

**April 2016**  
**Version 1.1**

# **Modern Slavery**



## Document Control

| Version | Date       | Author                                  | Department         | Comments                                  |
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| 1.0     | April 2016 | Strategic Intelligence Development Team | Force Intelligence |   |
| 1.1     | April 2016 | Strategic Intelligence Development Team | Force Intelligence | Edited following advice from NCA and FOI. |

## Executive Summary

The **purpose** of this document is to **assess how victims of modern slavery are identified**. Analysis through the profile highlights identification of victims has improved in line with national trends in recent times, however estimates suggest up to **three quarters of potential victims still remain unidentified**.

This is due to a combination of:

- **victims feeling fear** of the consequences of being identified,
- and a **lack of awareness** amongst safeguarding professionals/ agencies of indicators of modern slavery.

This situation of missed opportunities to identify victims cannot continue as modern slavery has been calculated to be the **greatest thematic risk** area for the force amongst the risks assessed.

Literature research, a review of current intelligence and consultation with over 200 safeguarding professionals through survey analysis during this profile highlights that:

- Creating a **strong intelligence framework**,
- Increasing **awareness/ training**,
- Encouraging **accountable partnership work**

are key areas which need to be developed to better identify victims.

Intelligence must be appropriately **assessed, shared and managed**. Only when this activity is completed will a true assessment of the **magnitude** of modern slavery be possible. Once intelligence has been assessed, the outcome of the analysis needs to be featured within **partnerships forums**, where **partnership solutions** need to be identified and delivered.

In terms of increasing awareness, it is most important that the **knowledge of indicators** of modern slavery is shared with, not only those professionals who work in safeguarding environments, but also with the general public. Awareness of **clearly defined pathways** for sharing and reporting of relevant information needs to be promoted.

Currently there is little evidence to suggest a **coherent partnership system** is in place for gathering, sharing and the action of information. Failure to establish an **accountable, coordinated multi agency framework** to address these gaps in the processes will mean **victims will continue to suffer and be exploited**.

**Recommendation:**

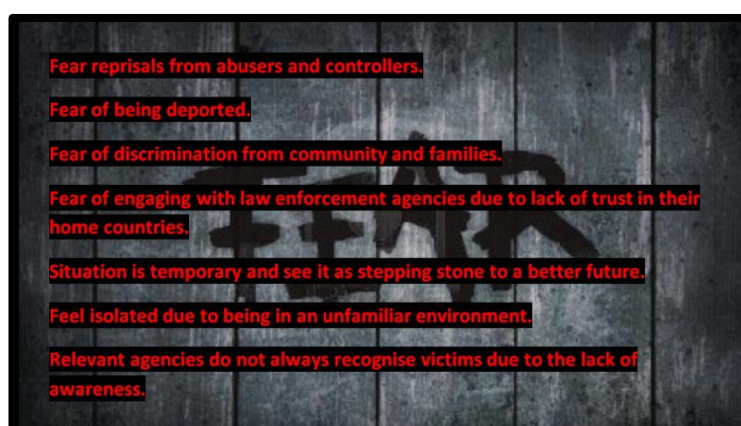
**The following components need to be driven and delivered through the West Midlands Anti-Slavery Network. The network needs to ensure a strong accountable partnership structure is in place which continuously assesses and actions relevant intelligence, and any subsequent tactics that are delivered.**

- 1. Ensure a strong intelligence framework is in place that collects, collates, assesses and shares intelligence appropriately.**
- 2. Continue to deliver awareness/ training to safe guarding professionals and public highlighting awareness of key indicators and clear reporting routes.**
- 3. Partnership relationships and resources are developed and fully utilised when addressing relevant vulnerabilities.**

## Introduction

Modern slavery in the UK consists of a variety of issues including human trafficking, slavery, forced labour, domestic servitude and criminal exploitation. Victims are often forced into prostitution, other forms of sexual exploitation, forced begging and forced criminality amongst other activities. Traffickers and slave masters use violence and deception techniques to manipulate victims for the purpose of profit and criminal gain. The impact of modern slavery on victims includes serious physical and psychological health issues which require long term sustained remedies and support to rebuild individual lives. Modern slavery in the UK is believed to be a hidden and underreported crime. Currently<sup>1</sup> only a quarter of victims are being referred to the National Referral Mechanism (NRM).

