

DRAFT MODERN SLAVERY STRATEGY 2019 – 2020

SUMMARY OF RESPONSES TO THE CONSULTATION

April 2019



DRAFT MODERN SLAVERY STRATEGY 2019 – 2020: SUMMARY OF RESPONSES TO THE CONSULTATION

1.1 This document provides a summary of responses to the public consultation on the draft Modern Slavery Strategy for Northern Ireland, and also the Department of Justice's response to these, in the table below.

1.2 The public consultation was launched on 26 July 2018 and officially closed on 18 October 2018. One organisation requested extra time to respond and its response on 22 October was accepted.

1.3 In total, over 600 consultation letters were issued to organisations working in this area and individuals who many have an interest. The questionnaire asked consultees to respond to specific questions. There was also an opportunity to provide additional comments. Some respondents chose to reply in letter format rather than respond to the questionnaire. There were no requests for the consultation in an alternative format or language other than English.

1.4 Before consultation, the Department of Justice conducted a rural needs impact assessment and equality and data protection impact screening exercises on the draft strategy and identified that there was no potential adverse impact on any groups. Whilst a number of consultation comments and recommendations have been incorporated into the draft strategy, the nature of the changes has not been such as to require the screening assessments to be revisited.

1.5 The Department received 23 written responses to the consultation (see table below). These have generally welcomed the strategy and have been broadly supportive of its aim, priorities and objectives.

1.6 The Department is grateful to those who responded and has replied in detail to each of the responses in the table below. Where possible, we have amended the draft strategy in light of the comments received and a revised Modern Slavery Strategy for the period 2019 – 2020 has been published.

1.7 This document is available on the DoJ Website. It can also be made available in alternative formats, on request. Contact details are as follows:

Department of Justice
Organised Crime Branch
Protection and Organised Crime Division
Castle Buildings
Stormont Estate
BELFAST
BT4 3SG

By phone: 028 90 523108

By e-mail: OCB.enquiries@justice-ni.x.gsi.gov.uk

Modern Slavery Strategy Consultation – summary of responses

Of the **23** responses received:

- 6** were content/had only positive comments/had no comments for changes;
- 2** were content with all questions and had a final comment on qualitative measures.
- 15** contained substantive comments, including positive comments.

ORGANISATIONS
Attorney General for NI
Barnardo's
Care in Northern Ireland
Department for the Economy (DfE)
International Justice Mission (IJM)
Law Centre
Law Society
Lisburn & Castlereagh Council
Lumos
National Society for the Prevention of Cruelty to Children (NSPCC)
Northern Ireland Association for the Care and Resettlement of Offenders (NIACRO)
Northern Ireland Commissioner for Children and Young People (NICCY)
Northern Ireland Human Rights Commission (NIHRC)
Northern Ireland Local Government Association and Northern Ireland Strategic Migration Partnership (NILGA and NISMP)
Northern Ireland Policing Board (NIPB) Chief Executive
Northern Ireland Social Care Council (NISCC)
Office of the Independent Anti-Slavery Commissioner
Probation Board for Northern Ireland (PBNI)
Public Prosecution Service (PPS)
Sinn Féin
Soroptimist International Northern Ireland
Southern Health and Social Care Trust
South-Eastern Health and Social Care Trust

TABLE OF CONSULTATION COMMENTS AND DEPARTMENTAL RESPONSE

	Respondent	Comment	Departmental Response
(Q1) Strategic Priorities <i>“Do you consider the draft Strategic Priorities of Pursue, Protect and Prevent to be the appropriate ones for this strategy?”</i>			
	Law Society L&C City Council IASC NILGA & NISMP NISCC Southern Trust PBNI CARE in NI IJM Lumos NIACRO Soroptimist	yes yes yes yes yes yes yes yes yes yes yes yes yes (Not all respondents answered this question as some chose to reply in letter format rather than by completing the questionnaire.)	Noted.
(Q2) Strategic Priorities <i>“Have you any other comments on the Priorities?”</i>			
1	NISCC	Cross-sector working is crucial.	Noted.
2	Southern Trust	All 3 elements should work together.	Noted.
3	Sinn Féin	Reporting and prosecution rates are still low – strategy required.	Noted.

4	PBNI	Prefer “Partnership” to be a 4 th Priority – but accepts it is embedded across the other priorities – but premature to remove it now.	It is considered best to retain as is – no other replies requested this.
5	CARE in NI	Welcomes description in “Prevent” - seeking to reduce vulnerability and demand.	Noted.
6	Lumos	Lumos believes there is a currently a gap within the draft consultation with regard to the increased risk of exploitation for children living in institutions. This is both in terms of children living in orphanages overseas and NI’s potential role in supporting these, but also the response to suspected and identified child victims of trafficking, who may be institutionalised as a response to their trafficking experience or because they are separated from their families.	Concerns expressed about ‘orphanage tourism’ have been drawn to the Health & Social Care Board’s attention as well as to Home Office and the National Crime Agency (NCA) for an assessment of the threat posed.
7	NIACRO	Welcomes partnership as a key thread running through priorities.	Noted.
8	Soroptomist	Partnership should not be lost – but encouraged in the 3 priorities.	Noted.
(Q3) Pursue <i>“Do you consider that the measures proposed under Pursue are the appropriate ones?”</i>			
9	Lumos	Yes – whilst we support measures proposed – some gaps exist in practice which may hinder success.	Noted.
	L&C City Council IASC NILGA and NISMP NISCC Southern Trust PBNI CARE in NI	yes yes yes yes yes yes yes	Noted.

	IJM NIACRO Soroptimist	yes yes yes yes yes (Not all respondents answered this question as some chose to reply in letter format rather than by completing the questionnaire.)	
(Q4) PURSUE <i>“Are there any measures under Pursue that you believe should be added or omitted?”</i>			
10	IASC	Consider a measure to reflect number of victims safeguarded as a result of pursue activities.	The number of potential victim referrals to the National Referral Mechanism (NRM) is already included. Others would be measured under the Duty To Notify process when it is introduced.
11	Southern Trust	Measures are heavily reliant on criminal justice process and HT offences. Consider adding a measure for situations that do not result in a referral under NRM and other offences are considered and progressed – maybe a measure for those cases progressed through alternative responses, i.e. other legislation, both criminal justice and in HSC.	The PURSUE priority is primarily focused on the criminal justice response and it is appropriate therefore, that criminal justice measures predominate. Other non-criminal justice measures are set out under the other priorities.
12	PBNI	Perhaps the proposed measures under PURSUE could also include a breakdown of the different types of exploitation as outlined in paragraph 3.1. Record number of people charged and convicted and who serve jail sentence, post release licence supervision or made do community service. Training required for those organisations working with those convicted if they are to manage them whilst under their supervision.	A breakdown of convictions by type of exploitation is already included in the UK Modern Slavery Annual Report which is published and therefore won't be replicated in the strategy. Measures have had to be prioritised in terms of our current capacity to deal with them. Training of PBNI staff can be considered under the strategy's Training Needs Analysis.

13	CARE in NI	Recommends specific reference to particular offences which will be measured, i.e. under sections 1 and 2 of HT Act – or other offences flagged by police/prosecutors if elements of human trafficking; also concerns about ‘modern slavery’ terminology.	It is intended that the measures on prosecution and conviction figures will include section 1 and 2 offences as well as linked offences. The strategy defines the term ‘modern slavery’ as an umbrella term covering offences under both sections 1 and 2.
14	NISCC	Measures are comprehensive and appropriate.	Noted.
15	Lumos	Co-operation required internationally to enhance data collection e.g. to include children living outside family care. Need to recognise orphanage trafficking is a form of exploitation in its legislation and policy and include reference in criminal justice system. The Strategy should explore and address the link between philanthropic giving and volunteering, with child trafficking. Supply chain legislation that restricts the activities of businesses that provide and promote these experiences should be developed (as is currently underway in Australia).	Departments in Northern Ireland feed into data collection nationally and internationally as appropriate. As noted, we have highlighted concerns about the issue of “orphanage trafficking” to the Home Office and National Crime Agency for an assessment of the threat posed.
16	NIACRO	Welcomes the measures.	Noted.
17	Soroptimist	All should remain. Important to ensure disruption of criminals and OCGs and avoid repeat offences.	Noted.
18	NICCY	Reporting on measures within this priority should include monitoring increases in charges being brought and prosecution and conviction rates and should provide figures for cases where offences have been committed against children and young people. We would also welcome information on the	This strategy has introduced a new suite of measures. Our focus for 19/20 is on ensuring that we can report against these measures and establish a baseline. We will consider monitoring increases etc. in the context of future strategies, subject to capacity. Work is ongoing across government and the criminal

