

MUNICIPAL YEAR 2017/2018 REPORT NO. **186**

**MEETING TITLE AND DATE:**  
Cabinet 18<sup>th</sup> April 2018

**REPORT OF:**  
Director of Law &  
Governance

**Agenda – Part: 1**

**Item: 8**

**Subject: Human Trafficking and Modern Slavery Scrutiny Workstream.**

**Wards: All**

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**1. EXECUTIVE SUMMARY**

- 1.1 The Modern Slavery Act came into force in July 2015, the Home Office identified this as a growing concern and took proactive action so that individuals that commit these crimes, could be prosecuted under the Act.
- 1.2 Section 52 of the act imposes the duty to notify on public authorities. LBE has a duty to notify the Secretary of State using the National Referral Mechanism (NRM) or Notification of Potential Victim of Modern Slavery (MS1) form to the National Crime Agency Modern Slavery and Human Trafficking Unit.
- 1.3 Modern slavery encompasses slavery, servitude, forced and compulsory labour and human trafficking. Traffickers deceive and force individuals against their will into a life of abuse, servitude and inhumane treatment. A large number of active organised crime groups are involved in modern slavery. But it is also committed by individuals.
- 1.5 This is a relatively new area for Councils and was raised as an issue at a London Scrutiny Network meeting by the Home office, where it was stated that most councils were under reporting the incidents. The workstream were keen to establish how Enfield is tackling the problem.

## **2. RECOMMENDATIONS**

- 2.1 For Cabinet to note the recommendations and Cabinet Member and Executive Directors comments in the table at Appendix A.
- 2.2 For Enfield Council to address through its procurement practices the elimination of slavery in its supply chains.
- 2.3 The Executive Management Team agreed to identify a Lead officer to raise the profile within the organisation and produce an action plan to tackle human trafficking and modern slavery with a corporate approach and work with the police, NHS and the voluntary sector to identify and report victims via the National Referral Mechanism (NRM).
- 2.4 As part of the action plan to approve a programme of regular training to appropriate frontline staff so that they can recognise and identify potential victims of Human trafficking and Modern Slavery. As part of the action plan, to establish a corporate group to ensure that tackling modern slavery has a joined-up approach across the council and its partners.
- 2.5 To provide training for Members. Members are well placed to identify and report areas of concern within their wards.
- 2.6 To raise awareness and inform schools, parents and carers of modern slavery issues, particularly where there are vulnerable students.
- 2.7 To train the Council's Regulatory services and planning to ensure that commercial outlets within the borough are sufficiently inspected and regulated, and any areas of concern are reported.
- 2.8 To share these recommendations with the Independent Anti-Slavery Commissioner.

## **3. BACKGROUND**

- 3.1 Councillor Mike Rye chaired the workstream, and evidence was heard from officers within Community Safety, Children's Services, Adult Social care, the Met Police, and the Home office. The workstream would like to thank all Officers that contributed to the evidence gathering.
- 3.2 Contrary to a common misconception, people don't necessarily have to be transported across borders for trafficking to take place, much of it is now home grown.
- 3.3 Many people who fall victim of trafficking want to escape poverty, improve their lives, and support their families. In the case of children,

they are often vulnerable and are befriended, before they are then forced to carry out tasks.

3.4 There are several broad categories of exploitation linked to human trafficking, including:

- Sexual exploitation
- Criminal exploitation
- Forced labour
- Domestic servitude
- Organ harvesting
- Child related crimes such as child sexual exploitation, forced begging, illegal drug cultivation, organised theft, related benefit frauds etc
- Forced marriage and illegal adoption

#### **4.0 WORK CURRENTLY UNDERTAKEN IN ENFIELD**

##### **4.1 County Lines - Trident**

The workstream received a briefing from Sargeant Evans of the Met Police who has been running a pilot project in Enfield through Trident, on County Lines. He gave the workstream a briefing, and how the project was tackling the problem as part of a multi-agency team with the Local authority.

