

HARINGEY JSNA: FOCUS ON

MODERN SLAVERY

JUNE 2023

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, there were 12,727 potential victims referred to the National Referral Mechanism (NRM) in 2021, an increase of 20% on the previous year. Almost a third of these victims were in London.
- Data and intelligence shows that 42 potential victims were referred to the NRM by Haringey Council in 2021, a reduction of 14% on 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

- 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.
- During the Covid-19 pandemic, certain population groups were at greater risk of modern slavery including vulnerable groups such as children, migrant workers, women and girls.

National & local strategies

- Modern Slavery Strategy, HM Government, November 2014.
- Home Office 2021 UK Annual Report on Modern Slavery
- Modern Slavery Plan, Haringey Council, 2020-2022
- The Government committed to bring new legislation on modern slavery supply chains in its 2022 Parliamentary sessions.

SETTING THE SCENE

The National Referral Mechanism

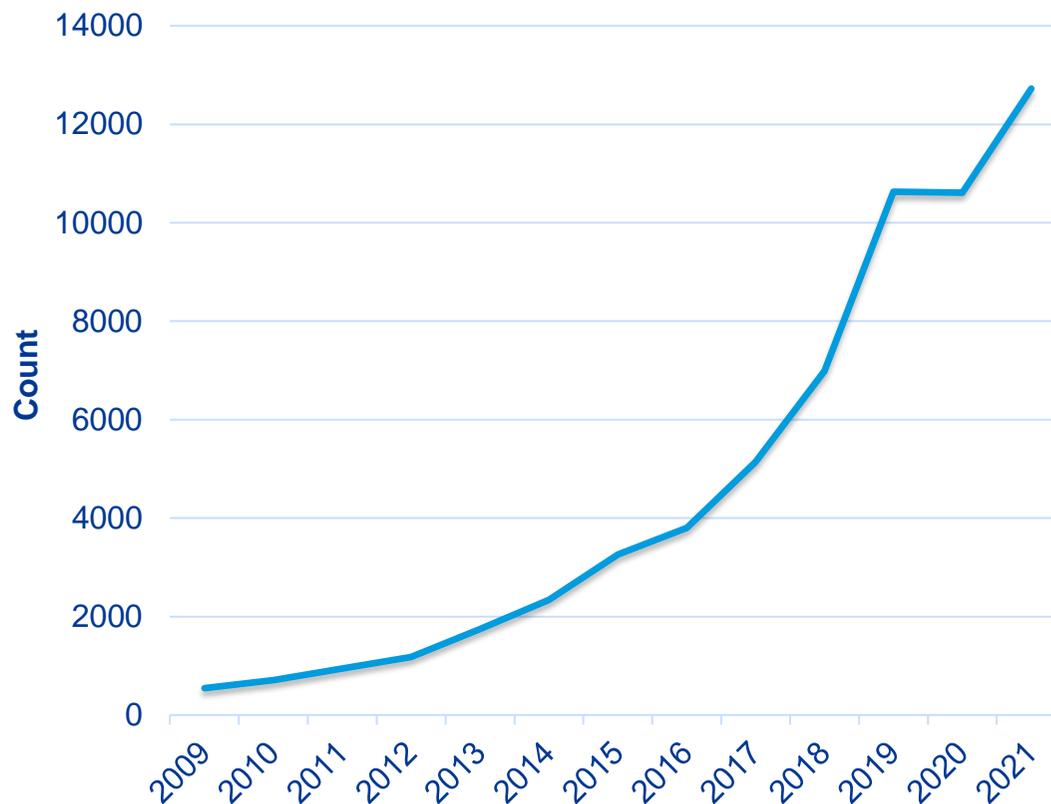
The **NRM** is a framework for identifying and referring potential victims of modern slavery and ensuring that they receive appropriate support. Adults must consent to being referred to the NRM, and if consent is not given, the duty to notify* must still be discharged. If a victim is a child, they must be referred to the NRM.

The NRM data for 2021 shows that 12,727 potential victims were referred to the system nationally by first responders. This represents a 20% increase compared to the previous year. Of the total number of referrals in 2021, 77% (9,790) were male and 23% (2,923) were female. The increase in referrals in 2021 could indicate that first responders are improving in the identification of potential victims and does not necessarily correlate with there being more victims.

Overall, the number of potential victims of modern slavery in the UK has increased annually since 2014. However, a slight decrease in the number of victims was noted in 2020, which is likely to be as a result of the national lockdowns experienced during the Covid-19 pandemic.

