



Department of
Justice

An Roinn Dlí agus Cirt
Máinnystrie O tha Laa



**ORGANISED
CRIME**
TASK FORCE

**NORTHERN IRELAND
DRAFT MODERN SLAVERY & HUMAN TRAFFICKING
STRATEGY**

Consultation Document

Date: October 22

INTRODUCTION

Modern slavery and human trafficking takes many forms and guises and therefore requires everyone in society to work collectively to ensure that victims are supported, wider society is informed and the relevant authorities are enabled to pursue the selfish and heartless offenders who prey on and exploit vulnerable victims.

Significant progress has been made to address this issue through previous strategies and by working in partnership with statutory and non-statutory organisations, but we cannot afford to let down our guard in tackling these heinous crimes. This strategy has now moved from an annual strategy to a three year strategy to enable a more comprehensive framework to be developed for both short and long term policy priorities, actions and measurable outcomes.

As with previous strategies, objectives continue to be set out under three key strands, namely to **pursue** offenders, **protect** victims and **prevent** these crimes from occurring.

The aim of this consultation exercise is to gather views on whether the actions set out in this draft strategy will help us to assess and respond effectively to the threat of modern slavery and human trafficking while also ensuring there is adequate support and protection for adult and child victims.

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SECTION 1 – ABOUT THIS CONSULTATION

- 1.1 The Department of Justice is seeking views from the public and key stakeholders across a wide range of sectors on a new three-year modern slavery and human trafficking strategy that seeks to build on the progress made under previous strategies.
- 1.2 The draft strategy is a multiagency collaboration, with actions delivered by members of Northern Ireland's Organised Crime Task Force, NGO Engagement Group and other agencies working to address modern slavery and human trafficking. Key partners involved in helping to deliver the strategic modern slavery and human trafficking objectives include organisations such as the Police Service of Northern Ireland, Public Prosecution Service, Policing and Community Safety Partnerships, Department of Health, Health & Social Care Trusts, Department for the Economy, Department for Communities, Home Office, National Crime Agency, District Councils, Probation Service, a range of non-Governmental organisations (NGOs), An Garda Síochána, and the Gangmasters Labour Abuse Authority.
- 1.3 Modern slavery and human trafficking cuts across all sections of society and can affect all of us. We are therefore keen to hear views and comments from individuals and a wide range of organisations across all sectors to ensure that the resulting strategy is as informed, comprehensive and effective as possible in helping to equip Northern Ireland to identify and eradicate modern slavery and human trafficking.

SECTION 2 – HOW TO RESPOND

- 2.1 A response questionnaire is available at Citizen Space. In order to aid analysis of responses it would be helpful if you could use the response questionnaire when responding:

<https://consultations.nidirect.gov.uk/doj/public-consultation-on-modern-slavery-and-human-tr>

- 2.2 The consultation will be open for 12 weeks. The closing date will be 10 January 2023.

Alternative Formats

- 2.3 Hard copies of this document and copies in other formats, including Braille, large print etc., are available upon request. If you require an alternative format or in a language other than English, please let us know and we will do our best to assist you. If you require any further information on this consultation or the content of this document, or any other assistance to make a response, please contact the Department.

We can be contacted using the details provided below:

By Email: MSHTEnquiries@justice-ni.gov.uk

In writing: Modern Slavery and Human Trafficking Branch
Protection and Organised Crime Division
Department of Justice
Castle Buildings
Stormont Estate
Belfast
BT4 3SG

Impact Assessments

- 2.4 The policy proposals have been screened for equality impacts and rural needs impacts. No adverse implications or impacts are identified. Copies of the

screening assessments are available on our website along with the consultation document. We welcome any comments you might have on the screening documents. The screening assessments will be revisited as necessary if there are significant changes to the strategy as a result of the outcome of the consultation.

Privacy, Confidentiality and Access to Consultation Responses

- 2.5 Please note that responses to this engagement exercise will be subject to the Freedom of Information Act 2000, which gives the right of access to much of the information held by public authorities. Before you submit your response, please read the advice in **Annex A** about the effect of the Freedom of Information Act 2000 on the confidentiality of responses.
- Before you submit a response, please also read the Privacy Notice at **Annex B**, which shows how we will use personal information as part of the processing of responses.

Complaints

- 2.6 If you have any concerns about the way this consultation process has been handled, please submit your complaint by email to: Governance.Unit@justice-ni.gov.uk or write to the following address:

Governance Unit
Corporate Engagement & Communications Division
Justice Delivery Directorate
Department of Justice
Room B5.16, 5th Floor
Castle Buildings
Stormont Estate
Belfast
BT4 3SG

