



## DEBATE PACK

Number CDP-2019-0160, 19 June 2019

# Independent review of the Modern Slavery Act

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## Summary

A Westminster Hall debate on The Independent Review of the Modern Slavery Act is scheduled for Wednesday 19 June 2019 at 2.30 pm. The Member leading the debate is Frank Field MP.

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The House of Commons Library prepares a briefing in hard copy and/or online for most non-legislative debates in the Chamber and Westminster Hall other than half-hour debates. Debate Packs are produced quickly after the announcement of parliamentary business. They are intended to provide a summary or overview of the issue being debated and identify relevant briefings and useful documents, including press and parliamentary material. More detailed briefing can be prepared for Members on request to the Library.

# 1. Background

Legislation to tackle modern slavery was enacted across all UK jurisdictions in 2015. The [Modern Slavery Act 2015](#) (MSA) received royal assent on 26 March 2015. The [Human Trafficking and Exploitation \(Scotland\) Act 2015](#) and the [Human Trafficking and Exploitation \(Criminal Justice and Support for Victims\) Act \(Northern Ireland\) 2015](#) were passed in Scotland and Northern Ireland, respectively. The legislation provides for victim support measures and law enforcement powers throughout the UK.

There have been a number of reviews into how the MSA is operating in practice and whether there is adequate provision for victims.

As Home Secretary, Theresa May set up [an independent review of the 2015 Act](#) a year after it came into force. The review, by barrister Caroline Haughey QC, found that the MSA had set “an international benchmark to which other jurisdictions aspire”. It found that slavery remained under-reported, but the operational response was improving. However, the review said there were problems, including a lack of consistency between law enforcement and criminal justice agencies and poor-quality intelligence at all levels. The review recommended better training and a more structured approach to prosecuting and preventing slavery.

In April 2017 the [Work and Pensions Committee published a report following its inquiry into victims of modern slavery](#). The Chair, Frank Field MP, said there was “a shocking lack of awareness and co-ordination in the front-line services dealing with modern slavery” and called for an “urgent review” to ensure some minimum safeguards for victims were in place.

On 2 May 2018 the Public Accounts Committee published a [report](#) which found that potential victims were being made to wait too long for a decision on whether they would be treated as victims of modern slavery. It also found that there was a lack of evidence about care standards, and of what happens to victims after they have gone through the system.

On 30 July 2018, the Home Office announced plans to launch an independent review of the MSA, to be conducted by Frank Field MP, Maria Miller MP, and Baroness Butler-Sloss. The review was established to look into the operation and effectiveness of the Act and suggest potential improvements. It focussed on four areas:

- The Independent anti-Slavery Commissioner
- Transparency in supply chains
- Independent Child Trafficking Advocates
- The legal application of the Act, including:
  - The definition of exploitation
  - Reparation orders
  - The statutory defence

Four interim reports on these issues were published in December 2018, January, and March 2019.

The final report of the Review was published in May 2019. It summarises the interim reports and provides a definitive list of recommendations, as well as commenting on some other issues identified in the course of the Review.

Home Office, [Independent Review of the Modern Slavery Act 2015: Final Report](#), CP 100, 22 May 2019

Home Office, [Independent Review of the Modern Slavery Act. Fourth interim report: Legal application of the Modern Slavery Act](#), 21 March 2019

Home Office, [Independent Review of the Modern Slavery Act. Third interim report: Independent Child Trafficking Advocates](#), 21 March 2019

Home Office, [Independent Review of the Modern Slavery Act. Second interim report: Transparency in supply chains](#), 22 January 2019

Home Office, [Independent Review of the Modern Slavery Act 2015. First interim report: The Independent Anti-Slavery Commissioner](#), 17 December 2018

## 2. Media

### 2.1 Press releases

CORE

[MSA review statement: Government must act on supply chain abuses](#)

4 June 2019

CORE

[The Government must seize the opportunity to strengthen the Modern Slavery Act](#)

