

# HARINGEY JSNA: FOCUS ON

## MODERN SLAVERY

APRIL 2021

Modern slavery is the exploitation of people who have been forced, deceived, or coerced into a life of labour and servitude. Modern slavery can take many forms including: sexual exploitation, forced labour, domestic servitude, and criminal exploitation. Due to the hidden nature of modern slavery, creating an accurate measure of prevalence is difficult. The Office for National Statistics (ONS) reported that “there is no definitive source of data or suitable method available to accurately quantify the number of victims of modern slavery in the UK”. This JSNA sets out the local evidence base pertaining to modern slavery and human trafficking and identifies the opportunities for multi-agency working to improve outcomes for victims at a local level.

### Facts and figures

- Nationally, it is estimated there are at least 100,000 victims of modern slavery in the UK.
- There were 10,613 potential victims referred to the NRM in 2020.
- Data and intelligence from the NRM shows that 49 potential victims were referred by Haringey Council in 2020, up from 17 from the previous year.

### Measures for reducing inequalities

- Developing holistic measures to tackle modern slavery and human trafficking based on prevention, protection, prosecution and partnerships.
- Using a partnership approach to increase awareness of modern slavery and developing robust referral pathways to ensure victims have access to support.

### Population groups

- Just over half of the referrals were for adults, and two thirds were male. Nationally most male victims are coerced into forced labour, and most female victims are coerced into sexual exploitation.
- One in four victims are British but many others come from countries across the world such as Albania, Vietnam and China.

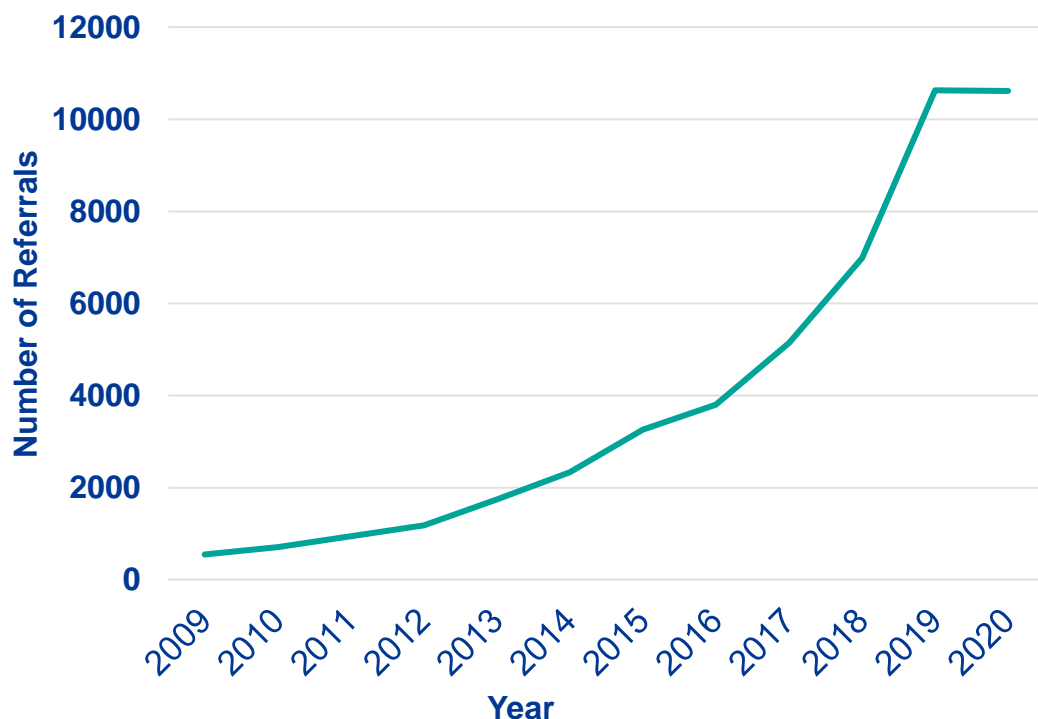
### National & local strategies

- Modern Slavery Strategy, HM Government, November 2014.
- Modern Slavery Plan, Haringey Council, 2020-2022
- The Government has committed to bring new legislation on modern slavery supply chains in either the 2021 or 2022 Parliamentary sessions.

