

COMMUNITY OUTCOMES

SAFEGUARDING VULNERABLE PEOPLE

8 January 2018

SUBJECT: Human Trafficking and Modern Slavery Update

Joint Report of the Chief Officer Team and Office of the Police and Crime Commissioner

PURPOSE OF THE REPORT

1. This joint report provides an update on the Force's current position in relation to the policing of Human Trafficking and Modern Slavery and outlines the work being undertaken by the Police and Crime Commissioner (PCC) and West Yorkshire Police (WYP) to achieve the outcomes set out in the Police and Crime Plan.

RECOMMENDATION

2. That the Police and Crime Commissioner (PCC) uses this report to scrutinise Force performance in respect of Human Trafficking and Modern Slavery.

POLICE AND CRIME PLAN

3. Human trafficking and modern day slavery is a significant threat both within West Yorkshire and nationally. Not only can it have a traumatic impact on its victims, but those involved in human trafficking often have links to other serious organised crime. West Yorkshire has already led the way nationally in tackling human trafficking and modern day slavery.

KEY INFORMATION

4. A report compiled early in 2015, by the Yorkshire and Humber Police Region, stated that of all crime types, the threat and risk posed by Modern Day Slavery is the greatest of all. Sexual exploitation (inclusive of Child Sexual Exploitation) is now the most prevalent form of Exploitation in West Yorkshire, followed by forced labour.

PCC is Chair of National Anti-Trafficking and Modern Slavery Network which was launched in February 2016. This brings together PCCs and other stakeholders to provide a strategic meeting framework nationally to raise awareness of tackling human trafficking and modern slavery in all its forms.

The Safer Communities Fund has awarded 8 organisations with a total of £36,343 of grant funding to support their projects which are tackling Human Trafficking and Modern Slavery.

A dedicated member of staff was secured in October 2017 to coordinate the activity of the National Anti-Trafficking and Modern Slavery Network.

PARTNERSHIP CONTRIBUTION

5. The first ever National Anti-Trafficking and Modern Slavery Network was launched by West Yorkshire's Police and Crime Commissioner (PCC), Mark Burns-Williamson, and the Anti-Slavery Commissioner, Kevin Hyland. The network, launched in January 2016 involves Police and Crime Commissioners signing up to an agreement to take a more strategic approach to tackle the issue by sharing best practice, assisting in the identification and conviction of perpetrators, and ensuring their Chief Constables are regularly held to account on the work they are doing in tackling the crime.

PCC continued his work tackling human trafficking at the Association of Police and Crime Commissioners (APCC) and National Police Chiefs Council (NPCC) Partnership Summit in November 2016.



Chief Officer Team Briefing for PCC

Title: Human Trafficking / Modern Day Slavery

CoT Sponsor: Assistant Chief Constable Russ Foster

Report Author: Detective Chief Inspector Warren Stevenson

Summary

The report outlines the current work being undertaken by West Yorkshire Police and the Police and Crime Commissioner to safeguard people from perpetrators of Modern Day Slavery (which includes Slavery, Servitude, Forced and Compulsory Labour and Human Trafficking) and achieve the outcomes as set out in the Police and Crime Plan.

Modern Day Slavery now is being driven by the Prime Minister's Task Force following the Prime Minister's speech on 31st July 2016 that started with *"These crimes must be stopped and the victims of modern slavery must go free. This is the great human rights issue of our time ..."*

West Yorkshire Police already had and continue to acknowledge that modern day slavery is a significant threat facing the Police in this Region.

Sexual exploitation (inclusive of Child Sexual Exploitation) remains the most prevalent form of Exploitation in West Yorkshire, closely followed by forced labour.

From the work completed to date, it is readily acknowledged that the identification and support of victims, the pursuit and prosecution of offenders requires a partnership response from within the Police, local authorities, Health and third sector organisations playing a key role. This report will highlight that acknowledgement and the work undertaken to date.

Although Modern Day Slavery is most commonly thought to be associated with people brought into the UK, those born here can be at risk from Modern Day Slavery particularly where there are links with child sexual exploitation. It is only relatively recently that these have been recognised as criminal offences. This has been strengthened through the Modern Slavery Act 2015.

REPORT DETAILS

1. Explanation of topic area and partners involved

The report outlines the current work being undertaken by West Yorkshire Police and the Police and Crime Commissioner to safeguard people from perpetrators of Modern Day Slavery (which includes Slavery, Servitude, Forced and Compulsory Labour and Human Trafficking) and achieve the outcomes as set out in the Police and Crime Plan.

