



# Crime and Disorder Committee

## Work Plan Study on Modern Slavery October 2018 – August 2021



### **Modern Slavery –**

Modern slavery is defined as the recruitment, movement or receiving of children, women or men through the use of force, coercion, and abuse of vulnerability, deception or other means for the purpose of exploitation. It is a crime under the Modern Slavery Act 2015 and includes holding a person in a position of slavery, servitude forced or compulsory labour.

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## Foreword by the Chair, Councillor Jonathan Saksena



The Crime and Disorder Committee has reviewed Modern Slavery which happens anywhere and everywhere. The Committee wanted to consider the implications arising from this type of crime as a community safety issue for the City and its residents.

The Committee is wholly supportive of the individuals and organisations who work in partnership to combat such crime.

I would like to thank everyone involved in this study which has proved very interesting and worthwhile.

## Membership of the Committee

The study was undertaken by the following Committee members:-

### Membership 2018/19 Municipal Year

Councillor Saksena (Chair)	Councillor Greenhalgh
Councillor Patel (Vice Chair)	Councillor Hull
Councillor Bailey	Councillor Jolliffe
Councillor Corker	Councillor Pomfret
Councillor Mrs Gildert	Councillor Potter
Councillor Gale	Councillor Sedgewick

### Membership 2019/20 Municipal Year

Councillor Saksena (Chair)	Councillor Green
Councillor Patel (Vice Chair)	Councillor Pomfret
Councillor Adair	Councillor Rollo
Councillor Mrs Atkins	Councillor Walker
Councillor Corker	Councillor Warren*

**\*Councillor Potter replaced Councillor Warren on 19 December 2019**

### Membership 2020/21 Municipal Year

Councillor Saksena (Chair)	Councillor Green
Councillor Patel (Vice Chair)	Councillor Pomfret
Councillor Adair	Councillor Rollo
Councillor Mrs Atkins	Councillor Walker
Councillor Corker	Councillor Warren*

### Membership 2021/22 Municipal Year

Councillor Saksena (Chair)	Councillor Coupland
Councillor Patel (Vice-Chair)	Councillor Green
Councillor Adair	Councillor Hart
Councillor Mrs Atkins	Councillor Pomfret
Councillor Bax	Councillor Potter

## Scoping

### Introduction

1. In August 2018 a Draft Scoping Document was provided to the Members of the Crime and Disorder Committee on Human Trafficking/ Modern Day Slavery.
2. It was noted that the Departmental Link officer was the Community Safety Manager assisted by an officer in Member Services.
3. In December 2018 a Notice of Motion was submitted to full Council regarding Modern Slavery and its decision on the matter was referred to the Crime and Disorder Committee.

### Scoping of the Topic

4. On 7 August 2018 the Crime and Disorder Committee first received a draft of the Scoping document for the Modern Slavery work plan study. The Scoping document has since been amended as it is a working document. The final version can be found at **Appendix A** of this report.
5. The aims of the review were to consider the implications of Modern Slavery for communities in Preston and identify how the Council can work in partnership with other organisations to address many aspects of Modern Slavery.

### Possible Outcomes

6. The Committee understands the possible outcomes of the review will be to:-
  - (i) lead to greater understanding of factors influencing Modern Day Slavery, Human Trafficking and Criminal Exploitation;
  - (ii) form greater understanding of the detrimental effects and consequences for individuals and communities;
  - (iii) form more effective intervention to prevent and reduce the harm caused and to disrupt criminality;
  - (iv) provide recommendations for additional local measures which the Council, working with partner organisations, could introduce to reduce the harm arising from these forms of exploitation;

### Added Value of Scrutiny?

7. This work plan study enables Members to discuss the issue of Modern Slavery with stakeholders, including community representatives, and in doing so, the Committee may consider the implications arising for community safety from Serious and Organised Crime.

## Information Required

8. To undertake the review, the Committee has linked the subject to the Council's Corporate Priorities and Projects. In addition information relating to the following will be required:-
  - Preston Community Safety Partnership Plan 2018;
  - the Modern Slavery Act 2015 and other relevant legislation and guidance;
  - findings of local and national analysis and research studies;
  - local statistics and case studies;
  - accounts from specialist organisations with experience of working with victims and affected communities
9. A number of individuals, both internal and external, and organisations would be invited to participate in the study to enable the Committee Members to make valid recommendations. Details can be found in the Scoping document at **Appendix A** to this report.
10. The Committee agreed to use a variety of methods to undertake the study, including face to face interviews, a desk top exercise, analysis of data and information and guidance from a range of Government, and other, reliable sources.

## Diversity

11. The scope of the review would take into account the extent to which Serious Organised Crime impacts upon families and individuals in the community and these could differ according to age, gender and ethnicity. The draft recommendations would have an equality impact assessment appended.