19 February 2019

### 2.2 Articles and blogs

House Magazine

[Frank Field: The UK can lead the global campaign to root out the evil of modern slavery in its entirety](#)

13 June 2019

BBC

[Modern slavery: What has Theresa May done to tackle it](#)

11 June 2019

Browne Jacobson LLP

[Final report on review of the Modern Slavery Act 2015 laid in Parliament](#)

4 June 2019

Tablet

[Law fails victims of trafficking, experts warn](#)

29 May 2019

Reuters

[Don't settle for simple in slavery cases, urges top UK cop](#)

24 May 2019

Home Office

[How the Government is tackling modern slavery](#)

22 May 2019

The Chartered Institute of Building

[CIOB responds to new report published following the Independent Review of the Modern Slavery Act](#)

22 May 2019

openDemocracy

[The UK Modern Slavery Act: more for the 'saviours' than the 'saved'](#)

28 March 2019

Business & Human Rights Resource Centre

[The Modern Slavery Act turns four today. Is it working? And how can it be improved?](#)

26 March 2019

GoodCorporation

[Changes ahead for the UK Modern Slavery Act?](#)

April 2019

Browne Jacobson LLP

[Modern Slavery Act 2015 – latest developments](#)

6 February 2019

Ethical Corp

[The UK should listen to MPs and fix the holes in the Modern Slavery Act](#)

25 January 2019

Focus on Labour Exploitation (FLEX)

[FLEX welcomes recommendations to give Modern Slavery Act 'transparency' requirement more teeth](#)

22 January 2019

Public Finance

[Modern slavery conviction rates 'too low', says Yvette Cooper](#)

21 January 2019

Labourlist

[Gareth Snell: Our modern slavery law is not fit for purpose](#)

7 January 2019

Doing Business Right Blog

[Global Modern Slavery Developments \(Part I\): A Critical Review of the UK Modern Slavery Act - By Shamistha Selvaratnam](#)

27 November 2018

Out-Law.com (Pinsent Masons)

[Review of UK modern slavery laws commissioned](#)

31 July 2018

Home Office

[News story: Victoria Atkins chairs business against slavery forum today](#)

23 July 2018

Manchester Policy Blogs

[UK modern slavery policy: the structure of the problem and government commitment](#)

27 June 2018

Hope for Justice

[The Home Affairs Select Committee Inquiry into Modern Slavery](#)

8 October 2018

Ardea International

[7 things wrong with the Modern Slavery Act](#)

19 October 2017

Anti-Slavery International

[Analysis of Modern Slavery Act](#)

27 March 2015

## 3. Parliamentary Business

### 3.1 Ministerial Statements

#### [Modern Slavery](#)

Sajid Javid (The Secretary of State for the Home Department)

22 May 2019

#### [Independent Review of the Modern Slavery Act 2015](#)

Victoria Atkins (The Parliamentary Under Secretary of State for Crime, Safeguarding and Vulnerability):

5 September 2018

### 3.2 Debates

#### [Modern Slavery and Victim Support](#)

HC Deb, 27 March 2019

#### [Modern Slavery](#)

HC Deb, 29 October 2018

#### [Ending Exploitation in Supermarket Supply Chains](#)

HC Deb, 18 October 2018

#### [Modern-day Slavery](#)

HC Deb, 09 October 2018

#### [Modern Slavery](#)

HC Deb, 16 April 2018

#### [Modern Slavery Act 2015](#)

HC Deb, 26 October 2017

#### [Slavery and Human Trafficking Statements](#)

HL Deb, 16 October 2017



[Modern Slavery \(Transparency in Supply Chains\) Bill \[HL\]](#)

HL Deb, 8 July 2016

[Draft Modern Slavery Act 2015 \(Transparency in supply chains\) Regulations 2015](#)

HC Deb, 19 October 2015

### 3.3 Parliamentary Questions

Human Trafficking: Children

To ask the Secretary of State for the Home Department, with reference to Article 16.2 of the EU Anti-Trafficking Directive 2011/36, and recommendation 5.4 of 2015 UNICEF report, Achieving a durable solution for trafficked children, what steps he is taking to establish a multi-agency best interests decision-making process to find a durable solution for each child victim of trafficking living in the UK.

