking policy and programmes; and
- seek to identify the groups involved in addressing the issue of human trafficking in Northern Ireland.

1.13 The strategy has been informed by data, assessment and intelligence provided by law enforcement partners and takes account of ongoing work, initiatives and strategic approaches that have been put in place across jurisdictions in the UK and Ireland, as well as internationally. Human rights standards underpin the strategy and help inform policy, legislative and strategic responses. Ongoing implementation and future strategic planning will also consider any relevant research that becomes available during the period of this strategy.

1.14 The strategy is also informed by recent commentary and recommendations made by Dame Sara Thornton, the Independent Anti-Slavery Commissioner, in her recent annual report, and the findings from the recent Criminal Justice Inspection Northern Ireland inspection report on Modern Slavery and Human Trafficking. While some of the issues highlighted will be addressed as part of the 2021/22 Strategy, others will require a longer term approach and will form part of discussions as we develop a longer term strategy from 2022 onwards.

Context

1.15 Modern slavery is an umbrella term often used to describe offences of human trafficking and also of slavery, servitude and forced or compulsory labour. The term is used to cover offences under both Sections 1 and 2 of the 2015 Act. The offence of slavery, servitude and forced or compulsory labour covers situations in which people are coerced to work through the use of violence or intimidation, or by more subtle means such as accumulated debt, retention of identity papers or threats of denunciation to immigration authorities.

1.16 It can be closely related to human trafficking, which involves the movement of a person for the purpose of exploiting them. Human trafficking can involve a range of different types of exploitation, including labour exploitation, sexual exploitation, criminal exploitation or organ harvesting. An individual may be exploited through the use of force, threat or other forms of coercion, or by manipulating a particular vulnerability, such as their age, isolation or other factors that may make them vulnerable. Section 3 of the 2015 Act sets out the meaning of exploitation in respect of the human trafficking offence.

1.17 Modern slavery offences are often considered to be hidden crimes, which can make it difficult to establish an accurate assessment of the nature and extent of the problem in Northern Ireland. The National Referral Mechanism (NRM) is the UK's referral mechanism for identifying and supporting victims and potential victims of modern slavery. First Responders are responsible for completing and submitting NRM referral forms in cases where an individual is suspected to be a potential victim of human trafficking or modern slavery. The First Responder organisations in Northern Ireland who may make NRM referrals are:

- Police Service for Northern Ireland (PSNI)
- Health and Social Care Trusts (HSCTs)
- Gangmasters Labour Abuse Authority (GLAA)
- UK Border Force (UKBF)
- UK Immigration Enforcement (UKIE)
- HM Revenue & Customs (HMRC)
- Airport Police
- Harbour Police

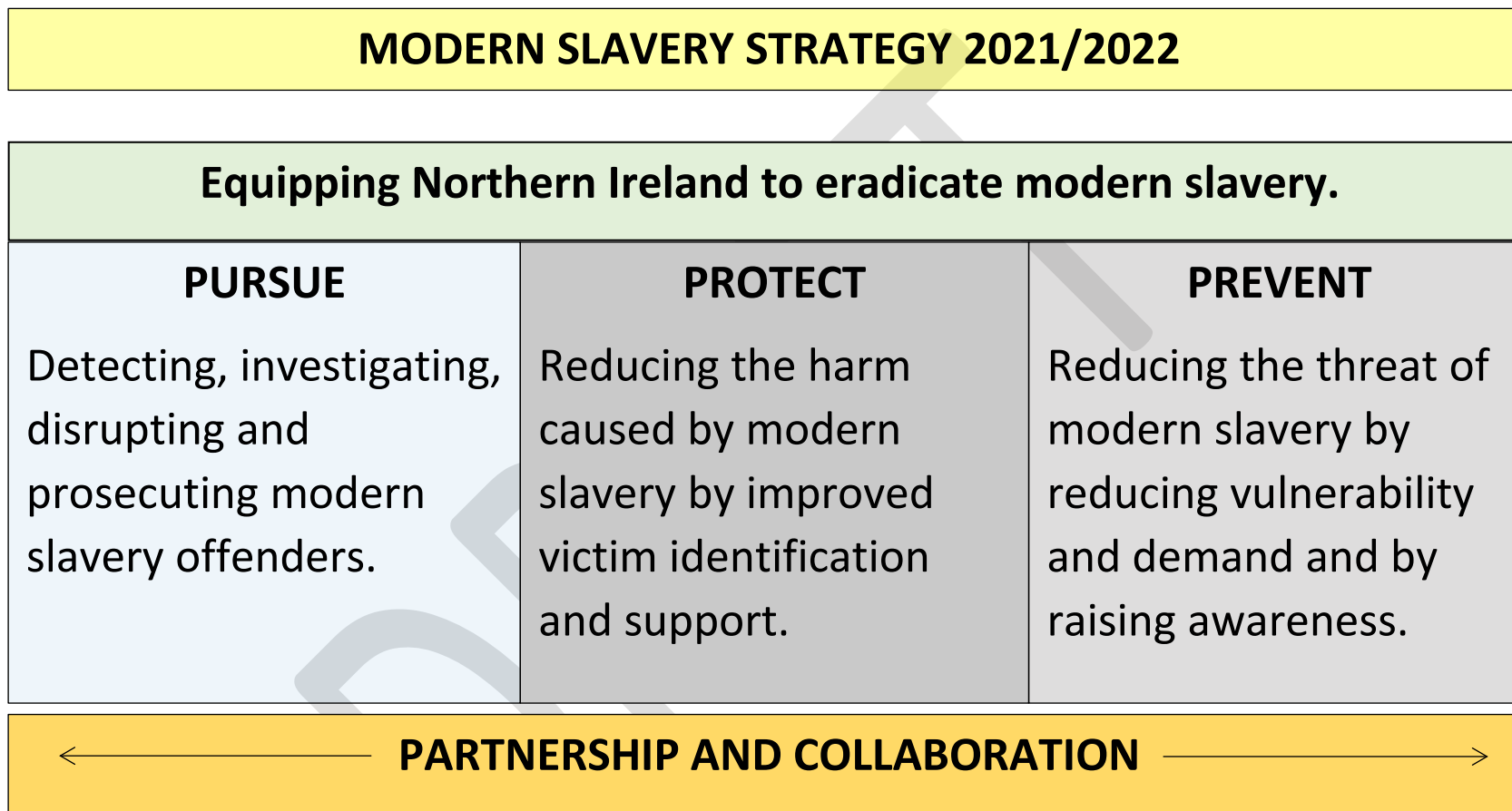
1.18 The Home Office is currently leading on a major reform of the NRM, which resulted in the creation of the new Single Competent Authority in April 2019 as the sole body to consider the cases of potential victims of trafficking, and later in 2019 a new digitised system for reporting suspicions of slavery or trafficking. The Department of Justice will continue to participate in this reform programme. The Home Office is also responsible for ensuring that NRM referral data is collected from all relevant organisations across the UK and collated centrally. The Home Office, through UK Visas and Immigration (UKVI), UKIE, and UKBF, also has an operational role in the identification of victims and potential victims through the NRM. This NRM data currently helps to inform our understanding of the nature and scale of human trafficking and modern slavery across the UK. However, it is widely accepted that the NRM only reveals part of the total picture. The objectives set out in this strategy are intended to improve our understanding of, and our response to, modern slavery in Northern Ireland.

