



Home Office

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&

The

National Referral Mechanism

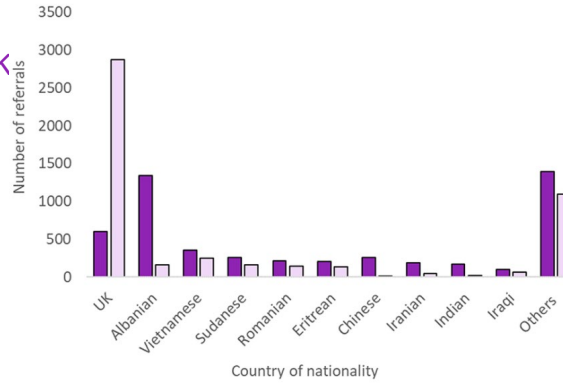
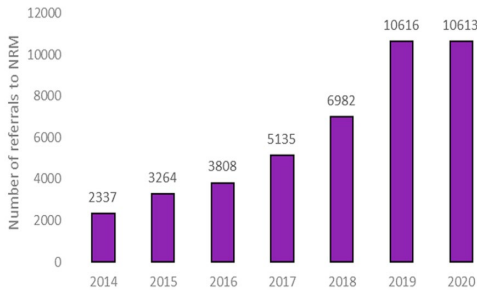
November 2021

What is modern slavery?

- ‘Modern slavery’ is an umbrella term that encompasses the crimes of **human trafficking** and **slavery, servitude, forced and compulsory labour** and.
- Victims of modern slavery can be men, women and children of any age across the world.
- There is an assumption that most victims of modern slavery are trafficked to the UK from other countries, but residents of the UK are also among the victims that are exploited in the UK and other countries.
- The crime is often hidden from the authorities and the general public.
- Victims may struggle to leave their situation because of threats, punishment, violence, coercion and deception, and some may believe that they are not in a situation of exploitation.

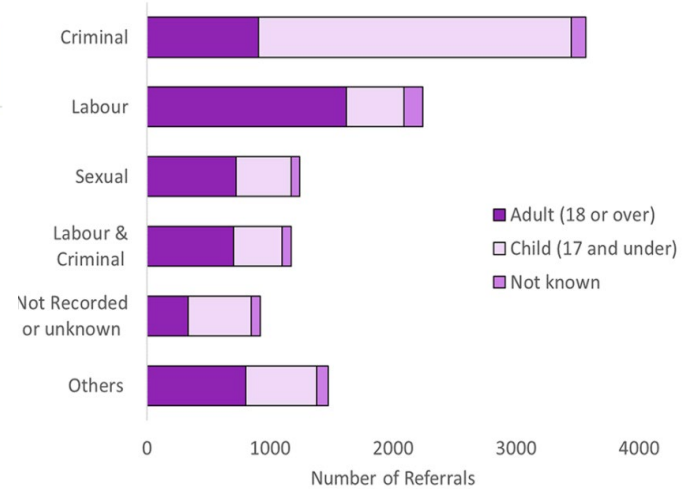
Modern Slavery : Extent of the problem

10,613 potential victims referred to UK National Referral Mechanism (NRM) in 2020. **47% children.**



UK is the most common reported nationality (3,560 potential victims in 2020), followed by Albania (1,638) and Vietnam (653)

Labour exploitation was the most commonly reported type of exploitation for adult potential victims (2,241).



Does not include dual-nationals

Offenders



February 2020: over 1,810 active law enforcement investigations (188 in November 2016)



Intelligence assessments judge scale will increase for at least next 3 years



Completed prosecutions increased to 322 in 2018/19 and convictions increased to 185 (compared to 284 and 185 in 2017/18 respectively)



No data for 2020

2020

- In 2020, 10,613 potential victims of modern slavery were referred to the NRM; a similar number to 2019.
- The plateau in referral numbers is primarily thought to result from the COVID-19 pandemic and associated restrictions.
- Of these, 63% (6,716) claimed that the exploitation occurred in the UK only, whilst 26% (2,722) claimed that the exploitation took place overseas only.

Referrals by Age and gender :

- 48%; 5,087 claimed exploitation as adults, decreased compared to the preceding year (5,852).
- 47%: 4,946 claimed exploitation as children . increased from 4,547 in 2020.
- 74% (7,826) were male
- 26% (2,752) were female;

Trend

A sharp decline in quarterly referrals for adult potential victims from the end of 2019 through to quarter 2 of 2020

child potential victim referrals declined to a lesser extent.

The age group at exploitation was unknown in 5% of cases (580).

First Responder Identify Potential Victim

- First Responder fills in the referral form with as much detail as possible, **detailing what has happened, how did they get into the situation and why did they remain in the situation.**
- Referred direct to the SCA

SCA makes a Reasonable Grounds (RG) Decision within 5 working days where possible

- Evidence assessed and additional information may be sought.
- **Standard of proof 'I suspect but cannot prove'.**
- If positive, the PV is entitled to a 45 day recover and reflection period, and offered access to support and specialist housing if needed.

If a Positive RG is made, then a Conclusive Grounds (CG) decision is made after at least 45 Calendar days reflection and recovery

- Additional information may be sought to make this decision
- **Standard of proof – 'On the balance of probabilities'**
- If negative, the case will be reviewed by the Multi Agency Assurance Panel and then the PV will exit support. There is no right of appeal apart from PAP and JR
- If positive CG, the recognized victim will be guaranteed a further 45 days Move-on support via the Victim Care Contract. A Recovery Needs Assessment may be conducted to identify any ongoing needs for support.