		<p>number of cases involving child victims in which active disruption and investigation is in place and being monitored.</p> <p>In relation to information exchange and investigation across jurisdictions, we note the Strategy should address ensuring continuity of arrangements, including with EU agencies such as Europol and Eurojust, in the context of Brexit.</p>	<p>justice system to prepare for and respond to the policy implications of EU Exit. Such measures clearly impact across the entire justice system and therefore are wider than this strategy. However, we have noted ongoing work in the introductory narrative to the strategy.</p>
<p>(Q5) PURSUE <i>“Do you consider that the objectives, actions and delivery mechanisms proposed under Pursue are the appropriate ones?”</i></p>			
	<p>Law Society L&C City Council IASC NILGA and NISMP NISCC Southern Trust PBNI CARE in NI IJM Lumos NIACRO Soroptimist</p>	<p>Yes Yes Yes Yes Yes Yes Yes Yes Yes Yes Yes Yes Yes</p> <p>(Not all respondents answered this question as some chose to reply in letter format rather than by completing the questionnaire.)</p>	<p>Noted.</p>
<p>(Q6) PURSUE <i>“Do you have any further comments or suggestions for additions or omissions under Pursue?”</i></p>			
19	IASC	As part of ‘Effective learning and best practice across the criminal justice system’ – training of NI	The Judicial Studies Board (JSB) have confirmed that they have retained all of the training materials from the Judicial

		judiciary? Could training materials be re-used for new cohort of judges?	Studies Board Workshop on Human Trafficking held in May 2018 - which the then Commissioner attended - and have posted them in electronic format to the JSB 'Training Events' page so that judges appointed in the interim (as well as existing judges) will have ongoing access to these materials. When new judges are appointed, they are made aware at their induction meeting that these materials are included in the back catalogue of training resources available to them on the Judicial Intranet so that they may refer to/make use of them as necessary. JSB will also be keeping this area under review to determine whether developments in the future give rise to an indication for further training in human trafficking/modern slavery issues.
	DfE	Happy that EAI is included here.	Noted.
20	PBNI	Multi agency training needed for staff working within public protection arrangements. Possibly other awareness raising mediums e.g. drama (Diablo play).	Will consider any training needs in the context of the strategy's Training Needs Analysis. DoJ and other delivery partners already draw on a range of training and awareness resources across various media.
21	IJM	Need to eradicate impunity and reduce demand. Consider cross-border co-operation post-BREXIT, including accessible information. Attacking finances is important, including identifying perpetrators. Need to reinforce need to include slavery in methodologies that generate suspicious activity reports within banking.	Noted - work is on-going to look more widely at the justice and policing implications of BREXIT. Strategic Priority 3 (PREVENT) – rather than Strategic Priority 1 (PURSUE) – contains objectives aimed at reducing demand. Noted – attacking criminal finances is included within the strategy, and wider work that sits outside the MS/HT focus of this strategy is being progressed by the Department and partners to enhance the response to economic crime and tackle criminal finances.

22	NILGA and NISMP	<p>Unclear if local government included at present in the term “<i>Cross-Gov’t tools, sanctions and regulatory regime</i>” – need to be explicit as it enforces regulations in entertainment and street trading and some H&S responsibilities particularly in hospitality, warehousing and therapeutic/beauty industries.</p> <p>HMO regulation also earmarked for devolution to local government. For clarity, and to ensure that local gov’t is fully included in the delivery of this element of the strategy, it would be useful to explicitly highlight were it is expected that they will be involved.</p> <p>Also it should reference potential impact of BREXIT on opportunities for trafficking as impact already felt by employers and particularly in the availability of labour.</p>	<p>DoJ and PSNI have engaged and will continue to work with local councils. Local government also represented on NGO Engagement Group on modern slavery and human trafficking. Strategy now refers to local government as part of the cross-Government tools, sanctions and regulatory regime to disrupt offenders.</p>
23	Lumos	<p>A coherent, cross-departmental approach is needed to identify and address root causes of trafficking. We must report incidences of orphanage trafficking to global mechanisms and encourage others to do so.</p>	<p>Noted. Partnership underpins our entire strategic response.</p> <p>On the issue of orphanage trafficking, as noted, we have also highlighted these concerns to the Home Office and National Crime Agency for an assessment of the threat posed.</p>
24	Soroptimist	<p>Need mechanism to ensure people convicted, imprisoned and deported are not allowed to re-enter country, and to prevent using false identification.</p>	<p>Home Offices mechanisms are already in place to protect borders. Those subject to live deportation orders will either be identified prior to their proposed travel and will be denied boarding a flight to the UK or will be identified and processed on arrival at the UK border. Border Force Officers are also trained to identify forged or counterfeit documents at the UK border.</p>

25	NISCC	The structural legislative framework, operational response and learning and best practice is appropriate.	Noted.
26	NICCY	<p>In relation to this strategic priority we welcome a commitment to effective learning and best practice and reference our advice to the current Review of arrangements to deliver justice in serious sexual offences cases being undertaken by Sir John Gillen. The advice recommends that in cases of sexual offences against children, a child centred justice model is developed in order to minimise the re-traumatisation of victims, support victims giving best evidence and improve fairness and justice for all involved in proceedings. We note that this will address a number of obligations on the UK Government which has recently ratified the Council of Europe Convention on the Protection of Children against Sexual Exploitation and Sexual Abuse (the Lanzarote Convention) and highlight the merit of evaluating such a model for all cases of child exploitation and modern slavery. We would also welcome a clear commitment to ensuring that child victims are treated as victims and not criminals.</p> <p>The reference to having an effective legislative framework states that legislative options will be considered over the two year period up to 2020 of the draft Strategy 'if required'. We must highlight our serious concern in relation to this as the necessary changes to legislation in regard to sexual offences and sexual exploitation have been set out previously by the UN Committee on the Rights of the Child and by the Independent Inquiry into Child</p>	<p>Noted.</p> <p>Legislation is already in place under sections 22, 23 and 24 of the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act (Northern Ireland) 2015, to protect child victims. This includes a specific statutory defence for children, who have been compelled to commit certain crimes under section 22 (6) of the Act.</p> <p>This strategy is specifically focused on tackling MS/HT. Other work is ongoing across DoJ, whilst not specifically included within the scope of this strategy. Specifically, the Department has carried out a review of the current law relating to child sexual exploitation (CSE) and sexual offences against children in Northern Ireland. This review has considered a wide range of issues, some of which have resulted in proposals to strengthen the law to prevent CSE and to further protect children from sexual abuse. The Department is currently consulting on these proposals.</p>

		Sexual Exploitation in Northern Ireland. NICCY again requests that the Department progresses these recommendations with urgency.	
(Q7) PROTECT <i>“Do you consider that the measures proposed under Protect are the appropriate ones?”</i>			
	L&C City Council IASC NILGA and NISMP NISCC Law Society Southern Trust PBNI CARE in Ni IJM Lumos NIACRO Soroptimist	yes yes yes yes yes yes yes yes yes yes yes yes yes yes (Not all respondents answered this question as some chose to reply in letter format rather than by completing the questionnaire.)	Noted.
(Q8) PROTECT <i>“Are there any measures under Protect that you believe should be added or omitted?”</i>			
27	IASC	Include positive and negative Reasonable Grounds/Conclusive Grounds rates received from NRM referrals (to aid understanding of the quality of referrals and/or decision-making).	We do not intend to report on positive and negative Reasonable Grounds/Conclusive Grounds rates received from NRM referrals, although we note that the National Crime Agency reports on National Referral Mechanism (NRM) statistics nationally including negative decisions. As part of the Home Office reforms to the National Referral Mechanism, independent Multi-Agency Assurance Panels are being introduced to review all

		DoJ develop a mechanism to monitor longer-term outcomes for those victims supported through the DoJ contract (such as the number entering education, training and employment programmes, numbers repatriated).	<p>negative NRM decisions.</p> <p>We agree that it is important to assess longer-term outcomes for victims who have been in receipt of statutory support where that is possible. However, this is not entirely straightforward as, for example, there may be considerations around consent where a victim does not wish to engage with the monitoring process; similarly where a victim chooses to leave the jurisdiction this, too, can limit our ability to monitor long-term outcomes. These additional challenges are likely to limit how comprehensive any such process would be. Capacity limitations have prevented us from committing to delivery of this recommendation. However, the Department is actively exploring the possibility of participation in a wider research proposal on this issue which, if pursued, may potentially allow us to make some progress, subject to the caveats set out above.</p>
28	Southern Trust	Measures omit to reference that adults are also victims needing support after recovery. The HSC references to children and young people and in the same regard a measure should reflect those adults supported by HSC Trusts after recovery.	Support for adult victims is primarily provided through the DoJ care contract which we are committed to measuring. Access to wider HSC support is signposted through this contract.
29	CARE in NI	<p>Recommends measuring statutory defence for victims who commit crimes as a result of their exploitation.</p> <p>Recommends that number of victims supported on a discretionary basis under section 18 (9) should also be measured. In particular, measure separately the number of people receiving support</p>	<p>The Public Prosecution Service has advised that this is not considered achievable due to the difficulties in gathering information and also that PPS may decide not to prosecute on the public interest test (i.e. before a section 22 defence would be engaged).</p> <p>The number of victims supported on a discretionary basis under section 18 (9) will be added as a measure.</p>

