

**REPORT TO:** Safer Policy and Performance Board

**DATE:** 19<sup>th</sup> February 2019

**REPORTING OFFICER:** Strategic Director –Enterprise, Community and Resources

**PORTFOLIO:** Community Safety

**SUBJECT:** Modern Day Slavery and Human Trafficking

**WARDS:** Borough wide

## **1.0 PURPOSE OF THE REPORT**

1.1 To update the Board on work to combat Modern Day Slavery, across Halton and Cheshire.

## **2.0 RECOMMENDATION: That**

- 1) **the report be noted; and**
- 2) **the Board consider the information presented and raise any questions of interest or points of clarification following the presentation.**

## **3.0 SUPPORTING INFORMATION**

- 3.1 The Modern Slavery Act 2015 introduced requirements for law enforcement agencies, working in partnership with other agencies, to pursue, disrupt and bring to justice those engaged in human trafficking and slavery, servitude and forced labour. It also introduced a range of measures to enhance the protection of victims.
- 3.2 The Act is designed to combat modern slavery in the UK and consolidates previous offences relating to trafficking and slavery. The act extends to England and Wales, and received Royal Assent and became law on 26 March 2015.
- 3.3 It should be noted that the Government has commissioned an independent review of the Modern Slavery Act, and the interim second part of this review has just recently been published. The final outcomes of the review may change statutory obligations.
- 3.4 The Cheshire Modern Slavery Strategy helps inform the Council's approach to ensuring the legislative framework is effective in Halton (please follow this link to view document <https://www3.halton.gov.uk/Pages/councildemocracy/Policies-and-Plans.aspx>).
- 3.5 The difficulties in identifying crimes of modern slavery and the significant barriers for potential victims coming forward are well understood. In Cheshire and Warrington, a number of police operations have confirmed that acts of Modern Day Slavery (MDS) occur in the borough and that Council services can

help support police operations by working together to help prevent and combat the effects of these crimes. The process of identification can be very challenging, in particular establishing the means and purpose of activities and differentiating in terms of the Act, those adults who are subject to poor or illegal work conditions and those who are victims of MDS through the use of force, control, deception and threat.

- 3.6 Often those who have been trafficked and exploited are afraid to raise their situation with authorities due to threats that have been made to them and their families. They may also be trapped due to debt they owe their exploiter or be in fear of deportation. Also they may not themselves recognise that they are being exploited and are suffering 'Stockholm Syndrome', the syndrome whereby they feel psychologically trapped with their trafficker.
- 3.7 This type of exploitation is across all nationalities, including British nationals. Specifically it is reported that a large proportion of trafficked victims may be exploited in the labour market, whilst also being exploited to obtain government benefits. It is reported that those who are subject to this kind of exploitation receive little or none of their earnings. It is also reported they are housed in overcrowded, poor conditions and may have little opportunity to freely leave the premises. They may also have limited supplies of food and drink.
- 3.8 By being aware of the warning signs of those who have trafficked in and around the UK for this type of exploitation, members of the wider community can be central to signposting for safeguarding and facilitate their freedom from their exploiter. In turn this will assist the Police in determining the main offenders in this criminality.
- 3.9 The signs to look out for that someone may be a victim of exploitation:
  - They may be accompanied by male or female who speaks for them and purports to be their interpreter as it is portrayed they have little knowledge of the English language or the benefit or employment system.
  - It is recommended an independent interpreter is used where possible.
  - They may not be in control of their own identity document / bank cards.
  - They may have little knowledge of their bank account details.
  - Show signs of physical or psychological abuse, look malnourished, unkempt, and anxious/agitated or appear withdrawn and neglected.
  - They may have injuries that appear to be from an assault.
  - They may rely on the person they are with for transport.
  - They may have little knowledge of their home address or place of work.
  - They may have little knowledge of the terms of their contract or may give a rehearsed answer that they are being paid the minimum wage and work the standard 8 hours per day with adequate rest days.
  - They may have false qualifications or a false license to work in their trade.