<https://www.modernslavery.gov.uk/start>

Adult and Child Victims

For both adult and child potential victims

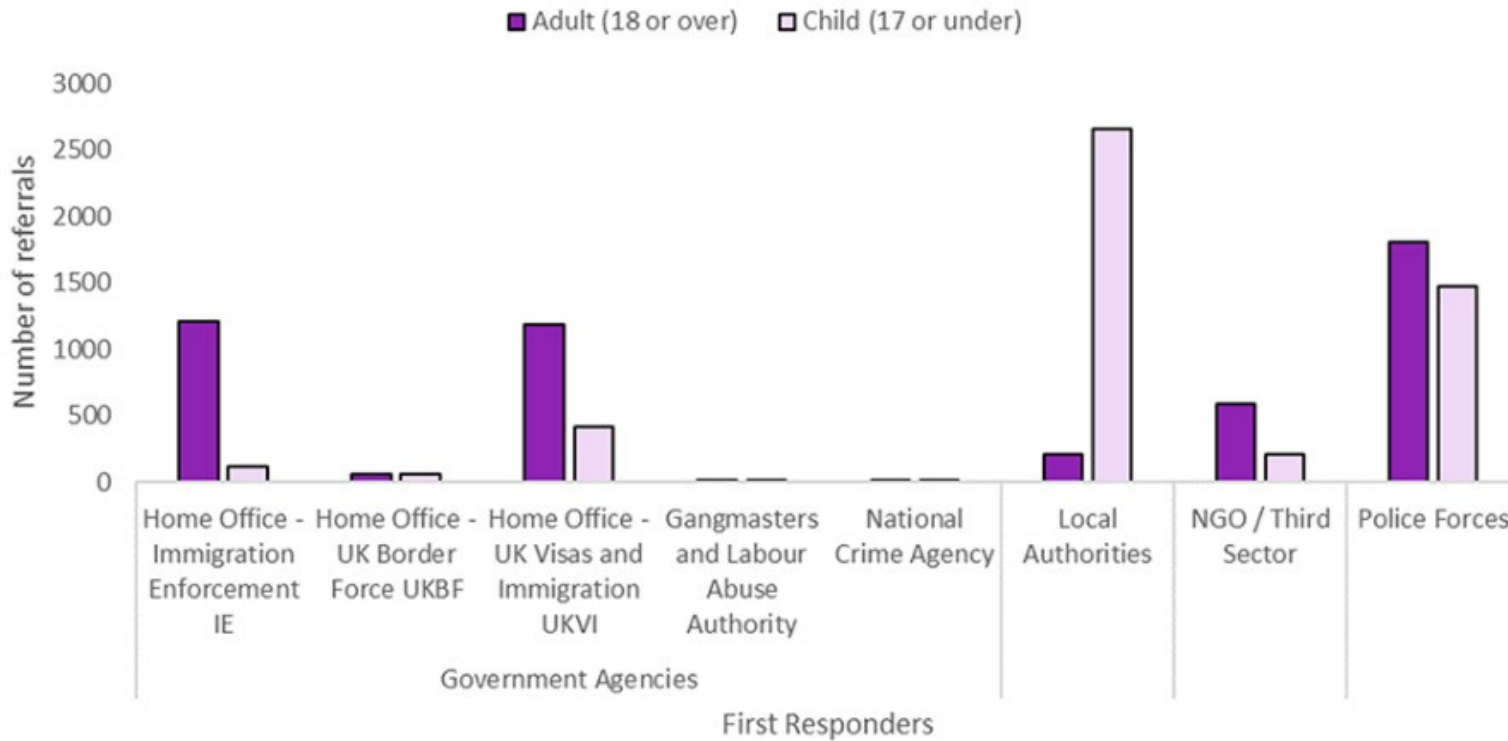
- Most referrals for sexual exploitation (90% and 85% respectively) were for female potential victims. See [further information on types of exploitation](#).

Adult PV's

- Labour exploitation was most commonly reported (32% of adult referrals; 1,622)
- most adult PV's experiencing Labour exploitation (90%; 1,464) were male.

Child PV's

- Criminal exploitation was most common (51%; 2,544)
- The majority (93%; 2,362) of those were male.
- Criminal exploitation is partially driven by an increase in 'County Lines' cases relating to the activities of drug gangs in large cities expanding their reach to small towns. Often, vulnerable individuals are exploited to transport substances, and mobile phone 'lines' are used to communicate drug orders.
- In 2020, 1,544 referrals were flagged as county lines referrals, 15% of total referrals received.
- An increase of 31% from 2019. The majority (81%; 1,247) of these referrals were for male children.





Identifying potential victims of modern slavery: Spot the signs

General indicators – Victims may:

Believe that they must work against their will	Have false identity or travel documents (or none at all)
Show signs that their movements are being controlled	Be found in or connected to a type of location likely to be used for exploiting people
Feel that they cannot leave	Be unfamiliar with the local language
Show fear or anxiety	Not know their home or work address
Be subjected to violence or threats of violence against themselves or against their family members and loved ones	Be unable to communicate freely with others
Suffer injuries that appear to be the result of an assault	Be forced, threatened or deceived into working in poor conditions
Suffer injuries or impairments typical of certain jobs or control measures	Be unable to negotiate working conditions
Be distrustful of the authorities	Receive little or no payment
Be threatened with being handed over to the authorities	Allow others to speak for them when addressed directly
Be afraid of revealing their immigration status	Act as if they were instructed by someone else
Not be in possession of their passports or other travel or identity documents, as those documents are being held by someone else	Have had the fees for their transport to the country of destination paid for by facilitators, whom they must pay back by working or providing services in the destination



Identifying potential victims of modern slavery: Spot the signs

Child specific indicators – Victims may:	The following might also indicate that children have been trafficked:
Have no access to their parents or guardians (although children may be living with their parents or guardians and still be exploited)	The presence of child-sized clothing typically worn for doing manual work or forced prostitution
Look intimidated	The presence of toys, beds and children's clothing in inappropriate places such as brothels and factories
Behave in a way that does not correspond with behaviour typical of children their age	The claim made by an adult that he or she has “found” an unaccompanied child
Travel in groups with persons who are not relatives	The finding of unaccompanied children carrying telephone numbers for calling taxis
Travel unaccompanied by adults	The discovery of cases involving illegal adoption
Be engaged in work that is not suitable for children	
Be given only leftovers to eat	
Have no friends of their own age	
Have no access to education	



Example of an explanation of the NRM form and process to the identified Potential Victim

- From what you have told me today I suspect that you might be a victim of modern slavery.
- If you give consent, the NRM will make a quick decision within 5 days as to whether they also suspect that you might be a victim of modern slavery and if they make a positive decision you will be given a 45 day recovery and reflection period where you can access support and legal advice.
- After that they will then make a conclusive decision about whether you are a victim of modern slavery and if this is positive then (if you do not have immigration status-they will consider granting you leave to remain in the UK) and you can continue accessing support. Would you like to give consent?
- There are different options on the referral form and I will explain each one before I ask you to consent and it is up to you which options you choose.
- I will explain what is covered on the Privacy Information Notice and how your data will be used
- First of all there is the choice of whether you want to be referred into the process with access to the support I mentioned earlier or whether you do not want support.
- Then there is the option of whether you are willing to engage with the police about the incident.
- Do you understand?
- Do you consent to being referred into the NRM?

