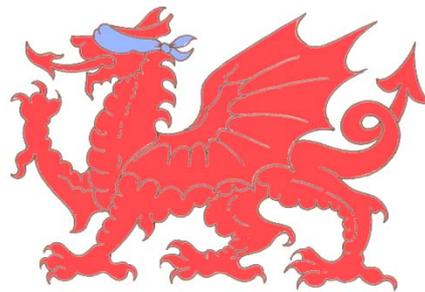




Llywodraeth Cymru  
Welsh Government

**Annual Report**  
**of the**  
**Welsh Government**  
**Anti-Slavery Co-ordinator**



**“Making Wales hostile to slavery and providing the  
best possible support to survivors”**

**November 2014**

## Contents

<b>Foreword</b> .....	3
<b>Executive Summary</b> .....	5
Slavery in Wales .....	5
The Welsh Government approach to Slavery .....	5
Moving Forward.....	6
<b>Chapter 1</b> .....	8
<b>Slavery in Wales</b> .....	8
Background.....	8
National Referral Mechanism.....	8
Statistics in the UK and Wales.....	9
Victim Profile.....	10
Operations.....	10
<b>Chapter 2</b> .....	13
<b>The Welsh Government Approach to Slavery</b> .....	13
Leadership & Influence .....	13
Improving the evidence base in Wales .....	17
Training.....	18
Survivor Care Pathway .....	20
Communications .....	20
<b>Chapter 3</b> .....	23
<b>Moving Forward</b> .....	23
Modern Slavery Bill.....	23
Evaluation .....	24
New Strategic Objectives of the Leadership Group.....	24
<b>Annex A- Wales National Referral Mechanism Statistics 2013</b> .....	27

## Foreword



*“The Welsh Government will not tolerate any form of slavery and every effort will be made to ensure those who engage in this crime are brought to justice and survivors are supported to restore their lives.”*

In March 2011, we achieved an important milestone in our Programme for Government by creating the post of Anti-Slavery Co-ordinator for Wales. This was the first post of its kind in the UK.

Three years on, I am pleased to publish the Anti Slavery Co-ordinator’s Annual Report for 2014 which outlines the significant progress we have made over the past year to tackle slavery in Wales.

Slavery has been recognised as an issue by third sector organisations for some time. It is now on the agenda for our statutory services and, thanks to the media interest over the last 12 months, is now more widely recognised in society. Wales has been at the forefront of this work, leading the way in the UK in tackling slavery and supporting survivors.

Every year men, women and children from across the world fall victim to criminals and organised crime groups. In Wales in 2013, there were 50 officially recorded referrals, a 47% increase on 2012. Sadly we know this reflects only a proportion of the real picture. Many victims are simply too afraid to come forward due to the fear, or reality, of intimidation and violence. Slavery is still very much a ‘hidden crime’.

The Welsh Government has led an effective multi-agency response to this problem which impacts on society in general, on communities and, of course most obviously, on individuals. Together with our partners we are tackling individual cases and delivering on a shared national strategy. I am grateful to the members of the Wales Anti-slavery Leadership Group and of the Regional Anti-Slavery Fora for their work this year.

This Annual Report outlines the activity and successes we have seen on these priorities over the last 12 months including:

- Our National TV advertising campaign which was the first in the UK;
- the development of a significant training network supported by a bank of over 100 trainers delivering consistent, quality training to over 1,500 individuals in the public and third sector this year.

- the introduction of an essential survivor pathway, which is now being rolled out across Wales over the coming year.

We welcome the UK Government's Modern Slavery Bill expected in the Spring of 2015. I believe the Bill will further strengthen our existing approach to tackle slavery, enabling further successes in our battle against this serious crime:

- Successes such as the rescuing of survivors such as Daryl Simester, enslaved for over 13 years on a farm in South Wales, and women from Africa and Eastern Europe, trafficked here and forced into prostitution.
- Successes such as the imprisonment of the perpetrators of these crimes for over 14 years between them.

In publishing this report we wish to send a strong message. Wales will not tolerate slavery of any kind.

**Leighton Andrews AM**  
**Welsh Government**  
**Minister for Public Services**

# Executive Summary

## Slavery in Wales

Slavery is a serious crime and a grave violation of human rights. The recorded incidents of slavery to the National Referral Mechanism (NRM) <sup>1</sup> continues to increase each year, with more referrals of survivors from the UK and Wales.

In 2013, referrals to the NRM continued to increase. Wales is no exception to this and, whilst NRM referrals from Wales are low, they are increasing year on year. In 2012, NRM referrals numbered 34, whilst in 2013 there was a 47% increase to 50.

In Wales, sexual exploitation remained the most prevalent type of slavery reported, with labour exploitation the second highest reported. Reports of labour exploitation are on the increase.

In 2013, Vietnam was identified as the main source for slavery victims within Wales. The 9 Vietnamese referrals (4 adults and 5 minors) represent almost 20% of the 50 total referrals made in Wales. Other significant source countries were China, Albania, Nigeria and Romania.

Whilst cases of reported slavery in Wales are relatively low in number, arrests have received wide media exposure which aids public awareness raising. These cases have identified the need to build on the improving picture of multi-agency working, and for learning to continue to be cascaded to partners across Wales to assist with future investigations.

## The Welsh Government approach to Slavery

Slavery is a complex issue and tackling it requires strong, strategic leadership and coordinated action. The Anti-Slavery Co-ordinator has enabled the Welsh Government to cut across organisational boundaries to deliver initiatives that are making Wales hostile to slavery.

The appointment of an Anti-Slavery Co-ordinator in 2011 strengthened how Wales responds to tackling slavery and to deliver against shared goals. The Welsh Government is the only UK Government to have created such a post and in November 2012 Stephen Chapman became the second Anti-Slavery Co-ordinator.

