

Tackling Modern Slavery

Guidance for Councils

Modern Slavery and Human Trafficking is happening in Northern Ireland. We must act. Now.

Antoinette Kennedy, NILGA, May 2020



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Forewords

NILGA & NI Strategic Migration Partnership (NISMP)



Modern slavery and human trafficking are a scourge, destroy lives, are indefensible and must be stopped. No institution can ignore them. Local government can, does and will help.

NILGA, the Northern Ireland Local Government Association, is the representative body for the 11 councils in Northern Ireland.

NILGA promotes, develops and champions local government by delivering regional (all 11 councils) solutions and initiatives for the sector, including collective lobbying, policy guidance and formulation, elected member development and training, best practice events, plus campaigns to improve local democracy and seek investment in public services which are run and / or influenced by local authorities in NI.

The **Northern Ireland Strategic Migration Partnership (NISMP)** is a multi-agency, cross-party and cross- departmental body working to reflect the regionally specific needs of Northern Ireland in the development and implementation of UK immigration policy.

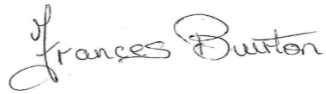
The NISMP works across all spheres of government, private and voluntary sectors to ensure that Northern Ireland is a welcoming place for migrants, refugees and asylum seekers, and supports the retention and integration of people in a way which contributes to economic growth and vibrant, cohesive communities.

Together, we welcome the development and application of this Guidance, which is being produced in partnership with the Department of Justice and the Independent Anti-Slavery Commissioner, to provide clarity for councils on how they might anticipate and tackle modern slavery through their day to day operations as well as actively engaging at policy level with this massive issue as public facing elected members and staff.

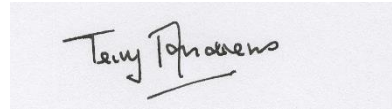
Roles involving public facing functions, Policing and Community Safety Partnerships (PCSPs), Community Planning, and procurement practices can all have a material influence on mitigating against this crime.

We also thank the councils who provided case-studies for this guidance; Mid and East Antrim Borough Council, Armagh Banbridge and Craigavon Borough Council, Newry Mourne and Down District Council and Belfast City Council.

Every day, we operate services which affect the lives of our entire population. At the same time, modern slavery and human trafficking is happening daily in Northern Ireland. We must act to report and to stop each of these crimes at every opportunity. Thank you to all who apply this Guidance.

Handwritten signature of Frances Burton in black ink.

Cllr Frances Burton
NILGA President

Handwritten signature of Terry Andrews in black ink on a light grey background.

Cllr Terry Andrews
NISMP Chair

Naomi Long
Minister of Justice



My portfolio is wide-ranging, but one of the responsibilities which is of critical importance to me as Justice Minister is the support of victims.

Few victims can be as vulnerable as those who are enslaved. Those who are acting under coercion and often (though not always) in a foreign country, separated from friends and family, perhaps struggling with an unfamiliar language, feeling desperate and alone.

It is the hidden nature of modern slavery that is one of the biggest obstacles to identifying and recovering victims. This is why I particularly welcome this new guidance for council-workers.

Providing workers with the tools to notice, identify and report signs and indicators of modern slavery will greatly aid in the fight to eradicate this vicious crime.

Council workers play a vital role in all of our lives. Often your work takes place quietly behind the scenes and is part of the rhythm of daily life, unnoticed and sometimes taken for granted. The work you do day and daily provides you with precious opportunities to see indications of slavery and human trafficking that few others have the opportunity to see.

Whether cleaning each and every street in Northern Ireland or collecting bins at our front gate, whether inspecting premises or seeing behind the scenes at restaurants, you can go where many of us cannot.

This, together with the ability for some staff to act with other statutory authorities to disrupt and deter the work of criminal gangs, means that you are in the best possible place to look out for and report concerns about the circumstances of people who may have no other means of escape.

I welcome the collaboration between NILGA, my Department and the previous and current Independent Anti-Slavery Commissioners, in the production of this important guidance. I urge everyone to read the guidance and report any concerns you may have.



Justice Minister, Naomi Long

Dame Sara Thornton
Independent Anti-Slavery Commissioner



Modern slavery is a shocking crime which devastates the lives of its victims. However, we are often much closer than we think to the exploitation of others. Modern slavery can affect anyone – men, women and children of all ages and backgrounds who are exploited on our streets, in nail bars, hand car washes, factories and fields. In Northern Ireland in 2018, 52 potential victims of modern slavery were referred to the National Referral Mechanism (NRM) for support – an increase of 68% on the previous year. This is only the tip of the iceberg and the true scale of modern slavery is likely to be far higher.

As the Independent Anti-Slavery Commissioner, I have a UK-wide remit to encourage good practice in the detection, investigation and prosecution of modern slavery offences. In my Strategic Plan 2019-2021, I underline the importance of working in partnership across the modern slavery sector to foster a coordinated approach in tackling this scourge. Nowhere is such partnership working more important than with local authorities and councils.

Councils are well-placed to identify, disrupt and investigate modern slavery. There are many areas where council personnel may come across suspected victims of slavery, for example in licensing, trading standards and environmental health. Joint working within and across councils, including through Policing and Community Safety Partnerships, is essential to standardise and cascade modern slavery awareness and training to identify and refer victims.

Councils can also play a role to reduce the risks of trafficking taking place in their supply chains, by sharing best practice, engaging with suppliers and embedding human rights due diligence processes.

The Human Trafficking and Exploitation Act (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015 paved the way for similar legislation in the UK and Scotland. Five years on, we must continue to mobilise partnership working to tackle the exploitation taking place in our local communities.

This guide provides a handbook for all councils in Northern Ireland, equipping council personnel and their partners to identify, signpost and support victims of modern slavery. I look forward to working with NILGA, the Department of Justice and the Northern Ireland Strategic Migration Partnership (NISMP) as they promote this essential guidance.

A handwritten signature in black ink, appearing to read 'Sara Thornton'.

Dame Sara Thornton, Independent Anti-Slavery Commissioner

Terms and Definitions

First Responders

First Responders are responsible for completing and submitting National Referral Mechanism (NRM) referral forms in cases where an individual is suspected to be a potential victim of human trafficking or modern slavery. *Adults must consent to a referral being made.* However, where the suspected victims are children; the First Responder must complete and submit NRM referral forms for assessment.

In Northern Ireland, the First Responder organisations are:

- Police Service for Northern Ireland (PSNI)
- The Health and Social Care Trusts
- Gangmasters & Labour Abuse Authority (GLAA)
- UK Border Force (UKBF)
- UK Immigration Enforcement (UKIE)
- Belfast International Airport Police
- Belfast Harbour Police
- UK Visas and Immigration

In cases involving potential adult victims, the role is primarily performed by the PSNI. The First Responder completes an NRM Report Form and submits it to the PSNI Modern Slavery and Human Trafficking Unit (MSHTU) so that the case can be processed through the NRM System.

For issues relating to children, the Health and Social Care Board and the Police Service for Northern Ireland have developed the following guidance to provide information on the arrangements in place to identify and support child victims and potential victims of these offences: <https://www.health-ni.gov.uk/publications/protecting-unaccompanied-children-and-child-victims-human-trafficking-and-modern-slavery>

Human Trafficking

Human Trafficking involves arranging or facilitating the travel of another person with a view to them being exploited.

Modern Slavery

Modern Slavery is an umbrella term that is used to describe both slavery, servitude and forced or compulsory labour, and human trafficking.

Modern Slavery and Human Trafficking Unit (MSHTU)

The PSNI have a dedicated Modern Slavery and Human Trafficking Unit. Upon receipt of information about a potential victim of human trafficking, the PSNI will take appropriate action including some or all of the following actions¹:

¹ PSNI Website: <https://www.psnipolice.uk/crime/human-trafficking/>

- Remove victim to safe place
- Task an interpreter if required
- Record an initial account and gain consent for referral.
- Refer victim details to the National Modern Slavery Human Trafficking Unit (MSHTU) so victims can be supported by support groups through National Referral Mechanism (NRM)
- Commence a criminal investigation where appropriate.

NRM (National Referral Mechanism)

The National Referral Mechanism (NRM) is the UK's referral mechanism for identifying and supporting victims and potential victims of modern slavery.