Source of data: NRM

Number of NRM referrals: 2009 to 2021



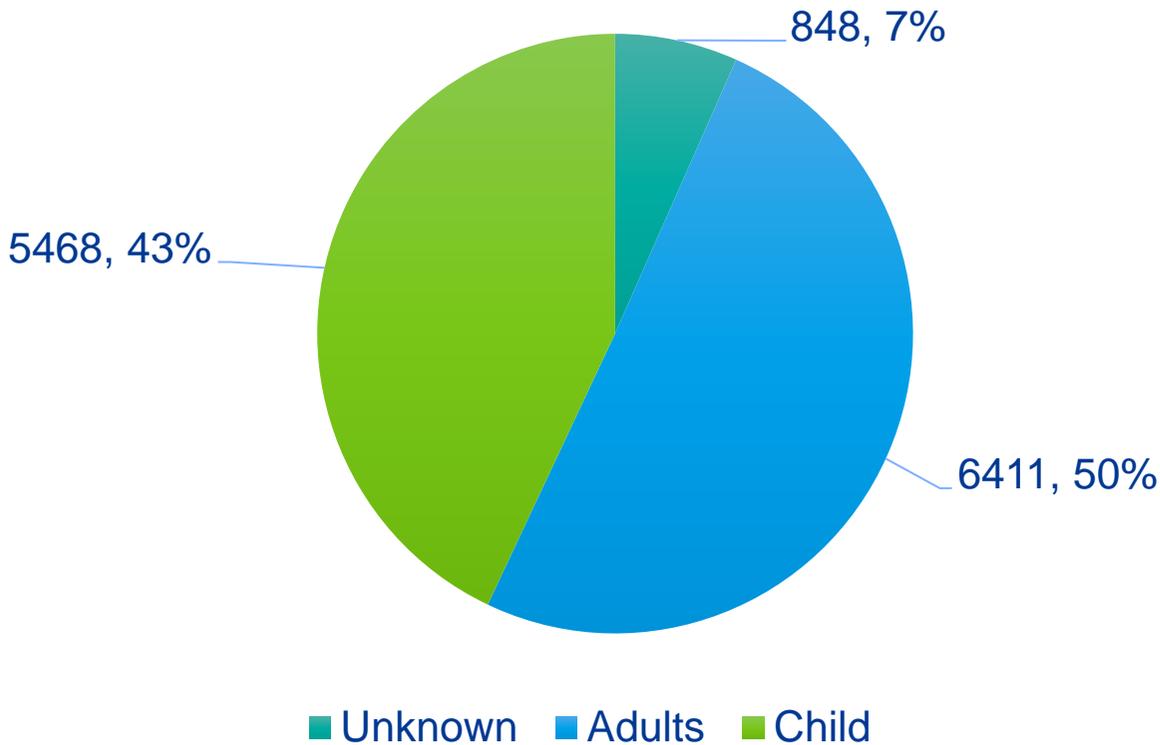
* Local authorities have a statutory 'duty to notify' the Home Office when they encounter potential victims of modern slavery. This duty is discharged by either referring the potential victims to the NRM or notifying the Home Office where an adult does not consent to enter the NRM.

SETTING THE SCENE

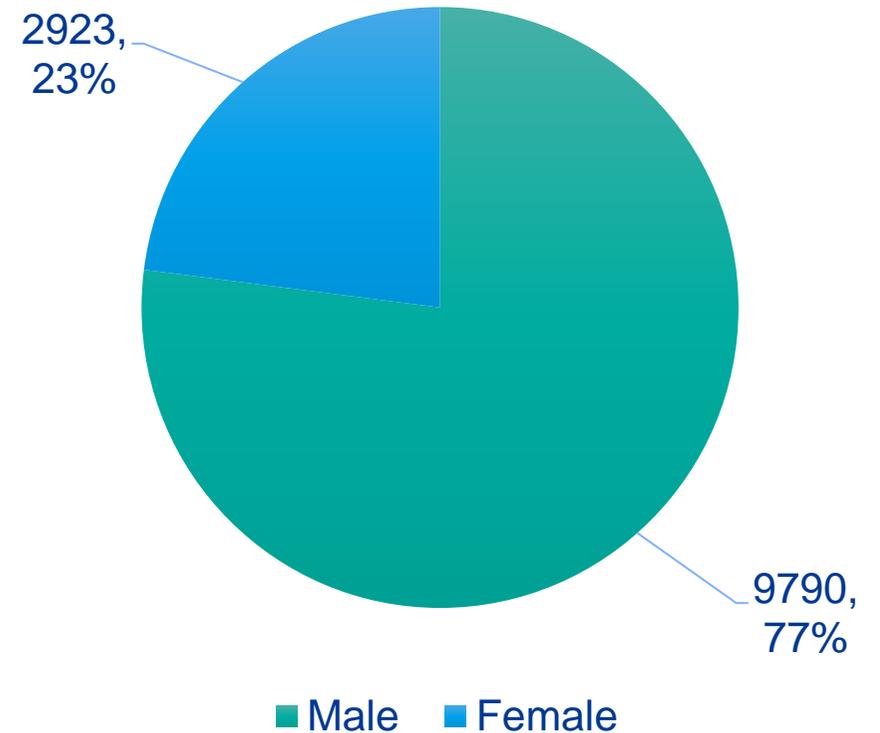
The National Victim Profile

Of the potential victims identified nationally in 2021, 848 (7%) were of unknown age, 6,411 (50%) were adults and 5,468 (43%) were children under the age of 18 years. Furthermore, 9,790 (77%) potential victims were male and 2,923 (23%) were female.