4.2 A County Line is where an individual or a group from an urban area cross one or more police force boundaries and set up a secure base to conduct day to day drug dealing. The County Lines issue largely relates to the supply of Class 'A' Drugs. Establishment of a County Line is achieved through exploitation of both vulnerable people from urban and rural areas.

4.3 The common denominator when a gang is looking to recruit children is mainly children from poor families. Children are initially showered with gifts, the promise of easy money and respect within the gang.

4.4 After a few easy, low risk tasks the children are given more responsibility. Tasked to travel further with drugs & weapons and given larger packages of drugs to distribute. When in possession of the drugs or the money from the sale, the recruiting gang orchestrate a knife/gun point robbery (concealing their identity).

4.5 The child is now indebted to the gang and forced to work for free away from London, away from their family and friends, living in dangerous conditions. Intimidation and torture tactics are used against these children to scare them into continuing to deal drugs for the controlling gang.

- 4.6 Urban gangs befriend weak, old and vulnerable adults within rural areas before taking control of their premises to use as a base. Known as 'Cuckooing'. Fear and intimidation tactics are used to maintain the premises, ensuring that the vulnerable adult is too afraid to report this to police.
- 4.7 Vulnerable children are also preyed upon within the rural community to act as 'runners' (drug dealers) on behalf of the urban gangs. Premises cuckooed are used to manufacture, package and distribute drugs, most commonly Class 'A' Drugs.
- 4.8 Children from London are sent to these premises for long periods of time, they have their personal possessions removed and are forced to work sometimes up to 24 hours a day with little food and in unsanitary conditions
- 4.9 Gang recruitment is varied and unrelenting. Recruitment takes place in shopping centres and fast food outlets however the workstream were informed that schools remain the main recruiting locations.
- 4.10 In the past the Police would have treated these children as criminals, now they are assessing their cognitive levels and working with Enfield Children's Services, as these children are very much victims.
- 4.11 The partnership working with the police, local authority and other partners is vital to stop this business. The Police recently undertook a joint operation with the Community Safety Team which looked at forced labour/servitude, these are generally in places like car washes, brothels, and you find people living in squalid conditions.

## **5.0 Community Safety Team**

- 5.1 The Head of Community Safety attended the workstream meetings and presented data on the number of Modern Slavery Incidents reported in London.
- 5.2 The data showed that some Boroughs had much higher reporting results than others, however, it was difficult to establish reasons why some boroughs were higher than others, they didn't appear to be doing anything different, but it could largely be due to the way in which offences are recorded by the police (using Westminster as a default location) along with proactivity by police in this area.
- 5.3 The team often receive tip offs from the public, and every contact is investigated.

- 5.4 The team regularly inspects commercial outlets targeting businesses where people might be exploited, and have recently got a conviction.
- 5.5 They have seen evidence of people sleeping under sinks, they have a particular focus on Fast food establishments, nail bars and car washes.
- 5.6 The workstream felt it would be worth checking planning regulations for these establishments to see what the requirements are, and if this is one way of regulating and inspecting premises in addition to other checks.

## **6.0 Safeguarding**

- 6.1 Human trafficking and modern slavery is a safeguarding concern for children and vulnerable adults.

### **6.2 Adult Social Care**

This is a relatively new area for adults and they are currently looking to create a policy. Between 1 April 2017 and 31 January 2018, Enfield received only 3 referrals raising awareness of modern slavery with front line staff is one of their key priorities as they are aware this number is low.

- 6.3 Members on the workstream mentioned that they come across people living in some shocking standards of accommodation when they are canvassing which should really raise alarm bells, and wondered how this could be picked up? Officers thought this type of issue would be picked up once front-line staff had received training.

### **6.4 Children's Social Care, Schools and Children's Services**

Enfield Safeguarding Children's Board (ESCB) was one of the first to develop a protocol to strengthen localised response to trafficking of children. Since then there have been significant developments in this field, with Enfield Children's Services continuing to stay abreast of new legislation, policy and processes.

