

TRAFFORD COUNCIL

Report to: Executive
Date: 24 October 2022
Report for: Approval
Report of: Executive Member for Culture, Leisure and Strategic Partnerships & Executive Member for Health and Wellbeing and Equalities

Report Title

Modern Slavery Policy 2022

Summary

Councils are uniquely placed to be at the forefront of the fight against modern slavery. National government is introducing new measures to ensure that public bodies tackle modern slavery risks in supply chains. As part of this local authorities will be obligated to publish a Modern Slavery Statement. This is a briefing of the work Trafford Council is currently doing on Modern Slavery, a draft Modern Slavery Statement to be published and a list of recommended actions that could be taken on modern slavery.

Recommendation(s)

It is recommended that Executive:

- (1) Approve the content of the Trafford Council Modern Slavery statement outlined in the body of the report so that Trafford complies with the requirements implemented in 2021; and
- (2) Note the intention to implement the 'minimum' recommendations (no 1 to 14 in appendix) and work towards the medium and long-term activity over time with the relevant services.

Contact person for access to background papers and further information:

Name: Emma Moseley/Dianne Geary
Extension: 1821

Background Papers: None

Implications:

Relationship to Policy Framework/Corporate Priorities	The Modern Slavery statement supports the delivery of the Corporate Plan and Strategic Priorities.
Relationship to GM Policy or Strategy Framework	The statement is aligned to the GMCA statement.
Financial	There are no direct financial implications arising from this report.
Legal Implications:	Legal advice would be provided in relation to Modern Slavery as and when required.
Equality/Diversity Implications	The Modern Slavery statement supports our equality duty.
Sustainability Implications	There is nothing in the report that would undermine our sustainability plans.
Carbon Reduction	There is nothing in the report that would undermine our carbon neutral plans.
Resource Implications e.g., Staffing / ICT / Assets	No direct impact
Risk Management Implications	No direct impact
Health & Wellbeing Implications	No direct impact, it will support residents' wellbeing indirectly
Health and Safety Implications	No direct impact

1.0 Background

- 1.1 [Modern slavery](#) is defined by the UK government as the recruitment, movement, harbouring or receiving of children, women or men through the use of force, coercion, abuse of vulnerability, deception or other means for the purpose of exploitation.
- 1.2 Modern slavery is a [complex crime](#) that operates on a huge scale across multiple countries. Modern slavery encompasses:
- Slavery
 - Human trafficking
 - Criminal exploitation
 - Forced labour, sexual and domestic servitude
 - Traffickers and slave masters using whatever means they have at their disposal to coerce, deceive and force individuals into a life of abuse, servitude and inhumane treatment

2.0 What's required for modern slavery from local authorities?

- 2.1 As of 2021, it is requirement for organisations with a budget of £36 million or more in all sectors to publish their modern slavery statements on a new digital government reporting service. Local authorities also have a duty to notify the Home Office of any individual encountered in England and Wales who they believe is a suspected victim of slavery or human trafficking. Duty to notify only applies to adults who do not consent to referral to NRM as adults can be referred anonymously. A

range of Government [resources](#) explain the meaning of 'duty to notify' and explain what you need to do if you think someone has been a victim of modern slavery.

