



Additional Information: Human Trafficking and Modern Slavery

1. Background

- 1.1 Tackling human trafficking and modern slavery has been a priority of the PCC since first being elected in 2012. As a key priority within the outcome of 'Safeguard vulnerable people', below is the narrative from the PCC's Police and Crime Plan 2016-2021:

*'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 and I have set up a West Yorkshire Anti-Trafficking Network and a national network to combat this problem. I will continue to coordinate efforts against this crime by making sure we understand the extent and nature of the threat and resource the police and partners sufficiently.'*¹

2. The National Picture

- 2.1 During 2016 the National Crime Agency indicated that 3,805 potential victims of modern slavery had been referred in to the National Referral Mechanism (NRM), which equated to a 17% overall increase on 2015 and a 30% increase in the number of victims who presented as a minor. These victims were reportedly from 108 different countries of origin².
- 2.2 Government estimates³ previously suggested there were between 10,000 and 13,000 potential victims of modern slavery and human trafficking in the UK in 2013. However, the true number is likely to be far higher⁴, because many

¹ Page 23, West Yorkshire's Police and Crime Plan 2016-2021

² <http://www.nationalcrimeagency.gov.uk/publications/national-referral-mechanism-statistics/2016-nrm-statistics/788-national-referral-mechanism-statistics-end-of-year-summary-2016/file>

³ *Modern Slavery Strategy*, HM Government, 2014, page 5. Available from: www.gov.uk/government/uploads/system/uploads/attachment_data/file/383764/Modern_Slavery_Strategy_FINAL_DEC2015.pdf

⁴ See, for instance, the press release issued by the NCA on 10 August 2017, in which the Director of Vulnerabilities, Will Kerr, is quoted as saying: "The growing body of evidence we are collecting points to the scale [of modern slavery in the UK] being far larger than anyone had previously thought." 'Law enforcement

victims are unable or reluctant to engage with authorities (or may not be recognised as victims of this kind of offending if they do) and may be moved frequently across geographical boundaries. While the plight of victims remains unseen and unresolved, offenders can and will continue to exploit them.

- 2.3 Statistics available for the period January – September 2017 indicate 3,683 potential victims had been referred in to the NRM during this time, from reportedly 77 different countries of origin. Approximately 39% of these victims presented as a minor⁵.

3. Work of the West Yorkshire PCC and the Office of the Police and Crime Commissioner (OPCC)

- 3.1 The PCC 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.

- 3.2 As part of the 2014 Precept an extra £3.5 million was made available to WYP for increased capability to deal with Child Sexual Exploitation, Human Trafficking and Cyber Crime, which reflected the changing nature of policing and more emphasis on a safeguarding approach. A Human Trafficking Team was established with its main objectives being:

- to mainstream Human Trafficking investigations into divisional policing over the next 2 years
- to investigate offences of trafficking in human beings
- additionally the team was established to create a point of contact to offer advice and guidance to divisions
- to review all intelligence expeditiously to minimise risk to potential victims
- to focus on the prevent and protect strands of the national strategy; developing the anti-trafficking network, information sharing and exploring joint investigation team arrangements and funding across Europe

- 3.3 Through funding made available to the Partnership Executive Group in 2014/15, a Safeguarding Co-ordinator for the OPCC was appointed to support this area of work under a wider safeguarding remit (following the review of the office the title for this post is now Safeguarding Adviser). This post provides resource to lead and deliver on the PCC's strategy for a coordinated, cohesive and consistent response to safeguarding. Resources were further increased in 2017 following appointments of a dedicated member of staff to coordinate the

steps up response to modern slavery', press release issued by the NCA, 10 August 2017. Available from www.nationalcrimeagency.gov.uk/news/1171-law-enforcement-steps-up-response-to-modern-slavery

⁵ <http://www.nationalcrimeagency.gov.uk/publications/national-referral-mechanism-statistics/2017-nrm-statistics>

activity of the National Anti-Trafficking and Modern Slavery Network (NATMSN) and a Senior Safeguarding Analyst to also work across the wider remit of safeguarding.

- 3.4 The Safer Communities Fund has awarded a total of £36,343, between 8 organisations, to support projects which are tackling Human Trafficking and Modern Slavery.

