

**COMMUNITY OUTCOMES**

**SAFEGUARDING VULNERABLE PEOPLE**

19 June 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 17 organisations with a total of £75,282.26 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

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#### 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 31<sup>st</sup> 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. This is now linked nationally to Organised Immigration Crime and West Yorkshire Police are developing an appropriate response with Immigration still been the lead agency on the matter.

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. The Housing legislation was updated in February 2018 which placed a responsibility on local authorities to provide vulnerable victims of Modern Slavery accommodation while awaiting the outcome of a reasonable grounds decision.

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 and sharing best practice and lessons learnt.

We are also currently reviewing the procedures we have in place in each district with the partners to provide the initial accommodation required for victims awaiting a reasonable grounds decision. Bradford Housing are currently looking at options to pilot a stand alone accommodation for victims of Modern Slavery. If successful this will be raised at the West Yorkshire Anti-Trafficking and Modern Slavery Network for consideration of a force response.

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 between January and December 2017 within West Yorkshire we have recorded 178 offences, this will be a continued increase in relation to crimes recorded in 2016. We have made 78 Arrests and charged 17 people with Modern Day Slavery offences during 2017, these were predominantly around Domestic CSE

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, criminal exploitation involving County Lines as well as an increase of forced labour victims in the construction and restaurant and takeaway arena.

Excluding investigations into CSEA, there are currently 14 live Human Trafficking Organised Crime Groups and the number of live operations and crimes has increased to 153 within West Yorkshire.

The force team was successful in obtaining the first interim prevention and risk orders for two subjects who are still under investigation as part of Operation Folkmount. There are to made into full orders in October 2018. In addition to these as a force we now have 3 further orders in place and are seeking to obtain a further 4 orders at least over the coming months.

We have obtained the first joint investigation teams (JIT's) for West Yorkshire with Romania. We have recently attended Eurojust to meet with Polish Colleagues in relation to 2 further JIT's in relation to 2 further investigations, which we hope to have in place by the end of the summer.

Operation Frenchabbey was an operation into a Hungarian Organised crime group involved in the sexual exploitation of females. Our investigation led us to sharing intelligence through Siena and Europol with our colleagues in Malta and the NCA. As a result of which the Maltese authorities acting on our intelligence arrested and charged 2 members of an OCG and safeguarded 2 victims one of which was a 16 year old child who would have ended up working as a prostitute.

The team continues to lead as ambassadors in relation to EAW extraditions both for our own and force investigations. We have recently travelled to Berlin under

### **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 report has been published of the national picture and the Modern Slavery Police Transformation Unit has recently published a position statement. West Yorkshire received positive comments as a result of both. The key areas that both reports highlighted for West Yorkshire to improve on are the awareness of frontline officers and police staff together with their abilities to spot the signs, improving the local management of district investigations, 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.

National and Social Media is utilised to also update the public on the good work and events that West Yorkshire are involved in and have many likes and retweets as a result with links to advice and how to spot the signs.

### **4. Future direction including partners**

The Modern Slavery Police Transformation team has a regional co-ordinator in place as well as a regional analyst, to provide support to the Region and West Yorkshire 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. Currently he has delivered training to over 1200 partnership and police staff. He is now working towards improving our partnerships which we have in place and their effectiveness.

Our I-learn package for Modern Slavery was launched in March 2018 for internal police staff and we are working towards been able to provide a link to partner agencies soon to assist them in their knowledge and provide each other with suitable contacts and points of reference. To date this has received 1, 165 views.

West Yorkshire Police are continuing to work with colleagues in Academia including working with the 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 and funding has been secured.

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. There will be a further date confirmed for the end of the year.

With regards to intelligence there is a projected increase of 22% in submissions during 2017 however the last quarter going into 2018 has seen a decrease in intelligence submissions so further work is required as submissions are generated by a small group of people and the drive to increase the intelligence must continue including partners. May 2018 will see the launch of an internal awareness campaign within West Yorkshire Police in relation to Modern Slavery which will look to assist in addressing the fall in intelligence.

The work of the team continues to be recognised both nationally and internationally and asked to speak at events. We recently hosted a Modern Slavery Roadshow event in West Yorkshire and have taken part in several panels discussing the issues surrounding Modern Day Slavery including an All Party Parliamentary Group around pop up Brothels. Finally DCI Stevenson is to present at a National SPOC conference in May 2018.