OCTF (Organised Crime Task Force)

The Organised Crime Task Force is a strategic multi-agency Forum, chaired by the Department of Justice to tackle organised crime in Northern Ireland.

PVOT

Potential Victim of Trafficking / Modern Slavery

Section 54

Section 54 (Transparency in Supply Chains provisions) of the Modern Slavery Act 2015

TISC

Transparency in Supply Chains.

What is Modern Slavery?

Modern slavery is an umbrella term used to describe offences of, slavery, servitude and forced or compulsory labour; and also human trafficking.

The former offences cover 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*. These can be closely related to human trafficking, which involves the movement of a person for the purpose of exploiting them. Factors such as age or isolation can make an individual more vulnerable to these forms of exploitation.

Types of Modern Slavery ²

Labour exploitation:

A victim is made to work with little or no pay and may face violence or threats. If they are foreign nationals, their passports may be confiscated by their exploiters and they may be made to live in terrible conditions under constant threat.

Sexual exploitation:

Victims may be forced into prostitution, pornography or lap dancing for little pay. They may be deprived of their freedom of movement and subjected to threats and violence.

Forced criminality:

Victims can be forced to participate in a range of illegal activities including pick pocketing, shop lifting, cannabis cultivation and other activities.

Organ harvesting:

Victims are trafficked in order for their internal organs (typically kidneys or the liver) to be harvested for transplant.

Domestic servitude:

Victims work in a household where they may be ill-treated, humiliated, subjected to exhausting hours, forced to work and live under unbearable conditions or forced to work for little or no pay. In some cases, forced marriage can lead to domestic servitude.

² <https://www.local.gov.uk/modern-slavery-council-guide>

Debt bondage:

Can be present in many forms of exploitation and can take a range of forms. Debts may arise out of the exploitation itself, for example in relation to accommodation or travel fees, with victims having little or no way to pay it back. Costs may be deducted from their wages, leading to further debts being accrued. A person may be forced to work to pay off the debt and it can also be used as a means of controlling a victim and keeping them enslaved.

Forced Marriage:

Where people are forced into marriage for a range of reasons including exploiting the rights conferred on them by citizenship or for domestic servitude.

Financial Exploitation:

For example benefit fraud, where benefits are falsely claimed by perpetrators on behalf of their workers; bank accounts being opened in a victim's name but used by perpetrators; or workers' wages being paid directly into the exploiter's own bank accounts by companies who think they are paying a worker individually.

Modern Slavery in Northern Ireland

“Modern Slavery can affect anyone, of any age, gender or nationality. We need to be the eyes and ears of our communities and workplaces”

Modern Slavery Campaign, Department of Justice

Since the introduction of Northern Ireland’s modern slavery legislation, the PSNI’s Modern Slavery and Human Trafficking Unit has investigated potential victims of modern slavery and human trafficking recovered in Northern Ireland who were referred to the National Referral Mechanism (NRM). The figures of referrals each calendar year have ranged from 31 potential victims (in 2017) to 91 (in 2019), with an average of 52 potential victims recovered per year. The proportion of male and female victims each year can fluctuate, as can the breakdown of adults and minors and types of exploitation. However, over the past number of years, the majority of referrals have related to adults and to labour and sexual exploitation.

It should be noted that the figures above are only the tip of the iceberg and do not reflect the true scale of modern slavery in Northern Ireland. Adults identified as potential victims of trafficking or modern slavery (PVOT) have to give their consent to be referred to the NRM.

The Department of Justice Campaign “*Modern Slavery is closer than you think*” outlines the signs to look out for.

Possible signs of Modern Slavery or Human Trafficking include:

- **Someone who is distrustful of authorities**
- **Someone who appears to be under the control of others**
- **An overcrowded house or flat**
- **Someone who does not have cash because they can’t keep the money they earn**
- **Someone who can’t produce their passport or personal documents**

A more comprehensive list of indicators of Human Trafficking can be found on the NI Direct website: www.nidirect.gov.uk/articles/human-trafficking.

The United Nations Office on Drugs and Crime has also published a detailed list of key signs and indicators that may be present in a case involving human trafficking or any other form of modern slavery, which is provided at Annex 3.

How to report Modern Slavery

If you suspect that someone has been trafficked or enslaved:

- call 999 in an emergency
- call 101 about a general situation
- call 0800 0121 700 for the Modern Slavery Helpline.

Annex 1 provides additional information on local, national and international organisations which can offer support to victims and suspected victims of modern slavery.

The Legislation

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

This **Stormont enacted legislation**, the first of its type in the UK, includes several provisions to strengthen Northern Ireland's response to trafficking and slavery-like offences. Many of the Act's provisions are similar to the provisions included in the Westminster Modern Slavery Act 2015, thus ensuring there is a consistent approach to these types of crime across UK jurisdictions.

In accordance with Section 12 of the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act 2015, the Department of Justice publishes an annual Modern Slavery Strategy.

The Northern Ireland Modern Slavery Strategy 2019 – 2020 can be found on the Department of Justice website³.

Modern Slavery Act 2015 (application in Northern Ireland)

This **Westminster enacted legislation** includes a number of provisions which extend to Northern Ireland, including the remit of the Independent Anti-Slavery Commissioner, enforcement powers in relation to ships and transparency in supply chains.

a. Independent Anti-Slavery Commissioner⁴

The Independent Anti-Slavery Commissioner has a UK-wide remit to encourage good practice in the prevention, detection, investigation and prosecution of modern slavery offences. The Commissioner works directly with statutory agencies, which have a duty to co-operate with the Commissioner as set out in the Modern Slavery Act.

b. Enforcement powers in relation to ships

Section 37⁵ of the Modern Slavery Act sets out powers for law enforcement in Northern Ireland to tackle suspected human trafficking or slavery at sea.

c. Transparency in supply chains

A Modern Slavery Statement is currently required by certain commercial organisations⁶ to set out, in a publicly available statement, the steps they have taken to prevent modern slavery in their business and supply chains. In July 2018, the Home

³ www.justice-ni.gov.uk/publications/northern-ireland-modern-slavery-strategy-2019-2020

⁴ www.antislaverycommissioner.co.uk/

⁵ <http://www.legislation.gov.uk/ukpga/2015/30/notes/division/5/3/3>

⁶ www.gov.uk/guidance/publish-an-annual-modern-slavery-statement

Secretary announced an Independent Review of the Modern Slavery Act 2015. The final report of this review⁷ lists 80 recommendations, including recommendations to strengthen Section 54 of the Modern Slavery Act which relates to transparency in supply chains by extending the requirement to publish Modern Slavery Statements to government and the public sector. Some Local Authorities, NHS Trusts and Police Forces are already publishing modern slavery statements on a voluntary basis.

The review also recommends that Government should strengthen its public procurement processes to make sure non-compliant companies in the scope of section 54 are not eligible for public contracts.

The government will be working on proposals to extend the scope of Section 54 (TISC) for consideration across the UK. The Department of Justice and relative Executive Departments are giving consideration to taking forward appropriate measures for Northern Ireland.

Annex 2 outlines in further detail The Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015 and the Modern Slavery Act 2015.

⁷ www.gov.uk/government/publications/independent-review-of-the-modern-slavery-act-final-report

The Role of Councils in Tackling Modern Slavery

Councils have a key role to play in tackling modern slavery. Council Officers working on the ground and Elected Members who are at the community “coal face”, are well positioned to recognise and report the signs of modern slavery in communities and businesses.

Areas of council work where modern slavery may be suspected include:

- Through inspections of houses of multiple occupation (HMOs), council personnel may come across modern slavery victims living in substandard accommodation.
- Trading Standards, licencing, environmental health, planning and other regulatory services (e.g. food hygiene, nail bars, hand car washes) may come across potential victims or perpetrators when conducting inspections of premises.
 - Labour exploitation can take place in licensed premises and restaurants
 - Nail bars are also viewed as a high-risk sector in terms of labour exploitation.
 - Hand car washes is a sector recognised as having the potential for high levels of labour exploitation.
- Council personnel who undertake waste collection and street cleaning may notice activity in communities which may raise their suspicions that modern slavery could be happening.
- Council personnel working with local partners resettling new arrivals may find that trafficking or modern slavery has been present in refugees’ and asylum seekers’ routes into the UK.
- Registrars may come across situations where they suspect “forced marriage”.
- Customer services may come into contact with victims through their ordinary meetings with the public.