SECTION 3 – OVERVIEW: MODERN SLAVERY & HUMAN TRAFFICKING

- 3.1 Modern slavery is an umbrella term often used to describe offences of human trafficking and of slavery, servitude and forced or compulsory labour. The latter covers situations in which people are coerced to work, sometimes through the use of violence or intimidation, or sometimes by more subtle means such as accumulated debt, retention of identity papers or threats of denunciation to immigration authorities. 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. As with slavery and forced labour, in human trafficking 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.
- 3.2 Modern slavery and human trafficking (MSHT) takes many forms and guises and is prevalent across our society. The numbers of potential victims of MSHT has been steadily increasing in recent years, with 2021 showing the biggest increase in the number of individuals being supported since records began.
- 3.3 It is often difficult to establish the exact number of people who have been subject to slavery, servitude, forced/compulsory labour or through trafficking with a view to exploiting that person or persons. The number of cases being detected or coming forward is considered to be much lower than the actual number of exploited individuals. However, figures available for Northern Ireland show that the number of referrals to the National Referral Mechanism have risen by 184% between 2020 and 2021 from 128 to 363 referrals. Of the 363 referrals, 244 were adults; 38 were children (10.5%); and 81 were of an unknown age. 85 potential victims were female (23%) with 278 male (77%). The majority of cases relate to labour exploitation. Child referrals mainly comprise labour, sexual and criminal exploitation. The upward trend in the number of referrals has continued in 2021/22.

National Referral Mechanism

- 3.4 The National Referral Mechanism (NRM) is a UK wide mechanism for identifying and protecting victims of modern slavery and human trafficking and ensuring they receive the appropriate support. Authorised 'first responder' organisations can submit NRM forms to the Single Competent Authority (SCA), who will make a determination on each case referred.
- 3.5 Authorised 'first responder' organisations in Northern Ireland include:
- Police Service for Northern Ireland (PSNI);
 - The Health and Social Care Trusts;
 - Gangmasters and Labour Abuse Authority (GLAA);
 - UK Border Force (UKBF);
 - UK Immigration Enforcement (UKIE);
 - Belfast International Airport Police;
 - Belfast Harbour Police;
 - UK Visas and Immigration (UKVI);
 - Belfast & Lisburn Women's Aid; and
 - The Independent Child Guardian Service.
- 3.6 The number of NRM referrals across the UK has also seen an increase in 2021. 12,727 individual referrals were made across the UK in 2021, a 20% increase on 2020 and the highest annual number since the NRM began. These victims are mainly male (77%) with a 50/43 split between adults and children (7% had an unknown age at exploitation). The most common type of exploitation for adults was labour exploitation and for children was criminal exploitation.
- 3.7 On the 8th November 2021, the Home Office created a new body, the Immigration Enforcement Competent Authority (IECA) for the stated purpose of identifying victims of modern slavery and human trafficking. The IECA and the SCA are both competent authorities who have a defined group of cases that each will assess.

3.8 The IECA is responsible for a specific cohort of adult cases. These individuals fall under the following categories at point of referral to the NRM and will include:

- All adult Foreign National Offenders (FNOs) detained in an Immigration Removal Centre.
- All adult FNOs in prison where a decision to deport has been made.
- All adult FNOs in prison where a decision has yet to be made on deportation.
- Non-detained adult FNOs where action to pursue cases towards deportation is taken in the community.
- All individuals detained in an Immigration Removal Centre (IRC) managed by the National Returns Command (NRC), including those in the Detained Asylum Casework (DAC) process.
- All individuals in the Third Country Unit (TCU)/inadmissible process irrespective of whether detained or non-detained.

The SCA is the competent authority for all other cases referred to the NRM, which includes all child cases.

Adult and Child Victims of Modern Slavery and Human Trafficking

3.9 Potential victims of human trafficking aged 18 years and over who have been referred to the NRM are entitled to assistance and support under section 18 of the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015 as amended by the Justice (Sexual Offences and Trafficking Victims) Act (Northern Ireland) 2022.

3.10 Assistance and support is delivered by contracted providers on behalf of the Department of Justice. Support and assistance includes but is not limited to: appropriate and secure accommodation, provision of healthcare/emergency healthcare, translation and interpretation services and assistance with

repatriation. While in the NRM process, there is a joined up approach with other departments, agencies and law enforcement bodies to ensure that the needs of potential victims are met.

- 3.11 Any child or young person under the age of 18 who is suspected or known to be a victim of modern slavery and human trafficking is by definition a child in need of protection and should be subject of an investigation under the provisions of Article 66 of the Children Order (a child protection investigation). These children are entitled to support from Health and Social Care Trusts (HSCT) under existing safeguarding arrangements.
- 3.12 “The Working Arrangements for the Welfare and Safeguarding of Child Victims of Human Trafficking and Modern Slavery” was jointly published by the Strategic Planning and Performance Group (SPPG) (previously known as the Health and Social Care Board) and the PSNI, and sets out the detailed approach to be taken towards potential or known child victims of modern slavery and human trafficking. The published document incorporates arrangements for the provision of ongoing support and leaving care provisions for those who cease to be looked after at age 18. Planning and follow up support for children who may have been trafficked or subject to modern slavery and human trafficking will continue to be led by the Trust in accordance with the care planning, leaving care and after-care procedures for Looked After Children. Such planning forms an integral part of the child’s/young person’s Looked After Child Review of Arrangements and Protecting Looked After Children Meetings.
- 3.13 Section 21 of the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015 provides an additional safeguard for children. It requires the SPPG to appoint an independent guardian to assist, represent and support any child who may have been trafficked, or suspected to have been trafficked, or who may have become separated from their parents and due to that separation may be at risk from harm. A key element

of the Guardian's role is to ensure that the child's voice, wishes and feelings are heard and represented with all professionals involved with their case and to advocate for their best interests. The Independent Guardian Service continues to be delivered by Barnardo's.