## **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 has decreased.

CSEA is the primary exploitation type (29%), followed by Forced Labour (25%) and sexual exploitation (15%), criminal (14%) and Domestic Servitude (3%)

Implications of Brexit will have a major impact around JIT's and EAW's.

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 19<sup>th</sup> June 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 2017, the National Crime Agency indicated that 5,145 potential victims of modern slavery were referred in to the National Referral Mechanism (NRM), which is a 35% increase on 2016. This increase is in part due to the rise in the number of children referred for 'County Lines' exploitation and CSE. Potential victims were reportedly from 116 different countries of origin but these figures are still 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 2017, within West Yorkshire, they have recorded 178 offences, this will be a continued increase in relation to crimes recorded in 2016. The increase in the number of crimes recorded in West Yorkshire is also a trend reflected in the national picture. Further to this, the first annual report published by the Police Transformation Programme in March 2018 stated that the number of live police operations has tripled from 188 to 568, since the Modern Slavery Act 2015 became law.

In 2013, H.M. Government estimated the true number of victims of trafficking and slavery to be nearer 13,000 in the UK. This figure is out of date at the time was also 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 Commissioners' and the National Police Chiefs' Council.
- The network was established to provide a strategic meeting framework for Police and Crime Commissioners' 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.
- 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 18<sup>th</sup> October 2016, 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 1<sup>st</sup> April 2017 and is delivering 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.
- At network meetings, 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 8<sup>th</sup> Jan 2018.**

##### **NATMSN**

- **Network meeting held 24<sup>th</sup> Jan** – Guest speaker HMI Wendy Williams from HMICFRS.
- **Network meeting held 20<sup>th</sup> Mar** – Guest speakers NCA Director of Vulnerabilities Kerr and the Local Government Association. This meeting marked 2 years since the first meeting after the launch. NATMSN branding and banners have been created were used for the first time at this meeting.

- Ahead of this meeting, the NATMSN circulated a letter from NCA Director Will Kerr to all PCC's and Chief Constables about Adult Services Websites and their facilitation of human trafficking for sexual exploitation.
- Since the last meeting: During March, 33 PCC's applied to the Police Transformation Fund for partnership events. There were 31 applications and 2 joint bids, all were successful.
- On 21<sup>st</sup> February the PCC attended and spoke at the PCC and Chief Officer Engagement Event in Bristol. This was the first of two one day conferences specifically designed to update PCC's and CC's on the national police response to Modern Slavery and Human Trafficking. The second event will take place in Leeds on 4<sup>th</sup> July.
- On 13<sup>th</sup> March the PCC attended the NCA 'Invisible People' Exhibition and event at Westminster Abbey with NCA Director Will Kerr, IASC Kevin Hyland and Justine Currell Executive Director of Unseen. There was good coverage of the event across Twitter and a press release from the NCA.
- **Network meeting held 15<sup>th</sup> May** – Guest speakers DAC Duncan Ball MPCC lead for Gangs and County Lines and Robin Brierley Chair of the West Midlands Anti-Slavery Network.
- Since the last meeting: On 28<sup>th</sup> March the PCC attended the launch of the MSPTP Annual Report at the House of Lords.
- On 16<sup>th</sup> April the PCC dialled in to the launch of the UK Modern Slavery Helpline Annual Report launch.
- On 17<sup>th</sup> April the PCC dialled into the NRM Reform Programme Board meeting, where plans for the Single Competent Authority were discussed and agreed.
- On 3<sup>rd</sup> May, PCC Mark Burns-Williamson wrote to all PCC's about the MSPTP Annual Report, the NCA NRM stats for 2017 and encouraged PCC's to contact the NATMSN coordinator for further support with the MSPTP and to access speakers for local events.
- The NATMSN circulated electronic copies of the MSPTP Annual Report, a copy of the LGA Modern Slavery Guidance and the latest operational overview from the National Police Insight Team to all PCC's. These have been sent via the APCC and OPCC SPOC's.
- Two NATMSN newsletters have been created and approved by the PCC. The Winter and Spring newsletters have been circulated to PCC's, stakeholders and partners.

#### **National media.**

- During April and May, PCC Mark Burns-Williamson was interviewed by the Guardian and The Yorkshire Post respectively, regarding his regional and national work on human trafficking and modern slavery.

#### **WYATMSN.**

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