Licensing, environmental health and other council teams therefore have a role to play in tackling modern slavery by being aware of what to look out for and what to do if they have any concerns.

(Source: LGA; IASC; Tackling Modern Slavery – A Council Guide)

What can Councils do to tackle Modern Slavery?

Councils can effectively help stamp out trafficking and modern slavery through actively engaging with these issues in their public facing roles as well as through Community Planning, Policing and Community Safety Partnerships (PCSPs) and in their Procurement practices.

Councils can:

- 1 Provide Modern Slavery Awareness Training for all council personnel in public facing services
- 2 Designate a point of contact to report modern slavery concerns and raise awareness of modern slavery among communities
- 3 Establish clear procurement guidelines
- 4 Collaborate with other councils and agencies

1. Provide Modern Slavery Awareness Training for all council personnel in public facing services

A number of organisations provide Modern Slavery Awareness Training:

- The Department of Justice and the Department of Finance's Construction and Procurement Delivery (CPD) can advise on TISC (Transparency in Supply Chains) training for Public sector and Council Procurement Leads.
 - *(In January 2019 and November 2019, the Department of Justice invited Welsh Government officials to deliver training to public sector and council procurement leads across Northern Ireland, sharing best practice principles in public procurement.)*
- Voluntary and community sector organisations which can advise on modern slavery and provide training can be found at **Annex 1**.

2. Designate a point of contact to report modern slavery concerns and raise awareness of modern slavery among communities

Taking into consideration the different services which may come into contact with potential modern slavery incidents, councils should take steps to ensure a joined-up approach to the issue across their organisation.

Councils should **designate a lead officer or team who can act as a point of contact** and expertise on the issue. Council Community Planning, Good Relations or PCSP teams are ideally placed to fulfil this role. A Lead Officer from either one of these

teams could be nominated as the “go to” person for other officers or council workers who have concerns that modern slavery may be happening in certain businesses or in the community. A council protocol for reporting suspicions of modern slavery should be developed.

Community Planning Partnerships should be harnessed to share information and to raise awareness of modern slavery with communities and the drive to eradicate it.

Case study: Raising awareness among communities

The Home of St Patrick Festival 2018: Symposium on Modern Slavery

A joint initiative between Armagh City, Banbridge & Craigavon Borough Council and Newry, Mourne and Down District Council and supported by Tourism Northern Ireland, The Home of St Patrick Festival was instigated in 2016 across the key sites linked by Ireland’s patron saint. The festival aims to examine and celebrate who St Patrick was, his values, his life and his legacy. This holistic approach offers insights that can reflect on life in the contemporary world.

It is widely known and accepted that St Patrick was taken into captivity as a slave when he was a boy and lived in this enforced existence for many years. Throughout the centuries, slavery continued to exist as a horrific means of forced labour, subjugation and suppression.

We often think of slavery as a practice of the past, but in our 21st century world the situation continues across the world and maintains a life of misery, fear, hopelessness and pain for many millions of people. The Australia-based Walk Free Foundation estimate that 45.8 million people are trapped in Modern Slavery today. In addition, the National Crime Agency recently estimated that there were tens of thousands of victims in the UK alone and that their own earlier estimates of 13,000 were the “tip of the iceberg”.

In March 2018, The Home of St Patrick Festival hosted a half-day symposium in Armagh addressing this theme. Festival organisers understood that a global issue of this nature would not be solvable during an event like this. However, through discourse and communication they recognised that despite the global nature of the issue, there are national and local impacts.

A festival setting offers an alternative means of dialogue and examination. New people will hear of the subject and may be galvanised to act positively. Citizens may be encouraged to recognise signs, to speak out, and to help.

Policing and Community Safety Partnerships (PCSPs) are a key council resource in the drive to eradicate modern slavery in Northern Ireland. Intelligence which can be disclosed by the PCSP should be shared with the lead person / team in the council appointed as the “go to” for modern slavery concerns.

The close rapport PCSPs have built with communities through their work in improving community safety also provides a platform to raise awareness within these same communities, of modern slavery and human trafficking.

PCSPs provide the forum where Councillors can raise community safety concerns directly with the police. This will include concerns raised with Councillors by residents suspicious about potential trafficking or modern slavery activities relating to businesses or houses in their area.

Case study: Raising awareness among communities Human trafficking ‘GIFT box’

In 2017, the Mid and East Antrim Policing and Community Safety Partnership collaborated with the STOP THE TRAFFIK organisation to get people talking about human trafficking.

A huge walk-in ‘GIFT box’ art display at Fairhill Shopping Centre aimed to raise awareness by highlighting the promises made to people on the outside, then once inside, the reality of what can happen.

The structure was a unique project launched by STOP THE TRAFFIK and the United Nations Global Initiative to Fight Trafficking (UN.GIFT). The box had previously been on display at the London 2012 Olympics and other cities across the UK.

The Chair of MEA PCSP Cllr Brian Collins said, “The GIFT box is a unique way to raise awareness about modern slavery and human trafficking and gather knowledge on the issue. ... People have found that the GIFT box is a place to talk about ... concerns about suspected victims of trafficking and even conversations that lead to regional trafficking rings being disrupted.”

3. Establish clear procurement guidelines

In accordance with Section 54 of the Modern Slavery Act:

- every organisation carrying on a business in the UK with a total annual turnover of £36m or more is required to produce a slavery and human trafficking statement for each financial year of the organisation
- the statement must include the steps the organisation has taken during the financial year to ensure that slavery and human trafficking is not taking place in any of its supply chains, and in any part of its own business or; that the organisation has taken no steps in the financial year
- the statement must be approved by the board of directors (or equivalent) and signed by a director (or equivalent)
- the organisation is required to publish its annual statement on its website, with a link to the statement in a prominent place on the website's homepage
- if the organisation does not have a website, it has a duty to provide a copy of the statement on request and within 30 days of the request.

The government encourages all businesses, including those to whom the section 54 legislation does not apply: to voluntarily produce a slavery and human trafficking statement; to be open and transparent about their recruitment practices, policies and procedures in relation to modern slavery; and to take steps to create transparency, working towards minimising the risk of modern slavery in their supply chains.

Following the independent review of the Modern Slavery Act, it was recommended that the scope of Section 54 be extended to the public sector, including councils.

The Government has provided guidance under section 54 (9) of the Modern Slavery Act 2015, "*Transparency in Supply Chains etc. A practical guide.*"⁸ Transparency in supply chains is a process of continuous improvement. As stipulated in the guidance the government expects organisations to *build* on their statements year on year, and for the statements to evolve and improve over time.

Belfast City Council: Modern Slavery Statement

Belfast City Council voluntarily publishes an annual Modern Slavery Act Transparency Statement. In line with the Section 54 regulations, a link to Belfast City Council's Transparency Statement is provided on the website homepage. www.belfastcity.gov.uk/about/modern-slavery-act.aspx

⁸[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/649906/Transparency in Supply Chains A Practical Guide 2017.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/649906/Transparency_in_Supply_Chains_A_Practical_Guide_2017.pdf)

Learning from Local Government Association (The LGA):

- The LGA, in partnership with the University of Greenwich has created a **Council Transparency Statements Portal** providing the detail of English Councils' transparency statements.⁹ The Portal also provides an aide memoire; providing practical advice for Councils on how to draft the first transparency statement; what to include; where to publish it; and how to avoid some of the common pitfalls.
- **TISReport Transparency Map**¹⁰: An online tool used by councils in, whereby councils can upload details of their suppliers to see which ones comply with the Modern Slavery Act. Members of the public can also click on any council which has joined the scheme to see how many of its suppliers have complied with the act or produced a modern slavery statement.
- **LGA Guidance**: LGA's Tackling Modern Slavery Guide¹¹ recommends a number of steps Councils can take on ensuring transparent procurement.