## Recommendations to Council - Specific/ Measurable/ Achievable/ Realistic/ Timely

	<b>Recommendation</b>	<b>Date to be implemented</b>	<b>Officer &amp; Organisation Responsible</b>
1.	That multi-agency work of the Genga Partnership is supported by the Council to increase the opportunities for intervention to prevent and disrupt exploitation of vulnerable people by Serious and Organised Crime Groups.	Commenced	Community Safety Manager/Genga
2.	That awareness of suffering of victims of modern slavery and the support which is available be increased through partnership working with PLASP (Pan-Lancashire Anti-Slavery Partnership)	Commenced	PLASP – involvement in PLASP needs to be refreshed
3.	That the Council supports work by PLASP with local companies to promote the transparency of their supply chains, so that customers and the community are aware that measures are being taken to prevent labour exploitation.	Commenced	Community Safety Manager  Preston Community Safety Partnership
4.	That supply chain transparency be examined and local companies be encouraged to produce statements even when one is not required of them due to the size of the business. This could be achieved through the Business Co-Ordinator for Lancashire Constabulary through PLASP	December 2022	PLASP
5.	That trained Anti-Slavery Champions be appointed in relevant teams within the Council where staff work in the community or with the public. A smaller group to be trained and use of MiPod if possible. Emphasis on the National Referral Mechanism (NRM).	December 2022	To be agreed by the Corporate Management Team.

### **Corporate Management Team Response to the Recommendations within the Report:**

Corporate Management Team welcomes the report and recognises the importance of the work set out in relation to tackling modern slavery. We fully support the recommendations and are aware that a number of services are working in partnership with other organisations to deliver on these recommendations.

CMT welcomes the focus on the work of organisations such as the Genga Partnership and the Pan Lancashire Anti-Slavery Partnership. Through the work of the Community Safety Partnership the Council will continue to encourage supply chain transparency and will, through key services such as Environmental Health, Housing and Community Safety, seek to identify and work in partnership to address opportunities to tackle modern slavery.

### **Council Response – meeting held 15.12.2022. Minute CA89 refers:**

The Director of Resources submitted a report providing the final work plan study report on Modern Slavery, following investigations undertaken by the Crime and Disorder Committee as the result of a Notice of Motion submitted to Council in December 2018.

The report was moved by Councillor Saksena and seconded by Councillor Hull and it was

**Resolved** - That Council accepts the recommendations set out in the Modern Slavery Work Plan Study report, taking into account the comments from the Corporate Management Team.



## Evidence

### Reports and Documents Considered and Interviews Conducted:

- 07.08.2018
  - 09.10.2018
- Draft Scoping Document was presented
  - Further revised Scoping document was circulated.  
(**Appendix A**)

Ms Dawn Eccleston from Hope for Justice and Mr Sion Hall, a former police officer who works with the charity and chairs the Pan Lancashire Anti-Slavery Partnership, attended the meeting for interview.

Members viewed a video presentation giving members an overview of Hope for Justice. Ms Eccleston explained the charity had adopted a global response to the issue of modern slavery and worked with several statutory agencies e.g. the police, NHS, local authorities, and various charities. The organisation was involved in providing evidence against the perpetrators and support for victims.

Mr Hall explained that the Partnership targets the business and supply chain which accounts for 50% of the modern slave trade. Modern slavery is big business and represents the second largest organised crime in the world – humans can be sold and re-sold, and are often compliant due to fear, making it very low risk for the perpetrators compared to the illegal drugs trade. The two main types of human trafficking are for purposes of the sex trade (mostly females) or manual labour (mostly males).

There is problem of under reporting by victims due to fear, coercion, 'Stockholm Syndrome', distrust of authorities (due to experience in their country of origin), and language/communication issues. Often, victims prefer to go back to their country of origin rather than act as a witness to the crime.

Mr Hall gave details of aspects of the sex trade. He explained that it was often relatively 'small scale' in that one or two individuals would be controlling the victims, but that the profits were huge. He referred to one case where £50,000 was spent on advertising (i.e. on websites) and the perpetrators were making £500-600 per day per girl. The difficulty is that although kerb crawling is illegal in the UK it is not illegal to advertise personal sexual services or to request/pay for sex. Furthermore, businesses may be based in countries where brothels are legal.

Some of the issues discussed –

- Need to standardise delivery of training and provide multi-agency training
- Need for a Partnership approach
- Raising Awareness – i.e. reporting by victims and the public
- Roadshow in Blackburn recently - in Preston in a few weeks. More work needed – raising awareness in schools
- Complex after care issues – e.g. finding housing for victims if they have no recourse to public funds. However, traffickers often tell victims they will be deported or imprisoned if they report it, which is not the case – another reason to raise awareness.
- Engagement

Mr Hall stated that according to figures compiled by the Global Slavery Index the trade is now an estimated £40m worldwide and there are approximately 136,000 people involved in the UK.

