

Quick Reference Guide

Modern Slavery: Commitments by the UK Government

An overview of the commitments made by the Government in relation to Part 5 (Modern Slavery) of the Nationality and Borders Act 2022.

On 28th April 2022, the <u>Nationality and Borders Act</u> (the 'Act') passed into law. During the Bill's passage through Parliament, numerous concerns were raised by parliamentarians and the antislavery sector, including by the Rights Lab in its <u>Consideration Paper</u> published in October 2021.¹ Focused on Part 5 (on 'modern slavery'), the Consideration Paper examined the impact the proposed legislative provisions would have on the effective identification, support, and protection of victims of modern slavery and trafficking.

Despite the concerns raised throughout the parliamentary process, the government maintained that the Act would enhance early identification of victims, enable 'genuine' victims to access support, and prevent misuse of the National Referral Mechanism (NRM). During the parliamentary debates, the Government made numerous commitments regarding the delivery and application of Part 5 of the Act.

This paper lists and references these commitments. It is intended to offer a quick reference guide to assist parliamentarians and the antislavery sector in tracking governmental commitments.

In total 29 commitments have been identified. The following table details the sections of the Act that they relate to and provides references to the parliamentary debates and governmental communications in which the commitments were made.

	Commitments	Reference for the commitment			
	Overarching				
1.	Government will work with stakeholders to operationalise the guidance in relation to Part 5 of the Nationality and Borders Act.	House of Commons. (2022). Consideration of Lords Message. 20 th April 2022. Volume 72. Tom Pursglove. Column 242. Available at: https://hansard.parliament.uk/Commons/2022-04-20/debates/928E4063-939E-4DD2-9E5D-8CAE431145EB/NationalityAndBordersBill &			
		House of Commons Debate. (2021). Nationality and Borders Bill (Twelfth sitting). 28 October 2021. Tom Pursglove. Column 481. Available at: https://hansard.parliament.uk/commons/2021-10-28/debates/66b1e524-3688-4227-86e0-64af2068fee9/NationalityAndBordersBill(TwelfthSitting)			
		Pursglove, T. (2021). Nationality and Borders Bill, Committee Stage letter. 02.11.2021. Available at: http://data.parliament.uk/DepositedPapers/Files/DEP2021-0849/Committee Stage Letter 28th October and 2nd November.pdf			
2.	The effects of trauma will be considered in decision making and guidance will be provided for decision makers in relation to this.	House of Commons. (2022). Nationality and Borders Bill (Twelfth sitting). 28 October 2021. Tom Pursglove. Column 481. Available at: https://hansard.parliament.uk/commons/2021-10-28/debates/66b1e524-3688-4227-86e0-64af2068fee9/NationalityAndBordersBill(TwelfthSitting)			
3.	Protection and support needs, additional recovery needs, additional recovery periods, and disqualification will all be applied on a case-by-case basis and with discretion.	House of Commons. (2022). Nationality and Borders Bill (Thirteenth sitting) Debated on Tuesday 2 November 2021. Craig Whittaker. Column 516. Available at: https://hansard.parliament.uk/commons/2021-11-02/debates/c531a49a-d066-4009-bcef-94b03bf3fc67/NationalityAndBordersBill(ThirteenthSitting)			
		House of Commons. (2021). Nationality and Borders Bill (Fourteenth sitting) Debated on Tuesday 2 November 2021. Craig Whittaker. Column 523. Available: https://hansard.parliament.uk/commons/2021-11-02/debates/c531a49a-d066-4009-bcef-94b03bf3fc67/NationalityAndBordersBill(ThirteenthSitting)			
4.	Victim support entitlements will not be outlined in the legislation but will continue to be outlined in guidance.	House of Commons. (2021). Nationality and Borders Bill (Thirteenth sitting) Debated on Tuesday 2 November 2021. Craig Whittaker. Column 528. Available at: https://hansard.parliament.uk/commons/2021-11-02/debates/c531a49a-d066-4009-bcef-94b03bf3fc67/NationalityAndBordersBill(ThirteenthSitting)			
5.	Support will be a 'fundamental pillar' in the government's approach to assisting victims and reducing the risk of re-trafficking.	House of Commons. (2021). Nationality and Borders Bill (Thirteenth sitting) Debated on Tuesday 2 November 2021. Craig Whittaker. Column 528. Available at: https://hansard.parliament.uk/commons/2021-11-02/debates/c531a49a-d066-4009-bcef-94b03bf3fc67/NationalityAndBordersBill(ThirteenthSitting)			
6.	Implementation of Council of Europe Convention on Action against Trafficking in Human Beings (<u>ECAT</u>) ² and the obligations it sets out in relation to victims will remain unaffected (related to Section 68 and the Disapplication of the EU Directive).	Letter from Tom Pursglove to the Chairs of the Nationality and Borders Bill Committee. (2021). 4th November 2021. Available at: http://data.parliament.uk/DepositedPapers/Files/DEP2021-0850/Nationality and Borders Bill Committee Stage Letter.pdf			