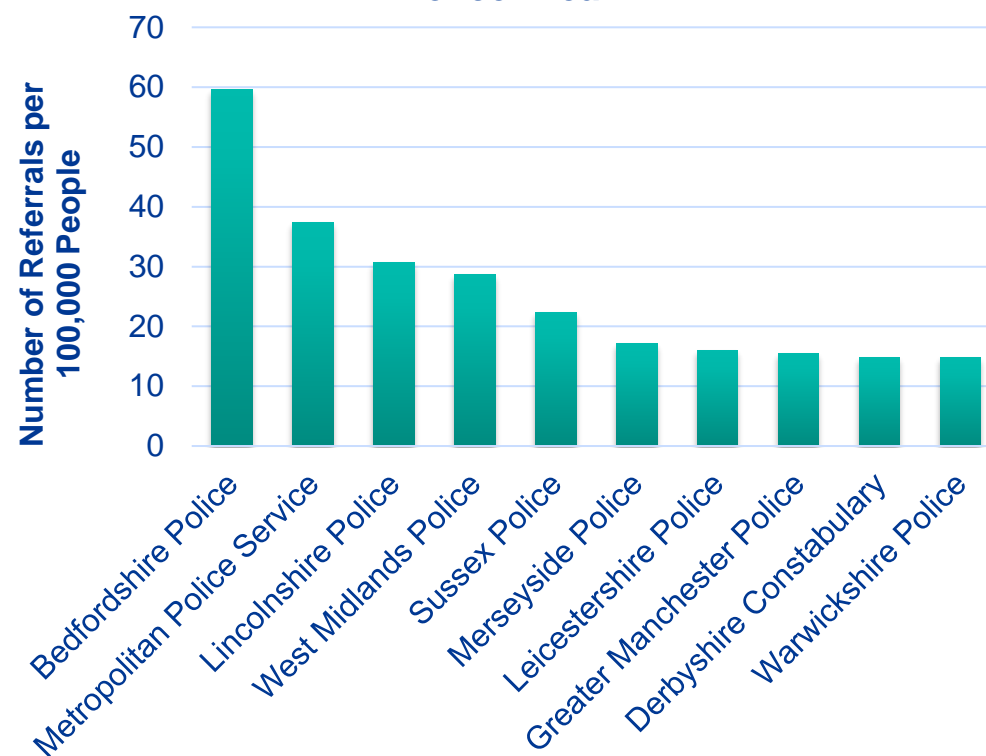
## SETTING THE SCENE: THE NATIONAL PICTURE

The National Crime Agency (NCA) analysis reported that the scale of modern slavery in the UK is gradually increasing. In 2013 the agency estimated that there were between 10,000 and 13,000 victims of modern slavery in the UK. In 2018, it was reported that the number of victims was “likely to be in the tens of thousands”. Charity Justice and Care has used police data to estimate that there are at least 100,000 victims in the UK. The **National Referral Mechanism (NRM)** data shows that in 2020, 10,613 potential victims were referred into the system.

**Number of NRM referrals**



**Number of Referrals per 100,000 People by Police Area**



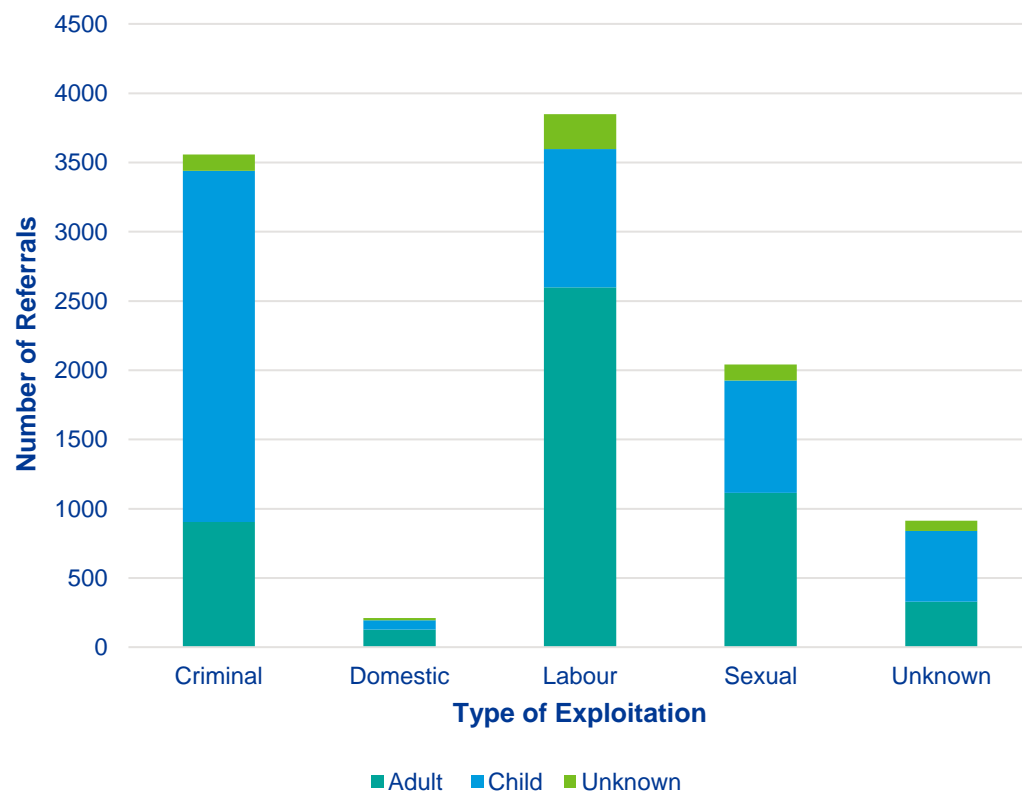
**Top 10 Police Forces by Referrals per 100,000 people\***