All potential victims have the option to access support but there is **no obligation for them to accept it**. You should provide them with all the necessary information, including providing written information (Leaflets) where available, to allow them to make an informed decision.

Support for adult victims referred into the NRM may include:

- Access to Government-funded support through the Victim Care Contract (including accommodation, material assistance, financial support, translation and interpretation services, information and advice)
- Outreach support if already in safe, secure and appropriate accommodation (which may include local authority accommodation or asylum accommodation)
- Access to legal aid for immigration advice
- Medical care and counselling
- Assistance to return to their home country if not a UK national

Victim support and decision making:

- *Following a positive Reasonable Grounds (RG)*, potential victims will be provided with a recovery period of at least 45 calendar days.
- *Following a positive Conclusive Grounds (CG)*, victims will receive a minimum of 45 calendar days of move-on support and a Recovery Needs Assessment will be conducted.
- *Following a negative CG*, individuals will receive further 9 days of support.

Ensure immediate safety

If you encounter a potential victim you must ensure your own safety and the safety of the potential victim as first priority.

Victims of modern slavery are a vulnerable group and should be treated with the same sensitivity as other vulnerable groups, such as victims of domestic violence.

If you identify a potential victim of modern slavery, you should follow your Organisation's safeguarding procedures. In general:

- Where there is a **risk of immediate harm** to the potential victim, the police should be contacted by **calling 999**;
- When the **potential victim is a child, the local authority with safeguarding responsibility must be contacted (and the Independent Child Trafficking Guardian (Barnardos) in certain areas)**. All victims, including possible/potential victims of modern slavery who are under the age of 18 must be referred to Children's Social Care urgently under child protection procedures;
- **Do not use an accompanying person as interpreter** for the potential victim, and where safe to do so a potential victim should be spoken to away from anyone accompanying them.

Consent is required for adult potential victims to enter the NRM process.

You will be asked to confirm that the adult potential victim provided you with consent upon referral. For an adult to provide their informed consent they need to have a clear idea of what it is they're consenting to.

Therefore, you must explain:

- ✓ What the NRM is
- ✓ What support is available if they consent to be referred to the NRM
- ✓ What the possible outcomes are for an individual being referred
- ✓ What are an individual's options if they do not consent to enter the NRM

If a victim is, appears or claims to be under 18, **consent is not required** to refer them to the NRM. Once the child has turned 18, we will contact them to ask for consent. We will cover the child referral process shortly.

- **Where you suspect a child is a victim of modern slavery you will need to contact the safeguarding team at the local authority with safeguarding responsibility.**
- You will also need to refer to the Independent Child Trafficking Guardians (ICTG) service, where available. The ICTG service is currently available in:

- | | | |
|---------------------------------------|-----------------------|----------------|
| • Wales / Cymru | • All London Boroughs | • North & West |
| • East Midlands | • Hampshire | Yorkshire, |
| • West Midlands Combined Authorities, | • Isle of Wight | • Lancashire |
| • Bedfordshire | • Kent | • Merseyside |
| • Gloucestershire (incl Bristol) | • Surrey | |
| • Warwickshire, | • Essex | |
| | • Greater Manchester | |

- **If the potential victim is under 18, or may be under 18, an NRM referral must be made.** Child victims do not have to consent to be referred into the NRM and must first be safeguarded and then referred into the NRM process.
- **Presumption of age:** If you have reasonable grounds to believe that a potential victim is under 18, you should proceed as if they are. Further age verification may occur later by the responsible local authority.



<https://www.modernslavery.homeoffice.gov.uk/start> - Adult and Child referrals

Filling out the form:

- **Providing accurate and complete information in the NRM online referral form is essential to the decision making.** There is now the option of saving your information and returning to the referral . This is a *new feature* of the online referral.
- This information is used to determine if this individual may be a victim and their access to support will depend on the information you include.
- Where you have documentary, photographic or other evidence, you should outline these in your referral form, explaining what they are, including date and content, rather than say 'see attached', as it is not possible to submit supporting evidence at the same time as making your referral. Once your referral has been received by the SCA and you receive a notification by email NRM reference, you can submit documents by e-mail and these will be automatically linked to your referral and considered as part of the decision making.

Remember: Provide contact details, for yourself or someone who can deal with the case in your absence, as SCA decision-makers may need to get in touch for clarification purposes or further evidence.

What makes a good referral

First Responder's are advised to **bear the definitions of Human trafficking and Slavery, servitude, forced and compulsory labour in mind** when gathering information and making the referral. Parts a, b and c of the 2 definitions can be used as a prompt to remind FR's of what information should be included. For example for adults Human Trafficking is:

- **Part a** – Action – how did the person get into the situation?
Recruitment, transfer, transport, transfer, harbouring, recruitment
- **Part b** – Means – why did they stay in the situation/ what stopped them from leaving it
threat, force, coercion, abduction, fraud, deception, abuse of power, position of vulnerability, giving and receiving of benefits, for the purpose of exploitation
- **Part c** – Purpose (exploitation) – description of what was the situation/ exploitation was
sexual exploitation, forced labour, domestic servitude, forced criminality, organ harvesting

REMEMBER - Children do not need to demonstrate a means was used against them (they don't need to have a **part b for Human Trafficking, or a part A for Slavery, Servitude, Forced or Compulsory labour**).