He referred to some criticism received of bodies such as the police, NHS, CPS however they are still learning and the national reporting mechanism (NRM) needs improvement. Sometimes people experience frustration when the authorities are unable to help – the Modern Slavery Act 2015 is well drafted but not perfect. He stressed that a partnership approach is key at regional and national level. Lancashire and West Yorkshire were cited as examples of best practice.

- He also suggested that to raise public awareness, a campaign similar to that of Fair Trade would be helpful e.g. 'Slave Free' goods etc.
- The Chair reported on a Tackling Modern Slavery and Human Trafficking Symposium he attended on 6 September 2018.

- 20.11.2018

Ms Beverley Lyon, Accommodation and Administration Officer at Strategic Housing Advice was in attendance. She informed the Committee of the training and procedures in place at Housing Advice when dealing with suspected or actual cases of modern slavery, which are reported to the police and other agencies via the proper channels. In some instances, cases are referred to Housing Advice by other agencies e.g. schools (where children are involved – sometimes whole families are trafficked together). She explained that the service offers signposting and works closely with partners across Lancashire including Methodist

Action / The Foxton Centre and Streetlink. Ms Lyon stated that she had observed an increase in cases, possibly due to greater awareness of the crime.

One key issue identified was the lack of recourse to public funds if a victim has been trafficked from another country outside the EU and is here illegally. Where a case is identified, the Council has 28 days to deal with the matter i.e. establish the right to residency. Currently in cases of EU nationals they are normally granted Leave to Remain by the Home Office (although Brexit creates uncertainty for the future in this regard). Prior to this the Salvation Army assists with accommodation, often up to 3 months which is sufficient time to get relevant services involved.

Another difficulty highlighted in tackling this crime was that some victims who were technically illegal immigrants often just wanted to return to their home country and were therefore deported without taking the matter further.

It was noted that the term 'trafficking' does not just refer to foreign nationals, it applies to British Citizens who are also victims of modern slavery and trafficked throughout the UK to various cities.

The Chair expressed concern about the issue regarding lack of recourse to public funds for certain victims and felt that there ought to be greater awareness of the problem and the need for it to be addressed.

The Community Safety Manager informed the Committee that, further to discussions at the previous meeting regarding the standardisation of training for statutory agencies, a Human Trafficking Awareness Programme was due to be launched in January 2019 as joint venture with PLASP (Pan-Lancashire Anti-Slavery Partnership) and the Office of the Police and Crime Commissioner.

She also referred to a Modern Slavery awareness campaign taking place at on Preston Flag Market on 24 November 2018.

- 13.12.2018 A Notice of Motion on Modern Slavery was submitted to Full Council by Councillor Grisdale. (**Appendix B**)
- 15.01.2019 Detective Sergeant Abigail Finch-Hall, Modern Slavery Human Trafficking Coordinator gave a presentation to the Committee.  
DS Finch-Hall gave details of the most commonly seen forms of exploitation:-

- sexual;
- forced labour- nail bars and car washes;
- domestic servitude;
- criminal exploitation – cannabis cultivation, county lines;
- shoplifting and begging.

Members received information on wards in the City and statistics on the type of exploitation and gender, age and nationality of victims. They were also informed of the various agencies involved in investigating and dealing with the matter. A discussion took place on ways to report suspicions including phoning the national Modern Slavery Helpline (08000 121 700) which is operated by the organisation called Unseen.

- 19.03.2019

The following persons attended the meeting for interview:-

- Mr Craig Sharp, Deputy Director, Environmental Health
- Ms Louise Fairclough, Deputy Director, Office of the Police and Crime Commissioner
- Mr Steven Adams, Exploitation Team, Lancashire County Council.

Mr Sharp gave details of what role PCC regulatory services play in preventing/ reducing organised crime:-

- Deter
- Detect
- Disrupt

Investigate

He reported that Housing Standards was the largest service and the Council has a range of inspectors dealing with the various functions.

Ms Fairclough gave a presentation on the role of the Office of the Police and Crime Commissioner for Lancashire in dealing with modern day slavery/human trafficking.

Members received details of the Pan Lancashire Anti-Slavery Partnership (PLASP) including its terms of reference and membership. She also gave details of modern slavery statements including which organisations were required to have them and what they should include.

The Chair asked about support for victims and pooling of resources. Ms Fairclough explained that a lot of training was carried out and that Hope for Justice had coordinated the development of a local authority toolkit.

Mr Adams gave a presentation on the work of the Exploitation Team in Children's Services at Lancashire County Council. The Committee were informed of the makeup of the team and of the various partners it works with. Mr Adams gave details of intelligence and how referrals are made. He also reported on local statistics together with new and emerging threats.

• 11.06.2019

Ms Alison Hatton, Community Safety Manager, gave presentations on the Red Rose Project and the Independent Review of Modern Slavery.

The Red Rose Project is a pilot scheme in Preston involving UCLan, Lancashire Constabulary, statutory partners and charities. It creates new and innovative mechanisms for engagement with sex workers in fixed and transient off-street premises. Strategies include health, wellbeing and safety needs. Ms Hatton also gave details of intended outcomes and a three year programme.