To ensure a strategic multi agency approach, in January 2013 the Welsh Government established the Wales Anti-Slavery Leadership Group. In 2014 the Group has continued to bring together evidence on the scale of the problem, set the strategic direction for the agenda in Wales, support and encourage the sharing of 'best practice' between partners and report progress to the Minister for Public Services.

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<sup>1</sup> National Crime Agency Human Trafficking Centre National Referral Mechanism Statistics 2013

In May 2014 the Wales Anti-Slavery Operational Delivery Group was established to oversee and co-ordinate the work taking place across Wales to tackle slavery and facilitate the sharing of good practice and local delivery through the Regional Anti-Slavery Fora. The Regional Fora are responsible for delivering 'local' initiatives and also have an information and intelligence sharing function.

Slavery is a 'hidden' crime and under reported. In Wales we recognise there are issues regarding the collection of robust data and believe the current statistics are just the tip of the iceberg. Through sustained engagement with First Responders, such as New Pathways and Bawso, and other appropriate organisations, a growing evidence base of 'primary and secondary' data is being developed. Whilst this data is not complete it does contribute to reflecting the true level of slavery in Wales.

The Training Sub-Group of the Wales Anti-Slavery Leadership Group has put in place a consistent training programme across Wales aimed at developing skills and confidence to identify, report and deal with slavery.

These training courses are delivered to the widest possible audience and organisations include Local Authorities, Police and other Law Enforcement Agencies, Health, Education, Universities, Airport and Port staff, the Third sector, and community groups.

With oversight from the Leadership Group, A 'Survivor Care Pathway' has been developed by Bawso which is being rolled out across Wales with a completion date of April 2015. The Pathway puts in place an individual plan for survivors detailing how 'wrap-around' services will be provided to support them to restore their life back to normality.

The Welsh Government seeks opportunities to engage in as many of these as possible. One example of communications activity includes the national TV and poster campaign, to raise public awareness of the crime of slavery. TV adverts ran throughout February 2014 on ITV Wales and S4C. The posters were displayed on buses, at Cardiff Airport, ports, railway stations, in police stations and other public areas across Wales.

## **Moving Forward**

Recent high profile prosecution cases, awareness raising campaigns and the announcement of the introduction of the UK Government's Modern Slavery Bill are all contributing to raising the profile of slavery.

The Welsh Government welcomes the introduction of the Modern Slavery Bill, which is anticipated to receive Royal Assent by Spring 2015, and will use it to strengthen how we tackle slavery in Wales.

Moving forward, we will continue to build on the progress that we have made in Wales to tackle slavery. Our next steps will be to consolidate work already

undertaken to ensure the the Wales Anti-Slavery Leadership Group's Delivery Plan is delivered and its impact evaluated.

# Chapter 1

## Slavery in Wales

### Background

- 1.1 Slavery is a serious crime and a grave violation of human rights. The recorded incidents of slavery to the National Referral Mechanism (NRM)<sup>2</sup> continues to increase each year, with more referrals of survivors from the UK and Wales. Every year men, women and children fall into the hands of criminals, in their own countries and abroad. Almost every country in the world is affected by slavery, whether as a country of origin, transit or destination for victims.
- 1.2 In 2013 there were 50 survivors of slavery in Wales identified from 29 countries across the globe, including the UK, who were referred to the NRM<sup>3</sup>.

### National Referral Mechanism

- 1.3 The UK Human Trafficking Centre (UKHTC) is part of the National Crime Agency (NCA) and is responsible for managing the NRM, the recognised measurement for recording cases of slavery.
- 1.4 In 2013, the UKHTC dealt with referrals involving all categories of slavery - exploitation for sex, labour, domestic servitude, human tissue/organ harvesting and criminal exploitation<sup>4</sup>. In 2013, with the exception of human tissue/organ harvesting, all of these categories of slavery were reported to have taken place in Wales.
- 1.5 Referral to the NRM is voluntary, with the exception of minors<sup>5</sup> who are mandatorily referred. The UKHTC reports many victims do not voluntarily refer themselves for a variety of reasons, including fear of intimidation, reprisals against their families, intimidation, violence, deportation and imprisonment. Victims are also hesitant to become a witness, give evidence and bring criminals to justice.
- 1.6 Despite the voluntary referral process there continues to be increasing numbers of slavery cases reported. In 2013, there were 1,746 of NRM referrals to the UKHTC from across the UK<sup>6</sup> compared to 1,186 in 2012. This is probably partly due to the increased awareness of, and support offered to, survivors.

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<sup>2</sup> National Crime Agency Human Trafficking Centre National Referral Mechanism Statistics 2013

<sup>3</sup> Ibid

<sup>4</sup> Criminal Exploitation is where adults and children are forced to commit crimes on behalf of criminals)

<sup>5</sup> A minor is classed as a person aged 17 years or under.

<sup>6</sup> National Crime Agency Human Trafficking Centre National Referral Mechanism Statistics 2013

1.7 The NRM process has been reviewed by the Home Office and on 10 November 2014, the Home Secretary published a report<sup>7</sup> on the findings of the review. The Home Office Modern Slavery Unit will be taking forward the recommendations of the review on the following areas:

- identification of victims;
- how they access support;
- the level of support victims receive;
- decision making;
- governance of the NRM; and
- collection and sharing of data.

1.8 The Anti-Slavery Co-ordinator for Wales arranged workshops for the NRM Review Team to ensure engagement took place with statutory partners and NGOs working in this sector to provide an opportunity for them to express their views and concerns.