Adult and Child Victims, 2021



Gender of potential victims, 2021



Source of data: Home Office statistics, 2021

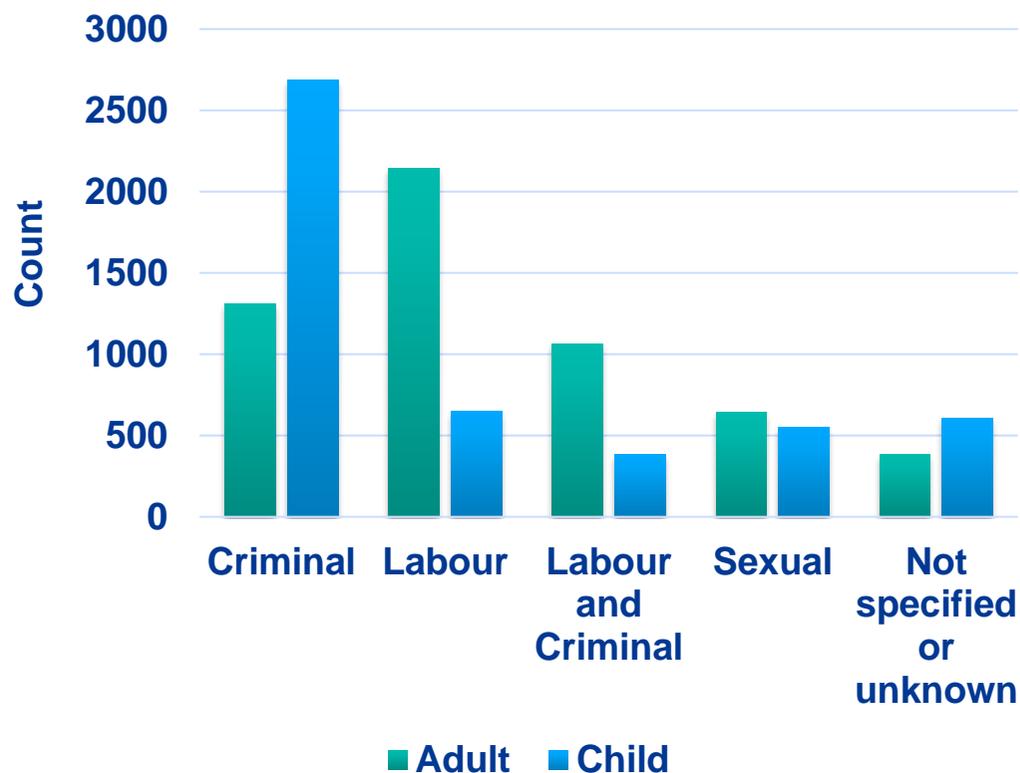
SETTING THE SCENE

Types of Modern Slavery Exploitation

Nationally, the main types of exploitation suffered by potential victims in 2021 included criminal exploitation, labour exploitation, and sexual exploitation. Data and intelligence from the NRM in 2021 shows that **the most common type of exploitation amongst children was criminal accounting for 2,689 referrals.**

Labour was the most common type of exploitation amongst adults accounting for 2,141 NRM referrals. Exploitation type varies between male and female victims. Males are more likely to be victims of labour and criminal exploitation, whereas females are more likely to be victims of sexual exploitation. As modern slavery is a ‘hidden’ crime, establishing the true prevalence remains complex, however.