If there is no **part a** then PVs, will be assessed as a victim of slavery, servitude, forced or compulsory labour.

Where there is the intent to exploit but nothing has happened, or it is unclear what sort of exploitation a potential victim would have experienced, a referral and decision can be made based on an “unknown” or suspected type of exploitation type for **part C**.

What the NRM Referral should include

Essential	Desirable
Name	Any other names used
Date of birth	Immigration status
Nationality	Vulnerabilities – any medical/mental health conditions or other further vulnerabilities that may require safeguarding
Language spoken	Supporting evidence – behaviour, appearance, working conditions, demeanour, movements in UK (including dates)
Address – and whether address is safe	Agent – name of agent, exploiter or trafficker
Safe contact information – a safe telephone number and email address for correspondence, any other means of contact	Victims – name of any other victims
How PV was encountered	Action taken - any action taken including referral to other agencies (for example The Salvation Army, police, UK Visas and Immigration) where appropriate
Details of exploitation – what, where and when (ensure you provide details covering parts A, B, and C of the modern slavery definition)	Reference Numbers - Home Office, Police, NRM, National Insurance
Indicators identified	
First Responder contact details (or alternative)	

Errors on Referral forms

- From March 2021 to date, we have recorded 42 referrals containing errors whereby the First Responders are from a Local Authority. 38 of those referrals were rejected and sent back to the First Responders to correct and resubmit. Whilst this does sound low in number, there still remains a risk that these rejected referrals could be missed once returned for resubmission.
- Some examples of these errors include; no date of birth provided, the PVs name not provided on the referral form, incorrect details in the narrative than what was provided under the PV details. The one that stood out the most was a safe address provided on the referral form was also listed as the address of exploitation.
- It is vital that the SCA are provided with accurate information and detail as we rely on this information to identify the relevant third parties involved in the PVs case, i.e. current location and address' are used to confirm the relevant Police force who would be responsible for investigating the MDS offence.
- By providing the SCA with the correct and most accurate information and detail, this ensures that we can provide the best possible service to our stakeholders and potential victims, in line with our Safeguarding policies and data protection guidelines. It mitigates the risk of contacting third parties with incorrect information and relieves pressure on vital resources both within the SCA and our external stakeholders.



When you make an online referral, you are required to fill in all relevant details about the victim, contract details for yourself and as much information as you can about the exploitation. You will be requested to completed the below box with detail.

- Provide a **clear and concise narrative** of what happened, where and when, based on the Potential Victim’s account and behaviour and any supporting information or external evidence you have to support your concerns.
- Simply ticking indicator boxes without providing context and explanation of the circumstances is unhelpful.
- Be concise and Don’t overcomplicate matters.
- Base any speculation on indicators and evidence witnessed, facts known and your professional opinion.
- Try to provide a timeframe / chronology/ sequence of events rather than jumping around different pieces of the evidence or account.
- If it is your professional judgement explain why you think this is trafficking / exploitation / what indicator’s make you suspect Modern Slavery/ Human Trafficking?
- If necessary details are not included in the referral SCA will have to come back to you for further explanation. This can impact the potential victim by delaying the decision and access to support.

← → ↻ 🏠 <https://www.modernslavery.homeoffice.gov.uk/nrm/what-happened>

What did they say happened?

A detailed report should include information about:

- how the potential victim was treated
- what an average day was like and a description of their living conditions

If they were trafficked, it helps to know:

- where they were recruited and who arranged the journey
- details of their journey, including if they travelled with anyone

Provide as much detail as you can. Do not include their name or the names of any other potential victims.

You have 15,000 characters remaining



You will also be asked to include personal details about the PV, where the PV was exploited, where they are currently located, who exploited them and how they were exploited (in the form of a tick box exercise seen below). Additional information such as crime references, Home Office references and the requirement of interpreters are also requested.

← → ↻ 🏠 🔒 [https://www.modernslavery.homeoffice.gov.uk/nrm/types-of-exp](https://www.modernslavery.homeoffice.gov.uk/nrm/types-of-exploitation)

How were they exploited?

Select all that apply.

Labour and financial exploitation

Forced to work for nothing or almost nothing

Victims may live in isolated areas or poor conditions, such as in squats or at their place of work. They may be unable to leave and threatened with violence.

Wages taken by force or coercion, such as through control of a bank account

Forced to commit fraud, such as using their identity to claim benefits

Sexual exploitation

Forced into prostitution

Child sexual exploitation

This includes child sex trafficking.

Taken somewhere, held against their will and sexually assaulted

This includes child sex trafficking.

← → ↻ 🏠 🔒 [https://www.modernslavery.homeoffice.gov.uk/nrm/types-of-](https://www.modernslavery.homeoffice.gov.uk/nrm/types-of-exploitation)

Criminal exploitation

Forced to commit a crime, such as growing cannabis, drug dealing or begging

This includes being used as a drug mule across county lines. Victims will often be unpaid although they may get food and somewhere to live.

Organs, such as kidneys, removed against their will

Domestic servitude

Forced to do unpaid or low paid household work by relatives or strangers

Victims who are exploited by relatives may have been forced into an arranged marriage and abused in other ways.

Other

! If you think they are a victim of another crime you can report it to the police by calling 101.

Save and continue

Save and exit

Power of Language

The language used within a referral can impact the overall decision made at either the RG or CG stage. Using certain phrases or words can cause subconscious negative/positive connotations. It is therefore important to carefully articulate the circumstances in which the potential victims has been located, interviewed, presented and how they have recalled the circumstances which has led to their exploitation experience.