\*City of London Police had 172 referrals per 100,000 however was not included due to a low population of 8,700.

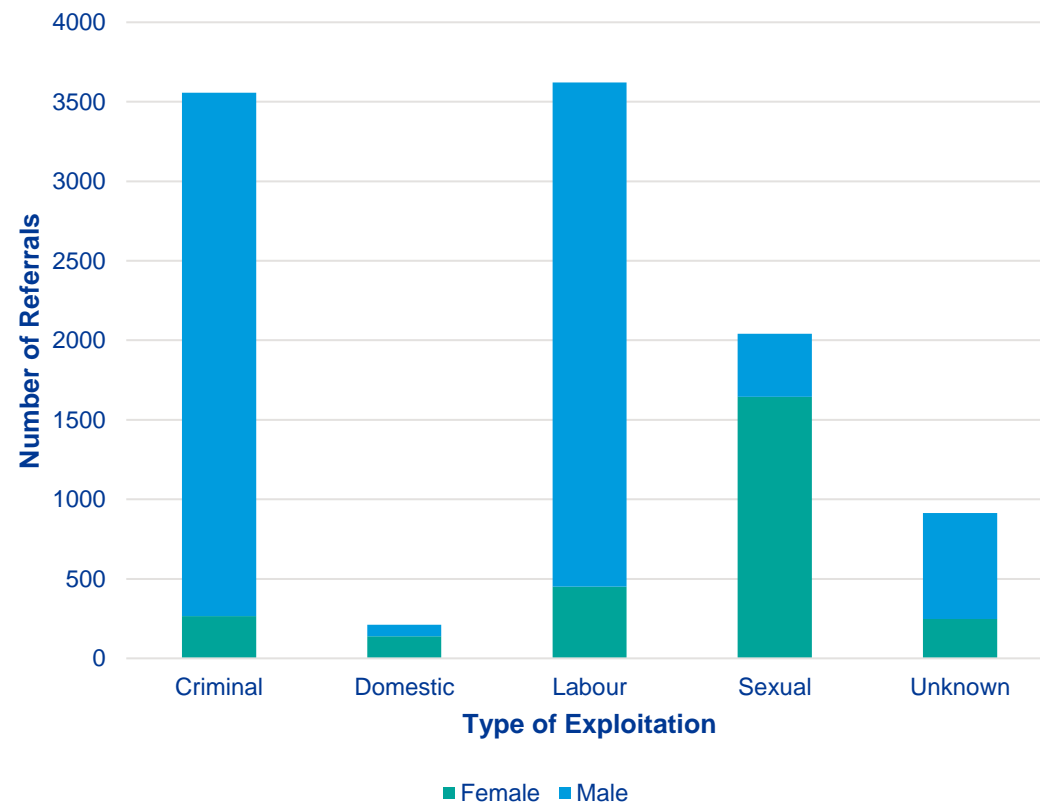
## SETTING THE SCENE: THE NATIONAL PICTURE

Data and intelligence from the NRM shows that the most common type of exploitation amongst both adults and children is labour exploitation, which includes criminal exploitation such as county lines drug trafficking. The majority of victims referred in 2020 were male, which is reflected across the number of referrals for both adults and children. Exploitation type varies between male and female victims. Males are more likely to be victims of labour and criminal exploitation, whereas women are more likely to be victims of sexual exploitation.

