

Report to the Thames Valley Police & Crime Panel

Title: Modern Slavery and Strategic Objective

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Modern Slavery

National Perspective

The Prime Minister has described modern slavery as “the great human rights issue of our time”. It is a crime where individuals are exploited for little or no pay through force, threat or deception. Exploitation can include, but is not limited to, domestic servitude, forced or compulsory labour, sexual exploitation and the removal of organs. Victims, including men, women and children, have often endured traumatic experiences and suffer from mental and physical health problems.

Modern slavery is a hidden crime and its scale is difficult to assess. In 2013, the Government estimated that there were between 10,000 and 13,000 potential victims in the UK. Those victims originate from around 100 different countries, with Romania, Poland, Albania, Nigeria and the UK itself the five most common countries of origin. In 2015, 3,266 potential victims were identified and referred to the National Referral Mechanism (NRM—the UK’s framework for potential victims of modern slavery to be identified and referred for appropriate support). There was a “big gap” between the estimated prevalence of modern slavery and the number of people officially identified as victims.

In 2015, the Government passed the Modern Slavery Act, the first of its kind in the world. The Bill consolidated existing offences of slavery and human trafficking. It also increased the penalties for these offences, provided for new preventative orders, and created new maritime enforcement powers. Following recommendations by the Joint Committee, the Bill also introduced measures to support and protect victims, and required reporting by large businesses of what steps they have taken to ensure slavery is absent from supply chains.

The Act also created the role of the Independent Anti-slavery Commissioner. The Commissioner is tasked with promoting good practice and driving improvements to the UK and global response to modern slavery crimes. In April 2016, the current Commissioner, Kevin Hyland, wrote to Parliament regarding the support and protection given to victims of modern slavery. He was particularly concerned about the treatment of victims from the European Economic Area (EEA). Once they were recognised as victims of modern slavery, such people were at “high risk of

becoming destitute and homeless” because of their very limited access to welfare. There was an Inquiry into DWP support available to victims. A review of the NRM is underway and a new system has been trialled.

The National Referral Mechanism (NRM) is a framework for identifying victims of human trafficking or modern slavery and ensuring they receive the appropriate support and NRM also collect data. The NRM grants a minimum 45-day reflection and recovery period for victims of human trafficking or modern slavery. Trained decision makers decide whether individuals referred to them should be considered to be victims of trafficking according to the definition in the Council of Europe Convention. In England and Wales, further consideration is made to those who do not meet the definition of trafficking. Their cases are then considered against the definitions of slavery, servitude and forced or compulsory labour.

Local perspective

April McCoig, Service Development Manager will provide an update at the Panel meeting on 8 September 2017. March 2017 figures show about 150 victims. The PCC is funding pilot projects, run by Elmore Community Services in Oxfordshire and The Mustard Tree in Reading, to provide support to victims of exploitation and modern slavery. Councils have a role in being first responders, identifying victims and providing support for victims e.g. providing temporary safe accommodation. The links at the bottom of the report also highlight local cases.

Local authorities are, under section 52 of the Act, under a new duty – shared with police bodies and the Gangmasters Licensing Authority – to notify the Secretary of State upon developing reasonable grounds to believe that a person may be a victim of slavery or human trafficking. New regulations (SI 2015/1743) coming into force on 1 November set out the contents of these reports, which are anonymised in the case of suspected adult victims but specific in the case of child victims or where the adult victim consents to the report. A report must be made even if the information is received in confidence, and no breach of that confidence will result from the report. A major provision of the Act, introduced late in the parliamentary process, is section 54, dealing with transparency in supply chains.