Nature of Exploitation

3.14 Victims of modern slavery and human trafficking include the following:

- Victims exploited in Northern Ireland only;
- Victims exploited overseas only; and
- Victims exploited both overseas and following arrival in Northern Ireland.

3.15 Of the 363 referrals in 2021, all were foreign nationals. A large proportion of these were of Eritrean or Somali origin and claim to have been exploited overseas only, either in their country of origin or in other countries en route to the UK / Northern Ireland. Potential victims may come from countries of concern. Many of those who have arrived in Northern Ireland have transited via a third country (usually within the EU).

3.16 There are different patterns emerging in the UK as a whole, where ~30% of NRM referrals are UK nationals and 58% of cases relate to UK based exploitation only. Indications from 2022 data, however, are already showing an increase in the numbers of local individuals being referred to the NRM. This is most likely down to a combination of improved enforcement work and increased awareness of the issue.

3.17 While exploitation of vulnerable individuals by local people is not new, it is being increasingly exposed and identified as a form of modern slavery and human trafficking. Recent high profile cases, which have led to at least one conviction, have demonstrated how local young vulnerable women have been exploited and trafficked for commercial gain by unscrupulous men. Protecting vulnerable children and adults at risk of being exploited criminally, sexually and for other

purposes by 'trusted' adults in their community will be a key component of this longer term strategy.

Immigration Policy

- 3.18 The issue of immigration and asylum is a reserved matter and as such does not form part of this strategy. However, difficulties with accommodation and the current ban on asylum seekers taking up paid employment can place asylum seekers, many of whom have been forced to flee precarious situations in their home countries, in a very vulnerable situation and susceptible to exploitation by criminal elements within society. These issues continue to be raised with the Home Office. Safeguards remain in place to ensure potential victims receive appropriate support. This approach balances the requirement to prevent, detect and prosecute immigration crime with the need to identify and support those who may have been subject to exploitation.
- 3.19 Border Force Officers in Northern Ireland are safeguarding aware. Officers who receive specialist training in modern slavery and human trafficking can assist in providing advice where concerns arise. Where cases involving children are identified, the Health and Social Care Trusts provide support.
- 3.20 Where clarity is needed to determine if the case is primarily one of human trafficking and modern slavery or immigration, the PSNI will liaise with appropriate partners to agree which organisation should take primacy for investigative purposes. In all cases, safeguarding is paramount and each individual will be treated first and foremost as a potential victim. This includes a referral into the NRM process by a first responder where indicators of modern slavery or human trafficking have been identified.
- 3.21 Implementation of this longer-term strategy will continue to be informed by Home Office policy developments in relation to the immigration framework. The Organised Crime Task Force Modern (OCTF) subgroup on modern slavery and

human trafficking provides a forum to partners to discuss any issues and overlaps of shared concern.

SECTION 4 – CONTEXT FOR MODERN SLAVERY & HUMAN TRAFFICKING STRATEGY

- 4.1 The right to freedom from slavery, human trafficking and other forms of forced labour and exploitation is protected in domestic and international human rights law. The Modern Slavery and Human Trafficking strategy is also set within the context of children’s rights and wider government strategies and programmes to support those who may be particularly vulnerable to criminal exploitation and coercion. Recognising and responding to the risks of child exploitation in the context of organised crime groups and paramilitary gangs within communities and utilising all available legislative tools to disrupt offenders is key to ensuring that exploitation in all its forms is identified and eradicated.
- 4.2 The foundations of this strategy can be found within section 12 of the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015 (the 2015 Act). The purpose of which is to raise awareness of relevant offences in Northern Ireland and to contribute to a reduction in the number of offences set out in section 1 and section 2 of the Act. Through the development of this longer term strategy, the aim is to ensure that everyone can play a part in raising awareness of modern slavery and human trafficking offences while also ensuring that enforcement authorities continue to disrupt the criminal networks and organised crime gangs who prey on vulnerable people through the use, or threat of, violence and intimidation, or by more subtle means such as debt bondage, retention of identity papers, coercion and control.
- 4.3 Section 12 of the 2015 Act required the Department of Justice (DoJ) to publish an annual Modern Slavery and Human Trafficking Strategy. However, following the enactment of the Justice (Sexual Offences and Trafficking Victims) Act (Northern Ireland) 2022, the requirement to publish an annual strategy has been changed to a requirement to publish a strategy at least once every three years. This new longer-term strategy is the fifth Modern Slavery and Human Trafficking strategy for Northern Ireland, published in accordance with section 12 of the 2015 Act.

4.4 Section 12 of the 2015 Act requires the strategy to cover a number of specific areas. These have been set out below and mapped against relevant parts of the strategy for ease of reference:

R1 – Arrangements for co-operation between relevant organisations in dealing with relevant offences or the victims of such offences.

R2 – Provision as to the training and equipment of those involved in investigating or prosecuting relevant offences or dealing with the victims of such offences.

R3 – Provisions aimed at raising awareness of the rights and entitlements of victims of such offences.