**Exploitation Type by Age**



**Exploitation Type by Gender**



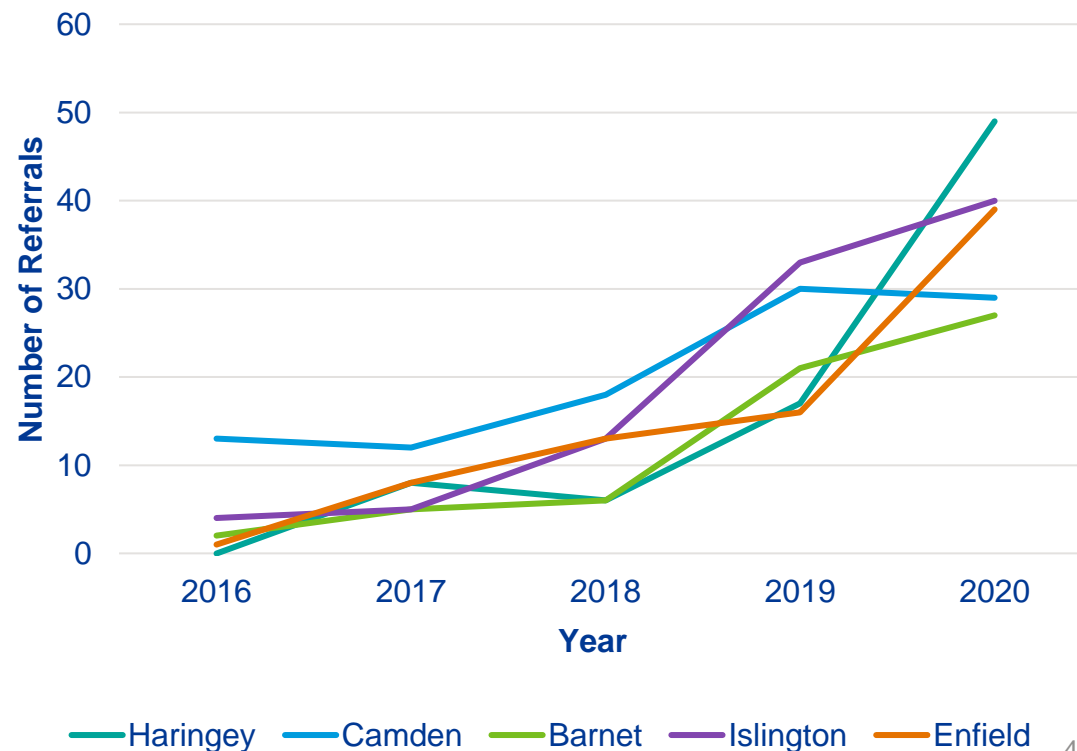
## SETTING THE SCENE: THE LONDON PICTURE

Data from the **Metropolitan Police** shows that there were 863 modern slavery offences registered in the metropolitan area in 2018 (between January and October), which equates to a 12% increase on the previous year. Furthermore, there were 831 victims of modern slavery identified between January and October 2018. In 2020, 49 people in Haringey were referred to the NRM. There could be a number of reasons for the variations in referrals to the NRM observed across boroughs in North Central London (NCL) between 2016 and 2020. These variations could be partly attributed to differences in the awareness and understanding around modern slavery or relating to the requirements to refer to the NRM.