“PV goes missing frequently”	“PV’s whereabouts are often unknown”
“PV claims that XXX”	“PV has disclosed that XXX”
“PV is hanging around with known gang members”	“PV has been encountered in the company with influential gang members”
“PV is unwilling to engage with authorities”	“PV is unable to disclose further details”
“PV has been travelling to different cities including XXX”	“PV is being transported to other locations including XXX”

NRM Referral – An example of insufficient detail

Section	Indicator
MODERN SLAVERY	FORCED TO WORK IN LIBYA

Evidence of modern slavery

What did they say happened?
(Victims account)

There is limited information at this current stage in relation to the events which occurred. [REDACTED] was arrested in [REDACTED] and reports he was selling drugs for elder males whilst residing in the area. He was residing in [REDACTED] due to safety concerns and gang links in the [REDACTED] area and placed outside of [REDACTED] by [REDACTED] Social Care. It is suspected [REDACTED] expanded his links whilst residing in [REDACTED].

Evidence of modern slavery

What did they say happened?
(Victims account)

There are a number of concerns for this child's safety due to both criminal and sexual exploitation. This child is considered to be at high risk of extra familial harm due to her associations with children and adults in [REDACTED]. This child has regularly been going missing since June 2020. This is following her being contacted by a 12 year old young person on social media who said that she is beautiful. This young person has also disclosed that she witnessed the rape of her friend by an adult male who is affiliated with a gang. She has also spent time in drug houses and has packaged drugs for cannabis.

NRM Referral – An example of sufficient detail

Evidence of modern slavery

What did they say happened?
(Victims account)

She went missing again from 08/08/21- 11/08/21. During this time she had sporadic contact with her placement and met up with her social worker at McDonalds however refused to go back to placement. When she met up with her social worker in McDonalds she was observed to have a love bite on her neck and she was also wearing her 'boyfriends' trainers. She shared that she had met her boyfriend 5 days prior. She has spent 2 nights with her boyfriend who she thought was [REDACTED] and from [REDACTED] and has his own flat. When she came back from this missing episode she started to offer other residents in the care home cannabis for £10. [REDACTED] later denied this and a room search found no evidence of drugs. She then went missing again on 13th -15th of August. When she returned she informed the social worker that she has been staying at her 'boyfriends' flat again. She shared that she does not know his full name or address and even if she did would not share it. She did share that he is care leaver from [REDACTED] who has recently been given his own flat. She believed that he is on tag for armed robbery and drug offences and she thinks that he is a drug dealer and shared that he is in a gang. Whilst she was missing on 24/08/21, she put video's and pictures of her partially dressed on her social media. She also shared a picture of her holding two big baas of cannabis with the caption 'my boo be rich'. . She also shared to her placement when speaking on the phone that she would have to wait for her boyfriend to come home so she could leave. This raised the concern of whether she was locked in while her boyfriend was out. On a return home interview completed on 31/08/21, she shared that for the last few missing episodes she has been staying at her new boyfriend house. She shared that he has cannabis farms over london and looks for empty properties to use for cannabis farms. She shared on the social media that she could get people cannabis if they replied to her. On 04/09/21 she told anothe young person in her care home that her boyfriend was forcing her into sex. She now denies this and shares that they has just had an argument. She is a looked after child who is very vulnerable, she is cognitively vulnerable with a reading age of 9 despite being 15. She is easy to trust someone and it is thought that she is being groomed for exploitation both sexually and criminally.



Reasonable Grounds Decisions

- Following referral from a First Responder Organisation, the SCA will make a **Reasonable Grounds decision** to determine whether it 'suspects but cannot prove' that an individual is a potential victim of modern slavery. This decision should be made within **5 working days** of referral, where possible. The Reasonable Grounds decision acts as a filter for potential victims referred to the NRM based on the information available at that time.
- This can be a very limited amount of information such as only the referral form details. The test the SCA must apply is whether the statement:
 - **'I suspect but cannot prove'** the person is a victim of modern slavery (human trafficking or slavery, servitude, or forced or compulsory labour)'
- is true; or
- whether a reasonable person having regard to the information in the mind of the decision maker, would think there are Reasonable Grounds to believe the individual is a victim of modern slavery (human trafficking or slavery, servitude or forced or compulsory decision. labour)
- It is therefore essential that when the referral is completed, there is enough information contained within the referral for a decision maker to come to an assessment of the above. If the SCA has sufficient evidence to make a positive decision it should do so immediately.
- A referral may be able to provide information that meets or goes beyond the required standard of proof for the Reasonable Grounds test. In these circumstances the SCA must advise the First Responder that:
 - the case meets the Reasonable Grounds test
 - any further information will be taken into account for the Conclusive Grounds

Conclusive Grounds Decisions

- Following a positive Reasonable Grounds decision, the SCA will make a **Conclusive Grounds decision**. At the Conclusive Grounds decision stage, the SCA must consider whether, '**on the balance of probabilities**', there is sufficient information to decide if the individual is a victim of modern slavery.
- The Conclusive Grounds decision should generally be made as soon as possible after **45 calendar days** of the Reasonable Grounds decision. A decision can only be made when **sufficient** information about the case has been shared or made available by interested parties to the SCA.
- The SCA will often require additional information from the First Responder in order to obtain the most up to date information concerning the potential victim. This is requested prior to the decision being made and therefore it is extremely important that any requests for additional information sent to First Responders are responded to.
- The First Responder in the case will be notified of the outcome of the Conclusive Grounds decision.

Reconsideration of negative NRM decisions

If a **conclusive or reasonable grounds decision is negative**, a potential victim, or someone acting on their behalf, including yourselves as First Responders, may request for reconsideration if:

- More or new information about the case becomes available (which has not already been considered);
- There are specific concerns that the original decision is not in line with the Modern Slavery Act 2015 Statutory Guidance

The SCA will look at whether there are grounds to reconsider the decision. This is not a formal right of appeal and the decision should only be reconsidered where there are grounds to do so.

Requests for reconsideration should be emailed to the SCA at: nrm@modernslavery.gov.uk with the following information:

- Name of individual
- Date of birth
- Nationality of individual
- NRM reference number
- Summary of reconsideration request detailing the new evidence or the reason why the original decision is not in line with Modern Slavery Statutory Guidance. There is no formal right of appeal against the NRM decision.