- 2.2 The [National referral mechanism](#) (NRM) is the process by which victims of modern slavery, including human trafficking, are recorded. The NRM was extended to all victims of modern slavery - both children and adults - in England and Wales following the implementation of the Modern Slavery Act 2015.
- 2.3 This process differs for adults and children. In addition to completing a NRM referral, there is also a duty on the NRM referrer to refer any child or young person to the First Response team in Children's Services if they are thought to be at risk of, or experiencing modern day slavery, and/or any exploitation through human trafficking. Children's Services will investigate the concerns and follow safeguarding procedures, and check that a NRM referral has been completed alongside the social care processes. If a NRM referral has not been completed, Adult's and Children's social care will complete one. Any young person who is a victim of Modern Slavery or at risk of Modern Slavery will also be referred to the Independent Child Trafficking Guardian Service (run by Barnardo's) who provide advice/guidance and consultation on all young people with Modern Slavery concerns.
- 2.4 Adults need to consent to a NRM referral and if they don't the authorities still have a 'duty to notify', but the information captured is anonymous. However, if the concerns are about a child or young person there is no need for the authorities to acquire consent from parents, or carers and there is a duty to complete a full NRM referral.
- 2.5 It was estimated by the ONS that there were between [10,000 and 13,000](#) potential victims of modern slavery in the UK in 2013 but in 2015, only 3,266 potential victims were identified and referred to the NRM. The Duty to Notify is intended to gather better data about modern slavery.
- 2.6 The Transparency in Supply Chains Provision (TISC, s.54) of the Modern Slavery Act (MSA) also requires commercial entities with an annual turnover of £36m or more to report annually on their actions to identify, prevent and mitigate modern slavery in their supply chain.
- 2.7 Poverty makes people [more vulnerable](#) to falling victim to modern slavery and victims of modern slavery are [vulnerable to falling into poverty](#) after escaping from their traffickers, therefore by preventing people being exploited through modern slavery we are contributing towards the wider approach to preventing people being in poverty.
- 2.8 Globally, 71% of estimated victims are women and girls, who account for 99% of victims in the commercial sex industry, and 58% of other sectors in other sectors of forced labour.
- 2.9 Modern slavery can affect anyone in society. In the 2021 NRM statistics:

- 77% (9,790) of referred potential victims were male and 23% (2,923) were female
- 50% (6,411) of referrals were for potential victims who claimed exploitation as adults and 43% (5,468) claimed exploitation as children
- The most common nationalities referred in 2021 were UK, Albanian and Vietnamese

3.0 What does Trafford Council currently do on modern slavery?

Research has been conducted and Trafford Council Teams contacted to understand what work they are currently doing. This document has been shared with Strategic Design Group (SDG), here is a summary of what Trafford Council are currently doing:

3.1 Community safety

- In community safety, the focus is on the Criminal Exploitation (CE) and Sexual Exploitation (CSE) aspects of modern slavery. Trafford Council also attends the GM [Challenger](#) meetings which look at data across GM, awareness campaigns, weeks of action and includes a specific modern slavery co-ordination unit. Community Safety run courses on cuckooing and criminal exploitation. Trafford Council have worked with Crimestoppers on campaigns around CE.

3.2 Trafford Strategic Safeguarding Partnership (TSSP)

- Trafford Council have received a number of reports. For Adult's in the last 12 months, they have had four cuckooing cases where two victims have been moved, one case closed after investigation and an order was obtained against a perpetrator in a fourth. In Children's, there are currently 15-20 cases being screened for the NRM meeting (to be held with a social worker and GMP) and seven opened cases. The recorded information is inconsistent across teams so this process would benefit from a clear Modern Slavery Lead and a review of the process.
- NRM leads in Children's have been identified in the first response and Vulnerable Adolescent Service and two across social care.
- [Trafford Adults Policies, procedures and practice guidance](#) has a section on Modern Slavery covering indicators of Modern Slavery, guidance, and external resources.
- The TSSP [website](#) has information about Modern Slavery, risk factors, how to spot signs, and contact information.
- There is an Exploitation [sub-group](#) which is a Trafford multi-agency partnership and chaired by Adults with contribution from GMP, which sits as a sub-group of the Safeguarding Board. The Complex Safeguarding Strategy Task and Finish Group is currently writing a Complex Safeguarding Strategy.
- The Trafford Council Complex Safeguarding strategy has just been refreshed and outlines what is being done.