**Offences and Victims of modern slavery in the Metropolitan Area, January 2014 to October 2018**

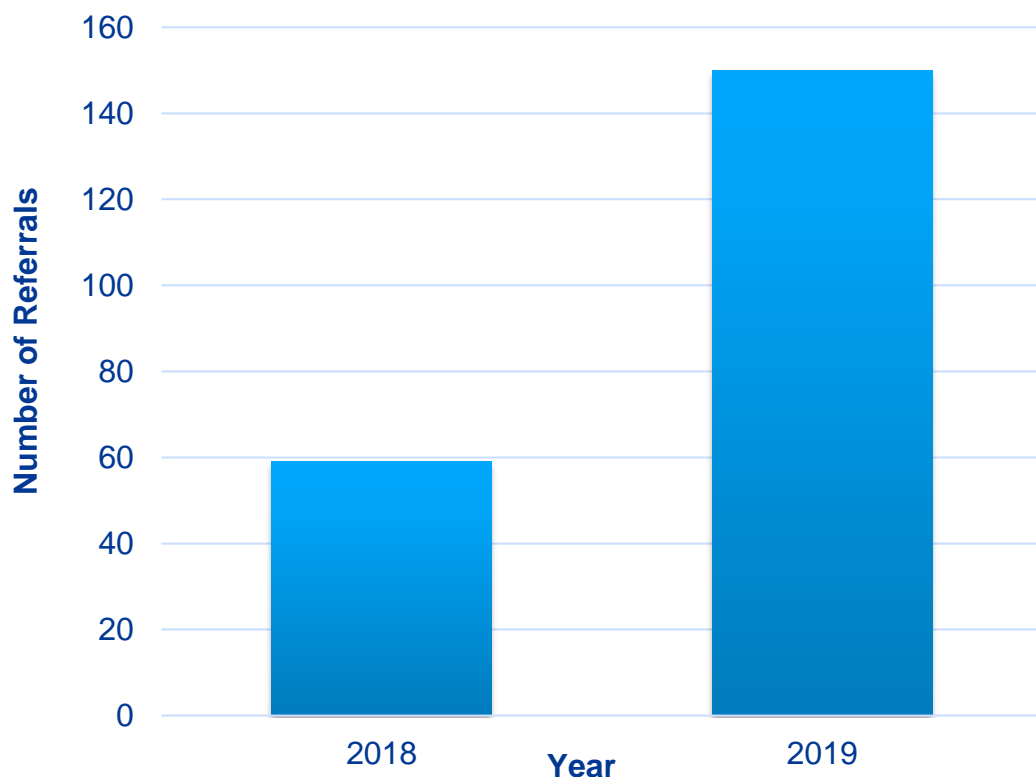


**Numbers of referrals to the NRM for NCL Local Authorities between 2016-2020**



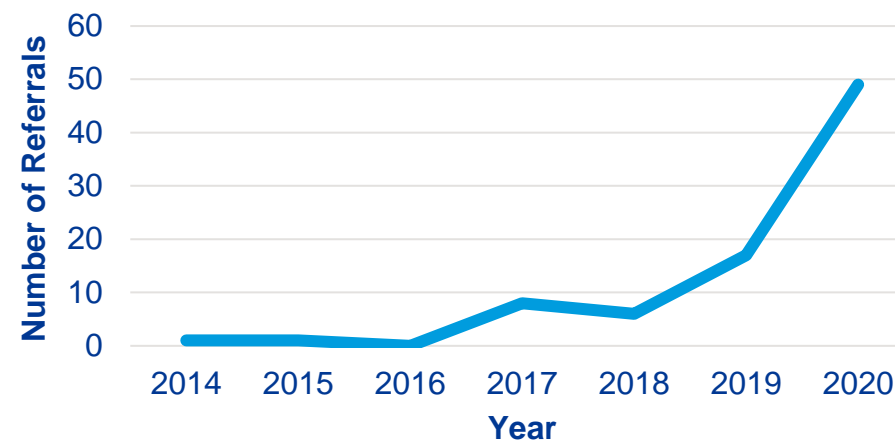
Data and intelligence on the scale of modern slavery in the borough is relatively limited and the true picture is yet to be fully established. However, data has been recorded on referrals to the NRM and on offences and victims. The chart below shows the number of people referred to the NRM by the Metropolitan Police. In 2019, 150 potential victims in Haringey were referred to the NRM.

### Number of Offences in Haringey



The chart below shows the number of NRM referrals made by Haringey Council between 2014 and 2020.

### No of Referrals made by Haringey Council



The table below shows data from the Modern Slavery Helpline (MSH). The MSH were contacted by 15 potential victims with an exploitation location of Haringey in 2017, and four in 2018.

Year	Female	Male	Total
2017	12	3	15
2018	4	0	4
<b>Total</b>	16	3	19

## Questionnaire of Haringey Staff

In 2019, a questionnaire was sent to managers of front facing services in Haringey for opinions on the level of understanding and experience of modern slavery among staff, training needs and barriers to referrals in the borough. The purpose of the survey was to establish the existing knowledge of modern slavery, referral pathways and what improvements could be made based on the responses to the survey. A summary of the responses is provided below.