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

- 4.1 In 2014, through the West Yorkshire for Innovation team (WyFi), PCC Mark Burns-Williamson secured funding of £200,000 from the Ministry of Justice to set up a West Yorkshire Anti Trafficking and Modern Slavery Network. In partnership, the network was organised by Hope for Justice, with assistance from the Office of the Police & Crime Commissioner (OPCC), in order to improve the coordination of the fight against human trafficking in the region, raise awareness of the issues and train staff and help victims cope and recover through the Purpose Project
- 4.2 Meeting quarterly and covering all 5 districts of West Yorkshire, the network 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.
- 4.3 All 5 districts in West Yorkshire have since established their own anti-trafficking strategy forums and developed their own Modern Slavery action plans in line with the UK Government Modern Slavery Strategy '4P' structure (Pursue, Prevent, Protect and Prepare). These forums meet regularly and provide updates at the West Yorkshire Network meetings.

A vitally important part of the network has been to train partners, police officers and staff on the signs and indicators of Human Trafficking which has been delivered by Hope for Justice.

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

- 5.1 In January 2016, the PCC for West Yorkshire, 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 (APCC) and the National Police Chiefs' Council (NPCC).
- 5.2 The establishment of a national network provides a strategic meeting framework for all PCC's in England and Wales to specifically focus on human trafficking and modern slavery issues. Enabling them to hold their own police forces to account more effectively on their response to modern slavery crime.

- 5.3 As lead for the APCC and Chair of the national network, West Yorkshire's PCC has encouraged other PCC's to engage with the network and include human trafficking and modern slavery in their own police and crime plans. He is also in a position to 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 introduction of proactive strategies for the prevention of human trafficking and modern slavery.
- 5.4 During 2016, in a proposal endorsed by the PCC and supported by the NATMSN, the NPCC were able to put forward a bid to the Police Transformation Fund to transform police response to human trafficking and modern slavery in order to improve operational response and include provision for victim advocacy. Funding of £8.5 million to assist the police to assess the threat of modern slavery crime and improve response was granted in October 2016.
- 5.5 The Police Transformation Programme was launched on 1st April 2017 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.

6. Work of West Yorkshire Police

- 6.1 The work undertaken by West Yorkshire Police has resulted in the service being recognised nationally for its work around tackling Modern Day Slavery and supporting its victims.

Activity within West Yorkshire

- 6.2 There has been a significant year on year increase in the amount of crime recorded under Modern Day Slavery (MDS) legislation, equating to a 126% overall increase. Of this increase, 21% were offences that had occurred out of the West Yorkshire area but recorded on WYP systems due to changes in the NRM recording processes and 19% of the 163 West Yorkshire offences had occurred prior to 2015.
- 6.3 Child Sexual Exploitation/Abuse generated the most MDS offences during 2016 with 37% of offences being recorded under relating to this crime, followed by Forced Labour which included activity within construction/property maintenance, cannabis cultivation and car wash work.
- 6.4 The majority of victims are from within the Eastern European area, with victims of forced labour most likely to originate from Poland and victims of sexual exploitation most like Romania. Those victims who were not from the Eastern European area were most likely to be put to work in cannabis farms or in domestic servitude.

- 6.5 60% of victims within West Yorkshire knew the recruiter directly or indirectly prior to the suggestion of going to the UK. These relationships can be that of acquaintance, to family member or even spouse.
- 6.6 Recent investigations have resulted in a previous sentence of 4 years being increased to 7 years for a male convicted of human trafficking, the conviction of several males responsible for trafficking a female to Leeds and forcing her to work as a prostitute and obtaining a Slavery and Trafficking Prevention order, successfully obtaining the first interim Prevention and Risk orders for 2 subjects under investigation who posed a flight risk and threat to a victim of modern slavery, imprisonment of a male and imposed Slavery and Trafficking Risk order in relation to a trafficked male for labour exploitation.
- 6.7 There has also been work with police in Romania to obtain a Joint Investigations Team (JIT) and visits to Europol and Eurojust to meet with colleagues from Poland and Germany as part of ongoing investigations. West Yorkshire continues to lead as ambassadors in relations to European Arrest Warrants extraditions both on behalf of West Yorkshire and other force areas.