### Statistics in the UK and Wales

1.9 Of the 1,746 NRM referrals from across the UK, 50 referrals were from Wales, representing 3% of the total UK NRM referrals and an increase from 34 in 2012. The 50 referrals comprised 42 adult and 8 minors and represent a 47% increase on the referrals made in 2012<sup>8</sup> (See Annex A).

1.10 In 2013 sexual exploitation remained the most prevalent exploitation type reported in Wales, with labour exploitation being the second highest reported category of slavery<sup>9</sup>.

1.11 The 2013 NRM data is summarised as follows:

2013 UK Picture - National Referral Mechanism (NRM) reported referrals <sup>10</sup>	Total	% of Total NRM referrals	2011-2012 % change
England	1,556	89%	49%
Northern Ireland	41	2%	173%
Scotland	99	6%	3%
Wales	50	3%	47%
<b>TOTAL</b>	<b>1,746</b>	<b>100%</b>	<b>47%</b>

<sup>7</sup> <https://nrm.homeoffice.gov.uk/>

<sup>8</sup> Ibid.

<sup>9</sup> Ibid.

<sup>10</sup> National Crime Agency Human Trafficking Centre National Referral Mechanism Statistics 2013

## Victim Profile

- 1.12 Slavery is an international crime involving a substantial number of source and transit countries. Individuals are being exploited on a daily basis by Organised Crime Groups into a life of abuse and degradation.
- 1.13 In 2013 Vietnam<sup>11</sup> was the main source for slavery victims in the NRM data for Wales. The 9 Vietnamese referrals (4 adults and 5 minors) represented almost 20% of the 50 total referrals in Wales. China, Albania, Nigeria and Romania were also source countries for a number of NRM referrals.
- 1.14 The 2013 NRM referrals indicated that within Wales and the UK female minors were used for sexual exploitation, Vietnamese minors for criminal exploitation, and East European males for labour exploitation<sup>12</sup>.
- 1.15 The 2013 NCA Intelligence Assessment, which reflects on all the information held within the NRM, continues to report a number of potential victims in the UK, including Wales, transited through other European countries, with some exploited in other countries before being moved to the UK. It is vital we continue to work collaboratively with UK law enforcement agencies to identify favoured transit routes and to deter and disrupt trafficking activity. A number of transit routes into Wales have been identified and measures have been put in place to reduce the threat. These include routes into, out of and through mainland Europe.

## Operations

- 1.16 Organised Crime Groups and criminals used a variety of methods to move victims to the UK, using false documents, visas, and clandestine entry. The victims were generally recruited with the false offer of work in the UK but then remained under the control of the criminals, sometimes through the use or threat of violence against them or their families. These individuals were often then subjected to labour and, or, sexual exploitation.<sup>13</sup>
- 1.17 The crime of slavery also facilitates secondary criminality in the UK and Wales. The criminals exploit opportunities available to them, and in some cases use a victim's identity for financial gain, claiming benefits on their behalf.<sup>14</sup>
- 1.18 The recent coverage in the media of high profile arrests and subsequent court cases for slavery offences in Wales has been a wake up call, confirming slavery is happening here in Wales. However, overall crime

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<sup>11</sup> National Crime Agency Human Trafficking Centre National Referral Mechanism Statistics 2013

<sup>12</sup> Ibid.

<sup>13</sup> Home Office Serious and Crime Strategy 2013

<sup>14</sup> Ibid.

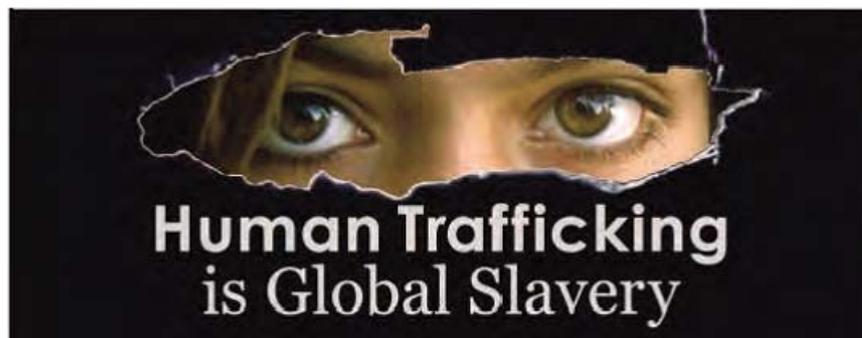
statistics are low as offenders are rarely detected and charged with slavery. In 2013, the Crown Prosecution Service reported just four cases had been subject to the Criminal Justice System in Wales.

#### 'Operation Imperial'

1.19 In Spring 2013, Gwent Police rescued a 43 year old man from a farm in the Marshfield area of Newport. Dale Simister had been kept in captivity for 13 years, living in extremely poor conditions and forced to work for no pay. Gwent Police launched 'Operation Imperial' which resulted in arrests taking place and three men charged in September 2013. A number of other men were rescued. In October 2014, one of the men was sentenced to four and a half years imprisonment at Cardiff Crown Court. 'Operation Imperial' is an ongoing investigation and in May 2014, following further lines of investigation, two men were rescued and four men were arrested in the Cardiff area. One of the men had been kept in captivity for 26 years and the other for 7 years. The men who were arrested are going through the Criminal Justice System.

#### 'Operation Banjo'

1.20 On Monday 27 January a man and a woman from Eastern Europe appeared before Newport Crown Court for sentencing, having pleaded guilty to human trafficking charges involving using women for the purpose of prostitution in the Cardiff area. The man was also charged with possession of a stun gun at the time of his arrest. The man was sentenced to 2 years and 7 months imprisonment and the woman 15 months.