3.3 Procurement

- STAR Procurement have a Responsible Procurement [Strategy](#) where they recognise their responsibility to take a robust approach to ethical and sustainability issues, especially around modern slavery and human trafficking, which they are absolutely committed to preventing, within our partner's supply chains.
- The GM Good Employment charter has [commitments](#) related to tackling Modern Slavery.
- STAR Procurement have been awarded the CIPS Corporate Ethics Mark for 4th year; completing training to achieve this. STAR Procurement are currently refreshing their Procurement handbook to include clearer guidance on modern slavery. STAR Procurement have a statement that suppliers must sign up to and they can audit suppliers to ensure they are complying. The statement states that:

The Council is committed to responsible and ethical procurement practices and aims to achieve this through the STAR Responsible Procurement Strategy and supporting policies. The Council recognises its responsibility to take a robust approach to ethical and sustainability issues, especially around modern slavery and human trafficking, which it is absolutely committed to preventing, within its supply chains.

- Trafford Council should be aware of modern slavery in supply chains especially as costs rise in the sector. One area where this can be an issue is around building materials suppliers and forced labour. Commercial organisations are required to publish an annual statement if they have an annual turnover of over £36 million.

3.4 Licensing

- All new applicants for a hackney carriage and private hire driver's licence undergo an induction course which includes advice on what is modern slavery and where to report concerns. Private Hire Operator Conditions require that each operator draft a Safeguarding policy in which we would expect to see how the operator intends to prevent/report suspected modern slavery. The Licensing team are currently finalising their Taxi Statement of Policy which could include a statement on modern slavery.

3.5 Trading standards

- Everyone in Trading Standards and Environmental Health has attended awareness training but they do not carry out specific activities in relation to Modern Slavery. Where the Team have suspicions or receive intelligence, they share it with GMP intelligence unit.

4.0 Data/evidence on modern slavery

4.1 Nationally

- There were 5,144 modern slavery offences recorded by the police in England and Wales in the year ending March 2019, an increase of 51% from the previous year.

4.2 Regionally

- According to [Official Home Office Coded Modern Slavery Crimes](#) there were 554 such crimes recorded in GM in 2021. The recent Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) 'The Hidden Victim' [report](#) highlighted GMP as one of the six forces in the UK from which 75% of submissions for modern slavery prosecutions to the CPS come from and is recognised as a leading force for the response to modern slavery and human trafficking.
- Greater awareness increases in reporting and improvements in police recording are likely to have contributed to the increases seen in potential victim numbers since the introduction of the Modern Slavery Act in 2015.
- GMCA have a published Modern Slavery statement and action plan which covers up to March 2022. Trafford Council are aligned to the GMCA approach on other strategies and policies ([employment charter](#), [social value charter](#), [independent inequalities commission](#), [gender based violent strategy](#)) and will provide updates to GMCA when publishing the statement.

5.0 Trafford Council's Modern Slavery Statement 2022: DRAFT

To comply with the Modern Slavery Act, updated June 2021, Trafford Council is required to publish, as a minimum, a statement on the council website. The draft statement is below (1.0) and would also include supplementary information on what modern slavery is and the types that exist, along with an outline of activity various teams would undertake over the short, medium and long term. Once approved by CLT and then Executive the statement would be added to the council website and shared with partners, businesses, communities etc.

1.0 Trafford Council's Commitment

Trafford Council is committed to preventing slavery and human trafficking in its corporate activities and to ensuring that its supply chains are free from slavery and human trafficking. Trafford Council is committed to the highest level of ethical standards and governance. There is a zero-tolerance towards modern slavery and human trafficking, and all forms of bribery and corruption associated with these criminal activities. Trafford Council takes care to ensure that slavery and human trafficking does not exist in any part of the council's work or wider supply chain and will ensure compliance with all legal and regulatory responsibilities including the Modern Slavery Act 2015 and relevant legislation.

2.0 What is modern slavery?

Modern Slavery is a serious and often hidden crime in which people are exploited for criminal gain. The impact can be devastating for the victims. Modern slavery comprises slavery, servitude, forced and compulsory labour and human trafficking.

The common factors are that a victim is, or is intended to be, used or exploited for someone else's (usually financial) gain, without respect for their human rights. The perpetrators seeking to take advantage of them could be private individuals, running small businesses or part of a wider organised crime network.

For adult victims, there will be some element of coercion involved, such as threats, use of force, deception, or abuse of power. Although this often involves an international cross-border element, it is also possible to be a victim of modern slavery within your own country.