This network now attracts attendance from the Independent Anti-Slavery Commissioner's Office and Unseen the charity that provides the modern slavery helpline. This network provides a platform to inform each other of work ongoing, working across District boundaries to ensure provision of support to potential victims of trafficking, support each other in relation to educating and training staff.

Work with academia around understanding the characteristics of offenders connected to modern slavery to inform prevent work has now received funding to continue these studies. Other academic topics will need further review to enhance our understanding and ability to tackle Modern Slavery. The National Police Transformation Team are collating details of all academic work been undertaken and reviewing where the gaps are.

2. Overview of our current known offending and action being taken

Based on crimes recorded in 2017

To date in terms of crimes recorded for offences that occurred within West Yorkshire in 2017 there has been 127 offences this will be a continued increase in relation to crimes recorded in 2016.

Aside from CSEA, Forced Labour continues to remain the most predominant form of exploitation within the West Yorkshire area. We have seen an emerging area of arranged marriages and domestic servitude. Excluding investigations into CSEA, there are currently 14 live Human Trafficking Operations and 137 live crimes within West Yorkshire.

A recent investigation (Operation Nosemay) has seen a successful outcome at the court of appeal where the previous sentence was increased to 7 years from 4 for a male convicted of Human Trafficking.

The Leeds district team had a great conviction of a males who received a 9 year sentence in September for trafficking a female to Leeds and forcing her to work as a prostitute. Consequently also obtaining a Slavery and Trafficking prevention order as a result.

The force team has also been successful in obtaining the first interim prevention and risk orders for two subjects who are still under investigation as part of Operation Folkmount but present a flight risk as well as a threat to victim of modern slavery. Operation Lendgreen saw a male imprisoned and given an indefinite Slavery and Trafficking Risk Order in relation to trafficking a male for Labour exploitation.

We have also obtained the first joint investigation teams (JIT's) for West Yorkshire with Romania and we have visited Europol and Eurojust as part of our investigations to meet with colleagues from Poland and Germany. The team continues to lead as ambassadors in relation to EAW extraditions both for our own and force investigations. Other work with European host countries continues with further JIT's potentially to be obtained.

3. National comparison or trends (can include HMIC inspections, internal reviews etc.)

West Yorkshire continues to see that within the force, Eastern Europe is the prevalent origin for suspects of MSHT. The top 5 nationalities of suspects in West Yorkshire are United Kingdom, Romania, Poland, Czech Republic and Hungary.

The HMIC inspection has now been completed and the report published. The report was of the national picture and West Yorkshire received positive comments as a result. This was highlighted in the press both nationally and regionally. The key areas that the report highlighted as a National problem but is evident within West Yorkshire are, the need to improve on the awareness of frontline officers and police staff together with their abilities to spot the signs, closer working in partnership to tackle the offences and recognising the seriousness of the issues at a senior leadership level. This work continues through the anti-trafficking network, the Force team with their partnership and training officer and the continued support of the Chief Officer Team (CoT) and PCC mean the above areas can be comfortably addressed.

In October the Modern Slavery Police Transformation Unit has recently published a position statement in relation to West Yorkshire police. West Yorkshire is in a strong position and considered to be a front runner around modern slavery and human trafficking. However, the report has recommended that we improve investigations within districts and all districts continue to work on building strong partnerships through dedicated forums. They continue to receive support from the force team and the anti-trafficking network.

The reform of the NRM has very recently been announced. In which we will see the decision making been taken by the Home office as a single point, a digital form to ease submissions and support for victims for a longer period and from initial contact with authorities. West Yorkshire have been asked to review the announcements and feedback any recommendations. We continue to see a rise in the submissions of NRM's by West Yorkshire.

National media have been and continue to show the good work that West Yorkshire are doing and this has seen a number of pieces both in the visual and written media including a piece on the main news at 10pm. Twitter is utilised to also update the public on activities West Yorkshire are involved and have many likes and retweets as a result with links to advice and how to spot the signs.

4. Future direction including partners

Since the last report West Yorkshire now has a regional co-ordinator in place as well as a regional analyst, to provide support to the Region and the force team whilst sharing best practice at a national level. We have also recruited a dedicated Partnership and Training officer for Modern Day Slavery who is now not only delivering training to frontline officers to increase awareness of the issues but also to partners and representing the force at a national level. This will be enhanced by the new ILearn for modern slavery that will be rolled out at the end of November.