#### 'Juju Case'

1.21 On Friday 7 November a 24 year old woman was sentenced to 8 years imprisonment, having been found guilty at Crown Court for trafficking two women from Nigeria to the UK to work in the sex trade. She had put the women through a ritualistic 'juju' ceremony in Nigeria to make them

afraid of disobeying her and used this form of control to force them to become prostitutes.

- 1.22 These high profile cases have identified slavery is taking place in Wales and, with wide media exposure, have helped to raise public awareness. These cases have also identified the importance of multi-agency working and that the learning from each case is cascaded through the Regional Anti-Slavery Fora across Wales to assist with future investigations.

## Chapter 2

### The Welsh Government Approach to Slavery

#### Leadership & Influence

2.1 Slavery is a complex issue and crosses borders, cultures and organisational responsibilities. Tackling slavery requires strong, strategic leadership and co-ordinated action to ensure agencies across Wales are working towards a common outcome, and resources are aligned to deliver services effectively.

#### Anti-Slavery Co-ordinator for Wales

2.2 Stephen Chapman, the second Anti-Slavery Co-ordinator, took up post in November 2012, for a three year period.

2.3 A crucial component of the role of the Co-ordinator is to represent the Welsh Government on a number of UK Strategic Groups and engage with a variety of other stakeholders, in both Wales and across the rest of the UK.

2.4 During the year the Anti-Slavery Co-ordinator attended: the Inter-Departmental Ministerial Group on Modern Slavery<sup>15</sup>, the UK Threat Reduction Board, the Home Office Modern Slavery Stakeholder Group, the Home Office National Referral Mechanism (NRM) Oversight Review Group, the Home Office Child Trafficking Information Sharing Forum and the Association of Chief Police Officers (ACPO) England & Wales 'Operation Eagle' meetings. In addition, the Anti-Slavery Co-ordinator is a member of the Wales Anti-Slavery Leadership Group, the Wales Anti-Slavery Operational Delivery Group, the All Wales Portal Group, the Wales Border Management Group and a number of other key strategic and operational groups. This ensures the issue of slavery in Wales is always considered as part of the wider discussions and allows for the progress and achievements here to be highlighted to others across the UK.

2.5 The Anti-Slavery Co-ordinator meets regularly with his counterparts from the Home Office, Foreign and Commonwealth Office, the Ministry of Justice, the Scottish Government, the Northern Ireland Executive, the England & Wales Association of Chief Police Officers lead for Modern Slavery and other UK partners to discuss and share best practice in tackling slavery.

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<sup>15</sup> <https://www.gov.uk/government/collections/modern-slavery-inter-departmental-ministerial-group-publications>

- 2.6 The Welsh Government continues to be a member of the Inter-Departmental Ministerial Group on Modern Slavery, chaired by the Home Secretary, working with other governments across the UK to tackle Slavery. Through the auspices of this Group, the Anti-Slavery Co-ordinator contributed to the Joint Statement of the Inter-Departmental Group on Modern Slavery which was published on 18 October 2014: <https://www.gov.uk/government/publications/joint-statement-of-the-inter-departmental-ministerial-group-on-modern-slavery>
- 2.7 In 2014 the Anti-Slavery Co-ordinator became a 'White Ribbon Ambassador' and actively promotes ending domestic abuse and violence against women. He also has oversight of the work on Female Genital Mutilation (FGM), Honour Based Violence (HBV), Forced Marriage and Stalking. To assist in delivering these work streams a secondee from the Welsh Migration Partnership joined the Team in November 2013, on a two year secondment.
- 2.8 To ensure issues relating to slavery, FGM, HBV, FM and stalking are considered in the wider context, the Anti-Slavery Co-ordinator is part of the Violence Against Women and Domestic Abuse (VAWDA) Team, within the Community Safety Division of the Welsh Government. An example of the benefit of positioning this post within Welsh Government is the way in which FGM and Forced Marriage have been incorporated into the Gender-based Violence, Domestic Abuse and Sexual Violence (Wales) Bill.

#### Wales Anti-Slavery Leadership Group

- 2.9 To ensure a strategic multi-agency approach, the Welsh Government established the Wales Anti-Slavery Leadership Group in January 2013. In 2014 the Group has continued to bring together evidence on the scale of the problem, set the strategic direction for the agenda in Wales, support and encourage the sharing of 'best practice' between partners and report progress to the Minister for Public Services.
- 2.10 The Leadership Group is in a unique position to add value by co-ordinating collaboration between devolved and non-devolved partners, and the third sector; planning and supporting delivery. This maximises the opportunities to improve Wales' ability to identify and report instances of slavery and provide immediate support to survivors.
- 2.11 The Leadership Group has a Strategic Delivery Plan for tackling slavery in Wales. The Delivery Plan and the Leadership Groups Terms of Reference can be found at the following link:  
[www.wales.gov.uk/anti-slavery](http://www.wales.gov.uk/anti-slavery)

2.12 In the last year the Leadership Group achieved the following:

- established a Wales Anti-Slavery Operational Delivery Group to co-ordinate the work of the Regional Anti-Slavery Fora and share best practice across Wales.
- established Regional Anti-Slavery Fora in North Wales and Dyfed Powys, which now brings full geographical coverage across Wales.
- delivered consistent awareness raising training courses to over 1,500 individuals across Wales for organisations which included the Police, Local Authorities, Health and the third sector.
- delivered a specialist training programme for Senior Investigating Officers (SIOs) and Crown Prosecution Service Prosecutors. In the past year 30 SIOs and Prosecutors have been trained.
- developed a 'Survivor Care Pathway' which, after being piloted in Cardiff, is being rolled-out across Wales by April 2015. The Pathway puts in place an individual plan for survivors on how 'wrap-around' services are provided from the beginning of the NRM 'reflection and recovery' period and beyond, where necessary.
- established a Joint Intelligence Board (JIB) for Wales to ensure anti-slavery intelligence is collated and shared between partners. The JIB is chaired by the Head of the Wales Police Regional Intelligence Unit who is a member of the Leadership Group.
- in February 2014 delivered a media campaign which included a national TV and poster campaign. The aim of the campaign was to raise public awareness of the heinous crime of slavery. The TV campaign ran throughout February and posters were displayed on buses, at Cardiff Airport, ports, railway stations, in Police Stations and other public areas across Wales.
- introduced new strategic objectives into the Leadership Group's Delivery Plan for 2014 to tackle slavery in Wales. These are aimed at tackling child exploitation, labour exploitation and securing engagement from the National Offender Management Service in Wales with slavery related victims/offenders.