Sections 58 & 59 - Provision of information related to being a victim of slav	very or human trafficking
Late compliance with slavery or trafficking information notice (STINs): damage	Age to credibility
Individuals who bring late claims will be treated as if they have submitted on time if there is good reason for their claim being late.	House of Commons Debate. (2021). Nationality and Borders Bill (Twelfth sitting) Thursday 28 October 2021. Tom Pursglove Column 476. Available at: https://hansard.parliament.uk/commons/2021-10-28/debates/66b1e524-3688-4227-86e0-64af2068fee9/NationalityAndBordersBill(TwelfthSitting) .
8. Information will be provided about the state's obligations in relation to victim protection and support when STINs are issued, and this is intended to help victims better understand the NRM and support available.	House of Commons Debate. (2021). Nationality and Borders Bill (Twelfth sitting). 28 October 2021. Tom Pursglove. Column 478. Available at: https://hansard.parliament.uk/commons/2021-10-28/debates/66b1e524-3688-4227-86e0-64af2068fee9/NationalityAndBordersBill(TwelfthSitting) .
Children (those under the age of 18) are to be exempt from credibility considerations.	House of Lords. (2022). Consideration of Amendments. Nationality and Borders Bill Volume 820: debated on Monday 4 April 2022 Column 1932. Available at: https://hansard.parliament.uk/lords/2022-04-04/debates/D26CD065-8F0A-4F98-9641-D2A7C7CA2AF5/NationalityAndBordersBill#main-content
Government will outline what 'good reasons' for late disclosure are in statutory guidance.	House of Commons Debate. (2021). Nationality and Borders Bill (Twelfth sitting). 28 October 2021. Tom Pursglove. Columns 477 & 484. Available at: https://hansard.parliament.uk/commons/2021-10-28/debates/66b1e524-3688-4227-86e0-64af2068fee9/NationalityAndBordersBill(TwelfthSitting).
Section 60 - Identification of potential victims of slavery or human trafficking	9
11. Amending the language of the threshold for reasonable grounds will not narrow the scope of identifying victims and will focus on all victims (those trafficked into as well as within the UK).	House of Commons. (2021). Nationality and Borders Bill (Twelfth sitting). 28 October 2021. Tom Pursglove. Columns 502. Available at: https://hansard.parliament.uk/commons/2021-10-28/debates/66b1e524-3688-4227-86e0-64af2068fee9/NationalityAndBordersBill(TwelfthSitting)
12. Section 60 will ensure that victims and those involved in identifying victims have clear parameters and terms to rely on.	House of Lords Debate. (2022). Slavery and Human Trafficking (Definition of Victim) Regulations 2022 Volume 823: debated on Wednesday 20 July 2022. Baroness Williams. Column 2002 & 2012. Available at: <a 2022-07-20="" debate="" href="https://hansard.parliament.uk/Lords/2022-07-20/debates/026A33BC-4895-4D08-86CB-19F01469AF84/SlaveryAndHumanTrafficking(DefinitionOfVictim)Regulations2022</td></tr><tr><td>13. Government recognises the evolving nature of exploitation and will keep the Victim Definition Regulations (as per Section 69 of the Act '<u>The Slavery and Human Trafficking (Definition of Victim) Regulations 2022)</u> under review.</td><td>House of Lords. (2022). Slavery and Human Trafficking (Definition of Victim) Regulations 2022. 20th July 2022. Baroness Williams. Available at: https://www.parallelparliament.co.uk/debate/2022-07-20/lords/lords-chamber/slavery-and-human-trafficking-definition-of-victim-regulations-2022