LGA Guidance

Getting started: Promoting respect for human rights is not only a compliance issue, it requires action to understand supply chains, identify the risks involved and act upon them. This is what is referred to as human rights due diligence. Councillors can play a key role in ensuring that human rights due diligence is a part of their council's procurement practice through gaining organisational commitment, promoting supplier engagement and encouraging collaboration.

Gaining organisational commitment

- Councillors may wish to consider how they can reflect human rights due diligence by including policy commitments in social sustainability policies and strategies.
- They could also consider adopting responsible procurement as a core value, to help ensure that considering the impact of purchasing decisions is at the forefront.
- Awareness training, so that people can identify potential victims of modern slavery and know what action to take when they are identified is key to ensuring that modern slavery can be tackled appropriately.

Engaging with the council's suppliers

- Councils should always aim to work with suppliers on human rights due diligence, to ensure that they know what the council's strategy is and that they can work together to tackle the issue and deliver the strategy.
- Whilst councils may wish to end a contract if issues are discovered this can be counter-productive, as it could move the problem, and could create an atmosphere of fear and concealment in the industry. Councils should work alongside suppliers to tackle the issue.

⁹ <https://www.local.gov.uk/topics/community-safety/modern-slavery/transparency-statements>

¹⁰ <https://tisreport.org/public-sector/uk-transparency-report/>

¹¹ <https://www.local.gov.uk/modern-slavery-council-guide>

Council collaboration

- Understanding and addressing the risks of people working in supply chains is a major task for Councils. It is important for Councils to consider how they can work in collaboration with each other to have a greater impact and return on resources.
- Councils should consider asking staff to collaborate with other councils to engage in supply chain mapping, monitoring of supply chains or factory audits, recognising that only the very largest councils are likely to have the resources to do this individually.

(Source: LGA; IASC; Tackling Modern Slavery – A Council Guide)

Learning from Welsh Government:

Welsh Government has a Code of Practice on Ethical Employment in Supply Chains, and expects all Welsh bodies along with their suppliers and grant recipients to sign up to it.¹² Welsh government has also partnered with **TISCReport** to manage sign-ups to the Code of Practice¹³, and to help organisations to measure their progress.

Cardiff Council has become the first public body in Wales to sign the **Code of Practice: Ethical employment in supply chains**. LGA have published a case study on the work Cardiff Council are doing to ensure their supply chains in the future are free from modern slavery.¹⁴

4. Collaborate with other councils and agencies

In addressing the crime of modern slavery and human trafficking, collaboration between councils can have a greater impact and provide a greater return on resources. Opportunities for collaboration include:

- **All-Council Professional Officers Groups**

Council Professional Officer Groups bring together officers from Northern Ireland's 11 councils to facilitate collaboration and the sharing of best practice in their respective functions. These groups include the Environmental Health Professional Officers Group, Local Government Safeguarding Network and the Planning Professional Officers Group. Professional Officers Group collaborations provide the perfect platform for senior officers to share best practice on raising awareness of modern slavery and developing protocols if trafficking or modern slavery are suspected when officers are carrying out their duties.

- **Cross-council project collaboration**

Examples of cross council project collaborations where approaches to modern slavery and trafficking should be considered, can be found in the area of waste management. The Arc21 council collaboration for waste management (*Antrim & Newtownabbey Borough Council, Ards & North Down Borough Council, Belfast*

¹² <https://tiscreport.org/wales>

¹³ <https://gov.wales/ethical-employment-supply-chains-code-practice-guidance-and-training>

¹⁴ https://www.local.gov.uk/sites/default/files/documents/22.39%20Modern%20slavery%20case%20studies_web.pdf

City Council, Lisburn & Castlereagh City Council, Mid & East Antrim Borough Council and Newry Mourne & Down District Council) and the North West Regional Waste Management Group (*Causeway Coast & Glens Borough Council and Derry City & Strabane District Council*) are ideal mechanisms to explore how to create transparency in waste management supply chains to minimise the risk of modern slavery.

Belfast City Council has already identified “waste management” as an area of their supply chain as having a higher risk in relation to modern slavery.

- **Council collaboration with the private sector**

Over time, as larger organisations with turnover exceeding £36 million per annum take steps to create transparency in their supply chains, smaller organisations which supply goods or services to, or which are bidding for contracts with, these organisations, may be asked if they have a modern slavery statement or a policy which sets out their approach to tackling modern slavery.

Within Northern Ireland’s Councils, it would be useful for Economic Development teams to provide guidance to new and existing businesses in their districts on developing modern slavery transparency statements to enhance their competitiveness when bidding for new, or when renewing goods / services contracts.

In taking this forward, Economic Development teams can utilise already existing programmes. For example, 3 Councils (Antrim & Newtownabbey Borough Council; Lisburn & Castlereagh City Council and Mid & East Antrim Borough Council) are collaborating to take forward a Small Business Procurement Programme from May 2019 to December 2022 with 180 local businesses. Such a programme is a perfect vehicle for providing guidance to businesses on promoting transparency in their supply chains and developing modern slavery transparency statements to enhance their competitiveness when bidding for new or renewing goods / services contracts.

Next Steps

The purpose of this booklet is to provide an aide to Councils on how to actively tackle modern slavery through engaging with these issues in their public facing roles, in their procurement practices and through other council functions such as Community Planning and Policing and Community Safety Partnerships (PCSPs).

NILGA will continue to work with the Department of Justice, The Independent Anti-slavery Commissioner, Councils and our sister LGA organisations to update and enhance this guidance for Councils.

Suggested next steps for councils in taking forward work to address the issue of modern slavery and trafficking locally can be summarised as follows:

- **Embedding actions outlined in the Modern Slavery Strategy 2019 – 20; to:**
 - tackle modern slavery and to reduce vulnerability to exploitation and re-exploitation via:
 - strengthening of links with Policing and Community Safety Partnerships (PCSPs) and local government.
 - strengthen cross-sector resilience against modern slavery via:
 - ongoing liaison between DoJ, the Independent Anti-Slavery Commissioner and NILGA/NISMP on guidance for Councils
 - development and delivery of training and awareness initiatives
 - deliver training for public sector procurement leads in respect of transparency in supply chains.
- **Accessing “Train the trainer” sessions for Councils shared by the Department of Justice to provide Councils with the tools to deliver their own inhouse training on Modern Slavery.** *(The Train the Trainers session will be built into NILGA’s Regional Training Programme and further information will follow on an ongoing basis as appropriate).*
- **Using Training Materials for Council Staff, available from the Department of Justice and PSNI.** *(In April 2019, the Department of Justice and the PSNI wrote to all local Council CEOs to offer training materials for staff on modern slavery concerns¹⁵.)*
- **Taking account of any further government developments on proposals to extend the scope of Section 54 (TISC).**
- **Local Government review of actions related to Modern Slavery will be monitored by NILGA and SOLACE, through Professional Officer Groupings and Elected Member scrutiny.**
- **The Northern Ireland Strategic Migration Partnership (NISMP) will continue to represent council issues through the DoJ Engagement Group on Human Trafficking.**

¹⁵ <https://www.gov.uk/government/publications/2019-uk-annual-report-on-modern-slavery>

Disclaimer

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ANNEX 1

SOURCES OF INFORMATION AND SUPPORT

Local Emergency Services

The Police Service of Northern Ireland (PSNI)

Web: <https://www.psni.police.uk/> Telephone: 101 or in an emergency dial 999

PSNI investigate both proactively and reactively Human Trafficking offences. They work in partnership with other stakeholders within the OCTF subgroup to ensure rescued victims are properly supported. PSNI are first responders for these purposes.

The Health and Social Care Board (HSCB)

Web: <http://www.hscboard.hscni.net/> Telephone: 0300 555 0115

E-mail: Enquiry.hscb@hscni.net

The HSCB commissions social work and social care services for people with different individual needs who require support to live life fully and as independently as possible. Each of The Health and Social Care Trusts (HSCTs) provides services to the public within its geographical boundaries.

Local Community and Voluntary Organisations

Migrant Help

Web: <https://www.migranthelpuk.org/> Telephone (028) 9244 8448 or (028) 9244 8449 (out of hours) In Northern Ireland Migrant Help support all male adult potential victims of human trafficking/modern slavery irrespective of the type of exploitation within the NRM. We also support female potential victims of labour exploitation if accompanied by a male partner who is also a potential victim of labour exploitation or a family unit.