#### Regional Anti-Slavery Delivery Group and Regional Anti-Slavery Fora

2.13 The Wales Anti-Slavery Operational Delivery Group was established in May 2014, to coordinate and deliver the work taking place across Wales to tackle slavery and facilitate the sharing of good practice and local delivery through the Regional Anti-Slavery Fora.

- 2.14 The Regional Fora are responsible for delivering local awareness raising training, promoting initiatives to tackle slavery and supporting survivors. They also have an information and intelligence sharing function. Each of the Regional Fora also arranged awareness raising events during Anti-Slavery Week 2014.

#### Community Cohesion Co-ordinators

- 2.15 Since April 2014 the Welsh Government has funded Community Cohesion Co-ordinators to provide support to the Anti-Slavery Co-ordinator in engaging with Local Authorities on the slavery agenda. These Co-ordinators have worked with the Regional Fora to raise awareness and promote pro-active initiatives across Wales. The Community Cohesion Co-ordinators are members of their respective Regional Anti-Slavery Fora and Adult and Children Safeguarding Boards. Within their region they are the focal point for arranging anti-slavery training for Local Authority staff and stakeholders. They have attended the Anti-Slavery Trainer Preparation Course (Train-the-Trainer) in order to deliver training as part of their role.

#### North Wales Regional Anti-Slavery Co-ordinator

- 2.16 The North Wales Regional Anti-Slavery Co-ordinator, Jim Coy, was appointed in November 2013. The post is funded through the Welsh Government Regional Collaboration Fund and is responsible for ensuring operational delivery of initiatives in North Wales to tackle slavery. The Regional Co-ordinator is accountable to the North Wales Anti-Slavery Project Board which is chaired by the Chief Executive of Anglesey County Council. The Welsh Government Anti-Slavery Co-ordinator is a member of this Project Board.
- 2.17 As part of his role, the Regional Co-ordinator established the North Wales Regional Anti-Slavery Forum. He has co-ordinated regional anti-slavery initiatives, including delivering awareness training for the Police, UK Border Force and staff at Holyhead Port and training for north Wales domestic abuse staff and outreach workers.



*North Wales anti-Slavery Conference Delegates (l-r)*

*Julian Sandham North Wales Deputy Police and Crime Commissioner, Zsanett Shashaty Welsh Government Policy Lead on Female Genital Mutilation and Honour-based violence, Richard Parry-Jones Chief Executive Anglesey County Council, Stephen Chapman Welsh Government Anti-Slavery Co-ordinator and Jim Coy North Wales Anti-Slavery Co-ordinator*

2.18 The Chief Executive of Denbighshire County Council, as part of his role on the Public Services Leadership Group, provided a strategic role in relation to the anti-slavery work.

### **Improving the evidence base in Wales**

2.19 In 2012, the first annual report of the Inter-Departmental Ministerial Group on Human Trafficking (subsequently re-named the Inter-Departmental Ministerial Group on Modern Slavery), identified data capture and intelligence sharing to be a key area for improvement. The gaps and lack of consistency in the evidence base means the true level of slavery across the UK is not known.

2.20 The primary data sets in use are the number of NRM referrals received by the UK Human Trafficking Centre and the Crown Prosecution Service's data on the number of perpetrators brought to justice. This data alone does not accurately reflect the full extent of slavery in the UK, or Wales. To improve this the Welsh Government has, in 2014, been developing a growing evidence base using secondary data in partnership with First Responder organisations.

2.21 Through the development of these datasets we are identifying victims who go through the NRM and those who choose not to, giving a richer picture of prevalence of slavery in Wales. In the data received from January – September 2014 a further 16 victims of slavery have been identified who were not captured in the formal NRM process. In time the quarterly data returns will enable us to identify patterns and trends on victim profile and inform the appropriate services of identified needs.





Dr. Gwilym Roberts

Senior Lecturer School of Health Care Sciences  
Cardiff University delivered awareness training to 230 Health Care students

- 2.27 Since April 2014, the Police School Liaison Officers from all four Welsh Police Forces seconded to the All Wales School Liaison Core Programme<sup>16</sup> have received anti-slavery awareness training and are including this in their programme to pupils in schools across Wales. This training is also being delivered across Wales to School Governors, Parent Teacher Associations, teachers and staff including leads on safeguarding.
- 2.28 Following a successful pilot in November 2013, the Joint Organised Crime and Modern Slavery Course, a specialist training programme for Senior Investigating Officers (SIO's) and Crown Prosecutors, is being delivered from South Wales Police HQ every 6 weeks. From early 2015, we will extend this training programme to North Wales and Dyfed Powys. This will complete the roll out of this specialist training across Wales.

Comments from recent attendees:

*“This course is a unique opportunity for Senior Investigating Officers and Prosecutors to work closely together to improve the way in which they investigate and prosecute this heinous crime. I have been impressed by the way the course has been rolled out and how it includes a better understanding of agencies involved in slavery work and spearheads the way in which joint training can be used. I totally support this course which has been made mandatory for Prosecutors in my Unit.”*

<sup>16</sup> The All Wales Core School Liaison Programme is a Welsh Government funded initiative delivered by police officers to schools across Wales.