Number of NRM referrals by exploitation type and age group, 2021



Source of data: Home Office Statistics, 2021

SETTING THE SCENE

Total Referrals by Nationality

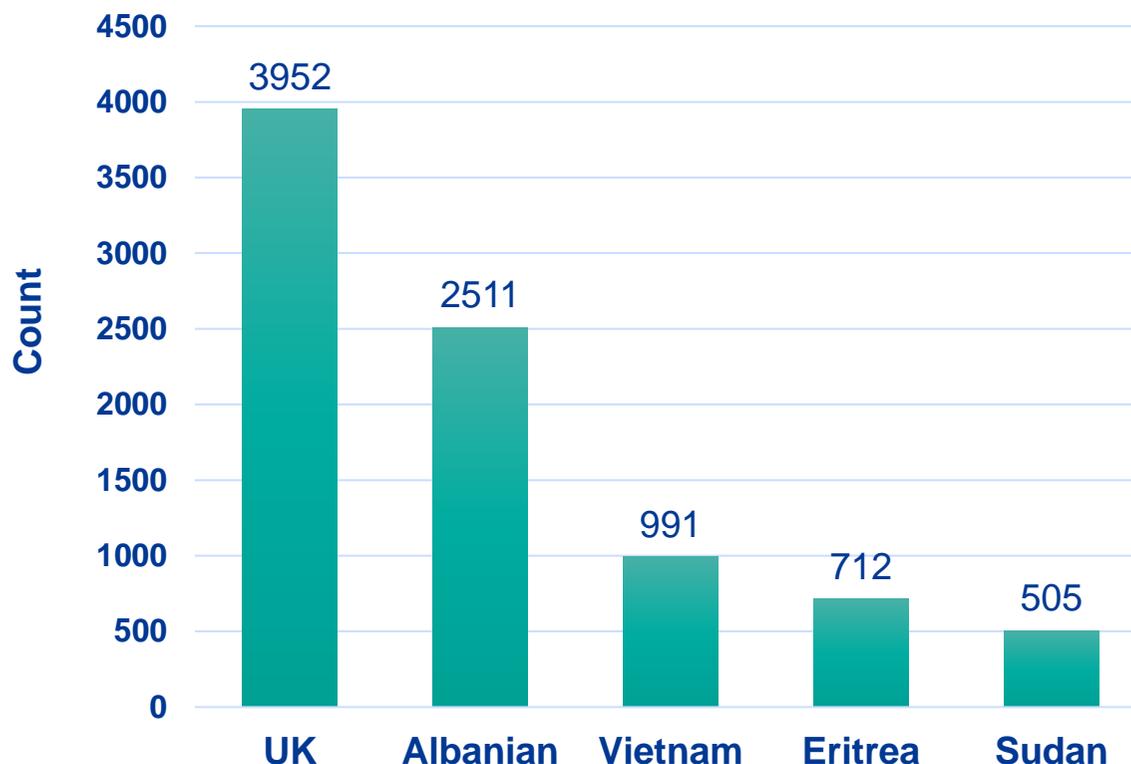
Nationally, UK citizens accounted for 31% or 3,952 of all recorded potential victims in 2021. This represents a slight decrease from the previous year where UK citizens accounted for 34%.

Albanian (20%, 2,511) nationals were the second most referred nationality followed by Vietnamese (8%, 991). A large proportion (75%; 2,981) of UK nationals were child potential victims. However, for Albanian nationals, the majority (81%, 2,046) of potential victims were adults. For Vietnamese nationals, 64% or 635 were adults and 27% or 269 were child potential victims.

There was an increase in the number of potential victims from Eritrea being referred, rising from 395 in 2020 to 712 in 2021, equating to a rise of 80%.