Belfast and Lisburn Women's Aid

Web: <http://belfastwomensaid.org.uk/> Telephone: 02890 666049 (9-5pm) 0808 802 1414 (24 Hour Domestic & Sexual Violence Helpline) E-mail:

admin@belfastwomensaid.org.uk Belfast & Lisburn Women's Aid primarily provides confidential support, information and emergency accommodation for women and children affected by domestic violence. They provide support for single adult female potential victims of modern slavery and human trafficking (including those with children and those who are pregnant as a result of their exploitation) while they go through the NRM process. This is funded by the Department of Justice.

Flourish NI

Web: <http://flourishni.org/> Telephone: 02890 098828

Flourish NI provide support to survivors of modern slavery ensuring they have access to key services such as counselling, advocacy, housing, education and training. Their aim is to support trafficked people to overcome the trauma of their past and move towards a brighter future, living independently in the community.

No More Traffik

Web: <https://www.nomoretraffik.com/>

No More Traffik's aim is to advocate and provide support for victims of human trafficking and work towards the long-term solution of abolishing modern-day slavery. They educate and connect people across Northern Ireland in their response to human trafficking.

Advice NI Web: <http://www.adviceni.net/> Telephone: 028 90 64 5919

Advice NI is a membership organisation that exists to promote, support and develop the independent advice sector across Northern Ireland. Its mission is to develop an independent advice sector that provides the best possible advice to those who need it most. Contact details for local Advice NI members can be accessed through the web address above.

British Red Cross Web: <http://www.redcross.org.uk/> Telephone: 02890 73 5350

British Red Cross is a volunteer-led humanitarian organisation that helps people in crisis, whoever and wherever they are. It enables vulnerable people at home and overseas to prepare for and respond to emergencies in their own communities. When the crisis is over, it helps people recover and move on with their lives.

Bryson Charitable Group

Web: www.brysongroup.org Telephone: 02890 325835 E-mail: info@brysongroup.org

Bryson Charitable Group is a Northern Ireland social enterprise tackling major social and economic challenges, committed to identifying and developing sustainable responses to existing and emerging social needs.

Christian Action Research and Education NI (CARE NI)

Web: <http://care.org.uk/> Telephone: 07534 911037

E-mail: N. Ireland Director: tim.martin@care.org.uk

CARE NI is a Christian charity seeking to uphold human dignity and to support the most vulnerable people in society, engaging with politicians in Northern Ireland.

Chinese Welfare Association

Web: <http://www.cwa-ni.org/> Telephone: 028 90 288277

Chinese Welfare Association works to secure the future of the Chinese community in Northern Ireland within a framework of racial equality and enable all sections of the community to fully participate in both the development of the community and the wider society.

International Justice Mission (IJM)

Web: <http://www.ijm.org/> Telephone: 02895 088098 (Northern Ireland) E-mail: ireland@ijmuk.org (Northern Ireland)

IJM seeks to rescue and restore victims, as well as strengthening Justice Systems to better protect communities from modern slavery. They educate, train, advocate and provide awareness of the issues around modern slavery.

Craigavon Intercultural Programme (CIP)

Web address: <http://www.craigavonintercultural.org/> Telephone: 02838 39 3372

E-mail: info@craigavonintercultural.org

Craigavon Intercultural Programme (CIP) is committed to supporting people from different cultural & ethnic backgrounds and seeks to be a catalyst in promoting innovation and opportunities for their community development. CIP offers practical assistance to both indigenous & new communities in promoting integration & encouraging full participation in society regardless of race/nationality.

EMBRACE Web: <http://www.embraceni.org/> Telephone: 02890 663145

EMBRACE is a group of Christians working together to promote a positive response to people seeking asylum, refugees, migrant workers and minority ethnic people in Northern Ireland.

Evangelical Alliance Web: <http://www.eauk.org/>

Telephone: 02890 739079 Email: nireland@eauk.org

The Evangelical Alliance is made up of hundreds of organisations, thousands of churches and tens of thousands of individuals. United in mission and voice, EA exist to serve and strengthen the work of the church in communities and throughout society. Highlighting the significant opportunities and challenges facing the church today, they work together to resource Christians so that they are able to act upon their faith in Jesus, and to speak up for the gospel, justice and freedom in their areas of influence.

Freedom Acts Web: <http://www.freedomacts.co.uk> Telephone: 02838 393372

Freedom Acts delivers awareness and training to many voluntary and statutory groups and directly through school lessons, seminars, workshops and presentations. Their aim is for safe, inclusive communities where people are free from exploitation.

Homeplus NI Limited Web: <http://homeplusni.com/> Telephone: 02890 311836 or 07889867610

Homeplus NI Limited aims to deliver services that would meet the immediate accommodation and support needs of vulnerable homeless people who are sleeping rough, particularly those in the Belfast and Greater Belfast areas. It works with the most vulnerable in our society who have become homeless and those who are sleeping rough, including foreign nationals, refugees, asylum seekers, and those without recourse to public funds.

Invisible Traffick

Web: www.invisibletraffick.org Telephone: 02891 819781 Email: info@invisibletraffick.org

Invisible Traffick provide awareness, education and active support to promote a clearer sense of the signs and dangers of human trafficking.

The Law Centre (NI)

Web: <http://www.lawcentreni.org/> Telephone: 02890 24 4401
Email: admin.belfast@lawcentreni.org

The Law Centre (NI) will normally provide representation in appeals before the Asylum and Immigration Tribunal and any further relevant challenges by way of judicial review or via the Court of Appeal and beyond, where necessary. The Law Centre concentrates on appeals from decisions refusing political asylum and will also represent in other immigration appeals from time to time but as a lower priority. It prioritises representation for asylum appeals, strategic cases, detained clients, foreign national prisoners and vulnerable clients subject to imminent removal. It also provides specialist legal advice for victims of trafficking.

The Law Society of Northern Ireland

Web: <http://www.lawsoc-ni.org/> Telephone: 02890 23 1614 Email: enquiry@lawsoc-ni.org The Law Society of Northern Ireland is a professional body, which has the authority to discipline, educate and regulate practising solicitors in Northern Ireland. Among other things the Society has an online Solicitors Database which provides access to the contact details of firms and solicitors in the major cities, towns and villages in Northern Ireland. Note: The Society cannot offer legal advice to the general public or deal with inquiries that properly should be placed with the person's own solicitor.

Northern Ireland Community of Refugees and Asylum Seekers (NICRAS)

Web : <http://www.nicras.btck.co.uk/> Telephone: 02890 246699 Email: info@nicras.org.uk NICRAS aims to support the integration process of refugees and asylum seekers into local communities throughout Northern Ireland.

NEXUS NI

Web: <http://www.nexusinstitute.org/> Belfast – 02890 32 6803 L'derry – 02871 26 0566 Enniskillen – 02866 32 0046 Nexus offers counselling to survivors of childhood sexual abuse, victims of sexual violence including those who have experienced rape and sexual assault. Nexus has four offices across Northern Ireland. Nexus also offers counselling from outreach centres throughout Northern Ireland.

Rape Crisis Network Ireland

Rape Crisis Network Ireland provides counselling and support for survivors of sexual violence and abuse and those who support them. Web: <http://www.rcni.ie> 24-hour helpline: 1800 778888

Refugee Action

Web: <http://www.refugee-action.org.uk/> Telephone: 0808 800 0007
E-mail: info@refugee-action.org.uk

Refugee Action is an independent national charity working with refugees to build new lives in the UK. It provides practical advice and assistance for newly arrived asylum seekers and long-term commitment to their settlement through community development work.

South Tyrone Empowerment Programme (STEP)

Web: <http://www.stepni.org/> Telephone: 02887 75 0211 E-mail: info@stepni.org

STEP seeks to enable those most vulnerable to marginalisation, disadvantage and exclusion, to develop the confidence and skills to be heard; to identify their own strengths and needs; to access the support and expertise to help them in finding solutions and advocating social change.

Victim Support NI

Web: <http://www.victimsupportni.co.uk/> Telephone: Belfast Hub Office – (028) 9024 3133
Derry/Londonderry Hub Office - (028) 7137 0086

Victim Support NI is the charity which helps people affected by any type of crime. It provides emotional support, information and practical help to victims, witnesses and others affected by crime, including those seeking compensation through the criminal injuries compensation scheme.