Progress Update on the 2019-20 Modern Slavery Strategy

1.19 Section 3 provides a progress update on delivering the Modern Slavery Strategy 2019-20 objectives. Section 4 includes data on performance against the measures set within the Strategy. It shows the significant body of work that has been delivered and underlines the importance of supporting and sustaining the collaborative effort from all strategic and operational partners to address the harm caused by modern slavery.

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2. STRATEGY



2.1 PURSUE: Detecting, investigating, disrupting and prosecuting modern slavery offenders.		
<p>Success in PURSUE will mean:</p> <ul style="list-style-type: none"> - victims of modern slavery identified and brought to safety; - the prosecution and conviction of modern slavery offenders; - the disruption of criminals and organised crime groups responsible for modern slavery. 		<p>We will measure:</p> <ul style="list-style-type: none"> - number of Modern Slavery/Human Trafficking investigations; - number of PSNI screening assessments; - number of victim referrals to NRM; - number of people charged for modern slavery offence; - number of people reported to PPS for modern slavery offence; - prosecution and conviction figures, including offences linked to modern slavery; - % of convictions resulting in an STPO or other ancillary order; - monetary value of orders made under POCA.
Objective	Commitments for 2020/21	Commitments for 2021/22
2.1.1 To ensure that modern slavery legislation is used effectively and remains relevant and fit for purpose (R1, R2, R3)	<ul style="list-style-type: none"> - Ongoing use of multi-agency tools⁴, sanctions and the regulatory regime to disrupt offenders on a case by case basis [All] - Development of legislative options, if required [DoJ, All] 	
	<ul style="list-style-type: none"> - The findings of the review conducted by Caroline Haughey QC⁵ in 2016 of the Modern Slavery Act have previously been considered by the PSNI and appropriate action taken 	<ul style="list-style-type: none"> - Following the outcome of consultation, and subject to the legislative process, progress amendments to section 12 [requirement for annual report] and section 18 [support for victims of force labour] of the Modern Slavery legislation⁶ [DoJ]

⁴ effective use of STPOs, employment rights through the Employment Agency Inspectorate in the Department for the Economy and through the Industrial Tribunals, Health and Safety powers and regulations, National Minimum Wage, GLAA powers and offences, local government etc. where appropriate as part of a “whole of Government” response

⁵https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/542047/2016_07_31_Haughey_Review_of_Modern_Slavery_Act_-_final_1.0.pdf