		<p>beyond the relevant period and beyond receipt of a conclusive grounds decision.</p> <p>Recommend DoJ develops mechanism to monitor outcomes for victims beyond the NRM – at least immediately after the individual leaves the NRM process and possibly 12 months following.</p>	<p>We agree that it is important to assess longer-term outcomes for victims who have been in receipt of statutory support where that is possible. However, this is not entirely straightforward as, for example, there may be considerations around consent where a victim does not wish to engage with the monitoring process; similarly where a victim chooses to leave the jurisdiction this, too, can limit our ability to monitor long-term outcomes. These additional challenges are likely to limit how comprehensive any such process would be. Capacity limitations have prevented us from committing to delivery of this recommendation. However, the Department is actively exploring the possibility of participation in a wider research proposal on this issue which, if pursued, may potentially allow us to make some progress, subject to the caveats set out above.</p>
30	IJM	<p>Evaluate survivor support and consider number of survivors successfully “restored”, eg using Aftercare Survivors Outcomes Tool (ASO).</p>	<p>We agree that it is important to assess longer-term outcomes for victims who have been in receipt of statutory support where that is possible. However, this is not entirely straightforward as, for example, there may be considerations around consent where a victim does not wish to engage with the monitoring process; similarly where a victim chooses to leave the jurisdiction this, too, can limit our ability to monitor long-term outcomes. These additional challenges are likely to limit how comprehensive any such process would be. Capacity limitations have prevented us from committing to delivery of this recommendation. However, the Department is actively exploring the possibility of participation in a wider research proposal on this issue which, if pursued, may</p>

			potentially allow us to make some progress, subject to the caveats set out above.
31	Lumos	The draft strategy makes reference to a specialist HSCB residential facility for children. Lumos believes that all children need to grow up in a family setting to best meet their needs and thrive. If a family-based alternative is not currently available for trafficked children in Northern Ireland, it is important that any existing residential setting is able to deliver individualised and non-institutional care for children – and that measures are put in place to prevent re-trafficking. Lumos would advocate for transition to family or community-based alternative care provision, such as specialist foster care, for separated and trafficked children.	The provision of residential-based care for victims or potential victims is intended as a safe, suitable reception and initial assessment facility. It is small scale and provides individualised, non-institutional care. Placement within a family is a preferred and best option for the majority of children in care in NI, including where it is in the best interests of trafficked children. The Health & Social Care Board has initiated a targeted recruitment initiative for separated/ trafficked children to establish a pool of trained carers equipped with the necessary skills and knowledge to care competently for this cohort of children. Those placed in foster care may, subject to the agreement of the foster carers, further avail of the Going the Extra Mile Scheme which enables young people to remain with their carers post 18, providing continuity of care and support into adult life.
32	NICCY	This priority should explicitly address supporting victims in their recovery from abuse and exploitation. It should also include measures which more effectively identify outcomes achieved for victims, for example, referrals into the National Referral Mechanism (NRM) should be accompanied by the outcome of NRM conclusive grounds decisions. In the transition to a reformed NRM, the draft Strategy should report on NRM outcomes by decision maker as we note concerns expressed by GRETA regarding EEA and non-EEA outcome disparities on this basis. Again in relation to outcomes, the document should	The strategy references victim support and protections enshrined in legislation. The National Crime Agency reports on National Referral Mechanism statistics nationally. However, given the financial year span, this is provided as the number of referrals that year, the number of positive conclusive decisions and the number of negative decisions rather than the outcome of each specific NRM referral. DoH has advised that they are carrying out some research on assessing service provision for unaccompanied and separated migrant children, including on examining the

		<p>report on outcomes for children who have access to a Guardian (not simply numbers of children), including immigration outcomes and outcomes for young people supported in aftercare.</p> <p>The priority should set an ambitious target of seeking to ensure that children in Northern Ireland have access to a reformed NRM process embedded within safeguarding arrangements as has been committed to by the UK Government. Previously, Northern Ireland has sought to be innovative in providing the highest standards of protection for children at risk of trafficking and modern slavery and we would urge the Department and others to ensure the jurisdiction aims to progress this as soon as possible.</p>	<p>outcomes for unaccompanied and separated children but reporting on this may not be available during the lifespan of this annual strategy.</p> <p>NI is part of the UK-wide NRM process. In NI we have aimed to further improve the quality of referrals into the NRM by working to embed the referrals within our safeguarding process; there is now a robust multi-agency assessment framework specific to separated/unaccompanied asylum-seeking children which will give due and full consideration to an NRM referral. The new UK-wide NRM Multi-Agency Panels will review all negative NRM decisions and will include children and young people professionals as panel members. NRM reform also includes plans to make the process more child-friendly; for example, there has been recent engagement by Barnardo's Independent Guardian Service with the Home Office, to advocate on behalf of this cohort of children to provide more child-centred environments for interview purposes and also approaches to interviews.</p>
	NIACRO	Broadly welcomes the measures included.	Noted.
<p>(Q9) PROTECT <i>“Do you consider that the objectives, action and delivery mechanisms proposed under Protect are the appropriate ones?”</i></p>			
	L&C City Council IASC NILGA and NISMP NISCC Law Society Southern Trust PBNI CARE in NI IJM	Yes Yes Yes Yes Yes Yes Yes Yes Yes	Noted.

	Lumos NIACRO Soroptimist	Yes Yes Yes (Not all respondents answered this question as some chose to reply in letter format rather than by completing the questionnaire.)	
(Q10) PROTECT <i>“Do you have any further comments or suggestions for additions or omissions under Protect?”</i>			
33	NIPB	In addition to agri-foods, add other business sectors and engagement with top employers to raise awareness.	‘Ongoing delivery of Stronger Together initiative’ which includes other sectors sits under the PREVENT measure. Whilst priority has been given to agri-foods because of evidence of modern slavery in that sector, activities are not restricted to agri-foods: opportunities for engagement with other business sectors will continue to be taken up.
34	IASC	On-going work with Home Office to reform NRM and support arrangements may not impact in NI as HSC is a devolved issue.	Noted.
35	NILGA and NISMP	Suggest training needs analysis and training plan is not limited to agencies, but includes local government frontline workers.	We recognise the need for training in local government and we have already engaged significantly with local government, both at specific local events and through our modern slavery awareness campaign where all councils were asked to include a modern slavery video as part of mandatory training. The Training Needs Analysis and Plan will prioritise training and also seek ownership from relevant organisations to take forward training internally.
36	Law Society	Education, training and support are essential to this category of the Strategy.	Noted.
37	NISCC	Comprehensive set of aims are listed.	Noted.
38	NIPB	Victims should be encouraged to register with PBNI, NIPS and DoJ Victims Info Schemes when the perpetrator is sentenced to a period of custody,	The DoJ contracted support providers will advise potential victims of the schemes as they deem appropriate as part of the support providers’ signposting of services for

		community supervision or Hospital Order.	victims.
39	CARE in NI	Recommend specific reference to training for frontline professionals in PSNI, PPS, judiciary and defence lawyers regarding the statutory defence in section 22 of the HT&E Act. Guidance also required.	A well-established training programme is in place for law enforcement including the Judicial Studies Board training as noted. Training has also been provided for solicitors and barristers which has covered the legal framework for modern slavery including section 22. Further training will be considered as appropriate in the Training Needs Analysis for modern slavery.
40	IJM	Service provision for survivors needs to be extended...into years rather than months. Need for in-depth assessment of circumstances of a country/community if an individual is to be repatriated. (Neglecting this can increase risk of re-victimisation).	We work with NGO partners who provide some longer-term support for victims of modern slavery. We will explore the potential for support available to adult potential victims of modern slavery under the DoJ support contract to be provided for an extended recovery and reflection period, subject to available resources.
41	Lumos	Encourage use of foster-care for trafficked children to ensure living in a family setting. Spend funding this way rather than institutionalising. Welcomes Independent Guardian scheme.	The Health & Social Care Board has initiated a targeted recruitment initiative for separated/ trafficked children to establish a pool of trained carers equipped with the necessary skills and knowledge to care competently for this cohort of children. Those placed in foster care may, subject to the agreement of the foster carers, further avail of the Going the Extra Mile Scheme which enables young people to remain with their carers post 18, providing continuity of care and support into adult life.
42	Soroptimist	DoJ to consider increasing time limits for support and to the means of financial resources to cover additional time period.	We work with NGO partners who provide some longer-term support for victims of modern slavery. We will explore the potential for support available to adult potential victims of modern slavery under the DoJ support contract to be provided for an extended recovery and reflection period, subject to available resources.
43	NICCY	In relation to making sure appropriate accommodation options are available to meet the needs of child victims, we note with concern that over the two year period up to 2020 the only action	The strategy is intended to provide an overview of mechanisms of delivery to address objectives and it is not intended to provide specific detail on all aspects. In terms of accommodation options, the HSCB has advised that the

		<p>or 'mechanism for delivery' given is analysis and keeping under review placement options. We recommend the draft Strategy provides better indication of how it will ensure a broader and more flexible range of accommodation options available, such as through the development of specialist fostering and extended fostering placements. We also express concern that HSCT/PSNI guidance is noted as still outstanding.</p>	<p>provision of residential-based care for victims or potential victims is intended as a safe, suitable reception and initial assessment facility. It is small scale and provides individualised, non-institutional care. Placement within a family is a preferred and best option for the majority of children in care in NI, including where it is in the best interests of trafficked children. The Health & Social Care Board has initiated a targeted recruitment initiative for separated/ trafficked children to establish a pool of trained carers equipped with the necessary skills and knowledge to care competently for this cohort of children. Those placed in foster care may, subject to the agreement of the foster carers, further avail of the Going the Extra Mile Scheme which enables young people to remain with their carers post 18, providing continuity of care and support into adult life. The joint HSCT/PSNI working arrangements guidance is now in place.</p>
<p>PROTECT – GENERAL COMMENTS</p>			
44	NIHRC	<p>The Commission welcomes the Strategy, but nonetheless recommends that a human rights-based approach is embedded in the Strategy. To achieve this, the Department should commit to taking action consistent with international human rights standards, particularly those protecting the principles of non-refoulement and extraterritoriality.</p>	<p>Responsibility for refugee policy and extraterritorial application of international treaties falls to the UK Government and as such the Northern Ireland Executive does not have devolved competence on these issues. We will continue to raise any issues or concerns with relevant parts of the Home Office as appropriate.</p> <p>Human Rights standards underpin the strategy and inform our policy and strategic response. Specific reference to human rights will be included in the strategy.</p>
45	NIHRC	<p>The Commission recommends that the Strategy details how Health and Social Care Trusts will</p>	<p>The strategy includes reference to social care and health sectors in relation to the strategy's commitment to</p>