In connection with this event West Yorkshire Police are now working with Joint Money Laundering Intelligence Team in developing algorithms, using profiles of both victims and suspects, to create intelligence that either leads to victim recovery and/or arrests of suspects. This is increasing our intelligence flow and work to safeguarding victims previously unidentified. The next stage, working with Barclays Bank, the National Crime Agency and Manchester University is to widen the algorithms and parameters to understand the full potential of this work in safeguarding victims and identifying offenders.

West Yorkshire now has the license to train the national four day Modern slavery course and the first of these will take place in January 2018 to ensure complete understanding by those leading serious and complex investigations both within West Yorkshire and the region.

With regards to intelligence there is a projected increase of 22% in submissions during 2017 but further work is required because this is generated by a small group of people and the drive to increase the intelligence must continue including partners.

The work of the team continues to be recognised both nationally and internationally and asked to speak at events. We recently attended and spoke at an international conference in Slovenia in relation to trafficking and have taken part in several panels discussing the issues surrounding Modern Day Slavery.

STRATEGIC RISK IMPLICATIONS

Scored 2nd in the MoRiLE matrix – high harm, increasing trend, international impact and resource implications.

True scale and extent of the problem unknown, but offences continue to increase and intelligence is slowly changing to increasing.

CSEA is the primary exploitation type (37%), followed by Forced Labour (32%) and sexual exploitation (17%).

Offences likely to increase as people vulnerable to modern slavery flee conflict zone.

EQUALITY, DIVERSITY AND HUMAN RIGHTS CONSIDERATIONS

It is vital that through increased partnership working all agencies offer the appropriate prevention and proactive initiatives and support to all individuals, across all strands, most notably age, gender, race, religion, disability and sexual orientation.

Human Rights Considerations

Modern Day Slavery (Human Trafficking) relates to article 3 of the Human Rights Act which states no one shall be subjected to torture or to inhuman or degrading treatment or punishment.

Modern Day Slavery (Human Trafficking) relates to article 4 of the Human Rights Act - Prohibition of slavery and forced labour.

Modern Day Slavery (Human Trafficking) relates to article 5 of the Human Rights Act - Right to liberty and security.

Modern Day Slavery (Human Trafficking) relates to article 8 of the Human Rights Act - Right to respect for private and family life.

SUPPORTING DOCUMENTATION

None



Police and Crime Commissioner Update: **Human Trafficking and Modern Slavery.** **Community Outcomes Meeting 8th January 2018.**

Introduction.

The West Yorkshire Police and Crime Commissioner (PCC) Mark Burns Williamson is fully committed to tackling the abhorrent abuse and exploitation that is human trafficking and modern slavery. He has demonstrated this commitment since first being elected as PCC in 2012 and this has continued since his re-election in 2016. Human trafficking and modern slavery are a key priority in the West Yorkshire Police and Crime Plan.

Human trafficking and modern slavery is a significant threat internationally, nationally and not least in our own local towns and cities and whether a source, transit or destination country for victims, every country in the world is affected by it. This has never been a more complex issue and of such a scale, however if we are to truly understand the nature and scale of this threat and respond effectively, law enforcement, statutory and non-statutory front line agencies and third sector organisations across the UK must contribute to building a clear intelligence picture to respond effectively and consistently.

Given that this criminality truly knows no borders Mark has led the fight both locally and nationally, providing funding and support to prevent harm and prosecute offenders whilst also establishing a number of partnership networks including the National Anti-Trafficking and Modern Slavery Network for all Police and Crime Commissioners which he chairs.

The PCC's appointed Safeguarding Adviser is supporting this work under the wider safeguarding remit to lead and deliver of on the PCC's strategy for a coordinated, cohesive and consistent response to safeguarding.

In October 2017, the PCC appointed a dedicated member of staff to coordinate the activity of the National Anti-Trafficking and Modern Slavery Network (NATMSN) to support the development and growth of the network, and to help PCCs develop a clear understanding of areas for improvement across the police service. This post will also provide a focus on the issues of modern slavery and human trafficking with partners locally and further afield.

Scale of the problem.