Duration of Strategy

4.5 In moving to a three-year strategy, DoJ considers that a longer-term approach, combined with an annual progress report, will provide an appropriate and proportionate level of assurance that we can, along with partners, deliver the longer term vision, while also responding quickly to a changing and dynamic environment.

4.6 The delivery of commitments from the 2021/22 strategy are set out in the progress report accompanying this strategy and where elements are ongoing these are carried over into commitments in this new strategy. The three-year strategy will build on progress made during 2021/22 and the collective efforts of partners in taking forward actions from previous years.

Development of this Strategy

4.7 This strategy builds on the significant work that has been delivered through the previous four strategies and action plans. As with the 2021-22 strategy, the overall aim is to 'Equip Northern Ireland to identify and eradicate modern slavery and human trafficking.'

4.8 The focus of the strategy follows strands set out in previous strategies under the three P's – Pursue, Protect and Prevent:

Pursue – To enhance the operational response to pursue and disrupt offenders ensuring they are brought to justice;

Protect – Ensuring that all adult and child victims of modern slavery and human trafficking are provided with an adequate level of protection and support; and

Prevent – Ensuring that modern slavery and human trafficking is prevented through engagement, training and awareness raising across key services, public and private sector organisations and the wider public.

4.9 Partnership is key to ensuring that the three strands of the strategy and the commitments within them can be delivered effectively. While the aim and focus of the strategy remains the same, there is renewed focus on key actions to ensure that Northern Ireland is better equipped to tackle these heinous crimes. The Department of Justice cannot deliver these actions in isolation, effective delivery and improved outcomes will rely on supporting and maintaining the existing partnership working arrangements across statutory and non-statutory sectors. Partnership working will continue to underpin all that we do to deliver the objectives of this longer-term strategy.

4.10 This strategy has been developed through engagement and discussion with key partners across Government, law enforcement agencies and non-government organisations (NGOs). As with previous strategies, members of the Modern Slavery and Human Trafficking subgroup of the OCTF assisted in the development of this longer-term strategy. This group consists of the main statutory bodies with respective responsibilities in tackling modern slavery and human trafficking including children's sector organisations. The purpose of the sub-group is to:

- Develop policy proposals, programmes and strategies to tackle modern slavery and human trafficking.
- Facilitate engagement, share knowledge/expertise, while supporting collaborative work through the development and evolution of existing partnerships to combat the ever-changing landscape of modern slavery and human trafficking.
- Improve public awareness of MSHT and promote operational successes of law enforcement partners.
- Identify and establish core information needs to ensure there is an improved understanding of the threat from Organised Crime Groups (OCGs) involved in slavery and trafficking networks increasing tactical opportunities in targeting offenders while also safeguarding adult and child victims.
- Consider outcomes of cases linked to modern slavery and human trafficking and continue to develop best practice.
- To collectively assess and respond to emerging modern slavery and human trafficking issues and threats in Northern Ireland, helping to disrupt organised crime networks whilst also identifying and developing appropriate support arrangements for victims.

4.11 Members of the MSHT Non-Governmental Organisation (NGO) Engagement Group also contributed to the development of this longer-term strategy. The main purpose of this group is to formalise the engagement between DoJ, PSNI, Health and Social Services, relevant statutory bodies and Non-Governmental Organisations working to protect adults and children from modern slavery and human trafficking, and exploitation.

4.12 The strategy is consistent with the wider Organised Crime Strategy for Northern Ireland 2021-2024. The Organised Crime Strategy identifies tackling modern slavery and human trafficking as a key priority and recognises the links with organised criminality.

- 4.13 The strategy is also informed by reports and recommendations published by relevant bodies including recommendations made by Dame Sara Thornton, the former Independent Anti-Slavery Commissioner in her recent [annual report covering the 2021/22](#) financial year, the [Criminal Justice Inspection Northern Ireland Inspection \(CJINI\) report](#) on Modern Slavery and Human Trafficking, the [2021 the GRETA Evaluation Report – Third Evaluation Round published in October 2021](#) and consideration of comments made in the [summarised response to the consultation on the draft Modern Slavery Strategy for Northern Ireland 2021/22](#).

Legislative Changes

- 4.14 The Justice (Sexual Offences and Trafficking Victims) Act (Northern Ireland) 2022 (the 2022 Act) received Royal Assent in April 2022 and has made some notable changes to the 2015 Act.
- 4.15 Under section 21 of the 2022 Act, support for victims of slavery, servitude or forced-compulsory labour has now been placed on a statutory footing by amending section 17(1) of the 2015 Act where a conclusive determination has been made that the person is a victim.
- 4.16 Section 21 of the 2022 Act also extends the provision of support for a victim of slavery or trafficking under section 18 of the 2015 Act up to a period of 12 months or longer than 12 months, as the Department deems necessary.
- 4.17 Section 22 of the 2022 Act extends the defence found within section 22 of the 2015 Act to a person over the age of 21 found in possession of Class A drugs who has been compelled to carry out the offence and the compulsion is attributable to slavery or exploitation.
- 4.18 Section 23 of the 2022 Act amended section 12 of the 2015 Act to provide that a strategy is to be published at least once every three years.

4.19 Following a public consultation the UK Government plan to make additional changes to section 54 of the Modern Slavery Act 2015 in relation to Transparency in Supply Chains (TISC) when parliamentary time allows. Currently commercial sector organisations with an annual turnover of over £36million must publish a modern slavery statement annually.