		<p>safeguard and protect the interests of children who have gone missing whilst in the care of the Trust and who are at risk of being trafficked.</p>	<p>increase engagement with relevant sectors to raise awareness of risk and promote good practice. DoH is the lead department on safeguarding and protection of children. Following the Marshall Inquiry and the associated CSE Action plan, actions have been taken to improve safeguarding through, for example, co-location of social work staff with PSNI, joint work with PSNI on children missing from care and continued addressing of the complex needs of children in residential care through staff training and awareness; and through the recent funding to introduce peripatetic support services for residential children's homes in each Trust which are aimed at better supporting children through diversionary interventions. The strategy also includes reference to development of guidance on working arrangements for Trust staff and PSNI officers – this includes guidance on actions to be taken by lead agencies where a child goes missing and should be further informed by the existing "Missing Children Protocol (Runaway and Missing from Home and Care)" which is applicable to all children in care who may go missing. The Regional Practice Network on Separated Children is also referenced in the strategy. The Network has representation from the HSC Trusts, PSNI, DoJ, DoH and other key stakeholders and provides the forum for discussion to ascertain any additional requirements in respect of detail or practice / information deficits at an operational level in responding to incidents where a separated/trafficked child goes missing.</p>
46	Attorney General	<p>At Page 33- after reference to Victim (singular) Charter – consider adding reference to AG's Human Rights Guidance for the PPS regarding what is appropriate training.</p>	<p>Accepted – reference added.</p>

(Q11) Prevent <i>“Do you consider that the measures proposed under Prevent are the appropriate ones?”</i>			
	L&C City Council IASC NILGA and NISMP NISCC Law Society Southern Trust PBNI CARE in NI IJM Lumos NIACRO Soroptimist	Yes Yes Yes Yes Yes Yes Yes Yes Yes Yes Yes Yes Yes Yes Yes (Not all respondents answered this question as some chose to reply in letter format rather than by completing the questionnaire.)	Noted.
(Q12) Prevent <i>“Are there any measures under Prevent that you believe should be added or omitted?”</i>			
47	NIPB	No reference to a measure for Slavery Trafficking Prevention Orders (STPOs) under Prevent. Given these Orders are to prevent re-offending a measure should be developed regarding the enforcement of such orders.	We accept the principle of this, however, we recognise that elements of the strategy are interrelated. STPOs are already referenced under PROTECT and in the interests of avoiding duplication we have not included reference to these measures again under PREVENT.
48	NILGA and NISMP	Useful for crime survey figures on public awareness and media reporting to be disaggregated to Council areas.	Consideration will be given to the format of analyses at local government district level. However, as the survey module will not run until the 2019/20 survey, any associated results would not be available until outside the timespan of this strategy. The provision of any statistics at local government district level will be subject to sufficient sample size.

49	Law Society	Not at this point. Most of the measures are transferrable from 2018/19 to 19/20 as a continuing aim.	Noted.
50	Southern Trust	The tracking of awareness sessions across partner agencies is important as there are numerous examples across the system where work is going on locally to raise awareness and promote confidence in recognising a concern. The mechanism for capturing this figure should be defined.	We already seek to gather this information from partner agencies and this is included under the measure, 'number of awareness sessions delivered to each target audience.' The strategy's Training Needs Analysis will also ensure a more focussed approach to training.
51	PBNI	May be occasions when it is not applicable for media to report operational successes if it compromised other operations.	Noted.
52	CARE in NI	Recommend that the measure "number of MSHT crimes recorded" should be clarified to refer specifically to the offences to be recorded and to make clear if this measure will include other offences recorded but which have been noted to have a connection to HT.	The focus in this Strategy is on Modern Slavery offences under sections 1 and 2 of the 2015 Act. It is intended that the measure on prosecution and conviction figures will include offences linked to human trafficking, and also cases which started as human trafficking but resulted in convictions for other crimes.
53	CARE in NI	Concerned that it does not include measure of the number of crimes recorded for the offence of paying for sexual services under Sexual Offences Order (NI) 2008. Also recommend recording of cautions and discretionary disposals.	Our focus is on measuring Modern Slavery offences. Measures have had to be prioritised in terms of our current capacity to deal with them. The Department has commissioned an independent review of the impact and operation of the criminalisation of paying for sex, in line with the statutory requirement under section 15. The Review sits outside the scope of this strategy and its findings will be published separately.
	NIACRO	Broadly welcomes the measures here.	Noted.
(Q13) Prevent <i>"Do you consider that the objectives, actions and delivery mechanisms proposed under Prevent are the appropriate ones?"</i>			
	L&C City Council	Yes	Noted.

	IASC NILGA and NISMP NISCC Law Society Southern Trust PBNI CARE in NI IJM Lumos NIACRO Soroptimist	Yes Yes Yes Yes, in general Yes Yes Yes Yes Yes Yes Yes Yes (Not all respondents answered this question as some chose to reply in letter format rather than by completing the questionnaire.)	
(Q14) Prevent <i>“Do you have any further comments or suggestions for additions or omissions under Prevent?”</i>			
54	IASC	<p>Under the objective to ‘reduce vulnerability to exploitation and re-exploitation’ perhaps also possible to identify demographic trends to target key diaspora groups and develop communication strategy to raise awareness about risks of modern slavery.</p> <p>Engage with governmental counterparts and NGOs in key source countries to increase info-sharing and ensure support and protection measures are in place for returning victims</p> <p>Under objective to ‘strengthen cross-sector resilience against modern slavery’ could mention be made of the upcoming NILGA guidance for councils, to be developed ahead of the 2019 elections?</p>	<p>We recognise the value of this, however, given limited capacity, this has not been identified as a priority this year.</p> <p>DoJ’s contracted support providers engage with NGOs in source countries for specific victims returning.</p> <p>Strategy now includes reference to “ongoing liaison between IASC and NILGA on NILGA guidance for councils.”</p>

		<p>On a more general note, is there anything that the NI Government and partners could be doing overseas in of support countries to reduce the risk of vulnerable populations falling victim to modern slavery? The measures proposed in the draft strategy focus solely on work to be done in NI, rather than prevention work at source. Does NI Govt fund any NGOs to undertake prevent work overseas, for instance?</p>	<p>In general our focus is on NI but we will work with UK government on wider issues; the UK government holds responsibility for international work as international relations are an excepted matter.</p>
55	NILGA and NISMP	<p>Welcomes reference to PCSPs and local government. Council procurement leads need to be included in procurement specific training. Active engagement with local print media may help to reach a wide audience.</p>	<p>Training on best practice in public procurement has been offered to all council procurement leads. Material has been sent to PCSP managers for use locally and a number of them have taken the lead in media and awareness raising activity within their council areas.</p>
56	Law Society	<p>Awareness raising appears to be a key element to prevention – together with education.</p>	<p>Noted.</p>
57	PBNI	<p>Additional training should be delivered to PBNI staff to raise awareness In respect of HT.</p>	<p>Training needs will be considered in the context of the Training Needs Analysis. DoJ will engage directly with PBNI on this.</p>
58	CARE in NI	<p>We recognise that the Department of Justice’s “Sex Worker Liaison Group” has been established for a number of years, however, the use of the term “sex worker” in this context unhelpfully asserts that prostitution is a form of “work” which contradicts the understanding of prostitution as a form of exploitation established by the Human Trafficking and Exploitation Act. We recommend that the Department re-considers the name of this group. Many of those who advocate the use of the term “sex worker” claim that they do so to refer to people engaged in selling sexual services</p>	<p>Engagement with the Group has been with a view to its members communicating concerns or identifying issues on behalf of those they may be aware of who are not involved on a voluntary basis. This is the preferred terminology of members engaged through the Group.</p> <p>DoJ will continue to consider the best mechanisms to engage with and protect at risk individuals.</p>