Source of data: Home Office statistics, 2021

The most common nationalities of potential victims in 2021



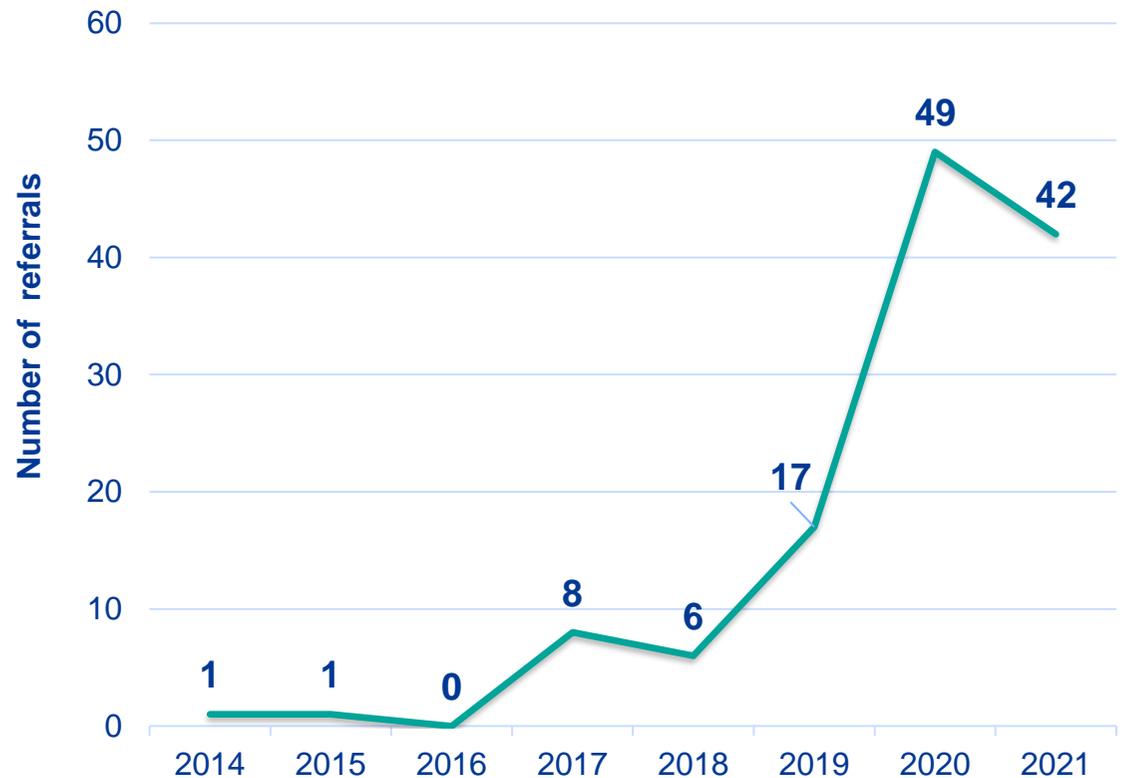
SETTING THE SCENE

Modern Slavery Referrals: The Haringey 'picture'

In Haringey in 2021, 42 people were referred to the NRM. This represents a 14% decrease on the previous year when there were 49 referrals.

Of the 42 referrals to the NRM, 35 or 83% of these were for children (17yrs and under) and 7 or 17% were for adults. This figure however is not fully reflective of the true number of adult victims in Haringey as adult victims are less likely to be identified than children because they encounter far fewer services where they could be identified.

Number of NRM referrals made by Haringey Council: 2014 to 2021

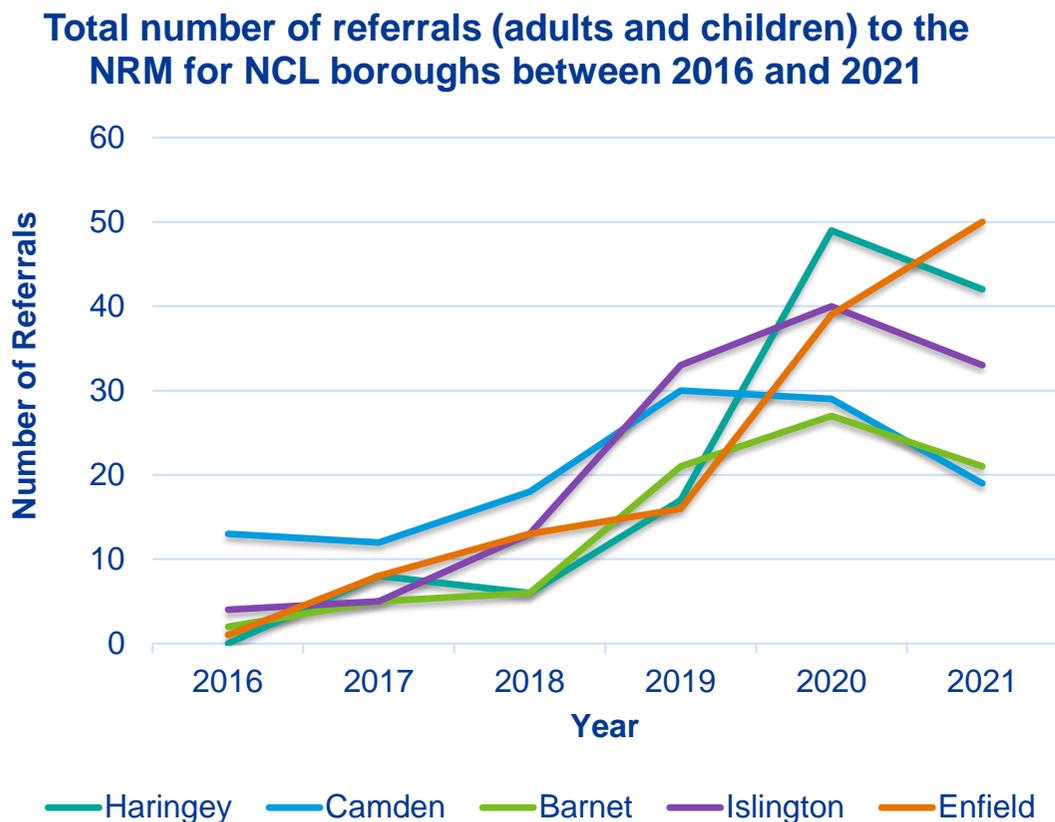


Source of data: Home Office statistics, 2021

SETTING THE SCENE

Modern Slavery Referrals across North Central London Boroughs

Across North Central London (NCL), Enfield (50) had the highest volume of NRM referrals in 2021 and Camden (19) had the lowest. There are several reasons for the variations in referrals to the NRM observed across NCL boroughs between 2016 and 2021. The variations could be due to differences in the awareness and understanding around modern slavery cases per borough, or in relation to the requirements to refer to the NRM. In 2021, significant variations were evident in NRM referrals by first responder (local authority) for adults and children.