The additional changes that the UKG plan to legislate for include:

1. Reporting on specific topics;
2. Publishing the MS statement on a public registry;
3. Setting a deadline for submitting a statement annually;
4. Extending the requirement to publish a statement to public sector organisations with a turnover of over £36million; and
5. The introduction of financial penalties for those that do not publish a slavery statement.

4.20 The Department consulted with relevant stakeholders in relation to the proposals to strengthen TISC. The summary of next steps in NI is set out in the following document.

[Transparency in supply chains summary of responses | Department of Justice \(justice-ni.gov.uk\)](https://www.justice-ni.gov.uk/transparency-in-supply-chains-summary-of-responses)

Overall, there is widespread support for the strengthening of TISC arrangements for those organisations that fall within the scope of section 54. Key issues have been raised around the need for guidance, support, training and a better understanding of the need for transparency across supply chains. Some of the issues raised in response to the consultation have also been considered in this longer-term strategy.

Duty to Notify

- 4.21 In March 2022, DOJ launched a public consultation to consider proposed arrangements to further strengthen the response to MSHT. The consultation sought views on the commencement of the ‘Duty to Notify’ provision under section 13 of the 2015 Act, along with the introduction of Slavery and Trafficking Risk Orders and additional powers for officers to search a person for offences linked to Modern Slavery and Human Trafficking while carrying out a search of a premises under warrant.
- 4.22 The original policy intent underpinning section 13 of the 2015 Act was to allow for the collation and processing of information about trafficking activity in NI not specifically collected through the NRM or the criminal justice system. It was intended that this would provide a more accurate picture of the scale and extent of trafficking across NI, and enable more effective targeting of enforcement activity and provision of support services.
- 4.23 Data on the numbers of trafficking victims in Northern Ireland is taken from the UK National Referral Mechanism (NRM). The NRM is a framework for identifying potential victims of trafficking and ensuring they receive appropriate support and assistance. Although not its primary purpose, the NRM is the only significant mechanism for accruing and processing data about trafficking and exploitation in NI.
- 4.24 At present, if a person does not consent to enter the NRM, no information is collected. However, an alternative anonymous referral under section 13 of the Act would allow this information to be collected to inform enforcement, and enable the provision of support. This data would be collated by the Home Office and would be available to enforcing authorities who would then have a clearer picture of the areas victims are being recovered from and potentially the areas perpetrators are active in. Statutory and non-statutory partners could also use the information to raise awareness across their services and the local community.

- 4.25 Commencing the duty to notify provisions of the 2015 Act would help improve the identification of victims through additional training and awareness for specified public authorities and help build a more comprehensive picture of the nature and scale of modern slavery in Northern Ireland. The duty to notify would also be an additional tool to assist the law enforcement response in identifying and dealing with perpetrators and supporting victims of modern slavery and human trafficking by providing an insight on potential victims across Northern Ireland.
- 4.26 For those nominated first responders who will have a duty to notify, it will be imperative that they can avail of and commit to appropriate training/refresher training so they are fully equipped to identify the signs of modern slavery and human trafficking in today's society and act accordingly to notify the Single Competent Authority.
- 4.27 The outcome of the consultation on the proposed measures to strengthen the response to modern slavery and human trafficking offences is due to be published on the DOJ website. Overall, the response was positive and any issues raised will be considered as part of the delivery of this longer-term strategy. Any changes will be subject to the legislative process.

Modern Slavery and Human Trafficking Commitments

- 4.28 Section 5 provides details of the draft key objectives/commitments under each of the three strands of the strategy (Pursue, Protect and Prevent) and details how we intend to measure progress against these objectives/commitments, which will be published in an annual report.

SECTION 5 – OBJECTIVES & KEY COMMITMENTS/ACTIONS TO ACHIEVE THESE

MODERN SLAVERY STRATEGY

Equipping Northern Ireland to identify and eradicate modern slavery.

PURSUE	PROTECT	PREVENT
Detecting, investigating, disrupting and prosecuting modern slavery offenders.	Reducing the harm caused by modern slavery by improved adult and child victim identification and support.	Reducing the threat of modern slavery by reducing vulnerability and demand and by raising awareness.

PARTNERSHIP AND COLLABORATION

Strand 1 - PURSUE: Detecting, investigating, disrupting and prosecuting modern slavery and human trafficking offenders.

Success in **PURSUE** will mean:

- Adult and child victims and survivors of modern slavery and human trafficking identified and brought to safety;
- the prosecution and conviction of modern slavery/human trafficking offenders;
- imposition of slavery and trafficking prevention orders following conviction.
- the disruption of criminals and organised crime groups responsible for modern slavery and human trafficking.

We will measure:

- number of Modern Slavery/Human Trafficking investigations;
- number of PSNI screening assessments;
- number of people charged for modern slavery human trafficking offences;
- number of people reported to PPS for modern slavery human trafficking offences;
- prosecution and conviction figures, including offences linked to modern slavery human trafficking;
- % of convictions resulting in a slavery and trafficking prevention order or other ancillary order;
- monetary value of orders made under Proceeds of Crimes Act (POCA).