Ms Hatton gave a presentation summarising the Independent Review of the Modern Slavery Act 2015. The review was commissioned by the Government to report to the Home Secretary with a view to strengthening and enhancing the current legislation as modern slavery evolves, with issues such as county lines and orphanage tracking giving rise to increasing threat levels. The presentation also gave details of the various recommendations arising from the review.

• 06.08.2019

- Ms Alison Hatton, Community Safety Manager, gave a presentation on the Independent Review of the Modern Slavery Act 2015. She also gave details of the UK Government's response to the following recommendations of the report:-
- Role of the Independent Anti-Slavery Commissioner (IASC);
- Transparency in Supply Chains;
- Independent Child Trafficking Advocates (ICTAs);
- Legal Application

Members discussed the recommendations and how this would affect the authority. Scrutiny of the recommendations identified that Modern Slavery Statements currently available may not be of a sufficiently good standard. A discussion followed on the statements provided by major retailers and it was suggested that they be considered to obtain a greater understanding of why recommendations had been made on transparency in supply chains.

- 01.10.2019 Committee discussed recommendations for the Work Plan Study on Modern Slavery. Further consideration was given to the Modern Slavery Statements of major retailers. It was suggested that local companies, perhaps through the Chamber of Commerce, be encouraged to produce statements even when one is not required of them due to the size of the business.  
19.11.2019 The Committee discussed the draft recommendations for the study.

## **Internal Witnesses**

### **Preston City Council Officers:**

- Alison Hatton, Community Safety Manager
- Beverly Lyon, Accommodation and Admin Officer, Strategic Housing Advice
- Craig Sharp, Chief Environmental Health Officer/ Deputy Director

## Dates of Crime and Disorder Meetings (and link to minutes)

- [7 August 2018](#)
- [9 October 2018](#)
- [20 November 2018](#)
- [15 January 2019](#)
- [19 March 2019](#)
- [11 June 2019](#)
- [6 August 2019](#)
- [1 October 2019](#)
- [19 November 2019](#)
- [3 August 2021](#)

## Financial and Legal Implications

### Financial

There are no direct financial implications from this report however some of the recommendations will require existing staffing resource and training resource.

### Legal

The Modern Slavery Act 2015 provided legislation to enable more severe punishments to be put in place through law enforcement and provided enhanced support and protection for victims. In September 2020 the Home Office introduced new measures to tackle modern slavery in supply chains which will hold businesses and public bodies accountable for tackling modern slavery, The Council is addressing these issues by encouraging supply chain transparency.

## Monitoring Arrangements

This report will be submitted to the Council's Corporate Management Team for their comments and prior to submission to a meeting of the Council who are the decision makers in this instance.

The Council will be asked to minute their response to the recommendations formally.

Officers will endeavour to implement any approved decisions and a six monthly report will follow on the progression of the outcomes.



## Modern Slavery

### Suggested Scoping

#### Scope

The study will consider the implications of Modern Slavery for communities in Preston, including how the Council should work in partnership with other organisations to:

- Raise awareness of all forms of modern slavery, trafficking and criminal exploitation of vulnerable adults and children to increase early identification;
- Work with partnership stakeholders and communities to spread knowledge of how and where to report concerns about slavery, trafficking or criminal exploitation and encourage early reporting;
- Raise awareness of vulnerability factors, the power imbalance in favour of the perpetrator and the effects upon victims;
- Assist in identifying individuals within the settled and transitory community, whose personal circumstances increase their vulnerability to exploitation, for example where literacy or understanding of language may be very limited.
- Assist in delivering actions to safeguard and support recovery and build resilience to exploitation for potentially vulnerable individuals and families;
- Provide a strong partnership which is effective in disrupting criminal activities which exploit individuals, including vulnerable adults through modern slavery, trafficking and criminal exploitation.

1a.	<b>Scrutiny Chair:</b> Councillor Jonathan Saksena	<b>Contact Details</b> <a href="mailto:cllr.J.Saksena@preston.gov.uk">cllr.J.Saksena@preston.gov.uk</a>
1b.	<b>Member Services Officer</b> Ms Jacqui Pollock <b>Scrutiny Support Manager</b>	Ext: 6305 <a href="mailto:j.pollock@preston.gov.uk">j.pollock@preston.gov.uk</a>
1c.	<b>Departmental Link Officer:</b> Ms A Hatton <b>Community Safety Manager</b>	Ext: 3438 <a href="mailto:a.hatton@preston.gov.uk">a.hatton@preston.gov.uk</a>