In 2019, in the UK, for example, the largest victim group by nationality was UK nationals, who accounted for 27% (2,836) of all potential victims reported through the [Home Office National Referral Mechanism](#) (NRM). The second most commonly referred nationality was Albanian (16%) followed by Vietnamese (8%).

3.0 Types of Modern Slavery

Modern slavery takes many different forms in the UK. The prevalence of different types of modern slavery in the UK will vary by region and change over time, however, currently there are four broad ways in which perpetrators may seek to exploit victims. In each case the victim may or may not additionally have been moved (trafficked), either from another country, or within the UK, in order to be exploited.

3.1 Labour Exploitation

Labour exploitation usually involves unacceptably low pay, poor working conditions or excessive wage deductions, but is not solely about this. To constitute modern slavery, there will also be some form of coercion meaning that victims cannot freely leave for other employment or exercise choice over their own situation. Where the perpetrator is taking advantage of a child or vulnerable person, an offence can be committed without the element of coercion.

3.2 Domestic Servitude

Domestic servitude typically involves victims working in a private family home where they are illtreated, humiliated, subjected to unbearable conditions or working hours or made to work for little or no pay. The victim could be used in this way by their own family members or partner. Again, it is very difficult for them to leave, for example because of threats, the perpetrator holding their passport, or using a position of power over the victim.

3.3 Sexual exploitation

Victims are coerced into sex work or sexually abusive situations. This includes child sexual exploitation. Victims may be brought to the UK on the promise of legitimate employment and they may be moved around the UK to be sexually exploited. In some cases, they may know they will be involved in sex work but are forced into a type or frequency they did not agree to. Victims are usually female but can also be male.

3.4 Criminal exploitation

Criminal exploitation is the exploitation of a person to commit a crime for someone else's gain. For example, victims could be coerced into shoplifting, pickpocketing, a sham marriage, benefit fraud, begging or drug cultivation such as cannabis farming. Forced removal and trafficking of human organs is an additional category of modern slavery that occurs globally, however, there have been no confirmed cases in the UK.

4.0 Modern Slavery Act 2015

Under UK legislation, all modern slavery offences are punishable by a maximum sentence of life imprisonment. Section 52 of the Act imposes a duty on several public authorities, including councils, to notify the Home Office of any individuals they encounter that they believe may be victims of slavery or human trafficking. Notification methods, including the National Referral Mechanism (NRM), are explained on the [Government website](#). Existing safeguarding processes however should still be followed alongside such a notification, as a "duty to notify" referral should not be relied upon to safeguard victims. Notification to the Home Office, as well as other agencies such as the police, will follow receipt of appropriate reports via local mechanisms.

The element of the legislation relating to Modern Slavery Statements is Section 54 of the Act. This requires commercial organisations with an annual turnover of £36m or more to produce and review annual Modern Slavery Statements that set out the steps they are taking, or plan to take, to ensure that their business and supply chains do not have links to modern slavery. As of 2021 however, the Government updated the legislation to include local authorities. [The Partnership for Conflict, Crime and Security](#) Research have developed a series of recommendations for local authorities and others to help meet such requirements.

5.0 Proposed Activity

The table in Appendix 1 outlines the suggested activity within Trafford Council to support the modern slavery statement, with suggested owners and timeframe.

6.0 Recommendations

It is recommended that Executive:

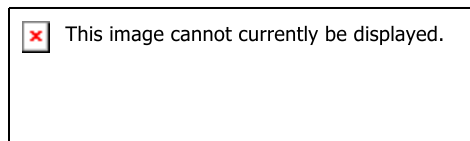
- 1) Approve the content of the Trafford Council Modern Slavery statement outlined in the body of the report so that Trafford complies with the requirements implemented in 2021; and
- 2) Note the intention to implement the 'minimum' recommendations (no 1 to 14 in appendix) and work towards the medium and long-term activity over time with the relevant services.

Key Decision: No

Finance Officer Clearance GB

Legal Officer Clearance SB

DEPUTY CHIEF EXECUTIVE & CORPORATE DIRECTOR'S SIGNATURE: Sara Saleh
To confirm that the Financial and Legal Implications have been considered and the Executive Member has cleared the report.