PURSUE

Objective	Commitments / Actions	Measures	Responsible
Objective 1.1 To ensure that modern slavery legislation is used effectively and remains relevant and fit for purpose.	Ensure there is effective implementation of existing and new regulatory tools to disrupt and pursue offenders on a case by case basis including: <ul style="list-style-type: none"> - Duty to Notify (subject to the legislative process) - The introduction of Slavery Trafficking Risk Orders (STRO) (subject to the legislative process) - Engagement with key stakeholders to ensure employment rights are being adhered to and breaches investigated including working in collaboration with GLAA to ensure we are maximising all available powers. 	No. of STROs No. of STPOs No. of referrals to PPS No. of convictions	DoJ
	Scope the need for legislation to require jury directions to be given in modern slavery and human trafficking cases.		PPS
	Review of Section 22 defence to protect vulnerable victims – this must be victim-centred in approach and include survivors experiences as part of the process	No. of cases where section 22 successfully used in defence	DoJ/PPS
	Consider the options for expunging convictions for MSHT victims who have been unfairly prosecuted following forced exploitation / prostitution.		DoJ
Objective 1.2 Ensure effective operational response.	Improving and enhancing multi-sector collaboration in assessing and responding to emerging threats of modern slavery and human trafficking through enhanced partnership working with statutory agencies and community/voluntary sector organisations.	No. of victim referrals to NRM	DoJ
	Facilitate and support continued early engagement between PPS and law enforcement in all cases that have a MSHT element.	No. of referrals to PPS from PSNI	PPS/PSNI

Objective	Commitments / Actions	Measures	Responsible
	Support and enhance the pursue response by proactive planning and co-ordination across MSHT and Public Protection services.	No. of CCE/CSE referrals, charges linked to MSHT.	DoJ/PSNI
	Support the further development of effective police engagement with victims using a trauma informed approach in obtaining evidential material.		PSNI
	Ensure that law enforcement partners are fully aware of and utilise the full range of confiscation and forfeiture powers available under the 2015 Act, Proceeds of Crime Act 2002 and the Criminal Finances Act 2017 to target criminality linked to MSHT.	Monetary value of orders made under POCA.	PSNI
	Ensure that resources are utilised for effective collaboration, where accessible, including partnership working with cross border, national and international law enforcement partners.	No. of cases where partnership working was required-improved outcomes	PSNI DOJ Policy leads in other administrations
	Review of the effectiveness of existing cyber tools available to law enforcement agencies in detecting and pursuing MSHT offenders.	Interventions linked to Traffic Jam software.	PSNI DOJ
	Engage with Home Office to ensure NI is adequately prepared for the introduction of a Single Enforcement Body (SEB) and how that could impact on NI.		DOJ
Objective 1.3 Ensure effective development, learning and	Ensure training is provided by PPS to counsel on updates and recommendation relating to MSHT – e.g. vulnerable witness training for solicitors working on cases involving vulnerable adult and child victims or defendants.	Training undertaken/ confirmed.	PPS

Objective	Commitments / Actions	Measures	Responsible
identification of best practice across the criminal justice system.	Ensure appropriate arrangements are in place to provide opportunities for continuous professional development and learning following the outcome of case reviews relating to MSHT.	Training and case reviews following case law changes or developments in legislation.	PPS, PSNI, DoH
	Ensure relevant guidance is updated and disseminated following MSHT case reviews and OCTF MSHT sub group is updated on relevant emerging best practice and developments.	Review of guidance on an annual basis.	All
	Work closely with the office of the Independent Anti-Slavery Commissioner to respond as appropriate to emerging key issues and trends.		DoJ and partners

Strand 2 – PROTECT: Reduce the harm caused by modern slavery and human trafficking through improved adult and child victim identification and support.

Success in PROTECT will mean:

- **More adult/child victims/ survivors of modern slavery human trafficking are identified;**
- **Adult and child victims of MSHT are provided with appropriate and effective support and protection to help them recover.**

We will measure:

- number of victim referrals to NRM;
- number of victims supported through the DoJ contract;
- number of victims supported on a discretionary basis in line with legislation;
- number of victims receiving support following a positive CG decision;
- number of children, and young people in aftercare, supported by HSCTs and through the SPPG 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.

PROTECT

Objective	Commitments / Actions	Measures	Lead responsible Org
Objective 2.1 Proactive identification and reporting of all victims of MSHT by frontline organisations across all sectors.	Work in partnership with relevant organisations to ensure high-risk sectors ¹ and frontline professionals are equipped with the appropriate skills and knowledge to help identify potential adult and child victims and ensure they are aware of the mechanisms to report cases of MSHT.	Training & awareness sessions delivered across key sectors and professional disciplines including: <ul style="list-style-type: none"> - Health & Social Care - Police - Prisons - Transport - Education /Youth Work - District Councils - DAERA - DfC - TEO 	DoJ
	Work closely with First Responders (FR) and the Home Office to ensure high quality referrals are made to the National Referral Mechanism (NRM) to ensure adult and child victims are getting the appropriate level of support in line with statutory requirements.	Quality & quantity of NRM referrals from NI.	All FR Orgs.
	Explore the options for expanding the list of First Responder organisations in Northern Ireland – to consider e.g. registered youth work organisations, district councils and others.	Number & range (across sectors) of first responder organisations operating in NI.	DoJ