2.	<p><b>Which of our Corporate Priorities does this topic address?</b></p> <p><u>Corporate Plan</u></p> <p><u>Your City-</u> Improving assets and infrastructure</p> <ul style="list-style-type: none"> <li>• Protect individuals and communities from Modern Slavery exploitation through supply chains for goods and services.</li> </ul> <p><u>Your Council</u> – Demonstrating good governance, openness and transparency</p> <ul style="list-style-type: none"> <li>• Work in partnership to reduce the harm caused by Modern Slavery to individuals and communities.</li> <li>• Provide transparency and openness in measures taken protect individuals against Modern Slavery and its effects.</li> </ul> <p><u>Fairness For You</u> - An economy supporting prosperity and promoting fairness in working lives and practices.</p> <ul style="list-style-type: none"> <li>• Remove deterrents to investment and opportunity which will benefit all by promoting fairness in working lives and supporting prosperity.</li> </ul>
3.	<p><b>What are the overall aims and objectives in doing this work?</b></p> <p>The work plan study will consider the harm posed by Modern Slavery in Preston having regard to:</p> <ol style="list-style-type: none"> <li>(i) definitions of ‘Modern Day Slavery’ (MDS) ‘Human Trafficking’ (HT) and ‘Criminal Exploitation’ (CE);</li> <li>(ii) profiles of the offences, offenders and victims;</li> <li>(iii) national and international factors which influence the local profiles</li> <li>(iv) the Modern Slavery Act 2015 and other relevant legislation;</li> <li>(v) social, cultural and other issues which influence vulnerability of victims and motivate of offenders;</li> <li>(vi) individuals for whom the extent of the risk of harm isn’t fully understood;</li> <li>(vii) safeguarding measures and support available to aid victims’ recovery, including whether services are accessible, sufficient and sustainable;</li> <li>(viii) early intervention to increase individual and community resilience;</li> <li>(ix) work in schools to tackle County Lines activity, which is putting vulnerable children at risk of harm;</li> <li>(x) effective disruption and prosecution of offenders;</li> <li>(xi) what the Council’s services, e.g. Planning and Building Control, Environmental Health and Licensing, could do to contribute to partnership intelligence and intervention;</li> <li>(xii) the possibility of the system of welfare benefits making individuals vulnerable to the risk of exploitation;</li> <li>(xiii) the lack of literacy as a factor leading to increased vulnerability;</li> <li>(xiv) Consider measures to increase safety for sex workers such as ‘tolerance zones’.</li> </ol>

4.	<p><b>Possible outputs/outcomes to this review are:</b></p> <ul style="list-style-type: none"> <li>(v) greater understanding of factors influencing MDS, HT and CE;</li> <li>(vi) greater understanding of the detrimental effects and consequences for individuals and communities;</li> <li>(vii) more effective intervention to prevent and reduce the harm caused and to disrupt criminality;</li> <li>(viii) recommendations for additional local measures which the Council, working with partner organisations, could introduce to reduce the harm arising from these forms of exploitation;</li> </ul>
5.	<p><b>What specific value can Scrutiny add to this work area?</b></p> <p>To provide an opportunity for the Members to discuss the issues with stakeholders, including community representatives and organisations with relevant experience, and consider the implications arising for community safety.</p>
6	<p><b>Duration of the Review?</b></p> <p>9 months approximately.</p>
7	<p><b>What category does the review fall into?</b></p> <p>Policy Review <b>yes</b>                      Policy Development <b>yes</b></p> <p>External Partnership <b>yes</b>              Performance Management <b>no</b></p> <p>Holding Executive to account <b>yes</b></p>
8	<p><b>What information do we need to undertake the Scrutiny Review?</b></p> <ul style="list-style-type: none"> <li>• Preston City Council Corporate Priorities and Projects;</li> <li>• Preston Community Safety Partnership Plan 2018;</li> <li>• the Modern Slavery Act 2015 and other relevant legislation and guidance;</li> <li>• findings of local and national analysis and research studies;</li> <li>• local statistics and case studies;</li> <li>• accounts from specialist organisations with experience of working with victims and affected communities;</li> </ul>