Catrin Evans, Head of the Complex Case Unit, Crown Prosecution Service Wales

*“As a delegate at a recent Joint Organised Crime and Modern Slavery Course, I found the content and delivery of the course to be first class. In my view it achieved the objective of raising awareness of this disturbing crime, whilst at the same time allowing police and prosecutor colleagues to gain a greater understanding of their respective roles – an excellent course which equipped me to deal with these cases in the future.”*

Peter Doyle, Detective Chief Inspector, Specialist Crime Investigation, South Wales Police

2.29 The number of individuals trained during the period 1 November 2013 to 31 October 2014 is presented below:

- Anti-Slavery Awareness Training – 1,440
- Anti-Slavery First Responder Course – The re-structured training will commence from December 2014. 106 trained prior to the re-structure were trained
- Trainer Preparation (Train-the-Trainer) – 70 (now over 100 in total)
- Joint Organised Crime and Modern Slavery Course – 30

### **Survivor Care Pathway**

2.30 Building on the work focused on supporting survivors by the Cardiff and the Vale Anti-Slavery Forum, a ‘Survivor Care Pathway’ has been developed by Bawso with oversight from the Leadership Group. Following the successful pilot in Cardiff this is now being rolled out across Wales with a completion date of April 2015.

2.31 The Pathway puts in place an individual plan for survivors detailing how ‘wrap-around’ services will be provided from the beginning of the NRM ‘reflection and recovery’ period and beyond where necessary, to restore their life back to normality.

### **Communications**

2.32 Using a common language is essential when engaging with communities on the matter of slavery. With this in mind, since 1 January 2014, the Anti-Human Trafficking Co-ordinator has become known as the Anti-Slavery Co-ordinator; victims of slavery are known as survivors; and the traffickers referred to, quite simply, as criminals. These terms are more meaningful and give people a clearer understanding of the issue. In particular this change of terminology will

clarify the vulnerability and victimisation of those subjected by modern slavery.

2.33 Communication takes many forms and the Welsh Government has utilised as many channels as possible to increase the awareness of Slavery in Wales. These include:

- In January 2014 an Anti-Slavery Conference was held at Bangor University and organised by the North Wales Anti-Slavery Project. The programme included prominent speakers from across the UK and was attended by 120 front-line professionals and practitioners from devolved, non-devolved organisations, and the voluntary sector.
- As noted, a national TV and poster campaign was launched in February 2014.
- In March 2014 an awareness raising event was held at Ty Hywel for Welsh Government Cabinet Members, Assembly Members, Chief Constables, Police and Crime Commissioners, members of the Wales Anti-Slavery Leadership Group and other invited guests. The event centred on 'Theatre Versus Oppression's production, of their anti-slavery play "SOLD". The Welsh Government funded the production of the version of the play formed and for production of a DVD of the play. This is being used for awareness raising purposes.



*The cast of the play 'SOLD'*

- During the summer, members of the Regional Anti-Slavery Fora attended a number of high profile events to raise awareness of slavery in Wales. These included the Royal Welsh Show, the National Eisteddfod of Wales, the Llangollen International Music Eisteddfod, and County Shows in Anglesey, the Carmarthenshire and Monmouthshire.
- Awareness raising events to mark Anti-Slavery Week 2014 (13 –18 October) were organised by members of the Regional Anti-Slavery Fora. These included distribution of information and leaflets at Swansea Civic Centre, Cardiff Airport, Holyhead Port, Fishguard Port, Pembroke Dock, Cardiff Central Railway Station and other principal railway stations throughout Wales. The Merthyr Young People Against

Slavery Group launched their short film 'Caught in Traffik' at the Venue Cinema in Merthyr. During the week all four Welsh Police Forces carried out high profile activities to raise awareness of slavery within their communities.

- 2.34 The Anti-Slavery Co-ordinator arranged several visits to the UK Human Trafficking Centre (UKHTC) for Welsh NRM First Responders, Welsh Police Force 'Operation Eagle' Strategic Leads and Single Points of Contact, and Welsh Government Community Cohesion Co-ordinators. These visits provided a beneficial overview of the UKHTC and included a UK and Wales Slavery Intelligence Briefing by the Head of the UKHTC, meeting the Tactical Advisors, and an explanation of their role and the NRM process.
- 2.35 The Welsh Government webpages on Anti-Slavery continue to be promoted as the first point of reference for information on Anti-Slavery in Wales and beyond. The webpages are aimed at providing up to date information on slavery for professionals, practitioners and the public:

[www.wales.gov.uk/anti-slavery](http://www.wales.gov.uk/anti-slavery)

- 2.36 There continues to be considerable media interest including television, radio, newspaper and magazine interviews to the local, national and UK media. The Co-ordinator has provided to the BBC Wales Report; BBC Wales and ITV Wales, BBC Radio Wales, Heart Radio and the Western Mail, South Wales Echo and Argus newspapers.