Explain the NRM Process and support- to obtain informed consent

If you suspect someone is a potential victim of Modern Slavery:

- ✓ **Safeguard** - prioritise the safeguarding of the victim
- ✓ **Immediate danger** – call 999 to alert the police and emergency services
- ✓ **Location** – if possible move the victim to a safe location, and away from the influence and/or coercion of traffickers
- ✓ **Enquire-** to establish the facts and identify indicators
- ✓ **Report** - to local police force because this is a crime and details of police force and crime references should be included in the NRM referral
- ✓ **Refer-** any heightened vulnerabilities to Local Authority Social Services, or support services
- ✓ **Health** - where appropriate seek medical assistance
- ✓ **Welfare/Capacity to Understand** – where appropriate refer to the local authority
- ✓ **Interpreter** – utilise if necessary at the earliest opportunity
- ✓ **Open Communication** - ensure effective, open and honest communication to increase the victim's understanding of the help available and break the influence of traffickers
- ✓ **NRM** – initiate the NRM process, provide any supporting evidence





Home Office

ANNEXES

- **Annex 1 - Reconsiderations**
- **Annex 2 - Multi Agency Assurance Panels (MAAPs)**
- **Annex 3 - Recovery Needs Assessment (RNA)**
- **Annex 4 - Sample Case Studies**
- **Annex 5 – Good Example with requisite detail**
- **Annex 6 – Modern Slavery Myths**
- **Annex 7 – Human Trafficking Vs People Smuggling**
- **Annex 8 - Questions to ask to clarify smuggling or trafficking situation**
- **Annex 9 - Resources**

Annex 1 - Reconsideration of negative NRM decisions

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Why is there a MAAP in the process?

A further feature of the reform programme is the establishment of independent MAAPs to review all negative conclusive grounds decisions made on cases referred to the SCA.

What is the purpose of the MAAP?

The main aim and purpose of introducing MAAPs is to help ensure robust and consistent decision-making processes are undertaken within the NRM, as well as to improve victim and stakeholder confidence in NRM decisions. MAAPs do not hold a decision-making role.

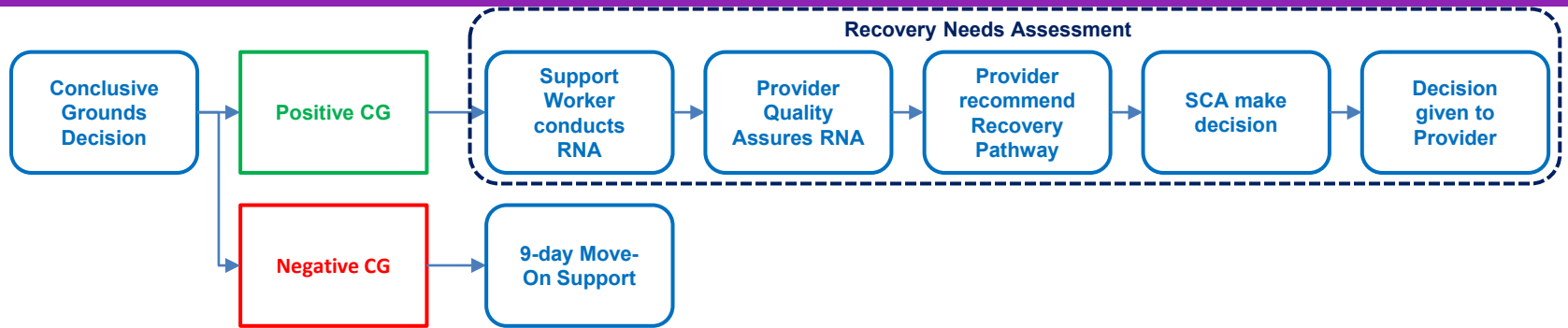
What is the role of the MAAP?

Their role is to consider all negative CG decisions, assessing the information available to the decision maker at the time they made the decision, confirm whether they agree that the decision maker has made the decision in line with Competent Authority guidance, and that the evidence provided and used in the decision-making process has been appropriately weighed and considered.

Who are the Panel?

MAAPs are chaired by an independent professional appointed via a public appointments process. Panel members are drawn from a selection of professions including from police/law enforcement; local authorities and Non-Governmental Organisations (NGOs), all of whom have experience and knowledge of dealing with victims of modern slavery.

Annex 3 - Recovery Needs Assessment



Service	Service Description	Timings
Recovery Needs Assessment	The purpose of the Recovery Needs Assessment is to determine the ongoing recovery needs of the Service User and to put in place a pathway for those needs to be met outside of the Service.	As soon as possible upon a Service User receiving a positive CG decision and in line with Authority Guidance, the Supplier shall carry out a Recovery Needs Assessment at a minimum within 5 Working Days for Service Users with a positive CG.

The RNA is an assessment to determine the ongoing recovery needs of Service Users with a positive CG decision and is used to put in place a pathway for those needs to be met outside of the Service, where possible. Service Users with a positive CG decision are entitled to a minimum of 45 calendar days Move-On Support, although some Service Users may require longer. Before the Service User's planned Service Exit Date, the Recovery Needs Assessment must be reviewed to confirm that the agreed pathway is in place to facilitate the Service User's exit from the service.

Currently those who have identified recovery needs, but who do not have access to other public services, may remain in the VCC for an undetermined duration, though this is reviewed regularly and at least every six months. Those who either receive a negative CG decision, take up voluntary returns before their RNA, or choose to leave victim support without an RNA will not undergo the RNA process and leave the VCC, excluding those who re-enter the Service.

Annex 4 –Case Study Examples

Example 1 Vietnamese Minor

Example 2 Nigerian Adult

Example 3 Egyptian Minor

Example 4 Albanian Adult

Annex 4 –Case Study Example 1 – Vietnamese Minor

- A Vietnamese minor is about to be removed to Vietnam to re-join his family after his asylum claim was refused. He reveals to you that on his way to the UK previously he was forced to chop wood in Russia to pay for part of his journey.
- He also had to work in a warehouse and load/unload lorries.
- When he arrived in the UK he was told to call a number by the agent. When he did they came and picked him up from his social services accommodation and took him to a house where he was told to cultivate cannabis plants.
- After a month he was allowed to leave and returned to social services but did not tell them because he didn't know it was a illegal and he was repaying his debt.