The Welcome Organisation

Web: <http://www.homelessbelfast.org/> Telephone: 02890 240424

Email: info@homelessbelfast.org

The Welcome Organisation has been working in Belfast for the last 15 years to address the needs of people who are homeless or rough sleeping in the city. They aim to support people in making the move off the street, progressing towards independent living and alleviating isolation - providing a sense of belonging and community. Services provided and contact details can be accessed through the website.

UK Wide Organisations

Modern Slavery Helpline

Web: <http://www.modernslaveryhelpline.org/> Telephone: 0800 0121 700 The Modern Slavery Hotline can be called if you require help, wish to report a suspicion or seek advice.

The United Kingdom Modern Slavery Human Trafficking Unit (MSHTU)

Web:

Telephone: 0844 778 2406 (National Referral Mechanism Team) E-mail:

nrm@nca.x.gsi.gov.uk (for NRM Referral forms) A multi-agency centre that provides a central point for the development of expertise and co-operation in relation to the trafficking of human beings. It works with other stakeholders from the governmental, non-governmental and inter-governmental sectors in the UK and abroad.

Single Competent Authority Telephone: 028 9019 1050 or 028 90 191049 (Competent Authority contact for Northern Ireland)

United Kingdom Border Force (UKBF)

Web: <https://www.gov.uk/government/organisations/border-force> Telephone: 0300 123 700 UKBF is a law enforcement command within the Home Office. They secure the borders of the UK by carrying out immigration and customs control for people and goods entering the UK.

Gangmasters & Labour Abuse Authority (GLAA)

Contact details for the Gangmasters & Labour Abuse Authority (GLAA), that works to protect vulnerable and exploited workers. If you have any information about the mistreatment of workers, labour providers operating without a licence or a business using an unlicensed gangmaster, you can report it using the contact details below.

Phone: [034 5602 5020](tel:03456025020) and select option 1 or 0044 345 602 5020 (outside the UK). Lines are open Monday to Friday 9:00 am to 5:00 pm.

Email: licensing@gla.gsi.gov.uk

Website: [Gangmasters Licensing Authority \(GLA\) website](#)

Human Trafficking Foundation

Web: <http://www.humantraffickingfoundation.org/> Telephone: 020 3773 2040

E-mail: info@humantraffickingfoundation.org The Human Trafficking Foundation is a UK-based charity which grew out of the work of the All Party Parliamentary Group on Human

Trafficking. HTF was created in order to support and add value to the work of the many charities and agencies operating to combat human trafficking in the UK.

International Organisation for Migration (UK)

Web: www.iomlondon.org Telephone: 020 7233 0001 0800 0121 700 (Modern Slavery Helpline) E-mail: iomuk@iom.int IOM UK runs two voluntary return programmes: one is for anyone who has been in the asylum system at any stage – applying, appealing, refused – (VARRP); another for irregular migrants – who have overstayed their visas or have been smuggled or trafficked into the country (AVRIM). Under both programmes IOM arranges flights and onward transportation to the home doorstep but under the scheme for asylum seekers, IOM also delivers Reintegration Assistance in the country of return.

Missing People UK

Web: www.missingpeople.org.uk Telephone: 020 8392 4527 (Missing from Care Team) Missing People is a voluntary organisation that provides support for missing children, vulnerable adults and families. It offers specialist advice and practical support as well as searching and securing publicity. Local Authorities (LAs) in England fund the Missing People's Missing from Care Team that provides a specialist service to LA children's social care when any of their 'looked after' children go missing. LA children's social care professionals can contact the Missing from Care Team.

NSPCC

Web: <http://www.nspcc.org.uk/> Helpline: 0808 800 5000

NSPCC are a charity fighting to prevent and protect children from abuse.

Citizens Advice

Web: <http://www.citizensadvice.co.uk/> Citizens Advice helps people resolve their debt, benefits, housing, legal, discrimination, employment, immigration, consumer and other problems and is available to everyone regardless of race, gender, sexuality, age, nationality, disability or religion. Contact details for local Citizens Advice can be accessed through the web address above.

The Salvation Army

Web: <http://www.salvationarmy.org.uk/> Telephone: 020 7367 4500
E-mail: info@salvationarmy.org.uk The Salvation Army extends a helping hand to those who are homeless, friendless and in need; demonstrating Christian principles through practical support, offering unconditional friendship, and very practical help to people of all ages, backgrounds and needs.

Samaritans

Web: <http://www.samaritans.org/> National Helpline: 08457 90 90 90
E-mail: jo@samaritans.org

Samaritans aims to benefit society by improving people's emotional health in order to create a greater sense of well-being. Apart from being a 24-hour source of support on the telephone, by e-mail, by letter or face to face, Samaritans also work in local communities. Contact details for local branches can be accessed through the above web address.

Society of St Vincent de Paul

Web: <http://www.svp.ie/appeal/> Telephone: 048 903 51561

E-mail: info@svpni.co.uk Society of St Vincent de Paul is a voluntary social service organisation committed to helping those in need, regardless of creed or lifestyle.

Solas Trust

Web: <http://www.solastrust.org/>

Solas Trust provides refuge, restoration and rehabilitation for women who have been rescued from human trafficking and helps to equip them with the skills and confidence necessary to lead a full and productive life.

International Organisations

Soroptimist International

Web: www.sigbi.org Email: hq@sigbi.org

Soroptimist International, which consists of Soroptimist International of the Americas, Soroptimist International of Europe, Soroptimist International of Great Britain & Ireland and Soroptimist International of the South West Pacific, is a global volunteer movement working together to transform the lives of women and girls.

Annex 2:

The Legislation:

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

The Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015 received Royal Assent on 13 January 2015.

The Act includes several provisions to strengthen Northern Ireland's response to trafficking and slavery-like offences. Many of the Act's provisions are similar to the provisions included in the Westminster Modern Slavery Act 2015, ensuring there is a consistent approach to these types of crime across UK jurisdictions. (DOJ /OCTF NI Human Trafficking and Exploitation Action Plan 2014-15, Final Progress Report – May 2015)

In relation to human trafficking and slavery / forced labour, the Act:

- *Established new offences of human trafficking and slavery, servitude and forced or compulsory labour;*
- *Increased the maximum sentence for human trafficking and slavery, servitude and forced compulsory labour to life imprisonment;*
- *Introduced a minimum 2-year sentence for these offences, unless there are exceptional circumstances to warrant a lower sentence;*
- *Made it easier to confiscate the assets of exploiters and to force them to pay reparation to victims;*
- *Made provision for slavery and trafficking prevention orders;*
- *Placed a statutory requirement on the Department of Justice to provide assistance and support to potential adult victims who are referred to the NRM;*
- *Created a new statutory defence for victims who have been compelled to commit other offences;*
- *Contained new protections for victims within the criminal justice system in respect of avoiding secondary victimisation in police interviews and ensuring access to special measures in court and;*
- *Included provision in respect of independent guardians for trafficked and separated children.*

(Source: DoJ and OCTF Northern Ireland Human Trafficking and Exploitation Action Plan 2014 – 15; Final Progress report, May 2015)

Modern Slavery Strategy 2019 – 2020 – Overview:

In accordance with Section 12 of the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act 2015, the **Department of Justice** publishes an annual Modern Slavery Strategy.

The Northern Ireland Modern Slavery Strategy 2019 – 2020 is available at the following link: <https://www.justice-ni.gov.uk/publications/northern-ireland-modern-slavery-strategy-2019-2020>

Since enactment of the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (NI) in 2015, The Modern Slavery Strategy 2019-2020 is the third strategy published by the Department of Justice.

The three strategic priorities are to **Pursue, Protect** and **Prevent**.