11 Jun 2019 | Written questions | Answered | House of Commons | 259941

Asked by: Lucas, Caroline | Answered by: Caroline Nokes | Department: Home Office

Modern Slavery Act 2015 Independent Review

To ask the Secretary of State for the Home Department, with reference to the Independent review of the Modern Slavery Act 2015: Final Report, published in May 2019, when his Department plans to respond to the recommendations in that report.

11 Jun 2019 | Written questions | Answered | House of Commons | 259927

**Asked by:** Brown, Lyn | **Answered by:** Victoria Atkins | **Department:** Home Office

Independent Anti-slavery Commissioner: Public Appointments

To ask Her Majesty's Government why the recruitment process of the new Independent Anti-Slavery Commissioner (IASC) began before the independent review of the Modern Slavery Act 2015 could provide its recommendations on the IASC.

26 Feb 2019 | Written questions | Answered | House of Lords | HL13643

**Asked by:** Baroness Doocey | **Answered by:** Baroness Williams of Trafford | **Department:** Home Office

### Human Trafficking: Victim Support Schemes

To ask the Secretary of State for the Home Department, with reference to the High Court Judgment K & Anor, R (on the application of) v Secretary of State for the Home Department of 8 November 2018, whether plans set out in the NRM reforms, announced in October 2017 to align subsistence rates for victims of trafficking with asylum seekers will not be implemented through the statutory guidance on victim support, Section 49 of the Modern Slavery Act 2015.

03 Dec 2018 | Written questions | Answered | House of Commons | 196808

Asked by: Norris, Alex | Answered by: Victoria Atkins | Department: Home Office

### Slavery: Business

To ask the Secretary of State for the Home Department, what recent progress his Department on creating a registry of businesses that are obligated to produce a slavery and human-trafficking statement as outlined in Section 54 of the Modern Slavery Act 2015.

26 Nov 2018 | Written questions | Answered | House of Commons | 194192

**Asked by:** Norris, Alex | **Answered by:** Victoria Atkins | **Department:** Home Office

### Slavery and Trafficking Reparation Orders

To ask the Secretary of State for the Home Department, how many orders have been issued under Section 9 of the Modern Slavery Act 2015; and if he will make a statement.

26 Nov 2018 | Written questions | Answered | House of Commons | 194087

**Asked by:** Coaker, Vernon | **Answered by:** Victoria Atkins | **Department:** Home Office

### Engagements

Since the Prime Minister's Modern Slavery Bill passed, the Republic of Ireland, Northern Ireland and France have joined Norway, Sweden and Iceland in passing a sex buyer law. That makes us an even more lucrative market for sex traffickers because we are now, in effect, surrounded by states that tackle the demand which drives commercial sexual exploitation. In responding to the independent review of her legislation five years on, will she now commit to looking seriously at a sex buyer law?

21 Nov 2018 | Oral answers to questions | House of Commons | 649  
c863

**Asked by:** Mr Gavin Shuker | **Answered by:** The Prime Minister |  
Department: Prime Minister

#### Modern Slavery Act 2015

To ask the Secretary of State for the Home Department, what representations he has received from (a) the National Crime Agency, (b) the Metropolitan Police, (c) the British Transport police, (d) any other arm of law enforcement, (e) local authorities and (f) charities and NGOs on reviewing the Modern Slavery Act 2015 and the way it is applied to county lines.

23 Oct 2018 | Written questions | Answered | House of Commons |  
180088

**Asked by:** Ryan, Joan | **Answered by:** Victoria Atkins | **Department:**  
Home Office

#### Slavery: Sentencing

To ask Her Majesty's Government how many appeals against sentence there have been under section 2 of the Modern Slavery Act 2015.