9	<p><b>Who can provide us with relevant evidence?</b></p> <p>Members of the Crime and Disorder Committee/ Council Officers, including:</p> <ul style="list-style-type: none"> <li>➤ Planning</li> <li>➤ Building Control</li> <li>➤ Environmental Health</li> <li>➤ Licensing</li> </ul>	<p><b>What areas do we want them to cover when they give evidence</b></p> <p>Consideration of the risks and costs to the Council arising from MDS, HT and CE.</p> <p>Experience relating to the effectiveness of measures being implemented and what more could be done by the Council and partnership stakeholders.</p> <p>Experience of the effects upon individuals, families and communities.</p>
	<p>Representatives from partner organisations and other stakeholders involved in multi-agency activity on MDS, HT and CE including:</p> <ul style="list-style-type: none"> <li>➤ Health care trusts;</li> <li>➤ Lancashire Constabulary;</li> <li>➤ Children’s and Family Wellbeing Service;</li> <li>➤ Children’s Social Care;</li> <li>➤ The Salvation Army;</li> <li>➤ Hope for Justice;</li> <li>➤ the Gang-masters and Labour Abuse Authority (GLAA);</li> <li>➤ Organisations representing sex workers.</li> </ul>	<p>Experience of action to minimise harm, including early intervention and protective factors.</p> <p>Experience of the investigation of offences, disruption and prosecution offenders and protection of victims.</p> <p>Knowledge of actions to identify suspicious activity/offences;</p> <p>Experience of safeguarding and providing care and support in the recovery of victims and affected communities.</p> <p>Experience of whether literacy or access to welfare benefits are factors influencing vulnerability;</p>
	<p>Representatives of the victims and communities affected.</p>	<p>Experience of the harm caused, safeguarding measures and recovery support available;</p> <p>Experience of whether literacy or access to welfare benefits are factors influencing vulnerability;</p> <p>Experience of the effectiveness measures to increase safety for sex workers such as ‘tolerance zones’.</p>
10	<p><b>What processes can we use to feed into the review (site visits/observations, face to face questioning, telephone surveys, written questionnaires etc.?)</b></p> <p>Face to face interviews with the parties invited to provide evidence.  Statistical data and analysis relating to hate crime affecting Preston.  Legislation and guidance from Home Office, Local Government Association and other reliable sources.</p>	

11	<p><b>Diversity – How will we address the diversity standards in order to uphold the Council’s Single Equality Scheme?</b></p> <p>The scope of the review will take into account the extent to which MDS, HT and CE impacts upon families and individuals in the community and these may differ according to age, gender, sexual identity, disability and ethnicity. The draft recommendations will have an equality impact assessment.</p>
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## **Notice of Motion submitted by Councillor Grisdale – 13.12.18 Modern Slavery**

### **This Council notes**

Though slavery was abolished in the UK in 1833, there are more slaves today than ever before in human history. Figures from the International Labour Organisation (ILO) suggest that there are more than 40 million people in modern slavery across the world, with nearly 25 million held in forced labour.

There were 3805 victims of modern slavery identified in the UK in 2016. A rising number but still well below the 10,000 and 13,000 potential victims estimated by the Home Office.

Modern Slavery is happening nationwide. Traffickers and slave masters use whatever means they have at their disposal to coerce, deceive and force individuals into a life of abuse, servitude and inhumane treatment. This can include sexual and criminal exploitation.

Concern about Modern Slavery has led the Crime and Disorder Committee to conduct an in depth study into the issue.

### **This council believes**

That action needs to be taken to raise awareness of modern slavery and the fact that it is happening all over the UK.

That the current support for victims is not sufficient and needs to go beyond the 45 days they are currently given by the government.

That councils have an important role to play in ensuring their contracts and supplies don't contribute to modern day slavery and exploitation.

For our council our influence could be significant as we are lead partner for the Make Spend Matter project involving a significant number of local public sector 'anchor institutions' in Preston and Lancashire.

### **This Council resolves**

To adopt the Co-operative Party's Charter against Modern Slavery to ensure our procurement practices don't support slavery.

### **Preston City Council will**

1. Ensure that the Council's Procurement Manager understands modern slavery through the Chartered Institute of Procurement and Supply's (CIPS) online course

on Ethical Procurement and Supply and to promote the Co-Operative Party's Charter against Modern Slavery to our partners in Make Spend Matter.

2. Require the Council's contractors to comply fully with the Modern Slavery Act 2015, wherever it applies, with contract termination as a potential sanction for non-compliance.
3. Challenge any abnormally low-cost tenders to ensure they do not rely upon the potential contractor practising modern slavery.
4. Highlight to the Council's suppliers that contracted workers are free to join a Trade Union and are not to be treated unfairly for belonging to one.
5. To encourage staff to use the Council's Whistle Blowing Policy to blow the whistle on any suspected examples of modern slavery.
6. Require its tendered contractors to adopt a whistle-blowing policy which enables their staff to blow the whistle on any suspected examples of modern slavery.
7. Review the Council's contractual spending regularly to identify any potential issues with modern slavery.
8. Highlight to the Council's suppliers any risks identified concerning modern slavery and refer them to the relevant agencies to be addressed.
9. Refer for investigation via the National Crime Agency's national referral mechanism any of the Council's contractors identified as a cause for concern regarding modern slavery.
10. To adopt a Modern Day Slavery Statement and publicise it on the Council's website.
11. To adopt a Modern Day Slavery Policy and review it on an annual basis.