Appendix 1 – Modern Slavery – Activity to Support the Statement

Ref.	Activity	Level	Owner /Timeframe
1	Obtain Executive approval for Trafford Council's Modern Slavery Statement and publish on the Council Website.	Minimum	Exec/Policy Oct Exec
2	Ensure those responsible for sourcing and contract management in STAR Procurement develop an understanding of modern slavery through undertaking the Chartered Institute of Procurement and Supply's (CIPS) online course on Ethical Procurement and Supply.	Minimum	Procurement March 2023
3	Ensure that all processes that STAR Procurement currently apply regarding modern slavery are applied to Trafford Council's suppliers.	Minimum	Procurement Immediate
4	STAR Procurement to continue to challenge abnormally low-cost tenders to ensure they do not rely on the potential contractor practising modern slavery. Also review, and if necessary, update the Procurement Handbook to ensure the process for doing this is sufficiently clear.	Minimum	Procurement Ongoing Dec 2022
5	Continue to refer any of contractors identified as a cause for concern regarding modern slavery for investigation via the NRM.	Minimum	Procurement Ongoing
6	Ensure that suppliers are aware of and comply with expectations outlined in the Modern Slavery Statement.	Minimum	Procurement/ All Ongoing
7	Action the Complex Safeguarding Strategy.	Minimum	Trafford Strategic Safeguarding Partnership Ongoing
8	To accompany the launch and publication of Trafford Council's Modern Slavery Statement, Communications Team to raise awareness of Modern Slavery issues amongst council staff (through the newsletter/six boxes etc).	Minimum	Communications and Marketing Oct/Nov 2022
9	STAR procurement to deliver training for staff (similar to what they deliver for Stockport).	Minimum	Procurement
10	Action the Complex Safeguarding strategy	Minimum	Children's and Adult's Social care
11	Increase awareness of the social care protocol through the leadership forum	Minimum	Children's and Adults Social Care/SLT

12	Ensure Children's social care workforce has completed training around identification and response to modern day slavery / human trafficking and the NRM process	Minimum	Children's Social care
13	Establish a process of capturing the right 'live' NRM data and sharing with relevant services.	Minimum	Social care/Community Safety/Adults/Children's
14	Ensure that council staff know how to report concerns relating to modern slavery to the relevant parties within the council and that a clear process for doing so exists. This includes reporting concerns about modern slavery in our supply chains, as well as where concerns about individuals are identified. This should be incorporated in communications, training, the council's Confidential Reporting Code and in the council's Employee Handbook in relation to procurement and contract management.	Minimum	Learning and development/ Communications and Marketing
15	Develop a Training Strategy and programme on modern slavery for the relevant services which may encounter situations that might involve modern slavery via 'round about' routes – such as planning, enforcement or housing standards. This will enable them to spot the warning signs in these contexts.	Medium	Learning and development
16	Review and update the current e-learning modules to include issues relating to modern slavery.	Medium	Learning and development
17	Develop and implement a procedure for each council service area to undertake a risk assessment relating to modern slavery and human trafficking whenever they procure goods or services. Once this risk assessment procedure has been developed and introduced, compliance will be reviewed as part of the annual Internal audit plan	Medium	Each service/audit
18	Enhance processes for regular review of contractual spending to identify potential issues with modern slavery. For example, by including risk analysis regarding modern slavery, with appropriate vetting and auditing of suppliers, and due diligence being undertaken in a planned	Medium	Procurement

	and proportionate manner pre-contract award and mid-contract as necessary.		
19	Include a statement on modern slavery in our Taxi Statement of Policy.	Medium	Licensing
20	Work with a specialist charity to advise Trafford Council on how they could improve their modern slavery resources and training.	Maximum	TBC
21	Identify a dedicated Modern Slavery Champion to enhance the process of highlighting identified risks concerning modern slavery and, where necessary, referring them to the relevant agencies to address such risks.	Maximum	TBC