Reviews of the reasonable grounds test and associated guidance will be undertaken and lessons from multi-agency NRM decision panels will be considered within this.	House of Lords. (2022). Slavery and Human Trafficking (Definition of Victim) Regulations 2022. 20 th July 2022. Baroness Williams. Available at: https://www.parallelparliament.co.uk/debate/2022-07-20/lords/lords-chamber/slavery-and-human-trafficking-definition-of-victim-regulations-2022 Column 507.			
Section 61 - Identified potential victims of slavery or human trafficking: recovery period				
15. Government do not intend to practically reduce the number of days of support offered to victims and will continue to offer a minimum of 45-day recovery period to potential victims, unless disqualifications apply, as outlined in Modern Slavery Act).4	House of Commons. (2021). Nationality and Borders Bill (Thirteenth sitting) Debated on Tuesday 2 November 2021. Craig Whittaker. Column 512. Available at: https://hansard.parliament.uk/commons/2021-11-02/debates/c531a49a-d066-4009-bcef-94b03bf3fc67/NationalityAndBordersBill(ThirteenthSitting)			
Section 62 - No entitlement to additional recovery period etc				
 Blanket disqualification of additional, multiple recovery periods will not be applied. 	House of Commons. (2022). Nationality and Borders Bill (Thirteenth sitting) Debated on Tuesday 2 November 2021. Craig Whittaker. Column 516. Available at: https://hansard.parliament.uk/commons/2021-11-02/debates/c531a49a-d066-4009-bcef-94b03bf3fc67/NationalityAndBordersBill(ThirteenthSitting)			
17. Guidance will be written and will set out details on how discretion can be applied to ensure victims of modern slavery who 'genuinely' need multiple periods of protection and support receive it.	Home Office. (2022).Nationality and Borders Bill: abuse of modern slavery protections factsheet. Available at: https://www.gov.uk/government/publications/nationality-and-borders-bill-abuse-of-modern-slavery-protections-factsheet			
	House of Commons. (2022). Nationality and Borders Bill (Thirteenth sitting) Debated on Tuesday 2 November 2021. Craig Whittaker. Column 516. Available at: https://hansard.parliament.uk/commons/2021-11-02/debates/c531a49a-d066-4009-bcef-94b03bf3fc67/NationalityAndBordersBill(ThirteenthSitting)			
Section 63 - Identified potential victims etc: disqualification from protection				
18. Government will ensure due account is taken of the circumstances of each individual case, and guidance will be written to outline mitigating circumstances that should be considered by decision makers	House of Commons. (2021). Nationality and Borders Bill (Fourteenth sitting) Debated on Tuesday 2 November 2021. Craig Whittaker. Column 523. Available: https://hansard.parliament.uk/commons/2021-11-02/debates/c531a49a-d066-4009-bcef-94b03bf3fc67/NationalityAndBordersBill(ThirteenthSitting)			
considering disqualifying someone.	House of Lords. (2022). Nationality and Borders Bill. Volume 820: debated on Monday 4 April 2022. Column 1933. Available at: https://hansard.parliament.uk/lords/2022-04-04/debates/D26CD065-8F0A-4F98-9641-D2A7C7CA2AF5/NationalityAndBordersBill			
19. A mechanism will be established to identify cases of public order concern at the point of referral to the NRM.	House of Lords. (2022). Nationality and Borders Bill. Volume 820: debated on Monday 4 April 2022. Column 1933. Available at: https://hansard.parliament.uk/lords/2022-04-04/debates/D26CD065-8F0A-4F98-9641-D2A7C7CA2AF5/NationalityAndBordersBill			