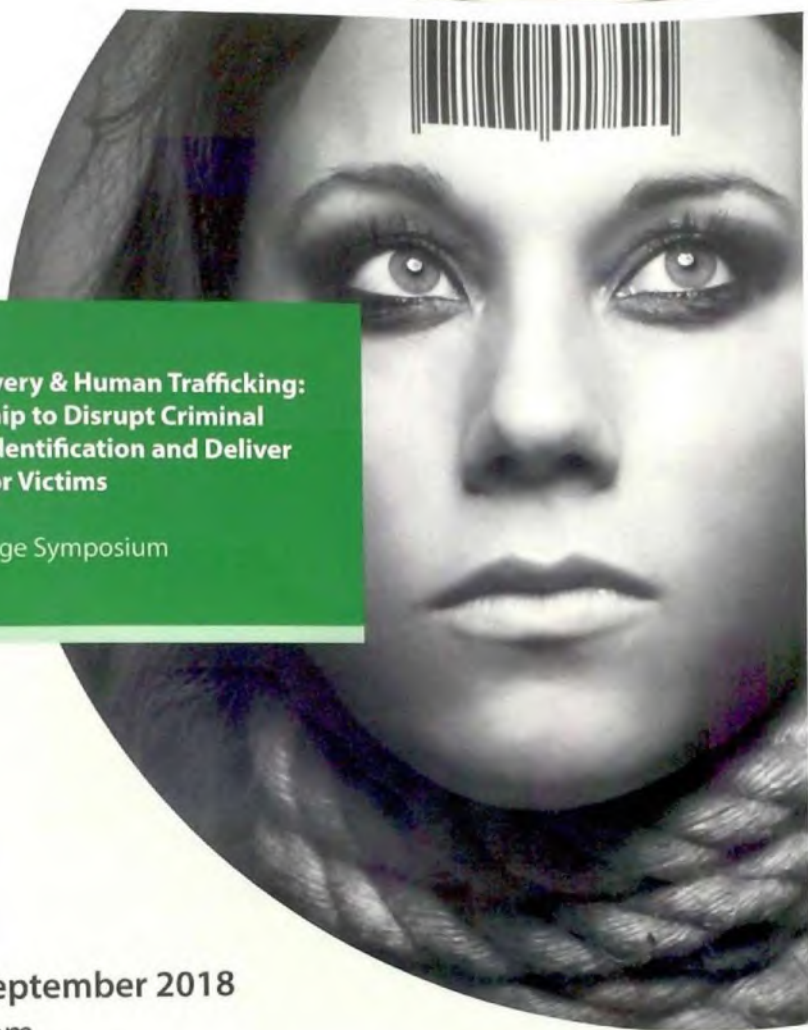
**Proposed by:** Councillor Grisdale

**Seconded by:**



**Tackling Modern Slavery & Human Trafficking:  
Working in Partnership to Disrupt Criminal  
Networks, Improve Identification and Deliver  
Sustained Support for Victims**

A Public Policy Exchange Symposium



**Thursday 6th September 2018**

10:15am – 4:30pm

Central London

Public Policy Exchange holds regular interactive seminars which provide an invaluable interface for policy discussion, debate and networking. These special events offer local practitioners, civil servants and other stakeholders not only an insight into current policy thinking, but also the opportunity to feed into future development across all areas of public policy.

**Tackling Modern Slavery & Human Trafficking:**



# **Working in Partnership to Disrupt Criminal Networks, Improve Identification and Deliver Sustained Support for Victims**

## **Report of a Conference attended by the Chair of the Committee**

### **1 Chair's Introduction and Welcome**

The Conference was chaired by Jackie Jones, Professor of Feminist Legal Studies, University of the West of England.

### **2 Tackling Modern Slavery & Human Trafficking in the UK: Delivering World Class Criminal Disruption**

#### **A. Mark Burns-Williamson OBE (Police & Crime Commissioner for West Yorkshire)**

Mark Burns-Williamson is the lead PCC for the Modern Slavery Transformation Programme, which is trying to foster greater interlinking of current initiatives in this field, especially 'County Lines'.

- "The Police & Crime Commissioner is still a relatively new role"
- West Yorkshire was the first Police Force in the country to set up a Modern Slavery Network – the resource can be accessed by all PCCs
- In 2017-2018 there were 875 Police operations in the UK connected with Modern Slavery
- There has been an increase of 250% in operations since the Brexit vote

#### **B. Tamara Barnett (Project Director, Human Trafficking Foundation)**

- Only 29 Orders have been issued by Local Authorities in 3 years
- Identification of human trafficking by Local Authorities is low because of lack of training
- Nevertheless, identification is increasing
- The National Referral Mechanism recommends "Have one Slavery Champion in your team"
- A Private Member's Bill on Modern Slavery is currently before Parliament

#### **C. Phillipa Roberts (Director of Legal Policy, "Hope for Justice")**

- "Improving Levels of Successful Prosecutions: Supporting Victims to Give Evidence Against their Enslavers"

- “Hope for Justice” exists to end modern slavery by preventing exploitation, rescuing victims, restoring lives and reforming society. It carries out:
  - Training
  - Identify & Rescue
  - Reform
  - Advocacy
- It intervenes in victim issues, such as prosecution, immigration status, employment
- It aims to create stabilization with victims (“only then do victims begin to process their situation”)
- The process of restoration can take 1½ to 2 years
- Victim statistics:
  - 70% are in risk of homelessness
  - 84% are engaged with compensation claims
  - 73% have engaged with the Criminal Justice system
  - 100% were able to attend trial