⁶ <https://www.legislation.gov.uk/niu/2015/2/contents>

		<ul style="list-style-type: none">- Engage with key stakeholders to consider the potential benefits and implications of introducing Slavery and Trafficking Risk Orders in Northern Ireland based on evidence and experience from other jurisdictions [DoJ]- Scope the need for legislation to require jury directions to be given in modern slavery and human trafficking offence cases [DoJ]- As part of the development of a longer term Modern Slavery Strategy, review the effectiveness of the Section 22 defence to protect vulnerable victims, taking account of related reviews and experiences of this issue elsewhere in the UK [DoJ]
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Objective	Commitments for 2020/21	Commitments for 2021/22
2.1.2 To ensure an effective operational response (R1, R2)	<ul style="list-style-type: none"> - Maintain and further enhance collaboration and partnership⁷ working to ensure an effective and proactive multi-agency response [All] - Facilitate early engagement between PPS and law enforcement on cases [PPS, and all law enforcement partners] - Ensure that partners use the full range of confiscation and forfeiture powers under the 2015 Act, POCA 2002 and the Criminal Finances Act 2017 [All law enforcement partners] - Continue to draw on available resources for effective international collaboration, including Joint Investigation Teams and alternative mechanisms for international co-operation including Europol information exchange [All law enforcement partners] - Continue to develop cyber capabilities to address modern slavery online [PSNI] - Continued development of links with GLAA [All] 	
	<ul style="list-style-type: none"> - The HMICFRS⁸ recommendations arising from the report titled Stolen Freedom have previously been considered by PSNI and appropriate action taken where applicable 	<ul style="list-style-type: none"> - Consider the need for further information sharing agreements with other government departments or agencies [All] - Develop a longer-term approach to tackling modern slavery and human trafficking in Northern Ireland [DoJ, All]

⁷ Partnerships including the Organised Crime Task Force, Joint Agency Task Force, UK Prosecuting Authorities Group, and quarterly inter-jurisdictional meetings between Home Office and devolved administrations.

⁸ <https://www.justiceinspectors.gov.uk/hmicfrs/wp-content/uploads/stolen-freedom-the-policing-response-to-modern-slavery-and-human-trafficking.pdf>

		<ul style="list-style-type: none">- Agree and implement the internal pathway guidance for roll out across the five Trusts [HSCB/HSCT]- Commence a review of the role of the District Modern Slavery and Human Trafficking Single Points [PSNI]- Review and update guidance on the use of interpreting and translating services to include potential issues related to ethnic, culture and religious sensitivity issues [PSNI]
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Objective	2020/21 Commitments	2021/22 Commitments
<p>2.1.3 To ensure effective development, learning and identification of best practice across the criminal justice system</p> <p>(R1, R2)</p>	<ul style="list-style-type: none"> - Ensure ongoing learning and development opportunities⁹ [PSNI, PPS] - Ensure ongoing learning from case reviews including: <ul style="list-style-type: none"> Serious Crime Unit case outcome reviews [PPS, PSNI] Regional Practice Network on Separated Children [HSCB, All] Regional Adult Safeguarding Practice Learning Network [HSCB, PPS, PSNI] - Ongoing PPS liaison with other organisations regarding best practice including through consideration of cases, best practice and lessons learned at meetings of UK Prosecuting Authorities Group [PPS] - PPS stakeholder events to update stakeholders on work completed and cases ongoing/concluded, and to consult with stakeholders and support services on ideas for consolidating best practice [PPS] - Review of counsel utilisation in cases involving modern slavery/human trafficking in order to identify, and take appropriate action to address, the training requirements for counsel [PPS] 	
		<ul style="list-style-type: none"> - Work with Independent Anti-Slavery Commissioner to identify learning opportunities for stakeholders across the justice system [All] - Organise an Annual PPS and MSHTU Serious Crime Unit prosecutor workshop to review cases and discuss legislative interpretation and learning [PPS, PSNI]

⁹ Pre-covid, examples of such opportunities included provision of the South Wales Police Organised Crime Modern Slavery Senior Investigating Officers Course and relevant College of Policing courses

		<ul style="list-style-type: none">- Ensure Home Office Immigration Officers based within NIPS deliver training for NIPS staff, as part of initial induction, as well as to specific groups of staff such as Prisoner Development Units, Visits etc. [NIPS]
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2.2 PROTECT: Reducing the harm caused by modern slavery by improved victim identification and support.

Success in **PROTECT** will mean:

- more victims of modern slavery are identified;
- victims are provided with appropriate and effective support and protection to help them recover.

We will measure:

- number of victim referrals to NRM;
- number of re-victimised victim referrals to NRM (subject to system capability to provide data);
- number of non-NRM potential victims referred to NGOs for contact and advice (subject to agreement of the scheme);
- number of PSNI screening assessments;
- number of victims supported through the DoJ contract;
- number of victims supported on a discretionary basis under Section 18 (9);
- number of children, and young people in aftercare, supported by HSCTs and through the HSCB residential facility;
- number of children supported through the independent guardian scheme;
- number of modern slavery claims to the Criminal Injuries Compensation Scheme;
- training delivered to front line professionals.