Below are some of the reasons for underreporting:



The impact of underreporting means that victims continue to suffer, very few modern slavery offenders are caught and convicted allowing them freedom to continue to exploit and control vulnerable individuals.

The purpose of this report is to understand how victims of modern slavery are identified. The report will begin by summarising current

intelligence and then go on to highlight how mechanisms need to be improved to better identify victims.

Research and consultation during this report has clearly illustrated that creating a stronger intelligence framework, raising awareness/ training and encouraging accountable partnership work are key areas that need to be developed to improve identification of victims overall. The need to develop these areas is further emphasised by the results of a survey that was completed as part of this profile. A total of 226 completed responses were received. The table on the right illustrates the variety of organisations responses were received from. Nearly two thirds of the responses were received from individuals who worked in safeguarding roles, followed by a quarter who are involved in raising awareness, and just over 10 per cent who were involved in collecting intelligence.

| Type of organisation     | %    |
|--------------------------|------|
| NHS                      | 25.7 |
| Local Authority          | 25.2 |
| Police                   | 23.0 |
| Housing Association      | 7.1  |
| Community/ Charity Group | 5.8  |
| Other Statutory Agencies | 4.9  |
| Other                    | 4.4  |
| Children Services        | 4.0  |

<sup>1</sup> Independent Anti-Slavery Commissioner Strategic Plan 2015–2017, Independent Anti-Slavery Commissioner 2015.

## Intelligence Framework

It is important an intelligence framework is in place to clearly understand the magnitude of modern slavery issues and begin to identify associated vulnerabilities. Analysis of NRM referrals is one current method that can be used to understand some of the intelligence picture in relation to modern slavery. The NRM is the process by which people who may have been victims of modern slavery are identified, referred, assessed and supported in the United Kingdom.

NRM referrals from WMP have doubled during the first nine months of 2015 compared to the 2014 calendar year, after a fall in referrals when comparing 2014 to 2013. In terms of similar force comparison West Yorkshire Police have made the greatest volume of referrals consistently, followed by WMP, Greater Manchester and Merseyside. The volume of referrals recorded by West Yorkshire, are driven by the force having a dedicated team in place during the last three years whose objective is to embed modern slavery into daily business across the force and its partners.

Referrals made by all agencies within the WMP area have also almost doubled in the first nine months of 2015 compared to the full 2014 calendar year. During the course of a recent 12 month period, a total of 256 referrals have been made to the NRM in relation to the WMP area. Government agencies and the police have accounted for a third of these referrals apiece, followed by a fifth that have been made by third sector agencies and 10 per cent which have been made by local authorities. The vast majority of referrals from the government agencies have been forwarded by the Home Office, where as the vast majority of referrals from third sector have been forwarded by the Salvation Army.

WMP made a total of 79 referrals to the NRM between 01<sup>st</sup> October 2014 and 30<sup>th</sup> September 2015. These referrals are potentials victims, and some of the cases have yet to be concluded by the Competent Authorities and decisions on their trafficking status made. Not all may receive a positive decision that they were trafficked. The data provided by NRM, and additional checks of WMP systems revealed the following trends in relation to these referrals:

# West Midlands Police Referrals Analysis



42 of the referrals resulted in 30 crimes, 4 detections, 0 convictions.

67 of the referrals involved adults, with the peak age being between 21-40yrs.



## Countries of nationality/origin for most referrals:



Poland (35)



UK (13)



Romania (11)



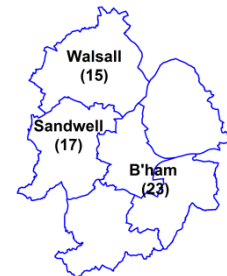
48 of the referrals involved males.