### Understanding among staff

Knowledge of modern slavery was very inconsistent across staff groups. Some reported having fully bespoke training on modern slavery for their role. However, most of the teams who responded did not. Training was highlighted as a need by almost all responders. There was some understanding amongst staff in Adult Social Services and a mixed understanding in Homes for Haringey and various outreach teams.

### Modern slavery cases witnessed by Haringey staff

There were only a small number of cases reported following dissemination of the staff questionnaires. Five from Homes for Haringey, one from BUBIC (Bringing Unity Back Into the Community) drug treatment centre and one from the Homelessness team. The homelessness team reported that they anticipated that there were more unidentified cases.

### Referrals to the NRM

All services identifying potential victims referred them to the NRM, where consent was given. Two staff groups reported difficulty in reporting their cases, both because they could not find anyone willing to take on the case and refer them to the NRM. In one case, Haringey staff were told by the police that they were not aware of the NRM. One case did not give consent to be referred to the NRM and was supported by VAWG services instead.

### Support pathways

No services were aware of any support pathways in the borough. It had been noted as a need by some staff for further consideration.

## Planning for future need

Services for modern slavery victims in Haringey are being developed in accordance with the Modern Slavery Plan 2020 (MSP), the strategy for tackling modern slavery in the borough. The MSP identified several areas which could improve the identification and support of victims in Haringey through the following measures:

- Rolling out borough-wide training
- Development of a referral pathway
- Engaging with the community to link victims with appropriate services.

## Brexit

Changes to the immigration system, as seen in the Immigration and Social Security Coordination Act 2020 are likely to increase exploitation as there will not be enough legal avenues to meet demand for workers. Furthermore, victims of modern slavery from EEA countries may find it more difficult to access support as they may no longer have recourse to public funds. Further analysis is needed to better understand the implications of Brexit will have on the identification and support of modern slavery victims in Haringey.

## Covid-19 Pandemic

The Coronavirus pandemic presents significant implications for global health and security which have extended to modern slavery and human trafficking. The pandemic has exacerbated unemployment and job insecurity, leaving many vulnerable to exploitation. Poverty and financial constraints are major contributors to modern slavery, as they push people towards risky labour market decisions, which heightens the risk of exploitation. Financial instability following the pandemic could increase the risk of homelessness, which heightens vulnerability to modern slavery as human traffickers in the UK may target homeless people. Furthermore, victims of modern slavery are already at risk of exclusion from adequate healthcare, and the pandemic increases the risk of exclusion. Many victims will be forced to continue working in dangerous and challenging environments without access to Personal Protective Equipment (PPE) or adequate sanitation. Nationally, there has been a decrease in referrals in comparison with 2019, provoking concerns that the pandemic means that victims are going unidentified.

In 2014, the Government published a Modern Slavery Strategy, listing the ‘four Ps’ structure, which the Home Office also uses to tackle terrorism and serious and organised crime. They are **Pursue, Prevent, Protect, Prepare**. The Government’s annual modern slavery statements report activity and successes using these themes, which could be adapted to apply to a local government context.

**Pursue, prosecute and disrupt individuals and groups responsible for modern slavery.**

Pursue actions encompass the UK’s law enforcement response to modern slavery to disrupt and prosecute those responsible. The Home Office have worked with a range of law enforcement agencies such as the National Crime Agency and the Police to promote awareness of modern slavery crimes and increase the number of investigations, crimes recorded and police referrals to the CPS. Through this focus, police investigations have increased by 83% in 2019, and police referrals to the NRM has increased by 32%.

**Prevent people from engaging in modern slavery.**

Prevent activity aims to stop people from committing modern slavery crimes or becoming victims of modern slavery in the first place. It also focuses on preventing re-offending and revictimisation. Raising public awareness of modern slavery helps to increase resilience against the crimes and reduce public tolerance of exploitative behaviour. The Government has worked with partners to raise awareness in multiple and varied areas such as accountancy and legal sectors to develop a set of ‘red flag indicators’ to help identify signs of modern slavery through client contact and business processes.