20. Potential victims will continue to receive support following a positive reasonable grounds decision while any public order disqualification decision is being considered. For those subject to a public order disqualification legal aid advice will continue to be available.	House of Lords. (2022). Nationality and Borders Bill. Volume 820: debated on Monday 4 April 2022. Column 1933. Available at: https://hansard.parliament.uk/lords/2022-04-04/debates/D26CD065-8F0A-4F98-9641-D2A7C7CA2AF5/NationalityAndBordersBill
Section 64 - Identified potential victims etc in England and Wales: assistar	nce and support
21. Government reaffirmed their commitment to providing 12 months support. They also went further, confirming that on-going, appropriate, and tailored support will be available, with no overall time-limit, for those with a positive conclusive grounds decision, where support needs are identified.	House of Commons. (2022). Nationality and Borders Bill Nationality and Borders Bill. Volume 711: debated on Tuesday 22 March 2022. Tom Pursglove. Column 267. Available at: https://hansard.parliament.uk/Commons/2022-03-22/debates/FA4FBF36-5168-4B9B-8C7E-09D2AAC33C39/NationalityAndBordersBill House of Commons. (2021). Nationality and Borders Bill (Thirteenth sitting) Debated on Tuesday 2 November 2021. Craig Whittaker. Column 529. Available at: https://hansard.parliament.uk/commons/2021-11-02/debates/c531a49a-d066-4009-bcef-94b03bf3fc67/NationalityAndBordersBill(ThirteenthSitting)
22. Support will be targeted, personalised, and based on victim needs.	House of Commons. (2022). Nationality and Borders Bill Nationality and Borders Bill Volume 712: debated on Wednesday 20 April 2022. Tom Pursglove. Column 242. Available at: https://hansard.parliament.uk/Commons/2022-04-20/debates/928E4063-939E-4DD2-9E5D-8CAE431145EB/NationalityAndBordersBill
Section 65 - Leave to remain for victims of slavery or human trafficking	
23. New permissions for temporary leave will start on the 30 th January 2023.	House of Commons Debate. (2022). Statement of Changes in Immigration Rules. HC Deb, 18 October 2022, cWS . Available at: https://www.theyworkforyou.com/wms/?id=2022-10-18.hcws328.h&s=%27human+trafficking%27#ghcws328.0
24. Temporary permission to stay in the UK can be granted to confirmed victims for up to 30 months (per grant, with multiple grants being able to be given if deemed necessary).	House of Commons Debate. (2022). Statement of Changes in Immigration Rules. HC Deb, 18 October 2022, cWS . Available at: https://www.theyworkforyou.com/wms/?id=2022-10-18.hcws328.h&s=%27human+trafficking%27#ghcws328.0
25. A grant of temporary leave to remain for victims will not prohibit them from being granted another, more advantageous, form of leave, should they qualify for it.	House of Commons. (2021). Nationality and Borders Bill (Thirteenth sitting) Debated on Tuesday 2 November 2021. Craig Whittaker. Column 538. Available at: https://hansard.parliament.uk/commons/2021-11-02/debates/c531a49a-d066-4009-bcef-94b03bf3fc67/NationalityAndBordersBill(ThirteenthSitting)
26. ECAT Article 14 ('Residence permit') requirements will be met, and all victims—adults and children—will automatically be considered for leave.	House of Commons. (2021). Nationality and Borders Bill (Thirteenth sitting) Debated on Tuesday 2 November 2021. Craig Whittaker. Column 538. Available at: https://hansard.parliament.uk/commons/2021-11-02/debates/c531a49a-d066-4009-bcef-94b03bf3fc67/NationalityAndBordersBill(ThirteenthSitting)