## Referrals by type of exploitation:

Labour (45)

Sexual (21)

Locations most referrals made from.



28 victims were recruited through promise of work when in their home country.



13 victims that were groomed (all sexual exploitation).

6 victims apiece recruited through family members, and promised work when residing in the UK.

Most victims (22) arrived in the UK, through transport arranged for them (mainly by coach and ferry), followed by those that made their own travel arrangements (15).



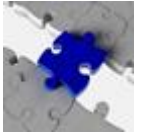
13 of the victims are transported to their place of work through arranged transport followed by those that use their cars (10).

Most victims were recorded to live in multi occupancy houses (23), followed by foster care homes (6) (all sexual exploitation victims).



Hope 4 Justice, Salvation Army, National Crime Agency, Social Services and Department for Work & Pensions have been the partners that WMP has most worked with in relation to these referrals.

- No information was recorded in relation to 26 victims in terms of how they were **recruited**.
- No information was recorded in relation to 30 victims in terms of how they **arrived** in the UK.
- No information was recorded in relation to 53 victims in terms of how they were **transported** to their place of work.
- No information was recorded in relation to 30 victims in terms of where they **lived**.



Overall analysis of logs during 2015 within the WMP systems highlights that a third of logs are associated with labour exploitation, followed by 15 per cent which relate to sexual exploitation and 11 per cent which involve domestic servitude. WMP recorded a total of 68 modern slavery offences during 2015 compared to just 5 offences during 2014. Trends in relation to the 68 offences recorded during 2015 illustrate:

- The majority of the offences were recorded as “Arrange or facilitate travel of another person with a view to exploitation”, which accounted for 45 offences, followed by “trafficking people into the UK for the purpose of exploitation” accounting for 15 offences.
- The victims have mainly been males (56), mostly aged between 20 and 55yrs.
- Victims had travelled from Poland (39) on most occasions, followed by Romania (9).
- 58 of the offences involved victims being subject to labour exploitation, followed by sexual exploitation and domestic servitude each accounting for 5 victims apiece.
- The sexual exploitation related offences all involved females being forced into prostitution.
- Further analysis of offences that were related to labour exploitation typically involved individuals who arrived in the UK via coach, following a promise of work and accommodation. When arriving in the UK victims would typically be:
  - Made to open bank accounts, which they themselves would not have access to any funds.
  - Registered at employment agencies.
  - Housed in multi occupancy housing without sufficient hot water, electric, food, sleeping arrangements.
  - Required to work long hours and only receive a small proportion of their wages in return.
  - Made to hand their documents/ passports over to their controllers.

Opportunities to identify modern slavery victims are currently being lost due to intelligence collection opportunities in relation to criminal exploitation of individuals involved in offences such as shoplifting, theft and prostitution not being fully utilised.

The analysis of the survey responses illustrated that creating a strong intelligence framework was one of the key components which needed to be developed to understand and begin to tackle vulnerabilities.



Specifically, respondents stated there is a need to collect intelligence and then to share intelligence amongst relevant partners, followed by seeking collective partnership solutions.

Responses to the survey also highlighted communication channels within communities needed to be created and engagement barriers need to be broken down with the aim of developing confidence of individuals/groups to share their concerns. The impact of this would be to initially help reduce the under reporting of occurrences and ultimately help build the intelligence picture. The survey analysis illustrated that those individuals who work in safeguarding environments stated following attending the event at Tally Ho, their awareness had increased and they would now be considering modern slavery issues during their everyday assessments of their clients which was not the case previously. Respondents went on to say they would like to share the information they identified, which could be used within multi agency forums to tackle relevant issues.

It is important clear pathways are identified for professionals working in safeguarding environments and the public in general to share intelligence. Without these pathways being clearly defined and marketed, intelligence opportunities will continue to be missed, and vulnerable victims will continue to suffer.

## Awareness and Training

Increasing awareness is vitally important to drive intelligence collection and consequently fully appreciate the magnitude of associated vulnerabilities.