Objective	2020/21 Commitments	2021/22 Commitments
<p>2.2.1 To proactively identify and report victims of modern slavery</p> <p>(R1, R2, R3)</p>	<ul style="list-style-type: none"> - Ensure effective NRM referrals are made [All] - Ensure that relevant sectors and frontline professionals are equipped with the skills and knowledge to recognise and report suspected cases of modern slavery including through development of a Training Needs Analysis and delivery of workshops and ‘train the trainer’ material [DoJ, All] - Ensure clear internal agency pathways for reporting [All] - Promote the Modern Slavery Helpline [All] - Ensure up-to-date and effective operational guidance in place [All] 	
	<ul style="list-style-type: none"> - Undertake multi-agency awareness raising campaign in October 2020 [All] 	<ul style="list-style-type: none"> - As part of the development of a longer term Modern Slavery Strategy, scope the potential for Duty to Notify provisions to be provided for in NI, taking into account UK-wide NRM reforms [DoJ]

Objective	2020/21 Commitments	2021/22 Commitments
<p>2.2.2 Provide victims of modern slavery with appropriate and effective support</p> <p>(R1, R2, R3)</p>	<ul style="list-style-type: none"> - Ensure effective NRM arrangements are in place including through ongoing work led by Home Office on an NRM transformation programme [DoJ, All] - Ensure the provision of support and assistance to victims¹⁰ [Victim Support Providers] - Ensure the delivery of the support service is in line with agreed KPIs through regular engagement and contract review meetings [DoJ] - Ensure sign-posting of non-NRM potential victims¹¹ to NGOs for appropriate follow-up and support [All] 	
		<ul style="list-style-type: none"> - As part of the development of a longer term Modern Slavery Strategy, scope the potential for support, available to adult potential victims of modern slavery under the DoJ support contract, to be provided for an extended recovery and reflection period, subject to available resources [DoJ] - Consider any changes emanating from the Home Office led review of NRM arrangements, and scope potential benefits and impacts in Northern Ireland [DoJ, All] - Facilitate joint training and awareness raising for NGOs/Compensation Services staff to ensure mutual understanding of issues and to enable

¹⁰ Including available avenues for victim reparation and compensation; effective use of “discretionary leave to remain” arrangements; effective use of Special Measures provisions to enable victims to provide best evidence at court; legal aid for victims of slavery and trafficking, as appropriate; establishment of links to support reintegration of victims into society, both in the UK and in countries of origin; and provision of appropriate information and support for victims engaging in the criminal justice process via the Victim Witness Care Unit (VWCU)

¹¹ Under current legislative provision in Northern Ireland this process can only be undertaken with the consent of the potential victim

		<p>Compensation Services to review its guidance for applicants to the Northern Ireland Criminal Injuries Compensation Scheme 2009 [DoJ]</p> <ul style="list-style-type: none">- Explore the specific issues around victim access to the criminal injuries compensation scheme, and incorporate any agreed further work-streams into future Modern Slavery Strategies [DoJ]
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Objective	2020/21 Commitments	2021/22 Commitments
<p>2.2.3 Provide specialist support to child victims of modern slavery that recognises their unique vulnerabilities</p> <p>(R1, R2, R3)</p>	<ul style="list-style-type: none"> - Complete an independent evaluation of the Independent Guardian service by March 2021 [HSCB] - Ensure appropriate accommodation options are available to meet the needs of child victims [HSCB] - Develop guidance on working arrangements for Trust staff and PSNI officers when encountering possible child victims of human trafficking or modern slavery [HSCB, PSNI] - Conduct a training needs analysis to ensure that appropriate guidance is in place for HSC Trust staff on actions to take when they encounter a child who they suspect may be a victim of human trafficking or modern slavery [HSCB] - Re-establish and maintain the regional practitioners' forum to assist frontline staff within social services to develop skills, knowledge and practice in meeting the needs of separated/ trafficked children [HSCB] 	

2.3. PREVENT: Reducing the threat of modern slavery by reducing vulnerability and demand and by raising awareness.

Success in **PREVENT** will mean:

- fewer offenders will engage in modern slavery crime;
- fewer victims will become entrapped by modern slavery;
- reduced demand through increased awareness.

We will measure:

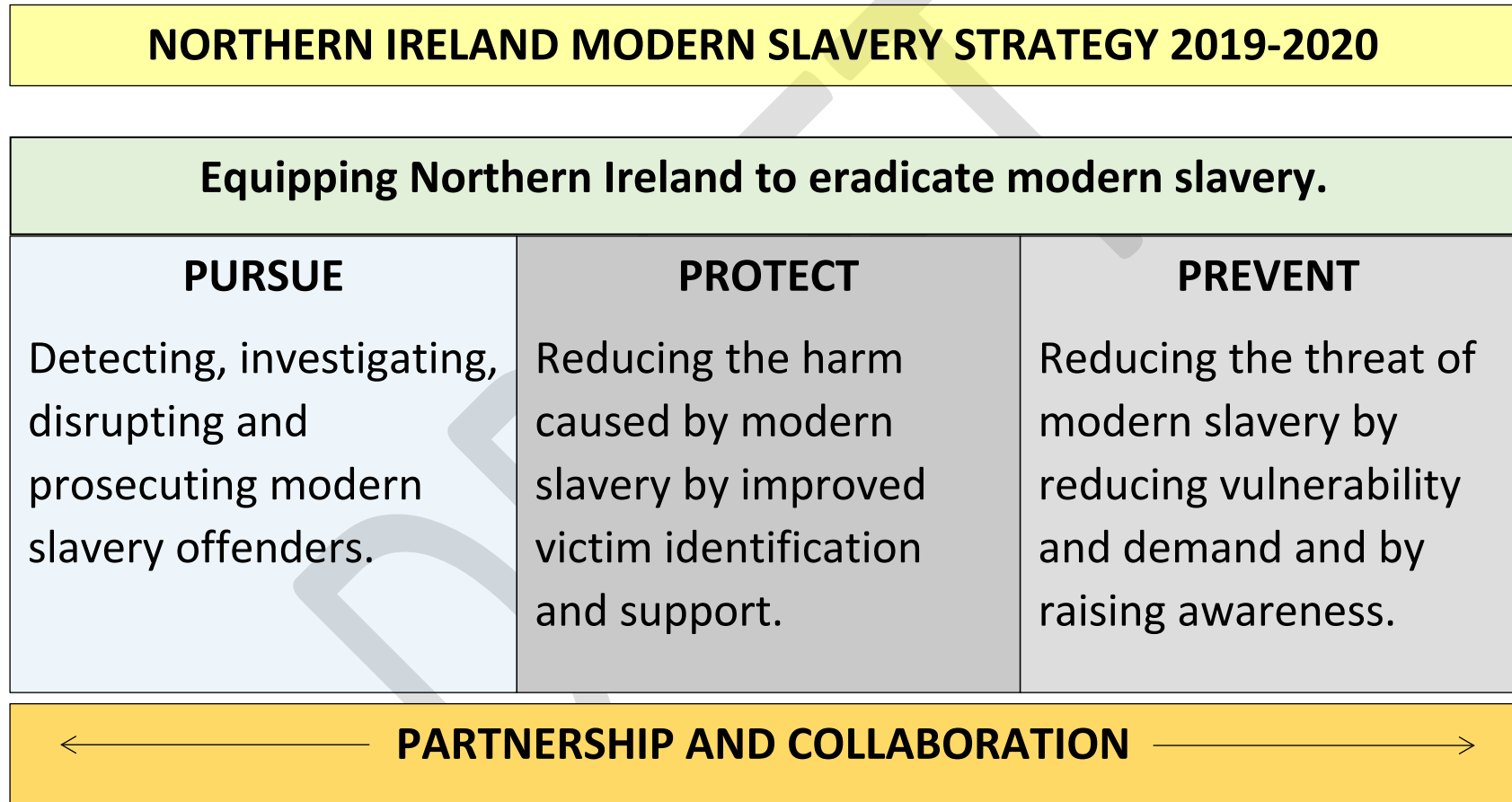
- media reporting of operational successes;
- number of awareness sessions delivered to each target audience;
- victim referrals and support figures;
- calls to the Modern Slavery Helpline;
- number of MSHT crimes recorded;
- crime survey figures on public awareness.

Objective	2020/21 Commitments	2021/22 Commitments
2.3.1 Reduce vulnerability to exploitation and re-exploitation (R1, R2, R3)	<ul style="list-style-type: none"> - Ongoing engagement on issues facing “at-risk” communities including through the Modern Slavery & Human Trafficking NGO Engagement Group; Sex Worker Liaison Group; and through strengthened links with PCSPs and local government [All] - Ongoing support and promotion of initiatives to educate and provide rights-based information through NGO Engagement Group initiatives; Freedom Acts #Five Campaign; engagement / information through intercultural programmes; and use of on-line social media to mitigate against vulnerability to trafficking and modern slavery [All] 	
	<ul style="list-style-type: none"> - Development and dissemination of an Easy Read leaflet (translated into key languages) for Potential victims of trafficking [DoJ, All] 	

Objective	2020/21 Commitments	2021/22 Commitments
<p>2.3.2 Strengthen cross-sector resilience against modern slavery</p> <p>(R1, R2, R3)</p>	<ul style="list-style-type: none"> - Ongoing engagement to raise awareness of risk, and promote good practice including <ul style="list-style-type: none"> - across social care and health sectors including via the HSCB-led Regional Practice Network on Separated Children; - with agri-food sector; - with IASC and NILGA on NILGA guidance for councils; and - with relevant trade press <p>[All]</p> <ul style="list-style-type: none"> - Ongoing training for public sector procurement leads in respect of transparency in supply chains [DoJ] 	
		<p>Work in partnership with other relevant Government departments to engage appropriately with public and private sector organisations impacted by Home Office proposed changes to Transparency in Supply Chains [DoJ]</p>

Objective	2020/21 Commitments	2021/22 Commitments
<p>2.3.3 Raise public awareness to reduce demand and increase reporting</p> <p>(R1, R2, R3)</p>	<ul style="list-style-type: none"> - Ongoing delivery of training / awareness sessions [All] - Disseminate information about Modern slavery at high profile public events [All] - Ongoing support for the MSHT NGO Engagement Group [All] - Ongoing support for the Sex Worker Liaison Group [All] 	
	<ul style="list-style-type: none"> - Undertake multi-agency awareness raising campaign in October 2020 [All] 	<ul style="list-style-type: none"> - Contribute to the development of an OCTF Communications plan to include: <ul style="list-style-type: none"> - proactive multi- agency engagement with media and social media - development and strategic dissemination of public awareness materials - refresh of on-line public information on modern slavery/human trafficking developments [DoJ, All]

3. PROGRESS REPORT ON MODERN SLAVERY STRATEGY 2019/2020



RAG status used:

Red – not delivered, significant issues preventing delivery.