		<p>voluntarily. In the context of this strategy therefore, the use of the term “sex worker” creates a level of doubt that the Sex Worker Liaison Group can be an effective mechanism for delivering the desired engagement with “at risk communities” as it may well not include or be a channel for reaching all those engaged in prostitution including those who may have been trafficked or coerced. Therefore, we recommend that additional mechanisms for delivery that can reach out to all people involved in prostitution including those who would not identify as “sex workers” should be added.</p>	
59	CARE in NI	<p>Unaccompanied migrant children are an “at risk” group who need guidance however there is no clear delivery mechanism to reach out to this group listed in this section of the strategy. We recognise that much of this may be done by the Independent Guardians but there is also a role for HSCTs, DoH and others. We recommend these should all be added as mechanisms for delivery of the proposed engagement with at risk groups in this section of the strategy. To help monitor engagement with this group we recommend that the plans to measure the number of children being supported by the Independent Guardian scheme include disaggregation of the figures to take note of how many separated migrant children are supported and to note how many separated children are referred to the NRM and at what point.</p>	<p>DoH has lead responsibility for the welfare and protection of children including unaccompanied children. DoJ attends the HSCB group on Regional Practice Network on Separated Children and the HSCB attend the Organised Crime Task Force sub-group on Modern Slavery and Human Trafficking and DoH is sighted on minutes. The number of children supported through the Independent Guardian Scheme is measured under the ‘PROTECT’ priority rather than ‘PREVENT. We intend to disaggregate figures related to IGS support to report on the figures of separated children/young people who are not indigenous and also for those referred to the NRM.</p>
60	CARE in NI	<p>Add engagement with other sectors which could include construction, hospitality, beauty, car washes etc.</p>	<p>Whilst priority has been given to agri-foods because of evidence of modern slavery currently in that sector, activities are not restricted to agri-foods: opportunities for</p>

			engagement with other business sectors will continue to be taken up, particularly as emerging threats are identified.
61	CARE in NI	Additional action points required to spell out how raising awareness will reduce demand, in particular for prostitution. Additional actions requested – e.g. targeting businesses (re their own practices and potential for exploitation in supply chains; consumers - re impact of demand for cheap goods/services; those who pay for sexual services – to raise awareness of the offence in section 15 of HT&E Act.	The strategy’s purpose in relation to raising awareness of offences relates to offences under sections 1 and 2. We have identified our priorities and will work through these and then will consider additional actions as necessary. Some awareness-raising targeting businesses regarding supply chains has already taken place and will continue, subject to capacity.
62	CARE in NI	Recommend adding objective re reducing demand and that a specific mechanism for delivery be added: “effective prosecution of Article 64A of Sexual Offences (NI) Order 2008 in all appropriate circumstances.”	The HT Act requires a 3 year review of the operation of Article 64A of the Sexual Offences (NI) Order 2008. In connection with this, DoJ is commissioning research on the Article 64A offence, including establishing the extent to which Article 64A has operated to reduce human trafficking for the purposes of sexual exploitation. The review will include information as to the number of arrests and convictions during the period and to offences under section 2 of the HT Act. As this review will be ongoing, consideration of its findings are likely to be outside the span of this current strategy.
63	IJM	Work required to assist the public to recognise the signs, who to call etc. Highlight tools/apps to report suspicious activity. Raise public awareness – including corporate business - re supply chains of everyday goods in order to reduce demand.	Agreed – awareness-raising linked to signs and indicators and to supply chains has already taken place and is included in the draft strategy.
64	Lumos	Need specific guidance about orphanage trafficking, child exploitation and orphanage tourism. Re-direct funding, time and resources towards alternatives that create better future for children, eg Australia’s	Concerns expressed about ‘orphanage tourism’ have been drawn to the Health & Social Care Board’s attention as well as to Home Office and NCA for an assessment of the threat posed.

		campaign for Smart Volunteers could change public attitudes. Need robust mechanism of oversight to enforce reporting and sanctions for non-reporting. NI should support business to divest from funding “orphanage tourism” visits and redirect to family and community-based care.	
65	Soroptimist	Following our recent questionnaire outcomes, the general public still do not recognise the signs, nor do they believe that it happens in their community. It is difficult to know what more the DoJ can do to alleviate this, but we need to keep it in the public arena.	The draft strategy includes further awareness raising and the training needs analysis will inform a more strategic approach. We continue to pursue a proactive communications and media strategy in respect of modern slavery to ensure that the issue remains in the public consciousness.
66	NIHRC	The Commission recommends that the Strategy commit to raising awareness among businesses to ensure their fulfilment of obligations under international human rights standards and the Modern Slavery Act, and to become a member of the Northern Ireland Business and Human Rights Forum.	We have at this stage prioritised the agri-food sector within Northern Ireland, given the current evidence of that sector’s vulnerability to modern slavery. The strategy includes reference to engagement with this sector, delivery of Stronger Together initiative and with relevant trade press. In connection with this, the Department continues to use media opportunities to raise businesses’ awareness on the Modern Slavery Act’s requirements on Transparency in Supply Chains and to liaise with organisations such as Invest NI. We continue to monitor emerging threats in other sectors and deliver targeted work to promote Modern Slavery awareness including via input as appropriate to the NI Business and Human Rights Forum.
67	NIHRC	Having worked with the Department of Finance to draft a Procurement Guidance Note, the Commission recommends that the Department of Justice gives particular consideration to the Guidance Note when conducting procurement	The Department of Justice will give consideration to the Guidance Note in relation to procurement exercises.

		exercises.	
68	NICCY	We suggest that the public awareness campaign also reports on public confidence in identifying indicators of trafficking and modern slavery and reporting on these. We note with concern that no child specific areas are included within this priority and would highlight the importance of identifying and taking preventative action to protect vulnerable and at risk groups such as, Separated Children, Children in private fostering arrangements and Missing Children. We also note that action should be in place to prevent traffickers and perpetrators re-exploiting children as they reach 18 years of age, particularly where they may leave care and supported accommodation.	It is intended to include a modern slavery module in the Safe Communities Survey which will seek information from the public about awareness of indicators. However, as this will not run until the 2019/20 survey, any associated results would not be available until outside the timespan of this strategy. A reference to the HSCB-led Regional Practice Network on Separated Children has been added to the strategy under 'PREVENT.' Currently the HSCB is engaged in: redesign of the existing residential unit for separated/trafficked young people; progressing a specific fostering initiative intended to recruit and train foster carers to provide placements for separated/trafficked children and young people with continued placement with carers post-18 through the GEM scheme; and internal discussions regarding the development of suitable step-down accommodation with ongoing support provision for those ageing out of care. Separated children leaving care at 18 and who meet the criteria of the Children Leaving Care Act will continue to receive statutory entitlements to support similar to any indigenous young person ageing out of care i.e. social work / personal adviser support, pathway planning and review and assistance across all prescribed domains. The Independent Guardian Service will also remain involved where there are ongoing issues or concerns regarding modern slavery, trafficking or immigration.
<p>(Q15) General Comments – “Please provide any other comments which you wish to make on the draft strategy.” (The general comments provided by respondents have been grouped below thematically.)</p>			
PREVENT - general			
69	IASC	It could be worth setting measurable, quantitative	It is intended that any targets deemed appropriate

		targets for certain outputs e.g. x number of first responders trained per year?	should be identified through the Training Needs Analysis.
70	Attorney General	The Attorney General notes that the strategy is on offences under sections 1 and 2 of the 2015 Act, in accordance with section 12 of that Act. However, as one purpose of the strategy is to contribute to a reduction in the number of those offences, might it not be useful to incorporate alongside the primary statistics at p.35, the number of arrests and convictions for the offence under Article 64A of the Sexual Offences (NI) Order 2008 ? The Attorney understands that it was designed as a 'prevent' measure in relation to the section 1 and 2 offences (targeting demand).	The HT Act requires a 3 year review of the operation of Article 64A of the Sexual Offences (NI) Order 2008. In connection with this, DoJ is commissioning research on the Article 64A offence, including establishing the extent to which Article 64A has operated to reduce human trafficking for the purposes of sexual exploitation. The review will include information as to the number of arrests and convictions during the period and to offences under section 2 of the HT Act. As this review will be ongoing, consideration of its findings are likely to be outside the span of this current strategy.
Partnership			
71	Barnardo's	Agrees to incorporating partnership working across areas.	Noted.
72	Law Centre	Agrees the approach of embedding partnership across the strategic priorities.	Noted.
73	IJM	Partnership working is vital.	Noted.
74	Barnardo's	Need to identify partners for each "mechanism for delivery".	The partners contributing to the various mechanisms for delivery can be fluid.
75	Barnardo's	Outline how information and learning is passed between partners.	In addition to the HSCB-led Regional Practice Network for Separated Children, the two main fora for the exchange of information and learning are the DoJ-led Organised Crime Task Force sub-group on Modern Slavery and Human Trafficking and the Non-Governmental Organisation Engagement Forum. Relevant partners may also hold bilateral meetings as needed.
76	Sinn Fein	Support partnership working between Depts and others.	Noted.
77	Law Centre	As the work now straddles two departments – i.e. Department of Justice and Department for Economy	This strategy focusses on the Department of Justice's lead responsibility for modern slavery.