### Awareness and training activity

- Between October and December 2013, West Midlands Police (WMP) delivered inputs on mandatory supervisor training days and used the Geese theatre group to provide the delivery. Between January and March 2014, response officers also received similar inputs. All student officers have also received inputs.
- Training for WMP staff is also available through an online NCALT training package which outlines the indicators of identifying modern slavery victims. A similar face to face training input is currently being provided to front line uniform officers through operation Sentinel.
- A modern slavery partnership event arranged by WMP was held during November 2015. Nearly 200 delegates attended this event from a variety of agencies. A number of subject matter experts from various partner agencies presented at the event. An evaluation survey was completed by delegates at the event to assess the effectiveness of the day. The vast majority of the respondents who completed the survey stated their knowledge of modern slavery issues had increased following attendance at the event. These issues included:
  - Partnership working to tackle modern slavery.
  - Modern slavery legislation & CPS requirements.
  - Role of Hope for Justice.
  - Understanding a survivor's perspective.
  - Complexities and challenges of a major police modern slavery investigation.
  - Role of Gang Master Licensing improved.

Delegates at the event also went on to say they would be:

- Sharing the knowledge they had gained at the event with colleagues at their work place.
- Assessing their clients in their everyday role, with modern slavery issues as part of their assessment thinking.
- Improving links with partnerships.
- WMP have identified a number of individuals across the force area as modern slavery SPOCs (single point of contact). SPOC's, who are in senior leadership roles, activity has involved representing the force at a variety of partnership meetings/ forums to co-ordinate, share and raise awareness. Some of the examples of this activity have included development of the operational group, coordination of regional strategic group and support development of training packages for staff. SPOCs aligned to Local Policing Unit's (LPU) activity have been involved in raising awareness for local officers and partnership agencies. Consultation with SPOCs highlighted the

positive partnership relationships created have helped to better understand modern slavery and resulted in an increase in NRM referrals.

### **Gaps in awareness and training**

Analysis of the evaluation survey completed by the delegates at Tally Ho conference found that a third of respondents thought that the gap in training and awareness would be a barrier when attempting to identify victims. Respondents who suggested increased training/ awareness was required, more specifically identified that understanding the signs of modern slavery being present, was the issue which training needed to be concentrated on most. It was highlighted that this awareness of indicators of modern slavery needed to be shared with not just professionals who worked in safeguarding environments through mandatory training, but also with the general public via use of the media. Recommendations were also made to provide specific real life examples of past cases and identify a clear reporting route when an issue is identified. The need to provide a clear reporting route for reporting was further illustrated during the results of the survey, as nearly a fifth of respondents stated they had not shared their awareness of incidents that they had identified.

Consultation with WMP SPOCs revealed that there was no real clear intelligence picture in relation to the scale and nature of modern slavery instead most activity was based on NRM referrals and anecdotal information. They also highlighted that being a SPOC for modern slavery was only one of their many roles, and often they were not able to dedicate any time to the issue due to other priorities. SPOCs also stated they would benefit from being given a clearer and better understanding of what the expectations of their role as SPOC should involve. These issues need to be addressed as matter of urgency to improve the identification of victims and ultimately the understanding of modern slavery overall.

Any tactics that are delivered with the objective of increasing awareness must be accompanied by a clear understanding of how the effectiveness of these tactics will be assessed. For example, an audit of modern slavery NCALT training package completion illustrates that only just over 6 per cent of personnel have completed the package. This situation is likely to have little impact on driving intelligence and something which needs to be rectified.

It is clear that any single agency cannot identify and tackle modern slavery associated vulnerabilities, and a coordinated accountable structured approach is required amongst relevant organisations. Responses to the survey further reinforced the need for this approach as respondents highlighted relevant partners needed to share information and pool resources in order to better identify and support victims.

Currently the West Midlands Anti-Slavery Network is in place which includes an estimated 100 members from a variety of statutory, third sector and charity agencies and is chaired by an independent consultant. The purpose of the network includes:

- Encouraging partnership working.
- Sharing relevant information.
- Identifying victims.
- Increasing awareness of threats.
- Facilitating rescuing of victims.
- Training.