In the Thames Valley Anti-Slavery Networks are being developed in Bucks and Oxfordshire followed by Berkshire and Milton Keynes. This is a multi-agency network from Statutory and Non Statutory agencies whom may encounter modern day slavery, human trafficking and forced labour in their day to day work activities. The purpose of the network is to build knowledge, identify best practice, identify trends in trafficking, raise awareness and work closely with partners to combat trafficking and identify and rescue victims of trafficking. Other areas of good practice are being looked at e.g. In May 2016, Bucks County Council (through its Safer and Stronger in Partnership Board) commissioned the Jill Dando Institute of Crime Science (UCL) to develop a partnership guide on Modern Slavery. This document has been used this to develop work strands around issues such as understanding the local prevalence, Victim Journeys, Offender Pathways and training needs. The Team is now working with the Office of the Police & Crime Commissioner (OPCC) to set up an Adult Exploitation Service in Buckinghamshire which will also cover Modern Slavery.

A number of CSP's are conducting Hotel Watch Training which includes input from Oxford Brookes University. Oxford School of Hospitality Management and Oxford Brookes University Business School is currently leading a consortium of academic and industry partners working on a project

aiming to develop measures for combating human trafficking in the hospitality and tourism industry. Other aims include developing a comprehensive training toolkit for businesses in the tourism and hospitality sector to assist them in setting up company-wide policies and procedures to identify, deter and prevent trafficking. A significant proportion of trafficking is undertaken through hospitality and tourism businesses, for example travel agencies, airlines and hotels which, by their nature, facilitate the movement and accommodation of traffickers and their victims.

<https://www.brookes.ac.uk/hospitality/research/research-projects/combat-human-trafficking/>

Recent publications/events and media interest in relation to modern slavery

Modern Slavery

National documents

The Anti Slavery Commissioner has made a range of videos on modern slavery available and this video is specifically for Local Government.

<https://www.local.gov.uk/topics/community-safety/modern-slavery>

<http://www.antislaverycommissioner.co.uk/media/1057/victims-of-modern-slavery-frontline-staff-guidance-v3.pdf>

<http://www.antislaverycommissioner.co.uk/priorities/priority-2-law-enforcement-criminal-justice/hmic-inspection/>

<https://publications.parliament.uk/pa/cm201617/cmselect/cmworpen/803/80304.htm>

Victims Services Provision/PCC

<https://www.hampshire-pcc.gov.uk/four-pccs-join-forces-shine-light-modern-slavery>

<https://www.thamesvalley-pcc.gov.uk/victims-first/victims-services/exploitation-and-modern-slavery/>

TVP

<https://www.thamesvalley.police.uk/news/general/four-arrested-connection-modern-slavery-and-money-laundering-high-wycombe/>

<https://www.thamesvalley.police.uk/news/general/thames-valley-police-take-action-under-operation-aidant/>

<https://www.youtube.com/watch?v=dVDgUEgvf1A>

Media

<http://www.itv.com/news/2017-04-30/mps-warn-uk-must-improve-response-to-modern-slavery/>

http://www.bucksfreepress.co.uk/news/15469676.SLAVERY_RING_Family_convicted_after_targeting_vulnerable_victims/

<http://www.windsorexpress.co.uk/gallery/slough/117224/raids-carried-out-in-slough-as-part-of-modern-slavery-crackdown.html>

http://www.sloughobserver.co.uk/news/south_bucks/14540665.Council_to_discover_extent_of_modern_slavery_in_bid_to_tackle_the_issue/

<https://www.mix96.co.uk/news/local/2318878/thames-valley-police-help-tackle-modern-slavery/>

<http://www.bbc.co.uk/news/uk-england-oxfordshire-36716851>

http://www.bucksfreepress.co.uk/news/13878665.Many_hidden_victims_of_modern_slavery_in_Thames_Valley_police_warn/?commentSort=score

<http://www.miltonkeynes.co.uk/news/slavery-case-couple-hit-back-1-6987262>

Example of statements made by organisations

<http://www.oxfordhealth.nhs.uk/modern-slavery-act-statement/>

Modern Slavery discussed at Bucks County Council

<https://democracy.buckscc.gov.uk/ieListDocuments.aspx?Cid=789&Mid=6930&Ver=4>

Strategic Aim 4 – Serious Organised Crime and Terrorism (attached as an Appendix)

<https://www.thamesvalley-pcc.gov.uk/police-and-crime-plan/>

HMIC – Police Effectiveness 2016

<https://www.justiceinspectorates.gov.uk/hmic/publications/peel-police-effectiveness-2016-thames-valley/>

An effective police force is one which keeps people safe and reduces crime.