		<p>– we think a joint approach should be explored. We think it would be helpful if the work of both departments could be included within this Department of Justice Strategy.</p> <p>There have been a number of welcome legislative / policy developments in recent years specifically developed to help tackle slavery in Northern Ireland e.g. Human Trafficking & Exploitation NI Act (2015). However, Law Centre’s view is that current legal remedies for victims of (labour) exploitation require significant review. The current complicated framework of protection is not victim centred, which is not surprising given that it predates contemporary understanding of trafficking and exploitation. This is why we renew a previous recommendation, which is that the Department of Justice convenes a working group to identify the different legal remedies available to victims of exploitation and to assess the effectiveness of same. The working group should include officials from Department for the Economy and practitioners working on criminal and civil claims.</p>	<p>The Department for the Economy (DfE) has been engaged in the drafting of this strategy, as have other departments who lead in their own areas of responsibility (e.g. DoH on child protection and safeguarding).</p> <p>Officials in DfE would be happy to meet with the Law Centre to discuss this and other issues of mutual interest, and consideration will be given to the possibility of working together on legal remedies.</p>
78	Law Centre	Work with DoH to ensure victims have access to specialist trauma services.	The request has been brought to the attention of those in DoH dealing with the trauma service but they have advised that its development is at an early stage and that including reference in this strategy would not be appropriate given the timespan of this annual Modern Slavery strategy.
79	Law Centre	Work with DfC to establish a benefits pathway for victims.	A Single Point of Contact for benefit enquiries has now been provided by DfC and is available to first responders and organisations contracted by DoJ to support victims of modern slavery and human trafficking. ‘Make the Call’

			also offers a Community Outreach Service that provides face-to-face interventions with vulnerable people where they will be given a full and confidential Needs Assessment and assistance can also be given in completing claims to some benefits, supports and services. DoJ's contracted support providers are also contracted to ensure smooth transition out of the NRM support service including early contact with statutory agencies to access welfare, housing provision and access to other relevant statutory support provision.
Cross-border partnership			
80	Sinn Fein	Support all-Ireland approach and harmonisation of N/S strategies. Supports previous plan to have cross border forum and information sharing and wants this referred to here. Endorse action re child protection through NSMC sub group.	<p>In addition to co-operation between law enforcement agencies (for example, through the Joint Agency Task Force), existing measures to support cross-border partnership include An Garda Síochána's membership of the Organised Crime Task Force and partnership work with AGS and DoJE through the Santa Marta Project. DoJ and DoJE also co-host an annual cross-border conference on organised crime which supports collaborative working to tackle organised crime threats, including modern slavery. The two Departments, in collaboration with PSNI and AGS also publish a biennial cross-border organised crime threat assessment.</p> <p>We will continue to work closely with our counterpart to identify opportunities for cross-border co-operation.</p>
81	Law Centre	Ensure effective mechanisms/MOUs between law enforcement agencies North/South.	Noted – however, this goes wider than this Strategy's remit and work is on-going.
82	IJM	<p>Collaboration between jurisdictions is vital. Aim of ending slavery in NI is one aspect - but so too is the "upstream" element.</p> <p>Promotes using resources to a positive end around the world. Points out risks in looking at</p>	<p>Some social media work is planned which will focus on the 'upstream' element.</p> <p>The UK government leads on overseas working and we align with them. There is limited capacity and vires to</p>

		these 3 strategic priorities in isolation.	work outside our own jurisdiction.
83	IJM	Need to consider cross border collaboration – post-BREXIT.	Noted. Work is ongoing across government and the criminal justice system to prepare for and respond to the policy implications of EU Exit. Such measures clearly impact across the entire justice system and therefore are wider than this strategy. However, we have noted ongoing work in the introductory narrative to the strategy.
International Partnership			
84	Sinn Fein	Supports international/EU co-operation and that criminal justice matters comply with HR standards.	Noted.
85	NIHRC	Recommends Strategy considers impact of BREXIT and potential loss of European Arrest Warrant and Joint Investigation Teams. Also increased risk of those who are uncertain of settled status.	Work is ongoing across government and the criminal justice system to prepare for and respond to the policy implications of EU Exit. Such measures clearly impact across the entire justice system and therefore are wider than this strategy. However, we have noted ongoing work in the introductory narrative to the strategy.
86	CARE in NI	Need strong partnerships with other countries – using shared terminology will help – recommend using terms found in Council of Europe Convention and UN’s Palermo Protocol.	The strategy is based on the Convention and Protocol. Terminology is consistent with the general usage in other UK jurisdictions and UK reporting.
Children			
87	Barnardo’s	Child victims have specific needs and measures are only identified in separate sections – instead of being integrated throughout.	Children and young people are included under references to victims/potential victims throughout the draft strategy as actions are transferable to children and it would be duplicative to set out separate actions and measures each time unless there are clearly specific actions.
88	Barnardo’s	Lacks reference to Home Office as a partner organisation.	The draft strategy refers to ongoing work with the Home Office to reform NRM and support arrangements. It also refers to the Prime Minister’s Task Force in relation to strong multi-agency response.

		<p>Also vulnerable children need to be interviewed by people trained in trauma.</p>	<p>NRM reform includes plans to make the process more child-friendly; it is the HSCB's understanding that there has been recent engagement by Barnardo's Independent Guardian Service with the Home Office on the matters raised, resulting in Home Office staff visiting Northern Ireland and engaging with the Independent Guardian Service to discuss these specific issues and to explore more child centred and sensitive approaches to interviewing practices and arrangements.</p>
89	NICCY	<p>NICCY notes that greater acknowledgement should be given to the legal status of potential victims of human trafficking and modern slavery and recognition of the specific processes applied to those subject to immigration control, including asylum and immigration processes and National Referral Mechanism (NRM) decision making pathways.</p> <p>Following on from this, we would highlight that the document should refer to the particular role of devolved Departments, including Justice and Health, and devolved statutory agencies in ensuring ongoing engagement with the Home Office in regard to the respective statutory duties of each body to safeguard and promote the welfare of children subject to immigration control who may also be victims and witnesses to trafficking and modern slavery.</p>	<p>The Health and Social Care Board's Regional Practice Network on Separated Children brings together representatives from a number of organisations including the HSC Trusts, DoH, DoJ, and Home Office. Issues relating to separated and unaccompanied children including trafficked children are discussed and actions agreed. Particular attention has been given to the legal status of children and young people. The Regional Practice Network is referenced in the strategy under PURSUE, PROTECT and PREVENT.</p> <p>The Organised Crime Task Force sub-group on Modern Slavery and Human Trafficking facilitates regular discussion between representatives from organisations including the HSCB, DoH, UK Visas and Immigration, UK Immigration Enforcement, UK Border Force, PSNI, NCA, DfE, DfC and HMRC.</p> <p>NI Working Arrangements for the Welfare and Safeguarding of Child Victims and Potential Victims of Human Trafficking and Modern Slavery which set out the various responsibilities for safeguarding for children and young people have been shared with Home Office</p>

		<p>We would welcome the draft Strategy narrative and priority areas paying more regard to child specific commitments and measures. For example, greater attention should be given to identifying vulnerable and at risk groups of children and putting in place responses to mitigate risk and enhance protections. In relation to outcomes for children and young people, the draft Strategy should seek to report on the longer term and more qualitative outcomes that are achieved for children.</p>	<p>colleagues.</p> <p>DoJ is also represented on the Child Protection Senior Officials Group (CPSOG) which has been established to consider any existing or emerging child protection issues which require cross-departmental input and coordination. It replaces the senior officials group (SOG) established to oversee the implementation of Professor Marshall’s recommendations on child sexual exploitation (CSE).</p> <p>Our focus is on the current measures as these have had to be prioritised in terms of our current capacity to deal with them.</p> <p>DoH have advised that they are carrying out some research on assessing service provision for unaccompanied and separated migrant children, including on examining the outcomes for unaccompanied and separated children but reporting on this may not be available during the lifespan of this annual strategy.</p>
90	Lumos	<p>Legislation must be robust enough to encompass crimes such as orphanage trafficking – put in place preventative strategies to protect children from institutionalisation and its risks.</p>	<p>Concerns expressed about ‘orphanage tourism’ have been drawn to the Health & Social Care Board’s attention as well as to Home Office and NCA for an assessment of the threat posed. We are confident that the existing legislation complies with international standards.</p> <p>It is the HSCB’s view that the determination of the most suitable placement for any child or young person entering care should be informed by assessed needs and appropriate matching. Placement within a family is a preferred and best option for the majority children in</p>

			<p>care in Northern Ireland. This option where it is in the best interests of the individual child / young person should be equally available to separated / trafficked children / young people.</p> <p>To that end the HSCB has initiated a specific and targeted recruitment initiative for separated / trafficked children to establish a pool of trained carers who are equipped with the necessary skills and knowledge to competently care for this cohort of children. Separated / trafficked children and young people placed in foster care may, subject to the agreement of the foster carers, further avail of the Going the Extra Mile (GEM) Scheme which enables young people to remain with their carers post 18 thereby providing continuity of care and support into adult life.</p>
91	Barnardo's	Need to refer to internal trafficking as a specific strand. Also include an associated action in Strategy requiring partnership between DoJ, DE, DoH to work together to strategically reduce risk as well as help others (teachers/SWs) to identify risk and to enable pupils to build self-esteem to address issues that facilitate CSE.	<p>Internal trafficking is covered in all training and awareness and actions apply to all types of trafficking. It is also specifically covered in the operational guidance "NI Working Arrangements for the Welfare and Safeguarding of Child Victims and Potential Victims of Human Trafficking and Modern Slavery".</p> <p>We have already produced educational resources that cover issues relating to CSE as a specific strand of human trafficking. We have prioritised training within the Health and Social Care Sector under our current Training Needs Analysis, however, our intention is to conduct a similar exercise for other sectors, including education. Social Work training is encompassed under current work on the TNA.</p>
92	Barnardo's	Possibly a separate plan required to support re-victimised victims. Some of those who are	Authorities recognise the potential for re-trafficking. We seek to make arrangements for safe repatriation,