Amber – not delivered but on track.

Green – delivered [including those that need delivered year on year]

PURSUE	Progress during 2019/20	RAG
2.1.1 To ensure that modern slavery legislation is used effectively and remains relevant and fit for purpose	<ul style="list-style-type: none">- The findings of the review of the Modern Slavery Act conducted by Caroline Haughey QC in 2016 have previously been considered by the PSNI in 2017 and appropriate action taken where the recommendation relates to PSNI. - DoJ is currently consulting on proposed new organised crime offences. The consultation closed on 2 October and responses are being considered. - DOJ has also consulted on amendments to the MSHT legislation in order to place on a statutory footing the provision of support to victims of forced labour. The consultation closed on 1 September.	

<p>2.1.2 To ensure an effective operational response</p>	<ul style="list-style-type: none"> - The HMICFRS¹² recommendations arising from the report ‘Stolen Freedom’ have previously been considered by PSNI and appropriate action where applicable. Action template completed. - PSNI has negotiated Joint Investigation Teams (JITs) that are in place with Scottish police and Romanian police for sexual exploitation investigations. Europol is consulted in the course of every investigation with a European and/or foreign national involvement, mainly through the Secure Information exchange system, SIENA. - Information Sharing Agreements (ISAs) are in place between the PSNI and HMRC, Home Office, Border Force, NCA and the Department of Health. - Memorandum of Understandings (MoUs) are also in place between PSNI MSHTU and BLWA and Migrant Help, the contracted support providers 	
<p>2.1.3 To ensure effective learning and best practice across the criminal justice system</p>	<ul style="list-style-type: none"> - A number of PSNI detectives have completed MSHT training, and training for all PSNI officers is available through the eLearning National Centre for Applied Learning Technologies (NCALT) Modern Slavery module. - Training is provided for all new PSNI recruits and new-to-role Detectives on Modern Slavery by the MSHTU. - Further roll out of the South Wales SIO course in NI is planned when resources and capacity permit. 	

¹² <https://www.justiceinspectors.gov.uk/hmicfrs/wp-content/uploads/stolen-freedom-the-policing-response-to-modern-slavery-and-human-trafficking.pdf>

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| | <ul style="list-style-type: none">- The previous Independent Anti-Slavery Commissioner, Kevin Hyland, and a GB judge with expertise in modern slavery provided input to NI judicial training materials. Induction is subsequently delivered on a one-to-one basis by the secretary to the Judicial Studies Board who draws new judges' attention to the modern slavery training which is available on the intranet.- Best practice events continue to be delivered by PPS, subject to available resources and capacity.- PSNI MSHTU officers attended all UK CPS/PPS engagement group meetings and workshops, discussing case reviews along with legislative interpretation and learning.- Multiple engagement meetings have also taken place between PSNI MSHTU and Senior Directing Officers in the PPS. | |
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PROTECT		
2.2.1 To proactively identify and report victims of modern slavery	<p>The PSNI NISRA team have considered statistical codes for identifying a DTN case and the SCA have agreed to work with the DOJ to consider Border Force data that is shared with the SCA by the NIBF team. DoJ met with Scottish officials on 7 October 2019 to discuss their consultation and pilot. work to scope a Duty to Notify will be taken forward in the development of a longer term Modern Slavery Strategy</p> <p>An Internal Pathway guidance document has been developed by social worker leads in the H&SC Trusts which is due to agreed and finalised across all Trusts. Training priorities were analysed and identified. Training is ongoing with organisations with priority needs. Healthcare and Social workers including the nursing profession are including MSHT awareness within their mandatory safeguarding courses.</p>	<div style="background-color: red; height: 150px; width: 100%;"></div> <div style="background-color: yellow; height: 100px; width: 100%;"></div>

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The training plan has considered and delivered training to OCTF MS sub group organisations and charities and Universities.

Around 100 First Responders (FRs) attended a joint training workshop hosted by DOJ on 9th October 2019 which included representation from PSNI, UKBF, HSCTs, Harbour Police, the SCA and the Children's Law Centre.

PSNI MSHTU held MSHT CPD events in Belfast in August and November 2019.

Work commenced in March 2020 with Home Office and DAs to design an online training resource for FRs. The draft training resource has been tested by a range of NI First Responders and comments provided to Home Office officials who are finalising the resource.

DoJ is in discussion with the UK Modern Slavery Training Delivery Group in terms of aligning training standards.

Training delivery commenced with priority areas – healthcare and social workers – and inclusion of modern slavery module in mandatory professional nursing training.