Board Members may find the attached info graphics of use.

## **4.0 LOCAL ACTIVITY**

- 4.1 The Council, at its meeting held on 17 October 2017, passed a Motion that supported the implementation of the Modern Slavery Act 2015. That Motion, amongst other things, committed the Council to publishing annually, its own

Modern Slavery Transparency Statement, which can be found on the Council's website (<https://www3.halton.gov.uk/Pages/councildemocracy/Policies-and-Plans.aspx>)

Whilst there is no statutory obligation for public sector organisations to produce this Statement, it shows community leadership and supports of the aims of the Act.

- 4.2 The Community Safety portfolio has been identified as the political lead for issues related to MDS, whilst responsibility for the Transparency Statement sits with the Resources portfolio which includes finance and procurement.
- 4.3 In July 2018 the Safer Halton Partnership received a presentation from the Chair of the Cheshire Anti-Slavery Network (CASN), and following the group's discussion, there has been ongoing activity to ensure that Halton plays its part, both within the Borough and across the Pan-Cheshire footprint. These include:-
  - a) Halton now has consistent representation at the CASN, both strategically and operationally;
  - b) Support from Halton officers is being provided to the CASN, who have been asked by the Pan-Cheshire Protecting Vulnerable People Group to develop a Pan-Cheshire MDS Charter, which all four local authorities will be asked to endorse. The Transparency Statement in Supply Chains (see above) is a statement which commercial organisations, with an annual turnover of more than £36m, have to produce under section 54 of the Act. There is a suggestion, with the ongoing review of the Act, that there will soon be a requirement for public bodies to produce such a statement. This Charter will support the Transparency Statement and will help protect against wider exploitation, safeguard communities, protect local businesses and the local economy. The Charter will include the victim care and support pathways ensuring a cohesive and consistent response to modern slavery and exploitation across the Cheshire footprint.
  - c) Officers are part of the task and finish group developing an Adult Pan-Cheshire Victim Pathway based on the Government model and similar to the one already in place for Children;
  - d) Officers are developing a protocol between the local authority, Cheshire Police and the Social Landlords, which will formalise ways of working, sharing of information and confirmation of who provides what support during the victim's service journey, both for those who agreed to the support offered by the National Referral Mechanism (NRM) and those who don't;
  - e) There is now a Halton MDS group in place which is used to share best practice, disseminate information and improve reporting systems for the NRM, including a better understanding of what happens to victims once they leave the NRM (which is when they potentially could become the responsibility of the local authority); and
  - f) A Single Point of Contact has been identified as the Housing Solutions Manager in the first instance, followed by the Community Safety Manager

and the Partnership Officer. It should be noted this doesn't mean that they will support every victim or potential victim as identified by frontline colleagues, but they should be the people who frontline colleagues contact for advice, guidance and further signposting.

## **5.0 POLICY IMPLICATIONS**

- 4.1 The policy implications of the review relate primarily to the Safer Halton priority. However this is a cross cutting work area which has wider implications on other areas of council business.

## **6.0 FINANCIAL IMPLICATIONS**

- 5.1 **None**

## **7.0 IMPLICATIONS FOR THE COUNCIL'S PRIORITIES**

### **6.1 Children and Young People in Halton**

The Community Safety Service as a universal service impacts on the health, safety and well-being of young people.

### **6.2 Employment, Learning and Skills in Halton**

**None**

### **6.3 A Healthy Halton**

The Community Safety Service as a universal service impacts on the Health, safety and well-being of the residents of Halton.

### **6.4 A Safer Halton**

The Community Safety Service as a universal service impacts on the Health, safety and well-being of the residents of Halton.

### **6.5 Halton's Urban Renewal**

**None**

## **8.0 RISK ANALYSIS**

**None**

## **9.0 EQUALITY AND DIVERSITY ISSUES**

**None**

## **10.0 LIST OF BACKGROUND PAPERS UNDER SECTION 100D OF THE LOCAL GOVERNMENT ACT 1972**

- 9.1 There are no background papers under the meaning of the Act.