Tackling Serious and Organised Crime

As at 1 July 2016 the Force was actively disrupting, investigating or monitoring 29 organised crime groups per one million of the population which compares to 49 OCGs across England and Wales. This low number could mean that the Force might not be identifying all active organised crime groups. It needs to build on its knowledge by using information from a wider range of sources.

- LPA staff identify groups of criminals who are referred to as Problem Crime Groups who present a threat which is not thought to be serious but nevertheless needs the attention of local officers. The Force should review its approach in this area as its current approach means that it does not have a single overall view of the nature of these groups which could mean some criminals are overlooked.
- HMIC also considers that the involvement of neighbourhood officers in tackling organised crime needs to be expanded.
- The Force generally responds effectively to organised crime, but it could improve results by making more effective use of partner organisations and by taking a longer term view of OCG management.
- Levels of knowledge about how to tackle organised crime are not consistent which could mean that they are over reliant on specialist staff to provide them with tactical advice.
- LPAs and CSPs have started to work together to tackle organised crime and this could be developed further is a strategic partnership board for the Force were to be developed.
- Thames Valley Police have been working with SEROCU to produce an action plan with Hampshire, Surrey and Sussex forces to improve collaboration arrangements and the current action plan is more of a structured review of current arrangements. The Force need to ensure that the plan is agreed.
- HMIC also learnt that the Force does not routinely pass all of its highest risk OCGs to the SEROCU and uses its own resources to tackle them.
- HMIC believe more should be done to monitor the behaviour of OCG members in prison.
- The Force needs to do more to embed a longer term approach to dealing with organised crime.

Areas for improvement

- The force should further develop its serious and organised crime local profiles in conjunction with partner organisations to enhance its understanding of the threat posed by serious and organised crime and inform joint work aimed at reducing this threat.
- The force should engage routinely with partner agencies at a senior level to enhance intelligence sharing and promote an effective, multi-agency response to serious and organised crime.
- The force should improve the awareness of organised crime groups among neighbourhood teams to ensure that they can reliably identify these groups, collect intelligence and disrupt their activity.

SE Regional Organised Crime Unit

<http://www.serocu.org.uk/about.aspx>

Police Foundation Research – impact of organised crime on local communities

http://www.police-foundation.org.uk/uploads/holding/projects/impact_of_oc_on_local_communities.pdf

The two-year research project reported here attempted to arrive at a definition of organised crime and to address the lack of empirical research on it. It explored the range of organised crimes occurring in three neighbourhoods in Coventry and Wolverhampton, identified some of the key vulnerabilities communities face and assessed the local response from police and partner agencies. The briefing concludes with a number of recommendations based on the implications of the findings.

Recommendations

1. The police and other local agencies need to do more to identify the hidden victims of organised crime and facilitate investigations for which no victim comes forward.

Organised crime was often seen by local officers as 'too specialist'. Tackling organised crime needs to become intrinsic to the work of local neighbourhood teams and not just the preserve of specialist units. Not all interventions require specialist investigation techniques or culminate in a prosecution, and it is critical that neighbourhood officers know and understand all of the tools, techniques and partners at their disposal to disrupt organised crime.

2. Officers' attitudes towards organised crime and their role in tackling it need to be reframed.
3. Police forces should ensure local officers working in the community are engaged in tackling organised crime. Local officers need to be well briefed on the nature and scale of organised crime in their neighbourhoods and how they can play an active part in developing intelligence and tackling the harms caused by OCGs.