22 May 2018 | Written questions | Answered | House of Lords | HL7600

**Asked by:** Baroness Doocey | **Answered by:** Lord Keen of Elie |  
**Department:** Ministry of Justice

#### Slavery: Victims

To ask the Secretary of State for the Home Department, whether he plans for the regulations on identifying and supporting victims of modern slavery under s50 of the Modern Slavery Act 2015 to be open to public consultation.

16 May 2018 | Written questions | Answered | House of Commons |  
141684

Asked by: Coaker, Vernon | Answered by: Victoria Atkins | Department:  
Home Office

#### Slavery

To ask the Secretary of State for the Home Department, with reference to recommendation 8 of the Modern Slavery Act Review, what steps her Department has taken to adopt the two-stage Achieving Best Evidence interview process.

30 Apr 2018 | Written questions | Answered | House of Commons |  
136918

**Asked by:** Morris, Anne Marie | **Answered by:** Victoria Atkins |  
**Department:** Home Office

#### Slavery

To ask the Secretary of State for the Home Department, when her Department plans to implement framework options for monitoring performance and progress in reducing modern slavery, as recommended by the National Audit Office.

05 Feb 2018 | Written questions | Answered | House of Commons | 124408

Asked by: Hanson, David | Answered by: Victoria Atkins | Department: Home Office

#### Slavery: Business

To ask the Secretary of State for the Home Department, what plans she has for monitoring compliance by businesses with the requirements placed on them by the Modern Slavery Act 2015.

02 Feb 2018 | Written questions | Answered | House of Commons | 125797

Asked by: Timms, Stephen | Answered by: Victoria Atkins | Department: Home Office

#### Slavery

To ask the Secretary of State for the Home Department, with reference to the oral contribution of The Parliamentary Under-Secretary of State for the Home Department of 26 October 2017, Official Report, col. 512, when she plans to initiate the consultation on the preparation of statutory guidance under s48 of the Modern Slavery Act 2015 on the identification of and support for victims of modern slavery; what the terms of reference for that consultation will be; and between what dates that consultation will run.

16 Jan 2018 | Written questions | Answered | House of Commons | 122373

Asked by: Field, Frank | Answered by: Victoria Atkins | Department: Home Office

#### Human Trafficking: Migrant Workers

To ask the Secretary of State for the Home Department, what assessment she has made of the effectiveness of her Department's procedures for identifying the exploitation and human trafficking of undocumented non-EEA nationals working in the UK fishing industry; and if she will make a statement.

19 Dec 2017 | Written questions | Answered | House of Commons | 119769

**Asked by:** Coaker, Vernon | **Answered by:** Victoria Atkins |  
**Department:** Home Office

#### Modern Slavery Act 2015

To ask the Secretary of State for the Home Department, what Statutory Instruments required by the Modern Slavery Act 2015 have yet to be laid by her Department.

25 Jul 2016 | Written questions | Answered | House of Commons | 42836

Asked by: Champion, Sarah | Answered by: Sarah Newton |  
Department: Home Office

#### Modern Slavery Act 2015

To ask the Secretary of State for the Home Department, when guidance on Part 1 of the Modern Slavery Act 2015 was sent to (a) Chief Police Officers in England and Wales, (b) the National Crime Agency, (c) HM Inspectorate of Constabularies and the Independent Chief Inspector of Borders and Immigration.

22 Jul 2016 | Written questions | Answered | House of Commons | 42668

Asked by: Champion, Sarah | Answered by: Sarah Newton |  
Department: Home Office

#### Modern Slavery Act

What assessment she has made of the effectiveness of the Modern Slavery Act 2015

22 Feb 2016 | Oral questions - Lead | Answered | House of Commons | 903673 | 606 c15

Asked by: Jeremy Lefroy | Answered by: The Secretary of State for the Home Department (Mrs Theresa May) | Department: Home Department

#### Human Trafficking Offences: Forced Labour

What steps the Crown Prosecution Service is taking to increase the number of successful prosecutions for human trafficking offences involving forced labour.