# 7 Minute Briefing: Coercive Control

## 1. Background

Coercive control is a term used to describe a pattern of behaviour which seeks to take away the victims sense of liberty or freedom, to strip away their sense of self. It includes a wide range of controlling acts including manipulation, isolation, intimidation, sexual coercion, humiliation, gaslighting (a form of psychological abuse in which a victim is manipulated into doubting their own memory, perception and sanity). Victims, their family or professionals do not always realise they are a victim.

## 7. Key points

Follow your own agency procedures.  
Use the Early Help Directory for sources of help and support [click here](#)

## 6. What to do

Use professional curiosity and be confident to ask questions

BELIEVE disclosures made and adopt an understanding, non-judgemental approach.

Gather information and share appropriately to enable risk assessment and relevant response.

Remember the voice of the child and adult.

## 5. Some examples of Coercive Control

- Using technology to monitor or track a person or threaten them. E.g phones or social media
- Isolation- stalking or restricting movements, alienation of friends/ family
- Manipulation –of friends, professionals, children and family
- Withholding/destruction- food, money, passport, clothes, contraceptives, sanitary products
- Threats to individual and family members and friends

## 4. What's the effect?

Coercive control may create deprivation of independence and liberty, which can cause co-dependency, making it difficult to break away from the abuser.

There are increased levels of suicide, self-harm, and substance misuse, deterioration of mental health, risk of death and criminal offences. Risks to children also include emotional, physical abuse.

## 2. Why it matters

Coercive Control is a crime which carries a maximum penalty of 5 years imprisonment and a fine. It is a key factor in Child Safeguarding and Adult Safeguarding; Child Exploitation, Domestic Abuse, Harmful Practices, Modern Day Slavery, Mate Crime and Radicalisation.

This behaviour has a major effect on both the victim and the perpetrator. In Liverpool there have been a number of domestic homicides which included coercive control as a key element.

## 3. Information

Often coercive control starts through grooming. Predators will target vulnerable children, or adults, families, friends, professionals. They may initially provide support and assistance as part of the grooming process to win the trust of their victim.

Coercive control does not relate to a single incident, it's a purposeful pattern of behaviour that takes place over time, in order for one individual to exert power, control or coercion over another.



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# THERE IS NO ONE TYPE OF MODERN SLAVERY VICTIM



## VICTIM VULNERABILITIES

Victims are targeted by offenders due to their vulnerabilities



Limited access to education



Immigration status



Difficult family background



Child



Mental health problems



Drug & alcohol dependency



Homelessness/poverty



Geographic instability, natural disaster & war

## DECEPTION

Victims are promised something which does not come into being. Some victims know their intended employment, most do not. It is likely that most will not know how exploitative the circumstances will be



Adoption



Boyfriend model



School



Au pair



Fruit, veg, flower picking



Conditions



Low wages



Hours worked

Victims may travel to the UK with different expectations

Victims may be misled about a job's nature, existence, or legality

Victims may be misled about their hours, wages, or living/working conditions

Victims are promised a better life, job opportunities, and more money. They may have debts, families to support, and struggle to get work at home

## COERCION

Victims are coerced into exploitation through force, abuse or blackmail. Coercion may be ongoing throughout the exploitation



Substance addiction



Withholding of medication



Blackmail



Impersonation of authority



Abuse & force

## SIGNS OF EXPLOITATION



Long hours



Substance addiction



Chaperoned/accompanied



Lack of possessions



Language barriers



Passport held by someone else



Pregnancy



Lack of personal protective equipment



Lack of access to medical care, strange injuries



Isolation & observation



Money deducted from salary for food



No keys/can't come and go



Malnutrition



Psychological trauma



Sporadic school attendance



Money withheld



Ritual abuse/witchcraft

## WHY DO VICTIMS STAY?

Victims can stay within an exploitative situation for a number of reasons: they are scared to leave, feel they have nothing better to return to, or believe that they are living a better life. They may not see themselves as victims, or the situation might be more acceptable within their culture. Victims may have no money, are unsure where to go, or are fearful of authorities



Immigration status



Blackmail



Threats to family



ID taken



Debt bondage



Low wages

## PROVING VICTIMHOOD



Is accommodation provided by the employer?