The police need the support and engagement of community members to successfully identify and tackle organised crime. In communities where there are cultural or language barriers, current engagement is particularly poor. A proactive approach to community engagement and intelligence gathering should be adopted, including the provision of support for community members to encourage them to come forward with information. There were examples found of police forces providing positive feedback to victims and communities, and demonstrating the benefits and positive results from police intervention. These were considered important for developing trust and encouraging people to report crimes they experience or are witness to.

4. More needs to be done to understand how victims and witnesses can be better supported to provide information about the nature of organised crime, and to ensure it is appropriately recorded and shared.
5. New approaches to engaging with diaspora communities and improving their confidence in the police and other local service providers need to be developed.

Despite efforts by the UK government to encourage a more diversified approach, with an emphasis on safeguarding victims and the vulnerable, and crime prevention, the police response to organised crime continues to place the emphasis on pursuing the perpetrators⁸. The approach promoted by the government demands a more problem-oriented and multi-agency approach to harm reduction and, if it is to become a reality, a substantial shift in focus is needed towards protecting community members from harm and preventing people from becoming involved in organised crime. New measures of success are required that reflect harm reduction, victim support, community engagement and public confidence.

6. Police and Crime Commissioners (PCCs), together with chief constables, need to shift the balance of the response to organised crime towards a greater emphasis on Protect and Prevent.
7. In consultation with other agencies, PCCs should develop new measures of success for gauging the effectiveness of work undertaken to tackle organised crime.

The new local organised crime profiles mandated by the Home Office have the potential to build on the current understanding of local organised crime patterns and could complement OCGM by helping to target preventative as well as enforcement interventions to tackle harm. To be comprehensive, they need to draw on information held by both police and other local agencies. They should identify specific problems and harms caused to communities and set out the roles and responsibilities of different partners in tackling them. The profiles and associated action plans should be owned at district rather than force level, and be grounded enough to be a helpful tool to assist in operational decision making and resource allocation. The intelligence they provide should feed back into OCGM to facilitate the development of intelligence on OCGs and associated offenders at regional and national levels.

8. Police forces should develop local, multiagency strategies, based on local profiles as well as mapped OCGs.

Finally, there is real confusion among local practitioners in the police and partner agencies about what organised crime actually is, whether they should be doing anything about it, and if so what that might be. This has to be addressed in order for an effective, multi-agency response to be developed. Agencies need to find better ways of sharing information, particularly with the police. Only then will the new Serious and Organised Crime Partnerships recently promoted by the government have a chance of being more than 'just another partnership'. Recommendation

9. The National Crime Agency needs to clarify the contribution of local agencies to tackling organised crime and undertake a review of local data sources.
10. Local partnerships need to develop a more effective approach to analysing and sharing data between local agencies on organised crime.

Terrorism (HMIC report excerpt)

How effective are the force's specialist capabilities?

Some complex threats require both a specialist capability and forces to work together to respond to them. This question assesses both the overall preparedness of forces to work together on a number of strategic threats and whether forces have a good understanding of the threat presented by firearms incidents and how equipped they are to meet this threat.

How effective are the force's arrangements to ensure that it can fulfil its national policing responsibilities?

The *Strategic Policing Requirement* (SPR)²⁸ specifies six national threats. These are complex threats and forces need to be able to work together if they are to respond to them effectively. These include serious and organised crime, terrorism, serious cyber-crime incidents and child sexual abuse. It is beyond the scope of this inspection to assess in detail whether forces are capable of responding to these national threats. Instead, HMIC has checked whether forces have

made the necessary arrangements to test their own preparedness for dealing with these threats should they materialise.

The SPR is issued annually by the Home Secretary, setting out the latest national threats and the appropriate national policing capabilities required to counter those threats. National threats require a co-ordinated or aggregated response from a number of police forces. Forces often need to work collaboratively, and with other partners, national agencies or national arrangements, to ensure such threats are tackled effectively. *The Strategic Policing Requirement*, Home Office, March 2015

www.gov.uk/government/uploads/system/uploads/attachment_data/file/417116/The_Strategic_Policing_Requirement.pdf

The force has good arrangements in place to test its preparedness to deal with national threats. An update of the force's preparedness in respect of each of them is reported to the police and crime commissioner every four months. The deputy chief constable chairs the continuity board which has created plans to sustain the national policing requirements even if there is a major disruption to services. The force regularly tests the resilience of its IT systems, although it has not assessed the vulnerability of its computer network to deliberate criminal acts.