**CAETHWASIAETH YNG NGHYMRU • SLAVERY IN WALES**

**CADWCH LYGAD AM YR ARIWYDDION** • Perthynas gyfyngedig â'r teulu • Trais corfforol  
 Diffyg ymddiriedaeth mewn awdurdod • Dim Ffrindiau • Ymddwyn fel petaent dan reolaeth rhywun

**WATCH OUT FOR THE SIGNS** • Limited family contact • Physical abuse • Distrust of authority  
 Having no friends • Acting as if under another's control

Os gwelwch chi rywbeth, rhannwch ef yn gyfrinachol. Gall hyn ein helpu ni i atal y drosedd ofnadwy hon. Crimestoppers 0800 555111 [cymru.gov.uk/gwrthgaethwasiaeth](http://cymru.gov.uk/gwrthgaethwasiaeth)  
 If you see it, report it anonymously. And help us stop this terrible crime. [wales.gov.uk/anti-slavery](http://wales.gov.uk/anti-slavery)

Examples of media coverage in Wales

## Chapter 3

### Moving Forward

- 3.1 The National Crime Agency has made tackling slavery a priority crime<sup>17</sup> and is working closely with their partners, including the Anti-Slavery Co-ordinator, to tackle this issue in Wales.
- 3.2 The recent high-profile prosecution cases, awareness raising campaigns and the announcement of the introduction of the UK Government's Modern Slavery Bill are all contributing in raising the profile of slavery.
- 3.3 We will continue to build on the progress that we have made in Wales to tackle slavery. Our next steps will be to consolidate work already undertaken to ensure the strategic objectives of the Wales Anti-Slavery Leadership Group's Delivery Plan are delivered and its impact evaluated.

### Modern Slavery Bill

- 3.6 On Tuesday 10 June 2014, the Modern Slavery Bill was introduced in Parliament <https://www.gov.uk/government/collections/modern-slavery-bill>. It is anticipated the Bill will receive Royal Assent by Spring 2015, further strengthening the ways in which the UK can tackle slavery. The Welsh Government continues to work with the Home Office Modern Slavery Unit and contribute to the development of the Bill and its proposed implementation in Wales.
- 3.7 The Bill consolidates and simplifies existing slavery and trafficking offences into one piece of legislation, to provide clarity and focus when prosecuting those involved in slavery and trafficking.
- 3.8 The provisions of the Bill are in 5 parts:
  - Part 1 consolidates the current offences of slavery and human trafficking whilst increasing the maximum penalty for such offences.
  - Part 2 provides for two new civil preventative orders, the Slavery and Trafficking Prevention Order and the Slavery and Trafficking Risk Order.
  - Part 3 establishes the post of an Anti-Slavery Commissioner and sets out the functions of the Commissioner.

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<sup>17</sup> National Crime Agency Annual Plan 2014/2015

- Part 4 introduces a number of measures focussed on supporting and protecting victims, including a statutory defence for slavery or trafficking victims and special measures for witnesses in criminal proceedings.
  - Part 5 relates to general matters such as consequential provisional and commencement.
- 3.9 On 13 November 2014, in readiness for the introduction of this legislation, the Home Secretary announced the appointment of the Designated Anti-Slavery Commissioner<sup>18</sup> - Kevin Hyland. We are in discussions with the Home Office to ensure effective partnership working between the Commissioner and the Welsh Government Anti-Slavery Co-ordinator.

## **Evaluation**

- 3.10 In 2015, we propose to commission research which will evaluate the impact of Welsh Government anti-slavery initiatives. The Welsh Government and the Wales Anti-Slavery Leadership Group are developing the evaluation specification, with final reporting due by March 2016.

## **New Strategic Objectives of the Leadership Group**

- 3.11 The Wales Anti-Slavery Leadership Group regularly reviews their strategic delivery plan. andt the Group has added new strategic objectives to ensure a robust response to all kinds of slavery in Wales. The following objectives will be reported on in the 2015 Annual Report:

### Tackling Child Exploitation

- 3.12 Whilst there were only 8 official NRM referrals for children in 2013<sup>19</sup> the UKHTC acknowledge there is under-reporting and further action is required to ensure all children are referred to reflect the true extent of child exploitation cases in Wales.
- 3.13 In recognition of this, the Wales Anti-Slavery Leadership Group is working across Welsh Government and with external stakeholders to co-ordinate intelligence and activity to ensure all responsible partners ensure professionals have the skills, experience and tools to identify and safeguard children at risk of sexual exploitation.

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<sup>18</sup> This title of this role may change following the introduction of the Modern Slavery Bill.

<sup>19</sup> National Crime Agency Human Trafficking Centre National Referral Mechanism Statistics 2013



*Barnardos Cymru is working with partners to prevent child exploitation*

3.14 To develop preventative and awareness raising initiatives aimed at tackling child exploitation, the Wales Anti-Slavery Operational Delivery Group will collate, monitor and report on activities of the Regional Anti-Slavery Fora which will include:

- having a consistent child-centred response to child exploitation across Wales;
- ensuring effective multi-agency working and information sharing;
- making effective use of the survivor pathway including the All Wales Child Protection Procedures and Multi-Agency Risk Assessment Conferences (MARAC's); and
- developing a 'Hand Book' to aid frontline professionals and practitioners who deal with Child Trafficking.

#### Preventative Measures to Tackle Labour Exploitation in Wales

3.15 The Gangmasters Licensing Authority is leading on this strategic objective and will engage with senior business leaders in the private sector in Wales to provide support and guidance to increase the identification of exploitative practices.

3.16 The first stage of this objective will be to carry out a scoping exercise which will be completed by April 2015.

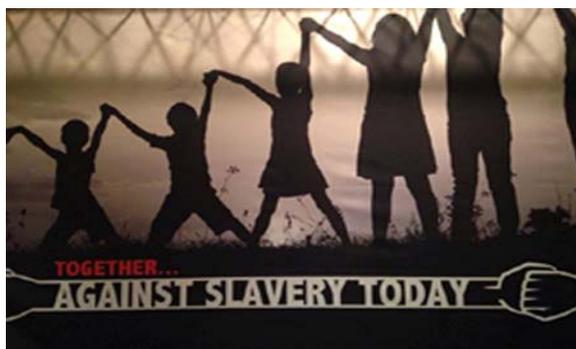
#### National Offender Management Service (NOMS) in Wales Engagement with Slavery related Offenders/Victims of Crime

3.17 The National Probation Service is leading on this strategic objective and will engage with NOMS in Wales, to ascertain the level of slavery intelligence and information. This will involve a pilot for Wales, the learning from which will be shared with NOMS partners in England. It will include:

- a profiling exercise of members of Organised Crime Groups. This element is currently underway and information sharing arrangements will be developed with Operation TARIAN.
- a systems review to identify current slavery recording practices from a victim perspective (to capture intelligence data) and to identify perpetrators.
- generating recommendations to improve NOMS slavery recording mechanisms to support the development of multi-agency working. This will include identification at pre-sentence report stage and links with Foreign National Offenders.