		identified as victims through children's services are moved out of the country and re-trafficked in as adults; as no longer under children's services' remit, and no record of them under adult provision, they are not identified as at-risk and in need of support.	including through contact with local NGOs in source countries, where that is possible. Changes to the NRM system, including the introduction of a digitised case management system are intended (amongst other things) to assist in identifying where victims have been re-trafficked. Assistance and support to victims under section 18 of the 2015 Act requires that provision be made to meet the assessed needs of that person.
93	Sinn Fein	Support legal requirement for a child victim to get an independent guardian.	Noted – Independent Guardian Service operational from 1 April 2018.
Home Office role			
94	Barnardo's	Outline Home Office responsibility to record or refer to NRM or others.	The draft strategy has been amended to include reference to Home Office responsibilities in the Introduction to the strategy.
95	Law Centre	<p>We recommend that the Strategy commits to examining how Northern Ireland stakeholders might engage with the Director of Labour Market Enforcement's Information Hub.</p> <p>Through a series of FOIs, Law Centre has collected data from Northern Ireland's employment enforcement agencies e.g. GLAA, HMRC, Health & Safety Executive, DAERA, etc. It is far from clear whether MoUs are in place for all agencies. This needs rectifying and actions put into place before Brexit so as to ensure efficient processes / mechanisms between law enforcement agencies north and south.</p>	<p>The Department has engaged with colleagues in the Department for the Economy (DfE) who have advised that the Director of Labour Market Enforcement is responsible for setting priorities for the following enforcement bodies.</p> <ul style="list-style-type: none"> • Employment Agency Standards Inspectorate (EAS) • Gangmasters and Labour Abuse Authority • HMRC National Minimum Wage. <p>The Employment Agency Standards Inspectorate (EAS) covers England, Scotland and Wales. However, in Northern Ireland, DfE's Employment Agency Inspectorate (EAI) is not within the remit of the Director of Labour Market Enforcement and is responsible for the regulation of the private recruitment sector. Employment agencies and employment businesses in Northern Ireland must</p>

			<p>comply with the Employment (Miscellaneous Provisions) (Northern Ireland) Order 1981 ('the 1981 Order') and the Conduct of Employment Agencies and Employment Business Regulations (Northern Ireland) 2005. The legislation exists to protect work seekers and employers using such agencies and businesses. Information obtained by the EAI will only be disclosed to other enforcement agencies in specified circumstances and in accordance with legislation.</p> <p>Work is on-going to look more widely at the justice and policing implications of BREXIT.</p>
Data collection			
96	Barnardo's	Recommends disaggregating data by age, gender, care status, housing status, country of origin and nationality to inform support and intervention.	We have had to prioritise the measures for inclusion on the basis of the added value they provide and our current capacity to deliver. We are not in a position to expand these further at this stage.
97	IJM	Analysis where victims and perpetrators originate.	Acknowledge further analysis would be useful, however we do not have capacity to conduct this within the lifespan of this strategy. We will consider in the context of future work.
98	DfE	Committed to working with other regulators and will share relevant info where legislation permits.	Noted.
99	Barnardo's	Recommends that data is collated centrally. Welcomes data collection on number of non-NRM victims but strategy must be clearer on what this entails.	Duty To Notify has not yet been commenced in Northern Ireland and therefore non-NRM victims' figures are not currently collected. The draft strategy's reference to 'number of non-NRM potential victims referred to NGOs for contact and advice' relates to the associated mechanism for delivery: "consideration of PSNI referrals to NGOs to build trust with non-NRM potential victims.' The intention is that PSNI will facilitate contact between the potential victim and NGO partners to enable ongoing

			relevant support and advice aside from NRM support/ law enforcement but also with a view to building trust in PSNI. Building trust is a process and will be viewed on a case-by-case basis. This referral arrangement will be on a pilot basis.
100	NIACRO	Quantitative data important but so too is qualitative – to measure and understand complexity and context of MS. As well as counting number of victim referrals consider gathering victim testimony in an appropriate and safe manner.	Noted, however, victim testimony is captured through the NRM and other criminal justice processes – caution needs to be applied to avoid further traumatising of victims.
101	Law Centre	Record number of cases where the statutory trafficking defence is used.	PPS has advised that this is not considered achievable due to the difficulties in gathering information and also that PPS may decide not to prosecute on the public interest test.
102	Law Centre	Monitor claims to Criminal Injuries Compensation Scheme and grants of Discretionary Leave to Remain.	<p>A measure on Criminal Injuries Compensation Scheme claims has now been added to the strategy under PROTECT.</p> <p>The Department has engaged with the Home Office on the Discretionary Leave to Remain request. The Home Office has advised that it is not currently possible to provide figures on grants of Discretionary Leave to Remain made as a direct result of the individuals being in the NRM process. They have indicated that it will be possible to consider taking this work further, but any statistics would not be available until outside the timespan of the current strategy.</p>
First Responders			
103	Barnardo's	Add list of first responder organisations to strategy.	A list of first responders in Northern Ireland has been added to the Introduction to the draft strategy.
Voluntary and Community sector			
104	Barnardo's	Identify V&C sector as delivery partners.	The voluntary and community sector have been added as

			delivery partners in the Introduction to the draft strategy.
105	NIHRC	Consider addressing funding issues of Freedom Acts and others to continue operating.	Funding capacity is limited and any funding is only granted subject to a suitable selection or procurement process.
106	Sinn Fein	There needs to be ongoing support to organisations such as Women's Aid, Victim Support and Migrant Help. The NGO community have a crucial role to play in the provision of support and services to victims.	DoJ contracts with organisations to provide support to victims. We value highly the role of NGOs and host an NGO Engagement Forum which meets with partners quarterly and provides a conduit for information and assistance on an ongoing basis.
NRM			
107	Law Centre	Concern that no Assembly means that reforms of NRM process may not be implemented. Recommends that DoJ monitors NRM developments in GB.	Noted. NRM developments are reported on to statutory and to voluntary and community sector stakeholders through the Organised Crime Task Force sub-group on Modern Slavery and Human Trafficking and the NGO Engagement Forum, and DoJ is fully participating in the NRM reform programme.
Evaluation			
108	Barnardo's	All organisations providing contracted services should be independently reviewed and evaluated regularly.	DoJ manages and reviews the contract regularly and also use the Organised Crime Task Force sub-group on modern slavery and human trafficking as a forum for raising performance issues.
109	Sinn Fein	Lacks evaluation of outcomes of previous strategies.	Reports on previous strategies have taken place separately.
110	NSPCC	It is positive that an outcome based approach has been used. In terms of measuring how proposals will improve outcomes for children, we encourage the Department to robustly evaluate workstreams to ensure ongoing learning and best practice of cases.	The Independent Guardian Service, in keeping with the contractual agreement will be subject to an independent review during 2019/20. In addition an initial piece of work has been undertaken to look at accommodation needs of separated / unaccompanied asylum-seeking children leaving care i.e. onward destinations post-care placement as a basis for informing priorities and identifying unmet need. The HSCB are also intending to host a workshop on separated / unaccompanied asylum-seeking children to review the current situation and to

			strategically plan and identify service development priorities going forward. The HSCB also has the opportunity to review the current residential based provision for separated children and is currently working on aspects of this. Regional guidance on working with separated children who are victims / potential victims of trafficking / exploitation will also be kept under review.
Reporting			
111	Law Centre	Publish regular reports re differences in protections for victims in NI v GB.	Given pressures on resource and capacity, we have prioritised other work at this time. However, NRM developments are regularly reported on to statutory and to voluntary and community sector stakeholders through the Organised Crime Task Force sub-group on Modern Slavery and Human Trafficking and the NGO Engagement Forum (forum minutes are available on the internet).
112	Law Centre	Publish quarterly reports on GB developments and differences in support.	Given pressures on resource and capacity, we have prioritised other work at this time. However, NRM developments are regularly reported on to statutory and to voluntary and community sector stakeholders through the Organised Crime Task Force sub-group on Modern Slavery and Human Trafficking and the NGO Engagement Forum (forum minutes are available on the internet).
113	Law Centre	Recommends publishing an Annual Report that collates data from relevant agencies in NI.	This Strategy obliges us to measure a range of data and DoJ also contributes NI-specific information to the UK Modern Slavery Annual Report which is published by the Home Office. We also plan to publish a report on progress against delivery of this strategy.
114	CARE in NI	Recommends DoJ mentions in strategy plans to publish annual report on progress on objectives and the measurable data for the year.	This Strategy obliges us to measure a range of data and DoJ contributes NI-specific information to the UK Modern Slavery Annual Report which is published by the Home Office. We also plan to publish a report on progress against delivery of this strategy.