Comprehensive exercise and testing regimes are in place at a force, regional and national level. Each of the SPR areas has an appointed chief officer lead with responsibility for overseeing force preparedness. Much of this activity is strategically directed by the local resilience forum (LRF), a joint emergency services panel, which is chaired by the chief officer.

The Local Resilience Forum brings together emergency services and other statutory bodies involved in crisis management and disaster recovery. The forum has a number of responsibilities including joint operational planning and developing a programme of exercise planning to test the force's state of readiness and response to major incidents.

How well prepared is the force to respond to a firearms attack?

Following the terrorist attacks in Paris on 13 November 2015, the government allocated £143 million to the 43 England and Wales police forces to increase their armed capability. This funding has enabled some forces to increase the number of armed police officers able to respond to a terrorist attack. These attacks include those committed by heavily armed terrorists across multiple sites in quick succession, as in Paris. These attacks are known as marauding terrorist firearms attacks. The funding is for those forces considered to be at greatest risk of a terrorist attack. This also has the effect of increasing the ability of the police service to respond to other forms of terrorist attacks (and another incident requiring an armed policing response). Forces have begun to recruit and train new armed officers. This process is due to be completed by March 2018.

The force has made plans in respect of its required firearms capacity, basing its projected needs on a well-researched armed police strategic risk assessment. It has already started to provide the required increase in its capacity to respond to an attack requiring an armed response.

Following the Paris attacks in October 2015 Thames Valley Police and Hampshire Constabulary reviewed their joint armed policing threat and risk assessment. The geography of the two forces was overlaid and the likely response times of armed response vehicles were fully considered. The learning from this assessment has enabled both forces to identify changes required to their armed capacity.

The learning from this assessment has enabled both forces to identify shortfalls in their capacity to withstand this type of attack. Measures are now being put in place to accredit more officers in firearms skills, and to reassign them from other duties if necessary. Both forces are now making full use of their training facilities to accelerate the firearms training programme. Furthermore, the officers who take on the extra responsibilities associated with this type of work are being rewarded with additional personal payments. This helps to ensure that more officers are attracted to this work as well as helping the force to retain them in this important role.

During the inspection HMIC learned that the force has taken part in various exercises and events involving other forces and partners to test its firearms capabilities. These exercises include elements for making sure that arrangements for managing these sorts of incidents, including the way that the force works with other organisations, are robust.

Summary of findings (Ungraded)

The force has good arrangements in place to test its preparedness to deal with national threats, which include oversight from a chief officer. There are comprehensive testing and exercising arrangements in place which include the contributions of partner organisations. The force's state of preparedness to address the threats set out in the *Strategic Policing Requirement* (SPR) are reviewed by the Police and crime commissioner every four months. There are also continuity plans in place to help the force meet its national policing requirements in the event of a major disruption to services.

The force has assessed and responded to threats requiring an armed response. After the terrorist attacks in Paris, the force reviewed its firearms capabilities in the light of the new methods and weapons which the terrorists had used. The force has ensured its capabilities meets this type of extreme threat.

Closer joint working with Hampshire Constabulary has helped to boost the training capacity, and increasing numbers of officers are being trained to nationally accredited armed response vehicle standards. The force has developed a number of assumptions of likely terrorist scenarios and has tested its ability to respond in simulated training exercises.

<http://www.maidenhead-advertiser.co.uk/news/maidenhead/112891/thames-valley-police-to-carry-out-security-review-following-westminster-terrorist-attack.html>

<http://www.getreading.co.uk/news/reading-berkshire-news/thames-valley-police-carry-out-11851064>