Is accommodation in poor condition or overcrowded?



Proof of organisation/payment of travel, to prove trafficking

Was the victim told to commit a crime?



Someone else has possession of the victims' documents



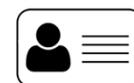
Proof of isolation



Health records



Use of CCTV to show who is withdrawing money from the victim's accounts



Was the victim accompanied to get their NINO? Did the chaperones give their contact details for a number of people?



Was the victim accompanied to get their bank card? What is the victim's money being spent on? Flights for other people?

# THERE IS NO ONE TYPE OF MODERN SLAVERY

## RECRUITMENT



### Multiple methods may be used

Victims are forced, coerced or deceived into exploitation. This can be over time so that the victim does not realise they are being groomed

## TRANSIT



### Multiple methods may be used

Non-UK victims enter the UK legally, illegally or clandestinely via a range of transport methods. They may be moved around the UK through different methods. Victims may be exploited en route



Legal, counterfeit or fraudulent documents may be used at border controls. Victims may or may not know what they will be doing in the UK



### LABOUR

Victims work for offenders directly or work for others and have their wages 'taxed' for living expenses by an offender



### SEXUAL

Victims can be forced, or appear willing, to work in the sex industry in a variety of locations. Often involves the use of the internet and can involve children



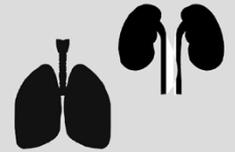
### CRIME

Victims are forced or coerced into criminal activities (e.g. begging, shoplifting, forced marriage)



### DOMESTIC SERVITUDE

Victims carry out household tasks and movement may be restricted



### ORGAN HARVESTING

Victim's organs, blood or eggs may be taken to be sold. Not yet identified in the UK

## CONTROL



Multiple methods may be used

## MONEY

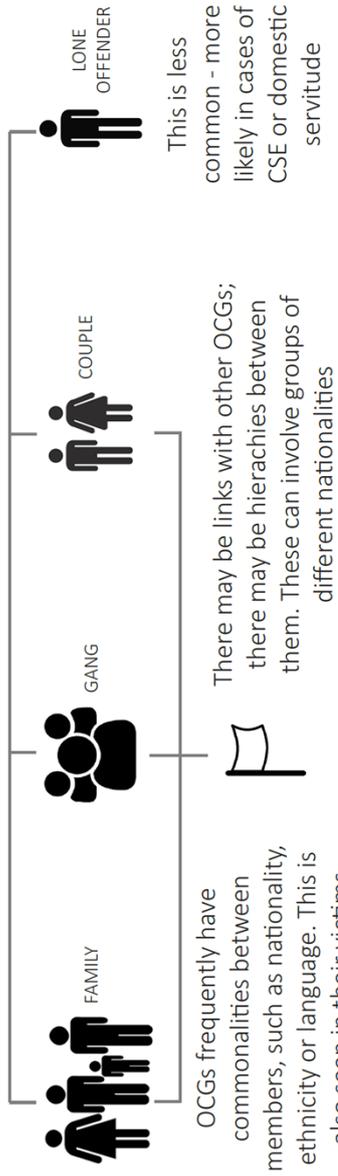
Offenders exploit victims for monetary gain

Some exploitation may be for personal benefit or gratification

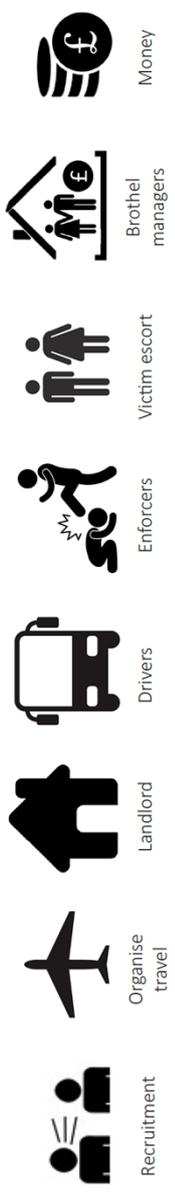
Offenders may be involved in money laundering and benefit fraud, with victims sometimes indirectly or unknowingly involved