<p>2.2.2 Provide victims of modern slavery with appropriate and effective support</p>	<ul style="list-style-type: none"> - Support contract Award letters issued September 2019 and the new contract commenced in November 2019. - Support providers continue to work proactively with the Department identifying solutions to issues as they arise. - PSNI has been working with NGOs having identified links in Romania and with the Romanian Police Service through recent Joint Investigation Team investigations. - A number of NGOs have offered or already offer a support service and referrals are made on a case by case basis, directly with the relative NGOs. Potential victims have been offered this additional pre NRM support, however to date none have taken up the offer. - Helpline details prominent in Nidirect (NI government information/advice website); Helpline details included in UTV press article following PSNI arrests for human trafficking – 29 September 2019. 	<div style="background-color: #92d050; height: 100%; width: 100%;"></div>
<p>2.2.3 Provide specialist support to child victims of modern slavery that recognises their unique vulnerabilities</p>	<ul style="list-style-type: none"> - Independent Guardian service, provided by Barnardo's, has been operational from 1 April 2018. Independent evaluation of the service to commence post April 2020 and complete by March 2021. - The Regional Working Arrangements Guidance was developed in collaboration with DOJ, HSCB and PSNI and published in June 2018. It is planned to review the document and a regional strategy will be finalised by March 2012. 	<div style="background-color: #92d050; height: 50%; width: 100%;"></div> <div style="background-color: #ffcc00; height: 50%; width: 100%;"></div>

	<ul style="list-style-type: none">- Scoping of accommodation and support requirements underway to inform care placement provision across residential care and foster care and post care accommodation needs. Plans in place to develop an overarching strategic plan for addressing and meeting the needs of separated / UASC. Expected date of completion was January 2020 due to capacity issues however this has not been achieved and will be carried over into 2021/22.	
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PREVENT		RAG
2.3.1 Reduce vulnerability to exploitation and re-exploitation	<ul style="list-style-type: none"> - Short guide for those working with homeless community produced by No More Traffik in conjunction with DoJ. - DoJ training co-ordinator has included addressing link between homelessness and trafficking in the current Training Needs Analysis. - All communication opportunities taken including Anti-Slavery Day in 2019. - DoJ continues to engage via the NGO Engagement Group. Derived from wider criminal activity including modern slavery cases, £58k from the DoJ Assets Recovery Community Scheme was allocated to a modern slavery NGO in January 2019. Over a two-year period up to March 2021, this will fund interventions to support vulnerable individuals who are at risk of being exploited or fear being controlled in the labour market. 	
2.3.2 Strengthen cross-sector resilience against modern slavery	<ul style="list-style-type: none"> - Guidance for Local Councils to equip council personnel and their partners to identify, signpost and support victims of modern slavery¹³, completed April 2020. - Modern slavery and human trafficking identified on 1 October 2019 as a potential future agenda item for the PCSP managers meeting, which has been delayed. The representation of PCSPs at NGO Engagement Group remains under review. - A Training event planned for 31 March in conjunction with Belfast Council and the PCSP, was postponed due to COVID-19. 	<div style="background-color: #ffc000; width: 100%; height: 20px;"></div>

¹³ Northern Ireland Local Government Association (2020), 'Tackling Modern Slavery: Guidance for Councils': <https://www.nilga.org/media/2000/nilga-modern-slavery-council-guide-04052020.pdf>.

	<ul style="list-style-type: none"> - PSNI are collaborating with councils re awareness of signs of MS in terms of HMOs. - A second procurement event delivered in partnership with Welsh Government took place in November 2019 for COPE and buyers, for the purpose of sharing best practice toolkits. Training has also been provided to NICS and council procurement leads as well as Universities. 	
<p>2.3.3 Raise public awareness to reduce demand and increase reporting</p>	<ul style="list-style-type: none"> - Draft of Communication Plan completed and under consideration as part of wider review of OCTF structures. - NI Direct information refreshed in October 2019. Awareness to the public is shared nationally through Border Force gov.uk which also highlights operational activity on occasions, and similarly through the PSNI external website. - Four day public awareness outreach at Balmoral Show May 2019 and at 2019 Pride and Mela events. - DoJ publicised IASC visit to NI. - UKBF share information through gov.uk. - PSNI update social media Tweets and Facebook posts as appropriate; including following proactive safeguarding operations, arrests of suspects, convictions and sentencing hearing outcomes. 	

	<ul style="list-style-type: none">- Border Force: BF share information about human trafficking & modern slavery nationally via the <i>gov.uk</i> website.- GLAA . has a Facebook and Twitter account to disseminate key messages across via social media outlets	
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4. Data on performance against the measures in Modern Slavery Strategy 2019/2020

1. PURSUE

No.	No. of:	Owner	End of year	Comments	
1.1	Modern Slavery/Human Trafficking investigations	within NI only	PSNI/SCA	37	PSNI total NRMs received = 111. 2 NRM cases made to PSNI during period were subsequently reallocated to other police forces in England <i>Total = 109, as per published statistics.</i>
		outside NI only		48	
		both within and outside NI		14	
		Not known		10	
1.2	PSNI screening assessments	PSNI	158		
1.3	Victim referrals to NRM	within NI only	SCA	As above	
		outside NI only		"	
		both within and outside NI		"	
		Not known		"	
1.4	People charged for modern slavery offence	PSNI	4		
1.5	People reported to PPS for modern slavery offence	PSNI	2		
	MS offences	PPS/ EMIS	0*		