Would you refer him into the NRM?



Annexe 4 - Case Study Example 2– Nigerian adult (conversation)

You	PV
I was told you wanted to tell an employee of the Home Office something?	Yes, when I was in Nigeria the terrorist group Boko Haram threatened to kill me and my family due to our religion.
Okay, what happened next?	I ran away and got a bus back home to Lagos and told my family, they told me I had to leave the country to be safe.
Is there anything else you want to tell me about this?	When I went to Lagos I hired a people trafficker to help me leave the country but he charged me \$20,000 to leave.
Did you pay him?	Yes, I paid him but this is financial exploitation asking me to pay that much. I am a victim of exploitation.
Have you had any contact with the trafficker since?	No, he gave me a passport and a plane ticket to the UK, I took them and then travelled here.

Would you refer her into NRM?



Annex 4 – Case Study Example 3 – Egyptian minor (conversation)

You	PV
I was told you wanted to speak with me?	I don't want to go back to Egypt, I am scared of what will happen to me.
But you are going back to your uncle and auntie where you lived before? Your younger brother is there still	I know, but I am scared of my uncle. When I lived with him before he used to make us wear old clothes and walk around the city.
Why did he do this?	He wanted us to ask people for money and pretend we were homeless.
How often did you have to do this?	Every day apart from Friday as this is a religious day. He stopped us going to school
What happened to the money that you were given?	He made us empty our pockets and hand him any money we had.
Did he ever pay you for the work?	No, we didn't see any of the money.

Would you refer her into NRM?



- A 24 year old Albanian women reveals to you that she met a man in a café in Tirana who she got into a relationship with.
- He promised her a better life in Belgium so she agreed to travel with him and live with him there to get away from her family.
- Once in Belgium he forced her into prostitution.
- She slept with 4 men every day and only had Sunday's off. After 2 years she managed to escape the house where she was kept.
- She managed to get on a lorry and get into the UK. She was found working illegally in a restaurant and detained.

Would you refer her into NRM?

Annex 5 NRM Referral – A good example of the requisite detail (1)

Mr D's adopted mother was in debt to the Mafia in Vietnam (4 billion dong). He was told that he would need to work in a factory abroad in order to pay back the debt. He would also owe 1 billion dong for the travel, so his overall debt was 5 billion dong. He said the Mafia arranged everything through trafficking agents – he had no idea of any of the travel arrangements. He states that around 3 months later he was collected from his adopted mothers house and was told to follow them. Everything was taken from him including his passport and his mobile phone, so he had no means to contact anyone.

Mr D states that in 2013 he was taken to Hai Phong with 3 traffickers (names not known) – one of whom was Vietnamese and the other 2 were white. He was made to go on Russia by boat where he stayed for over 10 days. He was taken to a warehouse which had no rooms, just a single space with 3 mattresses on the floor. When he arrived the door was unlocked by an individual (this person would change as it they were working shifts) and inside was 5 or 6 other Vietnamese individuals. They were all made to share the 3 mattresses and a toilet in the room but there was no privacy. He said there was no windows. the door was locked, with the traffickers keeping an eye on them and they were not provided with food and water.

Mr D said he (along with the 5 or 6 others) were made to go to Germany on foot. They were made to stay for nearly 1 month, again in a warehouse, almost identical to the one described above which was of average size and was dark.

Annex 5 Continued - NRM Referral – A good example of the requisite detail (2)

Mr D states that the traffickers did inform him that he was coming to the UK to work, however he was always told that he was coming to work in a factory in order to pay back the debt. He states that he didn't know he would end up in the cannabis industry.

Mr D states that he arrived in the UK in 2014, but is not sure exactly where in the UK he arrived. He was arrested on arrival as he was seen by someone jumping out of the back of the lorry and the police were called. He was taken to an asylum centre, but he escaped as he states the mafia had warned him of the consequences of getting caught (they threatened him). He states that the traffickers came to find him and picked him up off the streets in a car. He states that he could see out of the windows but that he didn't know where he was anyway. From here he was taken to a warehouse and told then when they have work for him they will take him.

After about 2 months he was taken to a place to work – again he states he thought he was going to a factory. He told me that as soon as he arrived and saw the plants, he knew it was illegal, so he escaped 2 days later by breaking the window seal using a screwdriver and opening the window just enough to squeeze out. He told me that he was caught and was beaten. He states that he has a scar on his nose and his left wrist where he was hit with their fists and a stick. He states that after that he was so scared to escape that he just worked for them. He continued to work until he was arrested, by this point he was made to work in 4 houses looking after cannabis plants. Initially he was told that he would be paid 500 pounds a month, however he states that he never received a penny.

Mr D is willing to participate with the Police and states that he does have a safe release address that he can be released to, if release is considered whilst waiting the outcome of this claim.

Annex 6 – Modern Slavery Myths

1

- **Crossing a border is required in order to be trafficked.**

2

- **Modern slavery is a necessary evil in some cultures and so must be accepted.**

3

- **It cannot be modern slavery when organiser and victim are related or married/cohabiting/lovers.**

4

- **A person is not a victim of modern slavery when they say they had a better life than previously.**

5

- **A person is not a victim of modern slavery when she or he rejects offers of help.**

6

- **A person is not a victim of modern slavery if they have sought asylum.**



There are several factors to help distinguish between people smuggling and human trafficking:

With human trafficking, a victim's entry into a state can be legal or illegal but people smuggling is characterised by illegal entry.

Human trafficking can take place both within and across national borders but international travel is required for people smuggling.

In the case of adults, human trafficking is carried out with the use of force and/or deception. People smuggling is not, which indicates it is a voluntary act on the part of those smuggled.

Human trafficking involves the exploitation of people after they have been relocated, while the services of smugglers usually end when people reach their destination.