Source of data: Home Office statistics

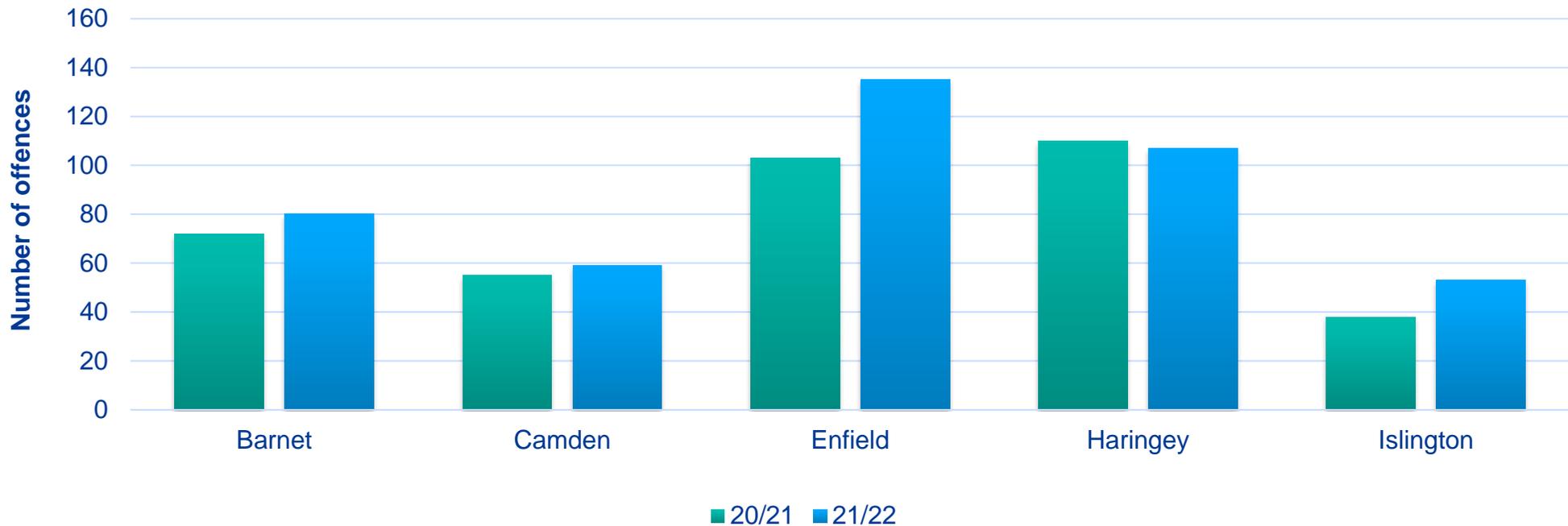
Local Authority	No. of adults (18 and over)	No. of minors (17 or under)	Unknown	Total
Barnet	1	19	1	21
Camden	4	15	0	19
Enfield	7	41	2	50
Haringey	7	35	0	42
Islington	3	28	2	33
NCL Total	22	138	5	165

SETTING THE SCENE

Modern Slavery Offences across North Central London

Data and intelligence on the scale of modern slavery in Haringey is relatively limited. Therefore, the true ‘picture’ in the borough remains somewhat elusive. The figure below shows the number of reported modern slavery offences in Haringey in 2020/21 and 2021/22 compared to the other NCL boroughs. In Haringey in 2020/21, of the 110 offences, 51 (46%) of these were for people aged under 18 years and 59 (54%) of these were for people over 18 years. In 2021/22, 34 (32%) offences were for people aged under 18 years and 73 (68%) were for people aged over 18 years.