- 6.5 The workstream were informed that Human trafficking and modern slavery is a complex issue and requires a sophisticated response, no one agency has the solution, partnership is key. The following strategic, operational and specialist services and partnerships are in place in Enfield:
- 6.6 Enfield Children's Services have notified the Home Office (through NRM) of 19 children at risk of trafficking and modern slavery.

## **7.0 PROCUREMENT**

- 7.1 Combating labour exploitation through Procurement is a really important area for tackling modern slavery and human trafficking occurrences within the private sector. Of the estimated 40m people in modern slavery worldwide, 16m are thought to be working in the private sector, in the UK and around the world.
- 7.2 The Modern Slavery Act contains a provision (Section 54) requiring large companies to address slavery in their supply chains. This means many UK companies are already familiar (or should be) with the issue. However, the Act did not pass any such requirements on the public sector.
- 7.3 The workstream felt that this is something that Enfield should be doing, not because the council is legally obliged to, but because it is recognised as the right thing to do.
- 7.4 At a meeting of the Vulnerable Young People Task Group, Councillor Rye discussed with Kevin Hyland (Independent Anti-Slavery Commissioner), issues relating to car washes. The Commissioner stated that it is important to raise public awareness about car washes and potential links to modern slavery and child labour. Councillor Rye noted that Enfield Council requires all car wash businesses to apply for planning permission prior to operation. This acts as another check, ensuring the necessary health and safety and insurances are in place.

## **8.0 CONCLUSION**

- 8.1 The workstream concluded that functions within the Council are at different stages of progress in terms of awareness of human trafficking and modern slavery. Children's Services for example have made excellent progress in terms of partnership working and working towards identifying and reporting instances of human trafficking and modern slavery, other areas are just starting to look at the issue and develop policies, and it was felt that some areas may not be aware of the issues.
- 8.2 The workstream agreed that because this is such an important issue affecting people's basic human rights, it should have a much higher profile and joined-up corporate approach. The council is well placed through its daily contacts to raise concerns and report incidents where these crimes may be being committed.
- 8.3 Frontline council services and partners should be programmed to have the relevant training so that the awareness becomes embedded within the work that they do.

## **9.0 ALTERNATIVE OPTIONS CONSIDERED**

None, the council needs to continue to raise awareness which will lead to identification of incidents which can then be reported.

## **10. REASONS FOR RECOMMENDATIONS**

Raising awareness and training of Human Trafficking and Modern Slavery is essential to highlight the problem and act to prevent it.

## **11. COMMENTS OF THE EXECUTIVE DIRECTOR OF FINANCE, RESOURCES AND CUSTOMER SERVICES AND OTHER DEPARTMENTS**

### **Financial Implications**

11.1 There are no direct financial implications relating to the recommendations proposed in this report. If any financial implications do arise as a result of the proposals then these should be reported through the regular revenue monitoring process for 2018/19 and managed through the Medium Term Financial Plan for future years requirements.

### **Legal Implications**

11.2.1 Section 111 of the Local Government Act 1972 gives a local authority power to do anything (whether or not involving the expenditure, borrowing or lending of money or the acquisition or disposal of any property or rights) which is calculated to facilitate, or is conducive or incidental to, the discharge of any of its functions.

11.2.2 The Authority also has a general power of competence in section 1(1) of the Localism Act 2011. This states that a local authority has the power to do anything that individuals generally may do provided it is not prohibited by legislation

11.2.3 Local authorities are, under section 52 of the Modern Slavery Act 2015, under a duty to notify the Secretary of State upon developing reasonable grounds to believe that a person may be a victim of slavery or human trafficking.

11.2.4 Section 54 of the Modern Slavery Act 2015 requires large businesses to prepare an annual “slavery and human trafficking statement” setting out the steps taken by the organisation to eliminate slavery from their business and supply chain. This is relevant for the LBE when procuring contracts with large organisations. LBE can check the

company website to see their anti-slavery statement before awarding the contract.