Re-integrate victims			
115	Barnardo's	We also welcome the commitment to supporting reintegration of victims. It would be helpful if the strategy examined how links will be established to support reintegration as this is a complex process which takes place over time with support from services, the voluntary sector, and the community.	The DoJ contracted support providers liaise as appropriate with source countries to prevent re-victimisation and to ensure potential victims are supported in returning to their country of origin (i.e. through repatriation and reintegration) if this is in their best interests and following advice from relevant statutory authorities that it is safe to do so. PSNI will continue to strive to build relationships with government, law enforcement and local NGOs in the locations where victims are repatriated to.
116	Law Centre	Consider commissioning longitudinal research on reintegration of victims into society.	We agree that it is important to assess longer term outcomes for victims. We do not currently have capacity to commission this resource but will consider it in the context of future work.
117	CARE in NI	Recommend DoJ, DfC and DoH collaborate in development of guidance and training for frontline professionals in Councils, NHS, Job Centres and SSA to assist victims to access services.	The Training Needs Analysis will assess training needs in the public sector. Work is already well progressed to address HSC training needs and we plan to expand this work to other sectors and statutory agencies according to prioritised need.
118	CARE in NI	Recommend including action to "make effective use of the discretionary provision in section 18 (9) of HT&E Act to support victims beyond provision of a conclusive grounds decision where necessary to prevent victims becoming homeless. DoJ to develop policy guidance re how decisions are taken to offer extended leave under this section. Recommend the Department puts policies and guidance in place to ensure that victims who are seeking discretionary leave to remain are able to continue receiving support (including accommodation and financial assistance where	This provision is already considered on a case-by-case basis depending on the circumstances of the case.

		necessary) under section 18(9) until after the discretionary leave decision and the appropriate arrangements for the victim's next steps have been made.	
Advice to victims			
119	Law Centre	<p>Concerned about the effectiveness of mechanisms to identify and report suspected cases of modern slavery from prisons and Larne House Short-Term Holding Facility. We recommend that the list of mechanisms for delivery (page 31) is expanded to include work in places of detention. As a related issue, we continue to have concerns about the fact that Border Force officers do not regularly refer victims into the NRM (Border Force made one referral in 2017 and just one referral in the previous three years). Immigration enforcement staff clearly have an important part to play in ensuring that potential victims are promptly and effectively identified and offered protection.</p> <p>Further, we recommend that the Department of Justice takes responsibility for ensuring that all persons in detention – whether in immigration detention or prisons – have access to independent information and advice on slavery and exploitation.</p>	<p>Border Force have developed their collaborative working over the last few years and regularly work alongside the PSNI's Human Trafficking & Modern Slavery team and other stakeholders in a number of planned human trafficking and modern slavery operations. This has also seen an increase of referrals to the PSNI outside of planned operational activity.</p> <p>Border Force will offer the NRM to potential victims, however, this is declined in most occasions. If this is the case, leaflets are given that will signpost them to charities and organisations that can provide assistance if they require it. In other cases, Border Force may refuse the person leave to enter, and provide the necessary assistance in their home country if the NRM is declined.</p> <p>Frontline staff in Border Force are provided with training in identifying potential victims of modern slavery, and guidance issued to staff sets out indicators of modern slavery, including forced labour. In addition, Border Force also has a network of specially trained Safeguarding and Modern Slavery teams who receive classroom training focussing on the knowledge and skills needed in this area.</p> <p>The strategy includes further awareness-raising and the Training Needs Analysis will inform a more strategic approach. We have prioritised training within the Health</p>

			and Social Care Sector under our current Training Needs Analysis, however our intention is to conduct a similar exercise for other sectors.
120	Sinn Fein	Support for victims vital – and they should be proactively informed.	Noted.
121	Law Centre	Committed to legal aid for victims.	A reference to Legal Aid being available to victims of trafficking and slavery, as appropriate, has now been added to the strategy under PROTECT.
122	CARE in NI	Re “discretionary leave to remain” arrangements – recommend that DoJ ensures support providers have training and guidance to assist victims to obtain legal support to make application for such leave.	Support providers are contracted to assist victims to access legal support.
Training and raising awareness			
123	Barnardo’s	Extend training to whole of legal sector, including guidance on working with children. Training needed for Health Trust staff and PSNI – possibly using CSE guidelines. Consider role of V&C sector in delivery.	Engagement has taken place with the Law Society and Bar Council. The strategy includes a Training Needs Analysis for public sector organisations.
124	NIHRC	Suggests DoJ partner with NIHRC to deliver HR training for staff working under the Strategy.	The focus of the strategy is on awareness of modern slavery and this needs to be our priority in delivering with limited resources. However, human rights standards underpin our response to modern slavery and as such will help to inform training resources.
125	Sinn Fein	Agrees need to raise awareness and training for public and professions. Criminal justice agencies require training on the needs of victims and need sufficient guidelines within organisations to ensure assistance is given to victims.	The strategy includes a Training Needs Analysis for public sector organisations. Work to develop this is well underway.
126	NIPB	Help identify victims through supplementing awareness raising with posters/leaflets in places	The Training Needs Analysis and Training Plan will identify approaches to raising awareness but we have

		of work.	already engaged with a wide range of organisations who have agreed to display and distribute the material in public spaces and to their staff including local councils, Health and Social Care Trusts, the Northern Ireland Hotel Federation, Northern Ireland Fire and Rescue Service, Northern Ireland Housing Executive, church and faith groups and a wide range of civil sector organisations.
Accommodation			
127	Barnardo's	Therapeutic homes required to meet needs. Unsupported community accommodation is not suitable.	Currently the HSCB is engaged in: redesign of the existing residential unit for separated/trafficked young people; progressing a specific fostering initiative intended to recruit and train foster carers to provide placements for separated/trafficked children and young people; and internal discussions regarding the development of suitable step-down accommodation and support provision for those ageing out of care.
At-risk communities			
128	Barnardo's	Welcome emphasis on at-risk communities, however not clear how identified. It is essential to gather demographic breakdown of information on victims to identify at-risk communities and what most effective interventions would be. For example, we are concerned about the vulnerability of children who are Looked After, particularly those in residential care and particularly at risk of child sexual exploitation.	DoH is the lead department on safeguarding and protection of children. Following the Marshall Inquiry and the associated CSE Action plan, actions have been taken to improve safeguarding through, for example, co-location of social work staff with PSNI, joint work with PSNI on children missing from care and continued addressing of the complex needs of children in residential care through staff training and awareness; and through the recent funding to introduce peripatetic support services for residential children's homes in each Trust which are aimed at better supporting children through diversionary interventions. The strategy also includes reference to development of guidance on working arrangements for Trust staff and PSNI officers –

			<p>this includes guidance on actions to be taken by lead agencies where a child goes missing and should be further informed by the existing “Missing Children Protocol (Runaway and Missing from Home and Care)” which is applicable to all children in care who may go missing. The Regional Practice Network on Separated and Unaccompanied Children is also referenced in the strategy. The Network has representation from the HSC Trusts, PSNI, DoJ, DoH and other key stakeholders and provides the forum for discussion to ascertain any additional requirements in respect of detail or practice / information deficits at an operational level in responding to incidents where a separated/trafficked child goes missing.</p>
Homelessness			
129	NIPB	<p>In addition to HMICFRS Stolen Freedom, also consider findings of IASC’s <i>Understanding and responding to MS within the Homelessness Sector</i>, published Jan 2017. Involve people/organisations who work with people who are homeless in joint-working to identify potential victims.</p>	<p>We recognise the value of working with people involved in this sector and are working with delivery partners in the voluntary and community sector to address training needs.</p>
Women			
130	NIHRC	<p>Should give recognition to unique vulnerability of women victims – and add actions to address health of victims of sexual exploitation.</p>	<p>Contracted support providers are required under the legislation to provide assistance and support to meet the assessed needs of the person, having regard in particular to any special needs or vulnerabilities of that person caused by gender, pregnancy, physical or mental illness, disability or being the victims of serious violence or serious abuse.</p>
Independent Anti-Slavery Commissioner			
131	Sinn Fein	<p>Supports appointment of an IAS Commissioner for NI.</p>	<p>Under legislation, Northern Ireland is subject to the UK Independent Anti-Slavery Commissioner and this is also</p>

			considered the best mechanism for NI to identify and share best practice from, and with, other jurisdictions.
Research			
132	Sinn Fein	Recommends that DoJ examine the socio economic causes of Human Trafficking.	The Home Office and NCA lead on the development of this analysis across the UK, however, Northern Ireland benefits from analytical products produced.
133	IJM	Recommends a baseline study of the prevalence of modern slavery in the region continually review progress made towards long-term change.	Limited capacity within DoJ but we are facilitating work on an all-Ireland basis through the Santa Marta project.
Resources			
134	Soroptomist	Appreciates the detail in the document – however expresses concern iro financial crisis with public services and there may be insufficient to tackle issues.	The strategy seeks to prioritise the most important actions taking into account what is achievable within existing resources, ensuring best value for money.
Future Strategies			
135	NIHRC	Timeliness – draft strategies need to be consulted on before start date of implementation.	Agreed – timing has been influenced by the need to wait for outcomes relating to various factors, including the Buick case on departmental decision-making.
136	NIHRC	Recommends an additional longer-term strategy containing outcomes that can be monitored and evaluated.	Noted.
137	PBNI	Questions why the Strategy is updated annually – why not agree 3 year strategy?	Legislation requires DoJ to produce an annual strategy. In the absence of Ministers and without a sitting Assembly it is not possible at this stage to review this requirement.
Naming			
138	CARE in NI	Request name change as the term Modern Slavery is not mentioned in the legislation “HT & E Act”. Language of strategy should better reflect legislation – MS is not defined in international law. Also HT is more widely used internationally.	‘Modern Slavery’ is the commonly used and recognised terminology in the UK and the terms have been explained in the introduction.

Review of Modern Slavery Act 2015			
139	NIPB	Consider incorporating findings of the Modern Slavery Act 2015 review into consideration re legislative framework despite being outside the timeframes for the strategy.	The scope of the Modern Slavery Act 2015 for the most part extends only to England and Wales but consideration will be given to relevant learning points.
140	CARE in NI	Consider findings of the Modern Slavery Act 2015 review in respect of statutory defence in the Act in order to assess whether any of those findings may be of benefit in ensuring efficacy of section 22 of the HT & E Act.	Noted.
Criminal Justice Inspection			
141	PBNI	Criminal Justice Inspectorate is conducting an inspection in respect of HT and MS. Take emerging themes into consideration.	We will, of course, wish to take careful consideration of any issues or recommendations highlighted through the CJINI inspection report.