Total Number of Modern Slavery Offences across NCL in 2020/21 and 2021/22



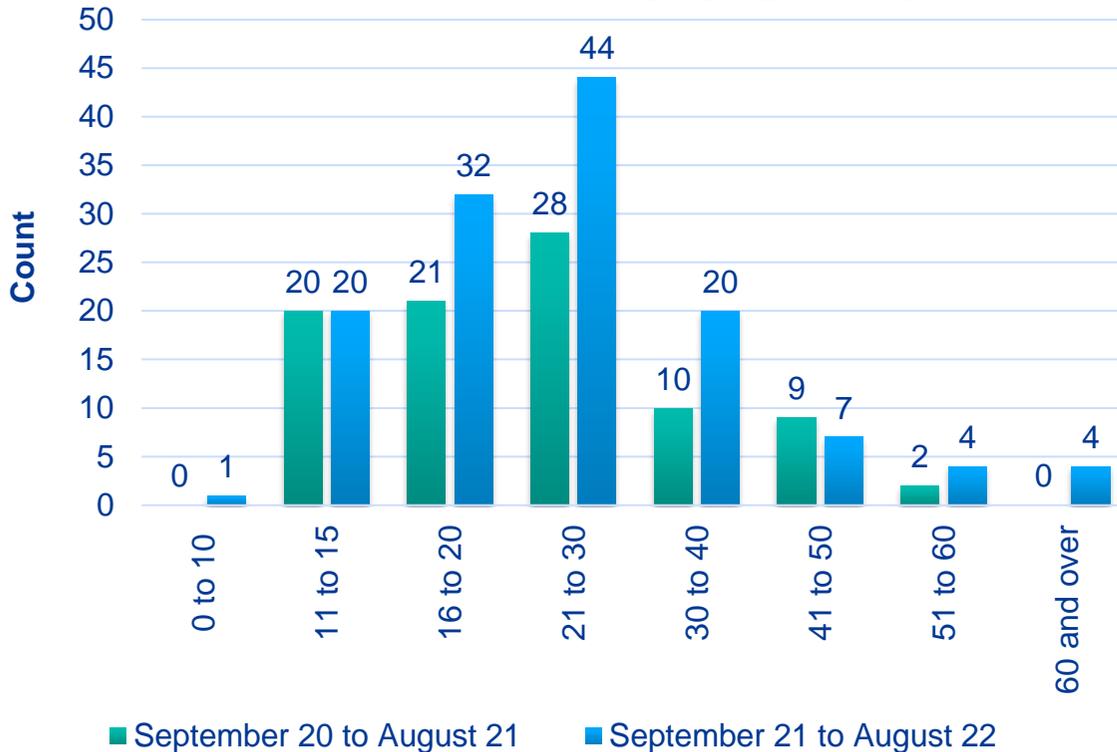
Source of data: Metropolitan Police

SETTING THE SCENE

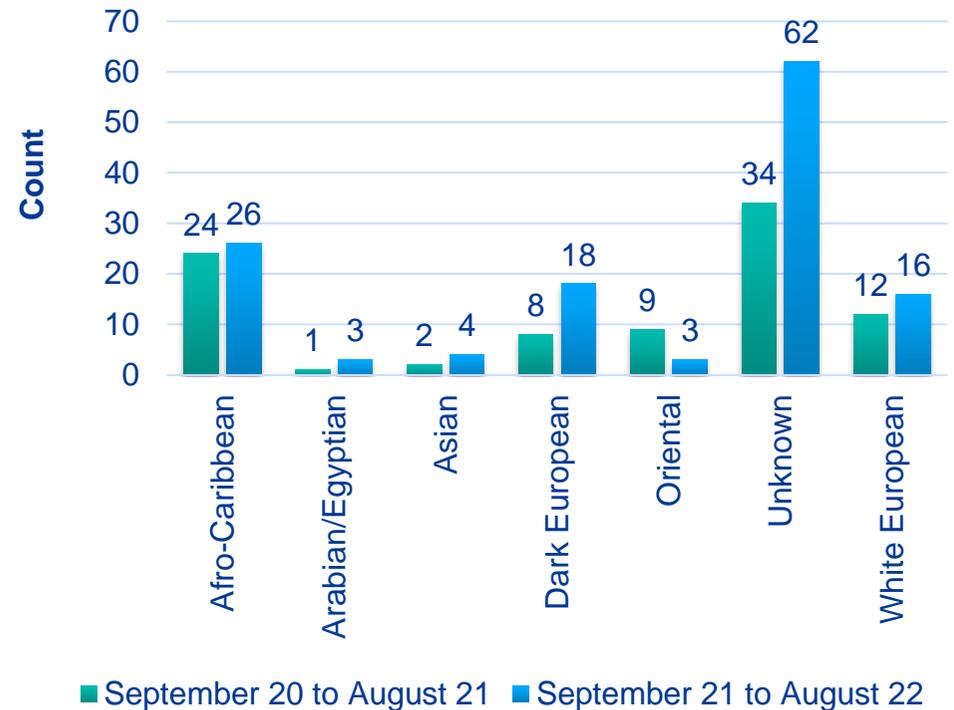
Haringey Modern Slavery Victim Profile

The figures below show the profile of victims of modern slavery by different age and ethnic groups covering for the periods September 2020 to August 2021 and September 2021 to August 2022. During the period September 2021 to August 2022, 44 of the victims were aged between 21 and 30 years, accounting for a third of all victims in that year. The highest proportion of victims during the period September 2021 to August 2022 were reported as ‘unknown ethnicity’ (n= 62, 47%), followed by the Afro-Caribbean (n= 26, 20%).