Sections 66 & 67- Civil legal aid under Section 9 of LASPO: add-on services in relation to the National Referral Mechanism Civil legal services under Section 10 of LASPO: add-on services in relation to National Referral Mechanism				
27. That victims will receive advice on referral into the NRM to understand what it does and how it could help them.	House of Commons. (2021). Public Bill Committee. Nationality and Borders Bill Deb, 2 November 2021, c541. Craig Whittaker. Available at: https://www.theyworkforyou.com/pbc/2021-22/Nationality and Borders Bill/14-0 2021-11-02b.541.3			
28. Individuals will be provided with advice on the NRM at the same time as they are receiving advice on an asylum and immigration matter.	House of Commons. (2021). Nationality and Borders Bill (Fourteenth sitting) Debated on Tuesday 2 November 2021. Craig Whittaker. Column 541. Available at: https://hansard.parliament.uk/commons/2021-11-02/debates/e555699e-7968-4df5-bd34-09063d837246/NationalityAndBordersBill(FourteenthSitting)			
Section 68 - Disapplication of retained EU law deriving from Trafficking Directive ⁵				
29. Obligations under Article 4 of European Court of Human Rights ⁶ will remain unaffected.	Letter from Tom Pursglove to Joint Committee on Human Rights. (2021) 25 th November 2021. Available at: https://committees.parliament.uk/publications/8076/documents/83012/default/ p. 4			

For further information about the government's commitments and intentions regarding implementation of Part 5 and outstanding concerns please refer to The Rights Lab Policy Paper - Confirmations, Commitments & Concerns – how will Part 5 of the Nationality and Borders Act on Modern Slavery be enacted?⁷

¹ Garbers, K. (2022). Consideration Paper Nationality and Borders Bill: Part 5 - Modern Slavery

Available at: https://www.nottingham.ac.uk/research/beacons-of-excellence/rights-lab/resources/reports-and-briefings/2021/october/consideration-paper-nationality-and-borders-bill.pdf

² Council of Europe. (2005). Council of Europe Convention on Action against Trafficking in Human Beings. Available at: https://rm.coe.int/168008371d

³ HMG. (2022). Nationality and Borders Act. Section 69. The Slavery and Human Trafficking (Definition of Victim) Regulations 2022. Available at: https://www.legislation.gov.uk/ukdsi/2022/9780348235463

⁴ Home Office. (2022). Modern Slavery: Statutory Guidance for England and Wales (under s49 of the Modern Slavery Act 2015) and Non-Statutory Guidance for Scotland and Northern Ireland. Available at: <a href="https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/1087550/Modern_Slavery_Statutory_Guidance_EW_Non-Statutory_Guidance_SNI_v2.10_FINAL_pdf

⁵ Official Journal of the European Union. (2011). Directive 2011/36/EU of the European Parliament and of the Council of 5 April 2011 on preventing and combating trafficking in human beings and protecting its victims, and replacing Council Framework Decision 2002/629/JHA. Available at: https://eur-lex.europa.eu/LexUriServ.do?uri=OJ:L:2011:101:0001:0011:EN:PDF
⁶ Council of Europe. (1950). European Convention of Human Rights. Article 4. Available at: https://www.echr.coe.int/documents/convention_eng.pdf, p.7

⁷ Rights Lab (2022). Confirmations, Commitments & Concerns – how will Part 5 of the Nationality and Borders Act on Modern Slavery be enacted? https://www.nottingham.ac.uk/research/beacons-of-excellence/rights-lab/resources/reports-and-briefings/2022/november/confirmations-commitments-concerns-how-will-part-5-of-the-nationality-and-borders-act-on-modern-slavery-be-enacted.pdf