During consultation with the chair of the network it was highlighted that partnership work carried out through the group is a major benefit of having such a group in place. The sharing of information amongst the group was also highlighted as a positive aspect of the network. However a lack of a coherent system for gathering and sharing of information is seen as a gap in the process. The consequence of this lack of coherent system is that there is no real assessment in place to understand the magnitude of the problem.

Additionally the Strategic Governance Group is also in place which is coordinated by the West Midlands Regional Organised Crime Unit (ROCU) and is attended by representatives of 40 separate agencies. The work of the group is facilitated by the quarterly regional threat assessment which is produced by the ROCU.

It is vitally important clear accountable partnership structures are in place not only to better identify victims at the earliest possible opportunity, but also to tackle the associated identified vulnerabilities. For example during this profile it has already been illustrated victims are often housed in “House in multiple occupation” (HMO) by their controllers. As legislation stands at the moment there is no requirement for planning permission to convert a house into a HMO where there are six or less occupants. In addition if a HMO is no higher than two floors there is no requirement for the premises to be licensed. Consultation has suggested that HMO owners will often target vulnerable sections of society, including victims of modern slavery, for their tenants. A combination of limited legislation and reducing allocated local authority resources to manage HMOs means that currently there is no real clear understanding of how

many HMOs are physically in existence or where they are located. This situation means that victims of modern slavery continue to suffer living in socially unacceptable conditions.

There is no doubt that a coordinated multi agency partnership approach is required to raise awareness, share intelligence and begin to tackle relevant modern slavery threats. An example<sup>2</sup> of such an approach is the model currently being deployed in Wales. The Welsh government is the only government in the UK to appoint and fund an independent Anti-Slavery Co-ordinator. It is felt that the model provides a robust and accountable Anti-Slavery partnership structure. Currently in the West Midlands the approach to tackling modern slavery is highlighted in appendix 2, however the gaps in intelligence collection, collation, assessment and sharing highlighted during the course of this research are resulting in missed opportunities to identify victims.

## Conclusion

The identification of modern slavery victims has improved, however opportunities continue to be missed to identify further victims. It is absolutely necessary to ensure that this situation is not allowed to continue, as the level of risk associated with modern slavery has been identified as the greatest risk amongst the seventeen thematic areas assessed via the use of the structured risk-assessment model MoRiLE<sup>3</sup> (Management of Risk in Law Enforcement).

It is imperative awareness/ training continues to be delivered, a strong intelligence framework is built and partnership relationships are developed to ensure the current situation of missed opportunities in regards to identifying victims is reversed. These components must be delivered through a strong accountable partnership structure, which collects, collates, assesses and shares intelligence appropriately, allowing the most suitable partnership remedies to be initially identified and ultimately delivered, with a view to reducing the exploitation of vulnerable individuals.

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• <sup>2</sup> *The Welsh Structure is illustrated in Appendix 1*

• <sup>3</sup> *Morile is a risk assessment tool adopted by a number of law enforcement agencies around the United Kingdom. It provides a common framework to ascertain and compare the harm, likelihood and capability issues around different strategic threats. This assessment generates a 'risk score' which acts as an indicator to decision makers. Assessments involved have been carried out involving a number of groups with varying degrees of knowledge on the subject, including intelligence staff, subject matter experts, partner agencies. Prior to completion of this profile, Modern Slavery had been assessed by intelligence staff and Inspectors and Sergeants from the Public Protection arena.*

**Wales Anti-Slavery Leadership Group**

Gives strategic leadership and direction – monitors performance

**Sub Groups:**

Training

Joint Intelligence



**Wales Anti-Slavery Operational Delivery Group**

Co-ordinates the Regional Groups and facilitates sharing of best practice



**Regional Anti-Slavery Groups**

Locally deliver awareness raising training, promote anti-slavery initiatives, have an information and intelligence sharing function

**Appendix 2 – West Midlands Structure**