3.23 Over the last year the Welsh Government has made significant progress in tackling slavery and we are now seeing the impact of our joined up approach. We will continue to consolidate this work; recognising more is needed across Wales. No organisation alone can tackle this crime and only by working in partnership can we make Wales hostile to slavery.

3.24 We will continue to innovate by identifying and promoting 'best practice' and to provide the best possible support to survivors.



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**Web-site: [www.wales.gov.uk/anti-slavery](http://www.wales.gov.uk/anti-slavery)**

## Annex A

### WALES – National Referral Mechanism Statistics 2013

In 2013 the UK National Referral Mechanism (NRM) received 50 referrals of potential victims of trafficking (PVoT) first encountered in Wales; this represents a 47% increase on 2012 referral totals and 3% of all UK referrals to the NRM.

The 50 referrals comprised of 38 females (76%) and 12 males (24%) with 42 (84%) referred for adult exploitation categories and 8 (16%) being referred for minor exploitation types.

Claimed exploitation Type	Female	Male	Total	2012 - 2013 % Change
Adult - Domestic Servitude	6	0	6	No Change
Adult - Labour Exploitation	8	7	15	114%
Adult - Sexual Exploitation	18	0	18	80%
Adult - Unknown exploitation	3	0	3	200%
Minor - Domestic Servitude	1	0	1	-50%
Minor - Labour Exploitation	1	2	3	-25%
Minor - Unknown exploitation type	1	3	4	100%
<b>Total</b>	<b>38</b>	<b>12</b>	<b>50</b>	

## Country of Origin Referrals 2013

Rank	Nationality/ Country of Origin	Female	Male	Total	2012 - 2013 % Change
1	Vietnam	3	6	9	125%
2	China	5	0	5	150%
3	Albania	4	0	4	No Change
4	Nigeria	3	0	3	-25%
4	Romania	2	1	3	N/A
6	UK	0	2	2	N/A
6	Zambia	2	0	2	N/A
8	Poland	1	0	1	-83%
8	Lithuania	1	0	1	N/A
8	Latvia	1	0	1	N/A
8	Uganda	1	0	1	No Change
8	Kenya	1	0	1	-50%
8	Sierra Leone	1	0	1	No Change
8	Somalia	1	0	1	N/A
8	Gambia	1	0	1	No Change
8	Malawi	1	0	1	N/A
8	Malaysia	1	0	1	N/A
8	Pakistan	0	1	1	N/A
8	Democratic Republic of the Congo	1	0	1	No Change
8	Cameroon	0	1	1	N/A
8	Eritrea	1	0	1	N/A
8	Ethiopia	1	0	1	No Change
8	Iran	1	0	1	N/A
8	Guinea	1	0	1	N/A
8	Spain	1	0	1	N/A
8	Cyprus	0	1	1	N/A
8	Hong Kong	1	0	1	N/A
8	Namibia	1	0	1	N/A
8	Papua New Guinea/ Guinea	1	0	1	N/A
	<b>Total</b>	<b>38</b>	<b>12</b>	<b>50</b>	

## All Referrals

Competent Authority	Total	2012 - 2013 % Change
Home Office (Formerly UKBA)	37	85%
Home Office hosted within UKHTC	4	-43%
UKHTC	9	29%
Total	50	

## Adult Referrals<sup>20</sup>

Rank	Nationality/ Country of Origin	Total	2012 - 2013 % Change
1	China	5	400%
2	Vietnam	4	N/A
2	Albania	4	No Change
4	Nigeria	3	50%
4	Romania	3	N/A
6	UK	2	N/A
6	Zambia	2	N/A
8	Poland	1	-83%
8	Lithuania	1	N/A
8	Latvia	1	N/A
8	Uganda	1	No Change
8	Kenya	1	-50%
8	Sierra Leone	1	No Change
8	Somalia	1	N/A
8	Gambia	1	No Change
8	Malawi	1	N/A
8	Malaysia	1	N/A
8	Pakistan	1	N/A
8	Democratic Republic of the Congo	1	No Change
8	Eritrea	1	N/A
8	Ethiopia	1	No Change
8	Iran	1	N/A
8	Guinea	1	N/A
8	Spain	1	N/A
8	Namibia	1	N/A
8	Papua New Guinea/ Guinea	1	N/A
	Total	42	

<sup>20</sup> Age defined by age at first exploitation.

## Minor Referrals<sup>21</sup>

Rank	Nationality/ Country of Origin	Total	2012 - 2013 % Change
1	Vietnam	5	25%
2	Cameroon	1	N/A
2	Cyprus	1	N/A
2	Hong Kong	1	N/A
	Total	8	

## First Responder Referrals Totals

First Responder Organisation	Total
BAWSO	9
Dyfed-Powys Police	1
Gwent Police	4
Local Authority	3
New Pathways	2
Salvation Army	6
South Wales Police	3
Home Office (Formerly UKBA)	22
Total	50

<sup>21</sup> 17 or under at the time of first claimed exploitation