- **Pursue** - Detecting, investigating, disrupting and prosecuting modern slavery offenders
- **Protect** – Reducing the harm caused by modern slavery by improved victim identification and support
- **Prevent** – Reducing the threat of modern slavery by reducing vulnerability and demand and by raising awareness

As outlined by Peter May, Permanent Secretary, Department of Justice in the foreword of the strategy, the first convictions under the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act were made in February 2018; he indicated that this was encouraging as it “*undermines any “low risk, high profit” perceptions held by exploiters and sends out a strong message that modern slavery will not be tolerated.*” Mr May added, “*The strategy also seeks to strengthen the approach to training across relevant sectors in Northern Ireland.*”

National Referral Mechanism (NRM)

Modern Slavery offences are often considered to be *hidden* crimes which makes 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 victim of human trafficking or modern slavery.

In Northern Ireland, the **First Responders** who 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)**
- **Belfast International Airport Police**
- **Belfast Harbour Police**
- **UK Visas and Immigration**

(Note: In England and Wales and Scotland, Councils are also “First Responder” organisations.)

The Home Office is currently leading on major reform of the National Referral Mechanism. The Department of Justice are also a participant in this reform. As outlined in the action plan of the DOJ’s Modern Slavery Strategy 2019-20 under the “Protect” workstream there will be ongoing policy work on “Duty to Notify” provisions, taking into account UK-wide NRM reforms. *(Implementation of Duty to Notify legislation and statutory guidance will be subject to an available legislative vehicle.)*

DOJ’s Modern Slavery Strategy for 2019 – 2020 Action Plan

As outlined in the DOJ’s Modern Slavery Strategy for 2019 – 2020; to tackle modern slavery and to “reduce vulnerability to exploitation and re-exploitation”, the DOJ will:

- **strengthen its links with Policing and Community Safety Partnerships (PCSPs) and local government.**

Also, to “**strengthen cross-sector resilience against modern slavery**” (P24), there will be:

- **ongoing liaison between the Independent Anti-Slavery Commissioner and NILGA on guidance for Councils;**
- **development and delivery of training and awareness initiatives;**
- **a training needs analysis to consider awareness of procurement issues;**
- **training for public sector procurement leads in respect of transparency in supply chains.**

DOJ has also previously provided training sessions for Registrars to speak about the signs of human trafficking for forced marriage and has distributed tailored material to all Registrars through the General Register Office (GRO). (Source: DoJ and OCTF Northern Ireland Human Trafficking and Exploitation Action Plan 2014 – 15; Final Progress report, May 2015)

Modern Slavery Act 2015 (application in Northern Ireland)

The Westminster Modern Slavery Act 2015 received Royal Assent on 26th March 2015.

A number of provisions in the Act, relating to enforcement powers in relation to ships, the Independent Anti-Slavery Commissioner, and transparency in supply chains extend to Northern Ireland. (DOJ/OCTF NI Human Trafficking and Exploitation Action Plan 2014-15, Final Progress Report – May 2015)

The Independent Anti-Slavery Commissioner - The role of the Commissioner is to encourage good practice in preventing, detecting, investigating and prosecuting slavery and trafficking, as well in the identification of victims. As of April 2019, Dame Sara Thornton QPM holds the role of Independent Anti-slavery Commissioner.

Section 54 (Transparency in Supply Chains provisions) of the Modern Slavery Act 2015 requires any commercial organisation that supplies goods or services and conducts business or part of a business in the UK and has an annual turnover of at least £36 million to produce a slavery and human trafficking statement each financial year. The statement must set out what steps the organisation has taken over the previous 12 months to ensure that slavery and human trafficking is not taking place in its business and global supply chains. If an organisation has taken no such steps, they must publish a statement saying they have taken no action. (2018 UK Annual Report on Modern Slavery).

The Government has issued guidance under section 54 (9) of the Modern Slavery Act 2015, “Transparency in Supply Chains etc. A practical guide” is available at the link below:
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/649906/Transparency_in_Supply_Chains_A_Practical_Guide_2017.pdf

Enforcement powers in relation to ships – Section 37 of the Modern Slavery Act sets out powers for law enforcement in Northern Ireland to tackle suspected human trafficking or slavery at sea. Section 37 also sets out scenarios in which an NI Constable or an Enforcement Officer may use additional powers in relation to vessels where an offence of human slavery is suspected in waters adjacent to Northern Ireland, or in international or foreign waters. Section 37 also provides a power to stop and board a ship, and to direct the vessel to be taken to a port in Northern Ireland or elsewhere and be detained there, where there are reasonable grounds to suspect that slavery or human trafficking is taking place or has been committed. (legislation.gov.uk Modern Slavery Act 2015, Explanatory notes)

Independent Review of the Modern Slavery Act 2015

In July 2018, at the request of the Prime Minister, the Home Secretary announced an Independent Review of the Modern Slavery Act 2015. On 22nd May 2019, the Home Secretary laid in Parliament the final report of the Independent Review of the Modern Slavery Act 2015.

Although the Modern Slavery Act 2015 mainly relates to England and Wales, there are, as mentioned earlier, provisions which extend to Northern Ireland including the Independent Anti-Slavery Commissioner (sections 40 – 44) and Transparency in supply chains (section 54). A link to the Independent Review final report of the Modern Slavery Act 2015 is provided here: <https://www.gov.uk/government/publications/independent-review-of-the-modern-slavery-act-final-report>

The final report details the findings of the review and lists 80 recommendations; including recommendations to strengthen Section 54 of the Modern Slavery Act 2015.

2.6 Government and the public sector (Pg. 43)

2.6.1 There was general agreement among advisers and stakeholders consulted that government should lead by example and be covered by Section 54. Some Local Authorities, NHS Trusts and Police Forces are already publishing modern slavery statements. They are doing so on a voluntary basis as there is currently no requirement in the legislation for the public sector to report.

(Source: Independent Review of Modern Slavery Act 2015 – Final Report, May 2019)

Recommendation 32 (Pg. 24): Section 54 should be extended to the public sector. Government departments should publish a modern slavery statement at the end of the financial year, approved by the Department's board and signed by the Permanent Secretary as Accounting Officer. Local government, agencies and other public authorities should publish a statement if their annual budget exceeds £36million.

Recommendation 33 (Pg. 25): Government should strengthen its public procurement processes to make sure non-compliant companies in the scope of section 54 are not eligible for public contracts.

(Source: Independent Review of Modern Slavery Act 2015 – Final Report, May 2019)

On 9th July 2019, the UK Government published their response, a link to the report is provided here:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/815410/Government_Response_to_Independent_Review_of_MS_Act.pdf

As outlined in the UK Government response to the independent review, the UK government has committed to strengthening section 54 (transparency in supply chains requirements) of the Modern Slavery Act and will be working on proposals to extend the scope of the legislation, for consideration across the UK. The Department of Justice will be leading on this for Northern Ireland.

ANNEX 3

UN list of human trafficking indicators

(Source: Working arrangements for the Welfare and Protection of Adult victims and potential victims of Human Trafficking and Modern Slavery. Guidance by DoJ, PSNI and HSCB, November 2018)

The United Nations Office on Drugs and Crime has published a detailed list of key signs and indicators that may be present in a case involving human trafficking or other forms of modern slavery. These are set out below.

Not all the indicators listed below are present in all situations involving trafficking in humans. Although the presence or absence of any of the indicators neither proves nor disproves that human trafficking is taking place, their presence should lead to investigation. Victims of trafficking in humans can be found in a variety of situations. You can play a role in identifying such victims.