In 2016, the National Crime Agency indicated that 3,805 potential victims of modern slavery were referred in to the National Referral Mechanism (NRM), which is a 17% increase on 2015. Potential victims were reportedly from 108 different countries of origin but is believed to be a conservative estimate of the number of people who are held in slavery in the UK.

West Yorkshire Police have reported that in 2016, within West Yorkshire, 207 potential victims of human trafficking have been referred to the NRM. The significant increase in the number of referrals in West Yorkshire, a trend reflected in the national picture also, is believed to be due to an increase in awareness of the issue to identify and recover more victims and prosecute offenders rather than an increase in offending behaviour.

However H.M. Government estimate the true number of victims of trafficking and slavery to be nearer 13,000 in the UK and this is thought to be a conservative estimate. Given the scale of this threat and the harm it causes to individuals and communities this report seeks to highlight the work being carried out in West Yorkshire and further afield to reduce this threat and harm.

West Yorkshire Anti-Trafficking and Modern Slavery Network. (WYATMSN).

Background.

- In 2014, through the West Yorkshire for Innovation (WYFI) team, PCC Mark Burns-Williamson secured £200,000 from the Ministry of Justice to set up a West Yorkshire Anti Trafficking and Modern Slavery Network.
- The network has been organised by Hope for Justice, with assistance from the Office of the Police & Crime Commissioner for West Yorkshire, in order to improve the coordination of the fight against human trafficking in the region.
- The network meets quarterly covers all five districts – Leeds, Bradford, Wakefield, Kirklees and Calderdale.
- It exists to provide a strategic meeting framework on behalf of the statutory, non-statutory and third sector organisations in West Yorkshire who contribute to tackling human trafficking and modern slavery in all its forms. The Network has a full and cohesive Terms of Reference.
- The network is attended by around 35 representatives from various organisations across West Yorkshire who work with or may come across victims of human trafficking.
- Organisations who attend include Hope for Justice, The Office of the PCC, West Yorkshire Police, The Salvation Army, GLA, DWP, NHS, The Home Office NRM, The Home Office Immigration, The Home Office Criminal Investigations, Migration Yorkshire, Palm Cove Society, Refugee Council, Leeds Food Aid Network, Well Women Wakefield, as well as representatives from each of the five council districts including Emergency Planning, Adult and Child Safeguarding Boards, Community Safety Partnerships, Private Sector Housing and the Fire Service.

National Anti-Trafficking and Modern Slavery Network. (NATMSN).

Background.

- In January 2016, the Police and Crime Commissioner for West Yorkshire, Mark Burns-Williamson launched the National Anti-Trafficking and Modern Slavery Network with the support of the Anti-Slavery Commissioner Kevin Hyland, the Association of Police and Crime Commissioner's and the National Police Chiefs' Council.
- The network was established to provide a strategic meeting framework for Police and Crime Commissioner's in England and Wales to specifically focus on human trafficking and modern slavery issues and enable them to hold their forces to account more effectively on their response to modern slavery crime.
- The network has a full and comprehensive terms of reference.
- Mark Burns-Williamson has encouraged PCC's to engage with the network and include human trafficking and modern slavery in their Police and Crime Plans. It is expected a significant number if not all will anti-slavery efforts in their plans as the recently elected and re-elected Commissioner's finalise their new policing plans to be published shortly.
- Through the network, Mark Burns-Williamson can facilitate the development and identification of best practice, trends and patterns; encourage a victim focused approach and good practice in victim care; the development of intelligence and information sharing protocols between agencies and support the development of proactive strategies for the prevention of human trafficking and modern slavery.
- The Independent Anti-Slavery Commissioner, National Police Chiefs' Council and Home Office Modern Slavery Unit provide the latest updates in their work to drive forward the national response and to discuss matters that arise with the PCC's.
- The National Police Chiefs' Council presented to the network a proposal for a bid through the Police Transformation Fund to transform the police response to human trafficking and modern slavery. Mark Burns-Williamson endorsed the bid which was supported by the Police and Crime Commissioners who when consulted, drove forward the need to include a provision for victim advocacy. The bid was successful and on 18th October, the Home Secretary announced the £8.5 million investment to assist the police assess the threat of modern slavery crime and improve the operational response.
- The Modern Slavery Police Transformation Programme was launched on 1st April and will deliver a more robust, consistent and cohesive response by law enforcement and partnership networks. The West Yorkshire PCC is represented on the Strategic Oversight Board for this programme to support partnership involvement and ensure that this innovation has a maximum positive impact on all our communities, reducing harm and exploitation
- Regional Anti-Trafficking and Modern Slavery Networks have presented and shared examples of good partnership working between statutory and non-statutory agencies and the PCC's to improve their response.
- Police forces have also shared with the network how they have improved their response to modern slavery crime by utilising an integrated multi-agency approach and working with the PCC with emphasis on victim care.