Victims of Modern Slavery by Age Groups



Victims of Modern Slavery by Ethnicity



Source of data: Metropolitan Police

SETTING THE SCENE

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 the improvements which 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.

FUTURE NEED

Some of the key events which have impacted on the scale of modern slavery in recent years and present implications for future need at a national and local level are as follows:

1. The cost of living crisis

The cost of living crisis could lead to greater levels of exploitation among some of the most vulnerable groups in society, especially where they are already in a precarious position financially. Empowering more staff in Haringey to recognise the signs of modern slavery and how to respond will continue to be fundamental in ensuring that communities remain safer places for vulnerable individuals who may be at risk of this crime. This is especially important when more residents will be at a greater risk of poverty and financial hardship. These factors are likely to exacerbate levels of exploitation and human trafficking both now and in the future. Training staff to identify the signs of modern slavery and how to respond using the correct reporting procedures will help to support communities at risk of modern slavery and in identifying potential victims.

2. The war in the Ukraine

The war in the Ukraine presents significant risks on exploitation and human trafficking. The International Organisation of Migration estimates that Russia's invasion of the Ukraine could displace as many as 7 million Ukrainians internally and create four million refugees. This displacement could significantly increase the risk of trafficking and exploitation for all people escaping the conflict, especially children. In Haringey, Connected Communities have been providing support by putting in place the necessary provisions for people arriving in the borough from the Ukraine displaced by the war. A multi-agency response is fundamental in ensuring that safeguarding is a central consideration in the policy, procedures and guidance being produced to support people arriving from the Ukraine both at a local and national level.

3. Covid-19 Pandemic

The Coronavirus pandemic presents significant implications for global health and security which have extended to modern slavery and human trafficking. 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. The 2021 Home Office's UK Annual Report on Modern Slavery reported that 2020 was the first time that a one year increase in the number of potential victims referred to the NRM for modern slavery was not seen. This trend was a result of the Covid-19 pandemic and the related restrictions in place. Some evidence suggests that traffickers adapted their methods to the pandemic which included increased online recruitment. Nationally, although the identification of victims appears to have been impacted with fewer adults being identified, there was an increase in county lines* referrals involving children in 2020. This rapid increase in the identification of county lines cases led to a partial increase in the number of referrals for children within the criminal exploitation category.

*County lines describes drug gangs in large cities who are expanding their reach to small towns often exploiting vulnerable individuals to transport substances. Further information on 'county lines' can be found [here](#).

WHAT WORKS?

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.

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.

WHAT WORKS?

Addressing modern slavery in Haringey requires a strategic and multi agency approach. Croydon Council have developed a 'whole council approach' to tackling modern slavery. The approach taken by Croydon Council could potentially be adopted in Haringey. Croydon Council 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 and duty to report procedure on CRS databases.

Haringey Council have already started to implement several of these actions including developing training resources and establishing modern slavery advocates across the organisation. Partners in Haringey who are working across modern slavery could use the learning from Croydon Council particularly in relation to raising awareness and in the identification of risk factors associated with modern slavery.

RECOMMENDATIONS

1. A dedicated training package continues to be delivered across the organisation, which addresses the signs of modern slavery and highlights the correct reporting procedures as part of the programme.
2. Any identified gaps in training provision, or in the organisational response to modern slavery cases are addressed through a multi-agency, co-ordinated response led by the appropriate service areas.
3. Monitor key developments relating to the Illegal Migration Bill, which was introduced into Parliament in March 2023. If passed through Parliament, the implications of the Bill will need to be considered further since people who arrive in the UK via irregular means cannot access support and protection as a victim of modern slavery.
4. Provision of 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.
5. LB Haringey staff in the relevant service areas continue to engage with voluntary and community sector partners to ensure that a joined-up approach is taken in raising awareness of potential cases of modern slavery and human trafficking.
6. Modern slavery referrals continue to be monitored on an annual basis and that this information is shared with and reported to the relevant strategic boards.

RECOMMENDATIONS

7. When processing data and intelligence relating to cases of modern slavery and human trafficking, General Data Protection Regulation (GDPR) requirements are followed by the responsible officer(s).
8. Ensure that the 'Haringey Welcome Approach' is adopted for refugees and asylum seekers who are re-locating to the borough and that the appropriate support is provided as and when required.

FURTHER INFORMATION

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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.

This factsheet was produced by Rick Geer (Public Health Intelligence Specialist) and approved for publication by Chantelle Fatania (Public Health Consultant) in June 2023.

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