¹ High-risk sectors include: Construction, Hospitality, Catering, Horticulture / Agribusiness,

Objective	Commitments / Actions	Measures	Lead responsible Org
Objective 2.2 Provision of appropriate and effective support for all victims / potential victims of MSHT.	Ensure statutory support mechanisms are in place for all adult and child victims / PVoT following referral to the NRM.	Assessment of the support provided to ensure remains in line with statutory and other requirements.	DoJ
	Review provision of support services through regular engagement with service delivery providers and other frontline stakeholders.		DoJ
	Publish guidance on needs-based support options / process for adult and child victims with a positive conclusive grounds decision who require ongoing support.	Guidance published.	DoJ
	Continue to engage with Compensation Agency and explore options for overcoming barriers to accessing compensation for eligible victims.	# successful compensation claims	DOJ Compensation Agency
	Build and maintain legal expertise and capacity to support victims of MSHT.	Development of a sustainable model for training and continuous professional development.	DoJ, DoH, relevant legal reps/partners
Objective 2.3 Provision of specialist support to child victims of MSHT in recognition of their unique vulnerability.	Work in partnership with DoH SPPG to ensure sufficient and appropriate accommodation options are available to meet the needs of unaccompanied child victims of MSHT.	No. of appropriate beds / rooms v's no. of unaccompanied child victims.	SPPG
	Ensure appropriate guidance and protocols are in place and are rolled out to all frontline staff likely to encounter child victims of MSHT.		SPPG
	Continue to coordinate the regional practitioners forum to support frontline staff within social services with skills, knowledge and networking/learning	Regularity & productivity of forum meetings	SPPG

Objective	Commitments / Actions	Measures	Lead responsible Org
	opportunities in meeting needs of separated and unaccompanied children.		
	Build and maintain legal expertise and capacity to support child victims of MSHT.	Development of a sustainable model for training and continuous professional development.	DoJ, DoH, relevant legal reps/partners.

Strand 3 – PREVENT: Reducing the threat of modern slavery and human trafficking by reducing vulnerability and by raising awareness.

Success in PREVENT will mean:

- **fewer offenders will engage in modern slavery and human trafficking;**
- **fewer adult and child victims will become entrapped by modern slavery human trafficking;**
- **increase public awareness of modern slavery and human trafficking;**
- **specific and age appropriate resources are developed and delivered to ensure children understand the risks and harms of MSHT;**
- **increased awareness of the potential risk of MSHT for those seeking asylum; and**
- **reduced demand through increased awareness.**

We will measure:

- media reporting of operational successes;
- number of awareness sessions delivered to each target audience;
- support available to children;
- adult and child victim referrals and support figures;
- calls to the Modern Slavery Helpline; and
- number of MSHT crimes recorded, prosecuted and convictions.

PREVENT

Objective	Commitments / Actions	Measures	Lead responsible organisation
<p>Objective 3.1 Risks and emerging issues of MSHT are identified at an early stage to ensure appropriate responses can be put in place by relevant authorities.</p>	<p>Engagement with key stakeholders across a range of statutory and non-statutory sectors to monitor and assess the trends, risks, emerging issues of modern slavery and human trafficking and identify at risk groups.</p>	<p>No. ongoing assessment, engagement / initiatives with different sectors.</p>	<p>DoJ</p>
	<p>Disseminate analysis of MSHT issues, data and best practice interventions across key stakeholders including OCTF-MSHT Sub Group & NGO Engagement Group.</p>	<p>Victim referrals and support figures.</p>	<p>DoJ</p>
	<p>Commission research into the experiences of adult and child victims and survivors and to develop the knowledge base on existing and emerging evidence to ensure a thorough understanding of what works in modern slavery interventions.</p>	<p>Research reports.</p>	<p>DoJ/ Relevant academic institutions</p>
	<p>Improving management information on MSHT using existing and emerging datasets to enhance our collective response to MSHT offences.</p>	<p>New datasets developed / available.</p>	<p>DoJ PSNI NGOs</p>
<p>Objective 3.2 Key Government and private Sector institutions/companies are</p>	<p>Provide guidance, support, and training to ensure a better understanding of the need for transparency in supply chains.</p>	<p>Awareness sessions held on TISC.</p>	<p>DoJ</p>

Objective	Commitments / Actions	Measures	Lead responsible organisation
using their leverage to proactively tackle MSHT	Ensure changes to strengthen Transparency in Supply Chains (TISC) are disseminated to Government Departments, Agencies, public and private bodies that fall within the scope of proposed legislation. Support organisations in the development of the Slavery Statements, which will include grievance mechanisms.	Slavery statements published in Northern Ireland by public sector organisations.	DoJ
	Engage with Financial sector and promote good practice in tackling MSHT through financial services.	No. of sessions held with financial institutions.	DoJ
	Increase public awareness of the prevalence, nature and indicators of MSHT in Northern Ireland – using billboard campaigns, social media, high profile events etc.	Undertake a public survey of levels of awareness of the impact of MSHT and how to spot the signs and report concerns.	DoJ/All
Objective 3.3 Increased public awareness of MSHT in Northern Ireland.	Promote the Modern Slavery Help-line, Anti-Slavery Week and relevant initiatives to help increase public awareness and shine a spotlight on the hidden crime of modern slavery.	Proactive media and communications strategy to raise awareness of this hidden crime.	All