# THERE IS NO ONE TYPE OF MODERN SLAVERY OFFENDER

## ORGANISATION

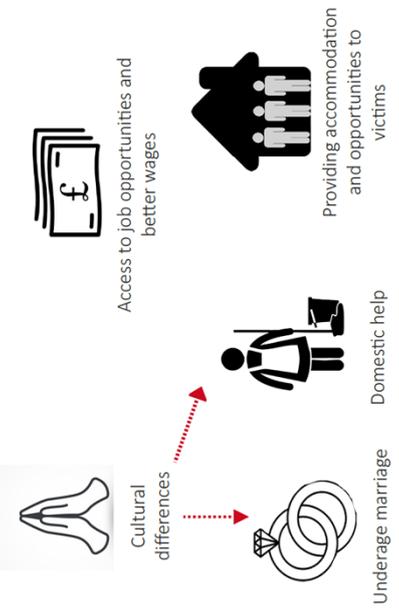


Depending on the size and level of organisation within the OCG, offenders may have specific roles. Some members of the OCG may be based abroad, others in the UK. Some functions (e.g. drivers, landlords) may be carried out by individuals outside of the OCG, who may or may not be aware of exploitation occurring



## OFFENDER RATIONALE

Offenders may use the below to explain allegations of Modern Slavery



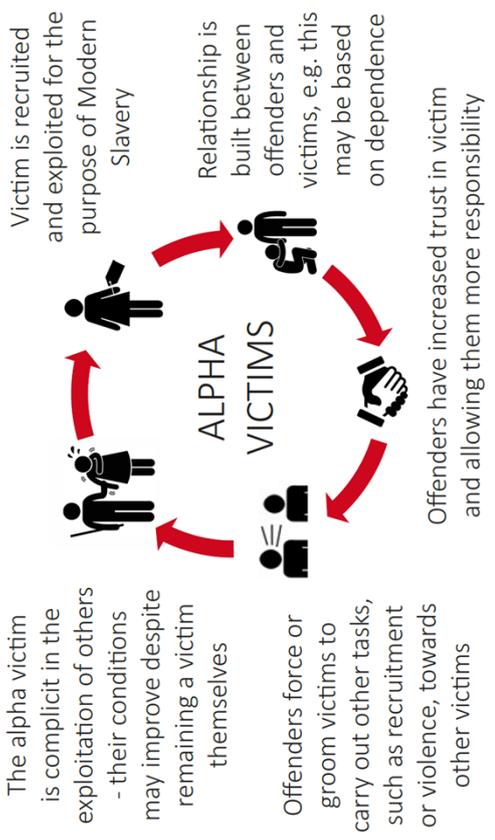
## GENDER

Offenders may be male or female. Males are more likely to offend with other males, or with females. It is less likely that females will offend solely with other females

Female offenders, particularly within sexual exploitation, can be mistaken for victims, and may seek to prevent victims coming forward. Male offenders may pretend to be the boyfriends of victims