No.	No. of:		Owner	End of year	Comments
1.6 a	Prosecution figures:	MS-linked offences	PPS/ EMIS	0*	* Source: Public Prosecution Service for Northern Ireland Case Management System; based on 'most serious decision issued' – relates to the number of defendants for whom a decision issued by the PPS for prosecution in respect of a human trafficking offence.
1.6 b	Conviction figures:	MS offences	PPS/ EMIS	2**	** Source: Public Prosecution Service for Northern Ireland Case Management System; based on 'indictable disposal date' – relates to outcomes at court in respect of defendants for whom a decision issued by the PPS for prosecution in respect of a human trafficking offence.
		MS-linked offences		0	
		MS cases which did not end in MS convictions but resulted in convictions for other crimes		Not measured for 2019 – 2020. To roll over for checking 2021/22	
1.7	% of convictions resulting in an STPO or other ancillary order		ASG/PPS		PSNI have confirmed that in 2019/20, applications were made for four STPOs. The Court granted two and declined two. PSNI have confirmed that they consider STPOs for every eligible suspect.
1.8 a	Monetary value of orders made under POCA		ASG/Courts Service/PPS		
1.8 b	Monetary value of orders retrieved under POCA (subject to info being available)		ASG/Courts Service/PPS		

2. PROTECT

No.	No. of:	Owner	End of year	Comments
2.1	Victim referrals to NRM (<i>also at 1.3</i>)	SCA	(Completion at 1.3 is sufficient)	
2.2	Re-victimised victim referrals to NRM (subject to system capability to provide data)	SCA (via DoJ)	Not known – request made to SCA for further info.	
2.3	Non-NRM potential victims referred to NGOs for contact and advice (subject to agreement of the scheme)	PSNI	Many have been offered this service but declined it to date.	
2.4	PSNI screening assessments	PSNI	158	
2.5	Victims supported through the DoJ contract	SCA/CSD	78 Entered the system from 01/04/19 – 31/03/20. (<i>76 at the time of reporting for IASC's Annual report</i>)	
2.6	Victims supported on a discretionary basis under Section 18 (9)	CSD	78: at 11/05/20 for entries to the system during 2019/20 financial year.	
2.7	Children, and young people in aftercare, supported by HSCTs and through the HSCB residential facility	HSCB	45 active cases	<p>Due to increase in numbers of S/UASC arriving in NI the regional residential unit at 31 March 20 had 7 S/UASC placed;</p> <p>18 S/UASC were placed in other children's homes. A further smaller number are residing in foster care placements.</p> <p>The total number of young people aged 18 plus and receiving after</p>

				care support at 31 March 2020 is 35. 14 minors, referred to NRM as potential victims of trafficking in support during this period.
2.8	Children supported through the independent guardian scheme	HSCB	57 open cases which includes children and young adults	
2.9	Modern slavery claims to the Criminal Injuries Compensation Scheme	DoJ (Comp Services)	<p>Since 2013, Compensation Services has received 22 applications from victims of human trafficking / modern slavery.</p> <p>3 cases have received an award of compensation and another 3 are still under consideration.</p> <p>Compensation Services case workers considered each case of human trafficking / modern slavery on its own merits, taking on board the applicants individual circumstances and seeking advice from line managers where necessary.</p>	
2.10	Training delivered to front line professionals	DoJ (and other orgs)	19 (sessions)	Includes First Responder professionals and front line workers

3. PREVENT

No.	No. of:	Owner	End of year	Comments
3.1	Media reporting of operational successes	PSNI/DoJ	2	Op Fog conviction in July 2019. Op Vowelist arrests in Sept 2019.

3.2	Awareness sessions delivered to each target audience	DoJ/All	UKBF:10 DOJ: 13 PSNI: 44	UKBF conduct operational activity throughout the year by raising awareness with the travelling public. Leaflets are handed out and come in various languages NOTE: a number of DOJ led awareness events were collaborative and delivered with NGOs and/or PSNI. The approx. numbers to receive training in an event were: 105 (first responders); 65 (TISC training event for procurement professionals); 40+ (social workers seminar); 35 (QUB medical students); 20 (Interethnic Forum); approx. 300 per day (stall at Balmoral Show); 35 (Business event)
3.3	Victim referrals and support figures (<i>also at 1.3, 2.5 and 2.7</i>)	SCA/CSD	Completion at 1.3, 2.5 and 2.7 refers	
3.4	Calls to the Modern Slavery Helpline	DoJ	22	
3.5	MSHT crimes recorded	PSNI	41	
3.6	Crime survey figures on public awareness	DoJ (ASG)	In terms of the Safe Community Survey, the biennial module on perceptions of modern slavery was added for the first time in 2019/20, the results will be published next year.	

The MSHTU conducted 158 screening assessments (a process to safeguard victims through early recognition and subsequent intervention).

In addition, the PSNI MSHTU received 111 referrals for victims of modern slavery and human trafficking recovered in Northern Ireland to the National Referral Mechanism (NRM).

97 NRMs were for adults and 14 were for those exploited as minors.
From the 111 referrals, 53 were Female and 58 were males.
This reflected an increase of 88.1% on the 2018/19 referral figures.

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