Annex 8 - Questions to ask to clarify smuggling or trafficking situation

It can be difficult to assess if a situation is smuggling or trafficking and that isn't a judgement we expect First Responders to make. However you can assist the SCA in making this distinction by providing the following information relating to the travel arrangements and how these were paid for and what the potential victim was expecting to happen:

- What was their intention when left home country?
- Where was the final destination?
- How did they pay for the journey and how far was this payment to take them?
- Did they have assistance from anyone to arrange/ facilitate the journey? Who?
- What was the arrangement with the agent/ facilitator?
- On arrival in transit country (e.g. Libya) did they have any money left?
- How did they finance any onward journey?
- Your friend/relative paid the agent - were you told of the arrangements?
- How much they paid the agent/facilitator and how they paid or will pay the facilitator?
- Did they travel with someone else and if so who? (where is that person now?)
- What were they expecting to happen when they arrived at the destination?
- Were they required to do anything in return for the agent in addition to paying?
- Were they made to do anything against their will?
- What exactly were they expected to do? Did they do this voluntarily?
- Explain why they did this extra activity if already paid the agent?

Annex 9 - Resources

- First Responder training is live- The module is available on the Modern Slavery and Organised Immigration Crime (MSOIC) Unit [website](#). There is a dedicated section on the website's homepage so users should be able to access the module easily. Home Office First Responders are also able to access the module on Metis Learn.
- Single Competent Authority Duty Line: 02070355689 and email: nrm@modernslavery.gov.uk
- Modern Slavery Act 2015 Statutory Guidance: <https://www.gov.uk/government/publications/modern-slavery-how-to-identify-and-support-victims>
- Coronavirus: support for victims of modern slavery: <https://www.gov.uk/government/publications/coronavirus-covid-19-support-for-victims-of-modern-slavery>
- Referral forms and Offline guide: <https://www.modernslavery.gov.uk/start>
- National Referral Mechanism statistics: <https://www.gov.uk/government/collections/national-referral-mechanism-statistics>
- 2019 UK annual report on modern slavery: <https://www.gov.uk/government/publications/2019-uk-annual-report-on-modern-slavery>
- Home Office Modern Slavery Awareness Booklet : <https://www.gov.uk/government/publications/modern-slavery-awareness-booklet>
- <https://www.nationalcrimeagency.gov.uk/what-we-do/crime-threats/drug-trafficking/county-lines>
- National Crime Agency County Lines information: <https://www.nationalcrimeagency.gov.uk/what-we-do/crime-threats/drug-trafficking/county-lines>

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Single Competent Authority - Leaflets

HM Government

The support can include:

- accommodation in a safe place
- medical care
- counselling
- financial support
- legal advice
- an interpreter or translator to help you with English
- someone who can support you through this time

We make sure that you get the right support for you, which can be all or just some of the support listed above.

You can change your mind about support and ask for it later even if you decide you don't need it now. Please make sure you keep this leaflet.

Your 'Reasonable Grounds' decision

HM Government

What happens next?

You will find out if there are 'Reasonable Grounds' that you could possibly be a victim.

If it is decided that there are 'Reasonable Grounds', you can get protection and support from the UK government. You will get support for at least 45 days. This support will help you recover and decide what you want to do next.

The support can include:

- accommodation in a safe place
- medical care
- counselling
- financial support
- legal advice
- an interpreter or translator to help you with English
- someone who can support you through this time

We make sure that you get the right support, which can be all or just some of the support listed above.

You can change your mind about support and ask for it later even if you decide you don't need it now. Please make sure you keep this leaflet.

If you need support, please call:

The Salvation Army: **0300 303 8151**

Email: **MST@salvationarmy.org**

Welcome to the National Referral Mechanism

Your 'Reasonable Grounds' decision

You have now received your 'Reasonable Grounds' decision. The decision will be 'positive' or 'negative'. The decision will affect your support, and this is explained below.

Negative Reasonable Grounds decision

If you receive a negative Reasonable Grounds decision, this means your caseworker does not have enough evidence that you are a potential victim of modern slavery.

If you are already being supported by the NRM, this will now end.

This will not affect your immigration status.

If you are an asylum seeker, you can still get support from the National Asylum Support System. If you want to apply for asylum please contact Migrant Help:

Telephone: **0800 8000 630**

Email: **info@migranthelpuk.org**

Positive Reasonable Grounds decision

If you receive a positive Reasonable Grounds decision, this means there is evidence that you are a potential victim of modern slavery.

You can get support for at least 45 days.

If you need support, please call:

The Salvation Army: **0300 303 8151**

Email: **MST@salvationarmy.org**

The UK government uses the National Referral Mechanism to recognise people who might be victims of modern slavery.

What is modern slavery?

Modern slavery includes two very serious crimes:

Human trafficking is when a person is brought to a different country or area to do things they don't want to do, such as being forced to work.

Slavery, servitude or forced labour is when a person is forced to work or provide a service they don't want to do.

They might be threatened, frightened or hurt by other people.

What is the National Referral Mechanism (NRM)?

The NRM is the process the government uses to identify people who might be victims of modern slavery.

It is also used to refer victims to organisations who can **help to provide the protection and support you need to recover.**

If it is found that you might be a victim, a caseworker will gather more information to make a second decision. This is called a 'Conclusive Grounds' decision. This will assess if there is enough evidence that you are a victim.

Throughout this decision-making process you can have help and support.

It's important to know that these decisions have nothing to do with your immigration status.

How does the NRM work?

When you are referred into the NRM, a trained caseworker will look at the events you have experienced. They will decide if there is enough evidence to suggest that you might be a victim. They will make two assessments to decide this.

The first assessment is a 'Reasonable Grounds' decision.

This will take up to 5 working days. If you need somewhere to stay during the 5 working days, the Salvation Army can help you. The phone number and email address are on the back of this leaflet.

Document Control

Version	Date	Approver	Description of Changes
1.1	April 2021	P.Dodds	Slide 7, Reference to SOCG/ ESED replaced by PSG/ TEAD. SCA Vision inserted on slide 8. SCA Expansion inserted slide 9.
1.2	Sep 2021		ICTG locations updated