Female offenders can be involved in managing the business's money

## ALPHA VICTIMS



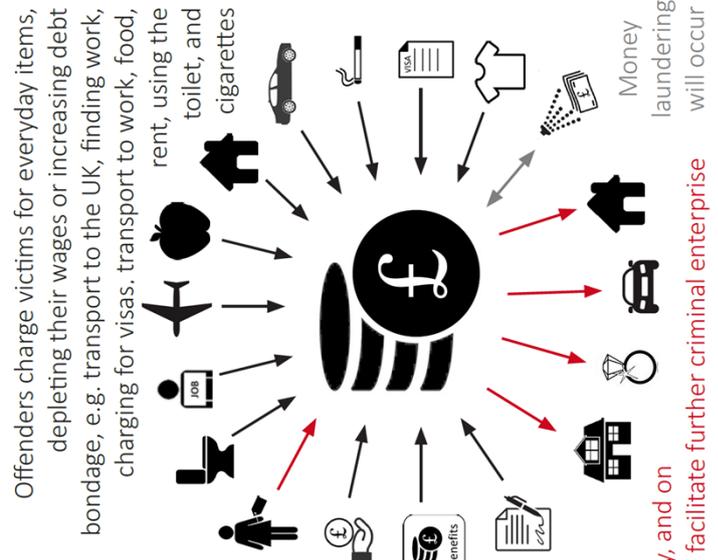
## MONEY

Offenders can generate money from slavery and trafficking in many ways

Victims can be sold, increasing the offender's profits

Wages are held or taken from victims. Benefits, loans and bank accounts are taken out in the victim's name

Offenders may spend proceeds in the UK or in their home country on property, cars or jewellery, and on property or businesses to facilitate further criminal enterprise



# THERE IS NO ONE TYPE OF MODERN SLAVERY

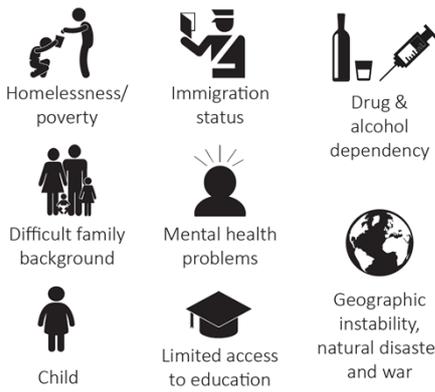
## ORGANISATION & ROLES

Victims and offenders often share the same nationality



Depending on the size and level of organisation, offenders may have specific roles

## VICTIM VULNERABILITIES



## RECRUITMENT

Victims may be forced, coerced or deceived into exploitation - this can be over time so that the victim does not realise they are being groomed



## DECEPTION



Victims may be misled about a job's nature, existence or legality

Victims may travel to the UK with different expectations

Victims may be misled about their hours, wages, or living/working conditions

## COERCION & CONTROL

Coercion may continue throughout exploitation as a method of control - explaining why victims remain in exploitative situations



## TRAVEL

Non-UK victims enter the UK legally, illegally or clandestinely. UK and non-UK victims will be moved around once in the UK  
Victims may be exploited en route



## LABOUR

Victims may work for offenders directly, or work for others



## EXPLOITATION

### CRIME

Victims are forced or coerced into criminal activities (e.g. begging, shoplifting, forced marriage)



## SEXUAL

Victims can be forced, or appear willing to work in the sex industry, in a variety of locations



## DOMESTIC SERVITUDE

Victims are forced to carry out household tasks - movement is likely to be restricted



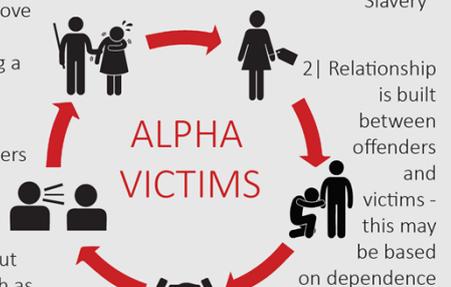
5| The alpha victim is complicit in exploitation of others - their conditions may improve despite remaining a victim

1| Victim is recruited and exploited for the purpose of Modern Slavery

4| Offenders force or groom victims to carry out tasks, such as recruitment or control, towards other victims

**ALPHA VICTIMS**

3| Offenders have increased trust in victim and allow them responsibility



## ORGAN HARVESTING

Victim's organs, blood or eggs may be taken to be sold (not yet identified in the UK)



## MONEY

Offenders charge victims for everyday items, to maximise their profits and build a debt to increase control over victims



## SIGNS OF EXPLOITATION