HMICFRS Inspection October 2017 - Stolen freedom: the policing response to modern slavery and human trafficking

- 6.8 In the first thematic inspection since the Modern Slavery Act 2015, all 43 police forces in England and Wales submitted documents detailing their strategic and operational plans, a short self-assessment on their perceived response to the Modern Slavery Act and a data collection template, covering: modern slavery offences; crime outcomes; intelligence submissions; information concerning the use of new powers in the Act. Focused fieldwork was also undertaken in 10 force areas.
- 6.9 The report concluded that there were signs of progress in the policing response to modern slavery. However in too many cases, police work was reactive and showed little understanding of the nature and scale of modern slavery and human trafficking⁶. Several shortcomings by police forces in addressing modern slavery were also identified and these included:
- Variable commitment amongst police leaders to tackling this area of offending;
 - Attitudes remained that modern slavery and human trafficking offences were rare and not an issue in their areas;
 - Victims were not always recognised as such and therefore remained in the hands of those exploiting them or were arrested as offenders or illegal immigrants;
 - Poor and inconsistent co-ordination and sharing of information and intelligence between the NCA and police forces;

⁶ Page 1 <https://www.justiceinspectorates.gov.uk/hmicfrs/news/news-feed/call-for-concerted-and-concentrated-response-to-modern-slavery/>

- Information and intelligence flows between national, regional and local levels were sometimes poor; and
- Low awareness and use of provisions and powers set out in the Modern Slavery Act 2015.⁷

6.10 The good work being achieved in West Yorkshire was however recognised in both the report and the subsequent press release.

6.11 Within the report the work of the West Yorkshire PCC as lead for the APCC and establishment of the NATMSN were both highlighted, together with the appointment of a dedicated co-ordinator to for this area of work. There is reference to the £200,000 investment into training and work in partnership by WYP⁸ to raise awareness of indicators that modern slavery and human trafficking may be taking place with local businesses. This work has developed particularly strong links with the banking sector to help identify bank accounts which show suspicious activity of a type that might indicate exploitation linked to modern slavery and human trafficking and has led to positive outcomes in identifying locations of interest. It was also acknowledged that West Yorkshire were 1 of 6 forces who collectively had accounted for over half of all the referrals into the NRM and that West Yorkshire were second in the country for the volume of modern slavery/human trafficking offences recorded.

7. Community Outcomes Meetings - Holding the Chief Constable to Account

7.1 The Community Outcome Meetings between the Chief Constable and the Police and Crime Commissioner focus on important policing and community safety issues which are of a high public interest. The aim is to offer greater transparency to communities on how the PCC holds the Chief Constable to account on these important issues. These meetings also provide an excellent opportunity for the PCC to raise issues with the Chief Constable on behalf of members of the community.

7.2 A report on Human Trafficking and Modern Slavery is received twice yearly as part of an agenda focused on 'Safeguarding Vulnerable People', with the latest being discussed on 8 January 2018. During this meeting the PCC asked a number of questions of the Chief Constable and officers from WYP in order to gain reassurance on the following:

- the measures in place to close gaps in intelligence
- utilisation of legislation since implementation in 2015
- how WYP were effectively and consistently delivering training

⁷ Page 2 <https://www.justiceinspectorates.gov.uk/hmicfrs/news/news-feed/call-for-concerted-and-concentrated-response-to-modern-slavery/>

⁸ Page 40 <https://www.justiceinspectorates.gov.uk/hmicfrs/wp-content/uploads/stolen-freedom-the-policing-response-to-modern-slavery-and-human-trafficking.pdf>

- how WYP saw investment through the National Police Transformation Programme and the impact expected for West Yorkshire communities

8. Future Work and Aspirations

- 8.1 In order to understand work from the OPCC, WYP and partners on each priority within the Police and Crime Plan and consider what we want to do together to deliver on our priority areas of work we have developed our 'Priority Plans'. These plans will be refreshed, renewed and are work in progress but we will report on our delivery against these Priority Plans in public facing Community Outcomes Meetings.
- 8.2 PCC/Chief Constable Engagement days have been organised through the NPCC and APCC for February/March 2018 to cover the south and north. The PCC is due to open and speak at the event in the north on 2 March with the Deputy Chief Constable.
- 8.3 The £1,000 funding made available to West Yorkshire will be utilised to raise awareness amongst homelessness sector with an event planned for summer 2018.
- 8.4 Following a number of recent convictions, the PCC would like to see the number of successful investigations and convictions continue to increase. As part of this, there is positive ongoing work to share intelligence between West Yorkshire Police and European police/agencies such as Europol and Eurojust. It is hoped that West Yorkshire continue to lead as ambassadors in relations to European Arrest Warrants extraditions both on behalf of West Yorkshire and other force areas.
- 8.5 OPCC staff will continue to promote the Safer Communities Fund to third sector and community groups including those who provide services to tackle HT/MS and or support victims.
- 8.6 The PCC will also continue to encourage other PCCs to include HT/MS in their own plans, share best practice between police forces, advocate focused victim services and the sharing of good practice when supporting vulnerable people.