11.2.5 There is no legal requirement for a lead officer (recommendation 2.3 above) in the Council, but having one is good practice to meet the other duties set out above imposed by the Modern Slavery Act 2015.

### **Property Implications**

None

## **12. KEY RISKS**

Local Authorities have a duty to notify the secretary of state upon developing reasonable grounds to believe that a person may be a victim of slavery or human trafficking. Without the training and awareness to embed this in the day to day activities of services more incidents will go unreported.

## **13. IMPACT ON COUNCIL PRIORITIES**

### **Fairness for All, Growth and Sustainability, Strong Communities**

Implementation of the report's recommendations will ensure that the Council has the systems in place to address human trafficking and modern slavery effectively and ensure that vulnerable people are identified and protected.

## **14. EQUALITIES IMPACT IMPLICATIONS**

Local authorities have a responsibility to meet the Public Sector Duty of the Equality Act 2010. The Act gives people the right not to be treated less favourably because of any of the protected characteristics. We need to consider the needs of these diverse groups when designing and changing services or budgets, so that our decisions do not unduly or disproportionately affect access by some groups more than others.

Corporate Advice has been sought in relation to this and it is recommended that an EQIA be undertaken at the appropriate point.

## **15. PERFORMANCE MANAGEMENT IMPLICATIONS**

A robust council-wide recording and monitoring framework will ensure that information can be shared across departments and provided to the National Referral Mechanism as necessary.

**16. PUBLIC HEALTH IMPLICATIONS**

Human trafficking is an abuse of human rights and has severe implications for health. Ensuring that it is detected, reported and prevented is a health priority.

**Background Papers**

None

**Appendix A  
CABINET MEMBER'S AND EXECUTIVE DIRECTORS' RESPONSE TO  
THE HUMAN TRAFFICKING SCRUTINY WORKSTREAM REPORT &  
RECOMMENDATION**

<b>Recommendations</b>	<b>Director/Cabinet Members Response</b>
<b>Cabinet Member for Education, Children's Services and Protection, Executive Director for Children's Services</b>	
<p>The Executive Management Team agreed to identify a Lead officer to raise the profile within the organisation and produce an action plan to tackle human trafficking and modern slavery with a corporate approach and work with the police, NHS and the voluntary sector to identify and report victims via the National Referral Mechanism (NRM).</p>	<p>Agreed.</p>
<p>As part of the action plan to approve a programme of regular training to appropriate frontline staff so that they can recognise and identify potential victims of Human trafficking and Modern Slavery. As part of the action plan, to establish a corporate group to ensure that tackling modern slavery has a joined-up approach across the council and its partners.</p>	<p>Agreed.</p>
<p>To train the Council's Regulatory services and planning to ensure that commercial outlets within the borough are sufficiently inspected and regulated, and any areas of concern are reported.</p>	<p>Agreed.</p>
<p>To raise awareness and inform schools, parents and carers of modern slavery issues, particularly where there are vulnerable students</p>	<p>Agreed.</p>

**Cabinet Member for Finance and Efficiency, Executive Director for Finance, Resources and Customer Services**

For Enfield Council to address through its procurement practices the elimination of slavery in its supply chains.

Agreed.  
In procurement, in the pre-qualification stage of all Enfield's OJEU procurements (the SSQ document) already has a number of questions about compliance with the Modern Slavery Act 2015 (in accordance with Crown Commercial Service recommendations) and that has been in place for more than 12 months.

We look forward to working with the appointed officer in due course and seeing how procurement can support the council to improve the approach to these issues across the whole supply chain.

**Director of Law & Governance**

To provide training for Members. Members are well placed to identify and report areas of concern within their wards.

Agreed.  
This will be undertaken as part of the member development programme in liaison with the identified Lead Officer.

To share the report and recommendations with the Independent Anti-slavery Commissioner.

Agreed.