General Indicators – victims of modern slavery:	
<ul style="list-style-type: none"> • Believe that they must work against their will • Be unable to leave their work environment • Show signs that their movements are being controlled • Feel that they cannot leave • Show fear or anxiety • Be subjected to violence or threats of violence against themselves or against their family members and loved ones • Suffer injuries that appear to be the result of an assault • Suffer injuries or impairments typical of certain jobs or control measures • Suffer injuries that appear to be the result of the application of control measures • Be distrustful of the authorities • Be threatened with being handed over to the authorities • Be afraid of revealing their immigration status • Not be in possession of their passports or other travel or identity documents, as those documents are being held by someone else • Come from a place known to be a source of human trafficking • Have had the fees for their transport to the country of destination paid for by facilitators, whom they must pay back by working or providing services in the destination 	<ul style="list-style-type: none"> • Have false identity or travel documents • Be found in or connected to a type of location likely to be used for exploiting people • Be unfamiliar with the local language • Not know their home or work address • Allow others to speak for them when addressed directly • Act as if they were instructed by someone else • Be forced to work under certain conditions • Be disciplined through punishment • Be unable to negotiate working conditions • Receive little or no payment • Have no access to their earnings • Work excessively long hours over long periods • Not have any days off • Live in poor or substandard accommodations • Have no access to medical care • Have limited or no social interaction • Have limited contact with their families or with people outside of their immediate environment • Be unable to communicate freely with others • Be under the perception that they are bonded by debt • Be in a situation of dependence • Have acted on the basis of false promises

Children – child victims of modern slavery:

- Have no access to their parents or guardians
- Look intimidated and behave in a way that does not correspond with behaviour typical of children their age
- Have no friends of their own age outside of work
- Have no access to education
- Have no time for playing
- Live apart from other children and in substandard accommodations
- Eat apart from other members of the "family"
- Be given only leftovers to eat
- Be engaged in work that is not suitable for children
- Travel unaccompanied by adults

- Travel in groups with persons who are not relatives
- The following might also indicate that children have been trafficked:
- The presence of child-sized clothing typically worn for doing manual or sex work
 - The presence of toys, beds and children's clothing in inappropriate places such as brothels and factories
 - The claim made by an adult that he or she has "found" an unaccompanied child
 - The finding of unaccompanied children carrying telephone numbers for calling taxis
 - The discovery of cases involving illegal adoption

Domestic servitude – victims of domestic servitude:

- Live with a family
- Not eat with the rest of the family
- Have no private space
- Sleep in a shared or inappropriate space
- Be reported missing by their employer even though they are still living in their employer's house

- Never or rarely leave the house for social reasons
- Never leave the house without their employer
- Be given only leftovers to eat
- Be subjected to insults, abuse, threats or violence

Forced labour – victims of labour exploitation:

People who have been trafficked for the purpose of labour exploitation are typically made to work in sectors such as the following: agriculture, construction, entertainment, service industry and manufacturing (in sweatshops).

- Live in groups in the same place where they work and leave those premises infrequently, if at all
- Live in degraded, unsuitable places, such as in agricultural or industrial buildings
 - Not be dressed adequately for the work they do: for example, they may lack protective equipment or warm clothing
 - Be given only leftovers to eat
 - Have no access to their earnings
 - Have no labour contract
 - Work excessively long hours
 - Depend on their employer for a number of services, including work, transportation and accommodation
 - Have no choice of accommodation
 - Never leave the work premises without their employer
 - Be unable to move freely
 - Equipment is designed or has been modified so that it can be operated by children.
 - There is evidence that labour laws are being breached.

- Be subject to security measures designed to keep them on the work premises
 - Be disciplined through fines
 - Be subjected to insults, abuse, threats or violence
 - Lack basic training and professional licences
- The following might also indicate that people have been trafficked for labour exploitation:
- Notices have been posted in languages other than the local language.
 - There are no health and safety notices.
 - The employer or manager is unable to show the documents required for employing workers from other countries.
 - The employer or manager is unable to show records of wages paid to workers.
 - The health and safety equipment is of poor quality or is missing.
 - There is evidence that workers must pay for tools, food or accommodation or that those costs are being deducted from their wages.

Forced begging and petty crime:

- May be children, elderly persons or disabled migrants who tend to beg in public places and on public transport
- Be children carrying and/or selling illicit drugs
- Have physical impairments that appear to be the result of mutilation
- Be children of the same nationality or ethnicity who move in large groups with only a few adults
- Be unaccompanied minors who have been “found” by an adult of the same nationality or ethnicity
- Move in groups while travelling on public transport: for example, they may walk up and down the length of trains
- Participate in the activities of organized criminal gangs
- Be part of large groups of children who have the same adult guardian
- Be punished if they do not collect or steal enough

- Live with members of their gang
- Travel with members of their gang to the country of destination
- Live, as gang members, with adults who are not their parents
- Move daily in large groups and over considerable distances

The following might also indicate that people have been trafficked for begging or for committing petty crimes:

- New forms of gang-related crime appear.
- There is evidence that the group of suspected victims has moved, over a period of time, through a number of countries.
- There is evidence that suspected victims have been involved in begging or in committing petty crimes in another country.

Sexual exploitation – victims of sexual exploitation:

- May be of any age, although the age may vary according to the location and the market
- Move from one brothel to the next or work in various locations
- Be escorted whenever they go to and return from work and other outside activities
- Have tattoos or other marks indicating “ownership” by their exploiters
- Work long hours or have few if any days off
- Sleep where they work
- Live or travel in a group, sometimes with other women who do not speak the same language
- Have very few items of clothing
- Have clothes that are mostly the kind typically worn for doing sex work
- Only know how to say sex-related words in the local language or in the language of the client group

- Have no cash of their own
- Be unable to show an identity document
- There is evidence that suspected victims have had unprotected and/or violent sex.
- There is evidence that suspected victims cannot refuse unprotected and/or violent sex.
- There is evidence that a person has been bought and sold.
- There is evidence that groups of women are under the control of others.
- Advertisements are placed for brothels or similar places offering the services of women of a particular ethnicity or nationality.
- It is reported that sex workers provide services to a clientele of a particular ethnicity or nationality.
- It is reported by clients that sex workers do not smile.

All public facing agencies and service providers should be alert to these indicators to ensure the correct action is taken.

Useful Links

1. Local Government Association; Independent Anti-Slavery Commissioner – *“Tackling Modern Slavery; A Council Guide”*, December 2017
<https://www.local.gov.uk/modern-slavery-council-guide>
2. Department of Justice; Organised Crime Task Force – *“NI Modern Slavery Strategy 2019 – 2020”*
<https://www.justice-ni.gov.uk/sites/default/files/publications/justice/modern-slavery-strategy-2019-2020.pdf>
3. nidirect; Human Trafficking
<https://www.nidirect.gov.uk/articles/human-trafficking>
4. Local Government Association; Tackling Modern Slavery – Council Case Studies
<https://www.local.gov.uk/tackling-modern-slavery-council-case-studies>
5. GOV.UK; *2018 UK Annual Report on Modern Slavery*
<https://www.gov.uk/government/publications/2018-uk-annual-report-on-modern-slavery>
6. GOV.UK; *2019 UK Annual Report on Modern Slavery*
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/840059/Modern_Slavery_Report_2019.pdf
7. GOV.UK; Independent Review Final Report of the Modern Slavery Act 2015; May 2019
<https://www.gov.uk/government/publications/independent-review-of-the-modern-slavery-act-final-report>
8. HM Government: UK Government Response to the Independent Review of the Modern Slavery Act 2015. July 2019
<https://www.gov.uk/government/publications/government-response-to-the-independent-review-of-the-modern-slavery-act>
9. GOV.UK – *“Transparency in Supply Chains etc. A practical guide”* 2017
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/649906/Transparency_in_Supply_Chains_A_Practical_Guide_2017.pdf
10. LGA Portal – *Modern Slavery in the supply chain – council transparency statements*
<https://www.local.gov.uk/topics/community-safety/modern-slavery/transparency-statements>
11. LocalGov.uk – *Your authority on UK local government- Transparency map launched to tackle modern slavery*
<https://tiscreport.org/public-sector/uk-transparency-report/>
12. Welsh Government – TISC Report: <https://tiscreport.org/wales>

13. Welsh Government Code of Practice on Ethical Employment in Supply Chains:
<https://gov.wales/ethical-employment-supply-chains-code-practice-guidance-and-training>
14. LGA Tackling Modern Slavery – Council Case Studies
https://www.local.gov.uk/sites/default/files/documents/22.39%20Modern%20slavery%20case%20studies_web.pdf
15. Working Arrangements for the Welfare and Protection of Adult Victims and Potential Victims of Human Trafficking and Modern Slavery. Guidance by DoJ, PSNI and HSCB, November 2018
<http://www.hscboard.hscni.net/download/PUBLICATIONS/safeguard-vulnerable-adults/niasp-publications/Working-arrangement-for-the-welfare-and-protection-of-adult-victims-potential-victims-human-trafficking-and-modern-slavery.pdf>
16. *Modern Slavery Act 2015 – Explanatory Notes*
<http://www.legislation.gov.uk/ukpga/2015/30/notes/division/5/3/3>