15 Oct 2015 | Oral answers to questions | House of Commons | 600 c474

Asked by: Graham Evans | Answered by: The Solicitor General (Robert Buckland) | Department: Attorney General

### Modern Slavery

What further steps her Department plans to take to eliminate modern slavery.

06 July 2015 | Oral answers to questions | House of Commons | 598 c7

Asked by: Dr Tania Mathias | Answered by: The Secretary of State for the Home Department (Mrs Theresa May) | Department: Home Department

### Human Trafficking and Modern Slavery

My Lords, I warmly welcome the introduction of the Modern Slavery Bill earlier this week in the other place... In Scotland, there are more victims in jail than there are perpetrators... First, it seems that the independent legal advocacy required for victims is an essential part of the Government's trial of advocates later this year ... Secondly, coherence across the United Kingdom on this between legislation here and that in the Scottish Parliament is also vital...

12 Jun 2014 | Oral questions - 1st Supplementary | Answered | House of Lords | 754 c502

Asked by: Lord McConnell of Glenscorrodale | Answered by: Lord Taylor of Holbeach

### Modern Slavery Bill

To ask Her Majesty's Government what the timeline will be for giving consideration to the forthcoming report of the Joint Committee on the draft Modern Slavery Bill; and what further consultation will take place before the bill is introduced into Parliament. [HL6122]

26 Mar 2014 | Written questions | Answered | House of Lords | HL6122 | 753 c125WA

Asked by: The Lord Bishop of St Albans | Answered by: The Parliamentary Under-Secretary of State, Home Office (Lord Taylor of Holbeach)

## 3.4 Select Committees' material

Home Affairs Committee

[Further written submission from Lumos: Orphanages and modern slavery](#) (MSA0145)

11 Jun 2019

[The Salvation Army - written evidence](#) (MSA0144)

24 April 2019

[06 Nov 2018 - Modern Slavery - oral evidence](#) (HC 1460)

3 April 2019

[Survivor Alliance - written evidence](#) (MSA0142)

2 April 2019

[Crown Prosecution Service - written evidence](#) (MSA0143)

2 April 2019

[15 Jan 2019 - Modern Slavery - oral evidence](#) (HC 1460)

21 Feb 2019

[Hestia - written evidence](#) (MSA0141)

19 February 2019

[anonymous - written evidence](#) (MSA0140)

29 January 2019

[Modern slavery inquiry - publications](#)

The website includes written and oral evidence from 2018

Public Accounts Committee

[Reducing modern slavery, HC 886, 2017-19](#)

2 May 2018

Work and Pensions Committee

[Victims of modern slavery, HC 803, 2016-17](#)

30 April 2017

## 4. Organisations and further reading

CORE, [Independent Review of The Modern Slavery Act 2015](#), Joint submission from Amnesty International UK, Anti-Slavery International, Business & Human Rights Resource Centre, CORE Coalition, Fairtrade Foundation, Freedom United and ShareAction

25 October 2018

Michael Bloomfield AND Genevieve Lebaron, [The UK Modern Slavery Act: Transparency through Disclosure in Global Governance](#), E-International Relations, 21 September 2018

Home Office, [Independent review of the Modern Slavery Act: process for evidence collection](#), 17 September 2018

Home Office, [Review of the Modern Slavery Act 2015: terms of reference](#), 17 August 2018

National Audit Office, [Reducing modern slavery](#), 15 December 2017, HC 630 2017-19

Work and Pensions Committee, [Victims of modern slavery](#), 30 April 2017, HC 803 2016-17

Caroline Haughey, [Modern Slavery Act 2015 review: one year on](#), Home Office, 31 July 2016



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