#### **D. Questions & Answers**

- The Home Office is slow in responding to Brexit implications
- All speakers were concerned about trying to infuse international standards into local provision
- Compensation can involve charities, Employment Tribunals and even complicit businesses
- Concern about entitlement to Legal Aid
- Human Trafficking should be considered primarily as a “Financial Crime”
- Suggestions were made about a Victims’ Fund or the use of “Proceeds of Crime”
- The “No Punishment Principle” was stressed
- The community needs to be engaged

### **3. Improving Identification and Sustained Support: Working in Partnership to Safeguard Victims**

#### **E. Dr Melanie Jordan (Assistant Professor of Criminology, University of Nottingham)**

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**3. Improving Identification and Sustained Support: Working in Partnership to Safeguard Victims**

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- Mental Health issues resulting from Modern Slavery need to be evaluated:
  - Is there a nexus?
  - Are services survivor-led?
  - Are they well-evaluated?
  - Is there gender equality?
  - Is there faith involvement?

#### **F. Peter Cox (Chair, Croydon Community Against Trafficking)**

CCAT is a campaigning charity dedicated to dealing with human trafficking in Croydon.

- Appreciating the differences between charities and statutory authorities
- Means of identifying Modern Day Slavery
- Do more inexpensive research
- Are we patient enough with victims?
- Exposing bad and good practices in the supply chain
- Specific training in Modern Day Slavery
- Gaining victims' trust
- Find victims, don't wait for them
- More awareness of the Modern Slavery Helpline
- "Modern Slavery is never far from us"
- Use of regulatory inspections

#### **G. Catherine Baker (Policy & Campaigns Officer, ECPAT UK)**

ECPAT UK ("Every Child Protected Against Trafficking") is a charity which campaigns for identification and support for child victims at the local authority level. It provides research, campaigning, training, project work and youth programmes. Catherine Baker is also the Chair of the Home Office Child Trafficking Sub-Group.

- Recent trends:
  - $\frac{1}{3}$  -  $\frac{1}{2}$  of Modern Slavery victims are children
  - 41% of 2017 referrals to National Referral Mechanism were children, an increase of 66%
  - UK referrals 32%; Vietnam 17%; Albania 10%; Sudan 7%; Eritrea 7%
  - 62% male; 38% female
  - Labour exploitation 48%; sexual exploitation 26%; unknown exploitation 20%; domestic servitude 6%
  - Online exploitation is increasing
  - Many children are "on the move"
- Local response:
  - Modern Slavery is typically seen as an immigration and criminal justice issue

- Child trafficking can reach local authority awareness as child abuse
- Local authority staff need training
- 28% of trafficked and unaccompanied children went missing from care at least once in 2015; over 200 were never found
- Revealed local authority weaknesses: lack of awareness, poor record keeping
- General findings for Local Authorities:
  - Lack of awareness
  - Recording of case files is inconsistent
  - Policies are unclear, out-of-date and inaccessible
  - Young people do not feel safe
  - Training is desperately necessary
  - Disconnect between different areas of exploitation
  - Impact of funding cuts

**H. Helen Aitchison (Services Manager, “Changing Lives”) & Danielle Davies (Specialist Support Worker, “Changing Lives”)**

“Changing Lives” is a charity based in the North East which supports vulnerable people.

- Intelligence – signs that Modern Slavery or Human Trafficking is going on
- 13,000 people are estimated to be in Modern Slavery in the UK
- 1 in 6 victims are male
- 1 in 10 victims have experienced domestic servitude
- Identifiable stages of grooming
- “Liberty Project” – detailed case studies
- “There are more slaves today than there were at the height of the slave trade” (Ross Kemp)

**I. Questions & Answers**

- Various organizations offer training, but it is inconsistent and there is little coordination
- Suggestion that there should be a “Survivor Alliance”
- More cooperation required with faith groups
- There is sometimes different treatment for UK and non-UK victims
- The National Referral Mechanism is flawed

**Clr Jonathan Saksena  
29 September 2018**

**WEBSITES**

Changing Lives  
ECPAT UK  
Hope for Justice  
Human Trafficking Foundation

[www.changinglives.org.uk](http://www.changinglives.org.uk)  
[www.ecpat.org.uk](http://www.ecpat.org.uk)  
[www.hopeforjustice.org](http://www.hopeforjustice.org)  
[www.humantraffickingfoundation.org](http://www.humantraffickingfoundation.org)

The Croydon Community Against Trafficking (CCAT)  
Your Community Against Human Trafficking (YCAHT)

[www.theccat.com](http://www.theccat.com)  
[www.ycaht.com](http://www.ycaht.com)