Objective	Commitments / Actions	Measures	Lead responsible organisation
	<p>Engage with relevant NGOs to ensure that the specific needs of children are adequately reflected in the awareness raising initiatives.</p> <p>Raise awareness to ensure all sections of society are aware of the signs and how to report concerns, which will also contribute to the prevent objectives.</p>		DoJ

Section 6 – Next Steps

- 6.1 The consultation closes on 10 January 2023. Any comments or suggestions received by that date will be fully considered by the Department and a summary of the outcome of the consultation and proposed next steps will be published.

FREEDOM OF INFORMATION ACT 2000 – CONFIDENTIALITY OF CONSULTATIONS

The Department intends to publish a **summary** of responses following completion of the consultation process.

Your response, and all other responses to the consultation, may also be disclosed on request. The Department can only refuse to disclose information in exceptional circumstances. Before you submit your response, please read the paragraphs below on the confidentiality of consultations and they will give you guidance on the legal position about any information given by you in response to this public consultation.

Subject to certain limited provisos, the Freedom of Information Act gives members of the public a right of access to any information held by a public authority, in this case, the Department. This right of access to information includes information provided in response to a consultation.

The Department cannot automatically consider as confidential information supplied to it in response to a consultation. However, it does have the responsibility to decide whether any information provided by you in response to this consultation, including information about your identity should be made public or be treated as confidential.

This means that information provided by you in response to the consultation is unlikely to be treated as confidential, except in very particular circumstances. The Lord Chancellor's Code of Practice on the Freedom of Information Act provides that:

- ❖ the Department should only accept information from third parties “in confidence” if it is necessary to obtain that information in connection with the exercise of any of the Department's functions and it would not otherwise be provided;
- ❖ the Department should not agree to hold information received from third parties “in confidence” which is not confidential in nature;
- ❖ acceptance by the Department of confidentiality provisions must be for good reasons, capable of being justified to the Information Commissioner.

Further information about confidentiality of responses is available by contacting the Information Commissioner's Office (or at www.informationcommissioner.gov.uk).

Privacy Notice

Data Controller Name: Department of Justice (DoJ)

Address: Department of Justice, Castle Buildings, Stormont Estate, BELFAST, BT4 3SG

Telephone: 02890 378617

Email: FOI@justice.x.gsi.gov.uk

Data Protection Officer Name: DoJ Data Protection Officer

Telephone: 02890 378617

Email: DataProtectionOfficer@justice-ni.x.gsi.gov.uk

Why are you processing my personal information?

- DoJ is seeking comments from interested parties as part of its public consultation on the Consultation on policy proposals for new offences to tackle organised crime in Northern Ireland. DoJ is not seeking personal data as part of the consultation but is likely to receive names and addresses/e-mail addresses as part of a consultee's response.
- Consultation is a requisite part of the development of public policy and strategy.
- **ONLY if you are relying on consent to process personal data.**
DoJ is not relying on consent for processing the data supplied by the applicant. DoJ is required to seek consultation responses as part of policy development.

What categories of personal data are you processing?

- Responses to the consultation will include names and addresses and/or e-mail addresses.

Where do you get my personal data from?

- The personal data will originate from the person responding to the consultation.

Do you share my personal data with anyone else?

- We will not share your personal data with other organisations.

Do you transfer my personal data to other countries?

- No.

How long do you keep my personal data?

- We will retain your data in line with 5.7 of Schedule 5 of the DoJ Retention and Disposal Schedule (<https://www.justice-ni.gov.uk/publications/doj-retention-and-disposal-schedule>).

(If you use automated decision making or profiling) How do you use my personal data to make decisions about me?

- DoJ will not use automated processing for responses to this consultation.

What rights do I have?

- You have the right to obtain confirmation that your data is being [processed, and access to your personal data](#)
- You are entitled to have personal data [rectified if it is inaccurate or incomplete](#)
- You have a right to have personal data erased and to prevent processing, [in specific circumstances](#)
- You have the right to 'block' or suppress processing of personal data, [in specific circumstances](#)
- You have the right to data portability, [in specific circumstances](#)
- You have the right to object to the processing, in specific circumstances
- You have rights in relation to [automated decision making and profiling](#)

How do I complain if I am not happy?

Complaints should be submitted to:
Freedom of Information Unit
Department of Justice
Castle Buildings
Stormont Estate
BELFAST
BT4 3SG

Telephone: 02890 378617
Email: FOI@justice.x.gsi.gov.uk

If you are unhappy with any aspect of this privacy notice, or how your personal information is being processed, please contact the *Departmental Data Protection Officer* at: DataProtectionOfficer@justice-ni.x.gsi.gov.uk

If you are still not happy, you have the right to lodge a complaint with the Information Commissioner's Office (ICO):

Information Commissioner's Office
Wycliffe House
Water Lane
Wilmslow
Cheshire
SK9 5AF

Tel: 0303 123 1113
Email: casework@ico.org.uk
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