Update since the last COM 2nd May 2017.

NATMSN.

- **16th May** - Guest speaker Paul Broadbent Gangmasters and Labour Abuse Authority. **Media following this meeting** – update in the APCC daily briefing and an article in Police Professional by the PCC about partnership working.
- **18th July** - Guest speakers from West Midlands Police and Modern Slavery Helpline. Following this meeting, the PCC wrote to all PCC's about the NATMSN and encouraged them to engage with the Modern Slavery Police Transformation Programme.
- **18th October** - Guest speakers Caroline Denham from Europol and Mick Duthie from Santa Marta Group. Following this meeting the PCC wrote to all PCC's about the HMICFRS report of the police response to modern slavery referencing the Police Transformation Programme, IASC Kevin Hyland's Annual Report and letter from Chief Constable Shaun Sawyer to all Chief Constable's.
- The first NATMSN newsletter for PCC's, stakeholders and partners was created and approved by the PCC and circulated during the Summer.
- Early discussions have been had between West Yorkshire OPCC and Gwent OPCC to form a closer working relationship with regards to the Modern Slavery agenda. PCC Mark Burns-Williamson and PCC Jeff Cuthbert have discussed how they can build a robust communications mechanism for sharing policy and practice across England and Wales and their PCC remits.
- **December** - The PCC wrote a joint letter with Chief Constable Shaun Sawyer and NCA Director Will Kerr which was sent to all PCC's and Chief Constable's inviting them to the Police Transformation Engagement Event.

PCC speaking events regional and national.

- **July** – The PCC spoke at South Yorkshire event at Northern College regarding the importance of partnership working and the role of education in long term victim care and rehabilitation.
- **September** - The PCC spoke at two events, one in Leeds about the portrayal of HT/MS in the media, and one in London and the impact of Brexit on cross border investigations and intelligence flows. These events coincided with the release of IASC's report outlining the nature and scale of MS experienced by Vietnamese nationals. **Media following this** - the WYOPCC released an article for the Yorkshire Evening Post titled 'Mark Burns-Williamson: We all have a part to play in tackling modern slavery'. The report and subsequent newspaper article was included in the Association of Police and Crime Commissioner's Red Box Briefing.
- **November** – The PCC attended the National Network Coordinator's Forum (NNCF) at the University of Huddersfield and gave keynote speech. This event was organised by the West Yorkshire Anti-Trafficking and Modern Slavery Network. The press release issued by the University was shared with NNCF members and the Human Trafficking Foundation.
- **November** – The PCC attended and spoke at the European Justice Summit in London about the impact of Brexit on modern slavery investigations and intelligence flows.

Media.

- **28th July** – The PCC is interviewed by the BBC for a West Yorkshire wide multi-agency piece on Modern Slavery. This piece was broadcast on 10th August on BBC 1 as the lead headline on the 10 o'clock news.

Campaigns.

- **30th July** - A West Yorkshire wide campaign to utilise the Modern Slavery Helpline and Resource Centre to improve awareness and intelligence gathering was launched on 30th July to coincide with the UN World Day Against Trafficking in Persons. The PCC supported this campaign and provided funds for campaign materials.

Academia.

- The PCC was interviewed by Dr Carole Murphy from St Mary's University, Twickenham to contribute to research they are undertaking about long term support for victims and best practice.
- Dr Alison Gardner from Nottingham University interviewed WYOPCC regarding her work with the Office of the Independent Anti-Slavery Commissioner scoping partnership networks focussing on the leadership and influence of the West Yorkshire PCC in its inception and how this can be used as best practice for other partnership networks. This contribution was included in the report which was launched in November.

Meetings.

- The PCC attended Prime Minister's Task Force.
- The PCC met with NCA Director Will Kerr regarding national law enforcement operational activity to tackle modern slavery.
- The PCC attended the House of Lords to contribute to a seminar on Modern Slavery organised by Cumberland Lodge.

WYATMSN.

- An update from the NATMSN is provided at every WYATMSN by the OPCC.