**Protect, strengthen safeguards against modern slavery by protecting vulnerable people from exploitation and increasing awareness of and resilience against this crime.**

Protect activity aims to improve the resilience of the UK and the wider global economy to modern slavery. This means driving action to eliminate modern slavery from communities and supply chains, including working with both the public and private sector to increase vigilance and safeguard workers. The Government has worked closely with businesses to develop guidance, share expertise, explore approaches to enhance transparency and promote responsible practices, including requiring modern slavery supply chain statements to be published by certain organisations.

**Prepare, reduce the harm caused by modern slavery through improved victim identification and enhanced support.**

Victim identification and support activity is focused on reducing the harm caused to victims of modern slavery as a result of their exploitation. The number of NRM referrals has increased year-on-year since its inception in 2009, and the Home Office continue to develop the NRM so that victims are safeguarded and supported.



Addressing modern slavery in Haringey requires a strategic and multi agency approach. LB Croydon have developed a 'whole council approach' to tackling modern slavery. The approach taken by LB Croydon could potentially be adopted in Haringey. LB Croydon have developed a multi agency action plan which includes the following:

- **Referral Pathways.** Development of adult and child trafficking protocols and a detailed process map, including what to do if consent is not given to refer to NRM. Development of a referral process with A&E for suspected cases.
- **Awareness raising sessions and training events.** Multi-agency training sessions and awareness raising events. Use of adverts and billboard campaigns to raise awareness of modern slavery related issues. Raising awareness of modern slavery with practitioners, members of the public, estate agents, hotels, schools, and community and faith groups has been key to this work.
- **Increasing identification.** Working with partner organisations and champions to identify properties where modern slavery may be taking place.
- **Improving data collection and investigating supply chains.** Development of NRM / duty to report procedure on AIS and CRS databases. Looking at supply chains and commissioning.

LB Haringey have already started to implement several of these actions including developing training, creating a referral pathway and establishing modern slavery advocates as suggested by the Modern Slavery Plan. Partners in Haringey who are working across modern slavery could use the learning from LB Croydon particularly in relation to raising awareness and in the identification of risk factors associated with modern slavery and human trafficking.



Haringey prides itself on being a welcoming borough, which aims to ensure people feel safe, happy and able to fulfil their potential. While modern slavery is a complex issue often perpetrated across international boundaries, the council and partners have a crucial role to play in identifying, safeguarding and supporting vulnerable victims, preventing opportunities for modern slavery to occur and raising awareness of an often-invisible crime at local level.

Our approach to modern slavery will be delivered in partnership, recognising that no one organisation has the knowledge, skills or resources to respond in isolation. Haringey's multi agency partnership approach to modern slavery, as detailed in the Modern Slavery Plan 2020 aims to:

- Provide training for all partners to increase awareness
- Effective data sharing and protocols between partners on modern slavery related issues
- Establishing referral pathways with the Police and NHS colleagues to ensure that potential victims receive support through the NRM or other services.

*Haringey Modern Slavery Partnership from the Modern Slavery Plan, 2020*

## RECOMMENDATIONS

1. Continue to develop the modern slavery training package for staff in LB Haringey. It was recognised that there needs to be high-quality training in place to ensure that staff are able to recognise the signs of modern slavery and to know how to make referrals through the NRM.
2. Advertise a clear protocol and pathway for the referral of potential modern slavery victims. Contacts of where staff can get help should be clearly identified and communicated. The protocol should include information around what staff should do if potential victims have no recourse to public funds.
3. Provide a clear pathway to support those people who refuse to give consent to be referred to the NRM, who are not accepted when referred, or who have no recourse to public funds. This pathway should include both statutory services and services offered by the community and voluntary sector.
4. Engage more widely with the local community to raise awareness of modern slavery and how people can get help if they suspect a case of modern slavery or if they are a potential victim. Awareness raising could be achieved through advertising campaigns using flyers and posters and disseminated through the VCS or local faith leaders.
5. Ensure that a robust data sharing agreement or protocol is in place between LB Haringey and key partners such as the Metropolitan Police, NHS, and the VCS to facilitate the sharing of intelligence. Improved data sharing across the partnership would increase understanding of the scale of modern slavery in Haringey by collating both data on NRM referrals and suspected victims who have not been referred.

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## About Haringey's JSNA

[Haringey.gov.uk](https://www.haringey.gov.uk) brings together information held across the organisations into one accessible place. It provides access to evidence, intelligence and data on the current and anticipated needs of Haringey's population and is designed to be used by a broad range of audiences including practitioners, researchers, commissioners, policy makers, Councillors, students and the general public.

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