THE PASSAGE
to ending homelessness

Understanding and Responding to **Modern Slavery within the Homelessness Sector**

A report commissioned by the
Independent Anti-Slavery Commissioner

January 2017

INDEPENDENT
ANTI-SLAVERY
COMMISSIONER

Contents

Foreword from The Passage's CEO	1
Foreword from the Independent Anti-Slavery Commissioner	2
Executive summary	3
Introduction	4
Background	4
Methodology	6
Limitations	7
Terminology	7
Findings	8
Conclusion and Recommendations	15
References	17
Acknowledgements	18
Appendices	19

Foreword

Mick Clarke
CEO of The Passage

Modern slavery is one of the greatest evils in our world – and it is happening here in the UK: it targets the most vulnerable in our society and seeks to use them as commodities from which to make profit.

For many years, The Passage and other homelessness organisations have been aware of the link between modern slavery and homelessness.

The Passage has witnessed it in its day-to-day work: through service users relaying their experiences of being approached by those involved in the crime of modern slavery; by victims breaking free and arriving at our services for help; or, indeed, in some cases seeing criminals who are involved in modern slavery approaching service users as they leave our premises. People who are engaged in support services for homeless people can be vital eyes and ears in detecting this crime.

The opportunity to explore the issue of modern slavery within the homelessness sector is, therefore, something The Passage has been proud to take the lead on, in partnership with the Office of the Independent Anti-Slavery Commissioner.

The recommendations in this report seek to ensure that we move to a joined-up response across sectors, and to ensure that this crime is properly addressed through improved data recording and sharing, as well as through improved training and co-operation.

We hope that this report will act as a catalyst to bring about the systemic change needed to address the crime of modern slavery; to ensure that all organisations, voluntary or statutory, are fully aware of the issue, are equipped with the resources and training to address it, and work in a joined-up way to ensure that the most vulnerable are protected, and that those involved in this crime are brought to justice.

Mick Clarke

Foreword

Kevin Hyland OBE
Independent Anti-Slavery Commissioner

Modern slavery is a crime that affects thousands of people in the United Kingdom and millions around the world. It is an injustice that exploits the most vulnerable in society, including those who are homeless. This report aims to increase our understanding of modern slavery within the homelessness sector, thus improving our response – both of which are vital if we hope to shelter and support those in need.

The similarity in vulnerabilities of those who are homeless and victims of modern slavery, as detailed in this report, is eye-opening. Although the anti-slavery sector has known of the prevalence of homelessness among victims, and the homelessness sector has been aware of slavery among clients, the two sectors have previously had little coordination. Findings and recommendations in this report therefore aim to fill a gap that has long required recognition.

Those who work with the homeless are in a strong position to identify potential victims of modern slavery, provide support and prevent exploitation from happening in the first place. Homelessness organisations also hold valuable information that can help us better understand and address modern slavery in the UK. Joint working between anti-slavery and homelessness organisations, and statutory bodies, therefore has great potential to identify and protect thousands of vulnerable individuals in the UK; the recommendations in this report can make this potential become a reality.

This report not only emphasises the need to improve the response to modern slavery within the homelessness sector, but also the need to advance efforts within the anti-slavery sector itself, where long-term support is crucially needed for victims. Such support could ultimately prevent some of the vulnerabilities that can lead to homelessness. This is something I have long been advocating for, and I therefore welcome this report for the value it brings to wider issues that need urgent address.

I believe that collaboration is a catalyst for progress. As local authorities, police, anti-slavery and homelessness sectors join forces to implement the recommendations in this report, I am confident that the results will be invaluable.

Kevin Hyland OBE

Executive summary

Homelessness organisations and anti-slavery organisations have both been aware of links between modern slavery and homelessness, yet there has been little research into how these issues overlap and impact on one another. An initial scoping exercise was, therefore, commissioned in 2016 by the UK's Independent Anti-Slavery Commissioner, Kevin Hyland OBE, to gain a better understanding of modern slavery within the homelessness sector. The Passage, a leading homelessness charity, was appointed to look into this issue.

Using an online survey completed by 61 organisations throughout England, two focus groups in Birmingham and London, and semi-structured interviews with various other relevant organisations, it has been found that homeless people are at risk of being exploited when they are on the streets, and victims of modern slavery are at risk of becoming homeless if no long-term support is provided to them. A set of recommendations has been developed to address some of the issues identified through this exercise in order to improve the multi-agency response to modern slavery.

Training and raising awareness

Recommendation 1. Homelessness and anti-slavery organisations, working in partnership with local authorities and police, must raise awareness among the homeless population about the risks of exploitation.

Recommendation 2. Homelessness organisations need to ensure that staff are given adequate training on modern slavery and know how to respond.

Recommendation 3. Homelessness organisations should ensure that their assessment tools enable trained staff members or volunteers to identify if someone is a victim of modern slavery and how to refer them for appropriate support.

Recommendation 4. Homelessness and anti-slavery organisations that are working with local communities should raise awareness among the public that a homeless person can be a victim of modern slavery and, equally, that a homeless person is at risk of becoming a victim of modern slavery.

Data collection and collation

Recommendation 5. Systems used by homelessness organisations or local authorities that are involved in managing existing homelessness recording systems, or developing new regional systems, must include fields that record details on whether a client has been a victim of modern slavery, including when this took place and how the victim was supported. Systems should be consistent between regions in the sets of data collected in order to facilitate comparison and collation.

Recommendation 6. The process of recording data within the National Referral Mechanism (NRM) should be amended to include closed categories that would specify what type of NGO the referral to a First Responder has originated from, such as a homelessness organisation, in order to improve data on the links between homelessness and modern slavery as well as other vulnerability sectors.

Recommendation 7. Local authorities that commission rough sleeping services should consider how they can use their contract monitoring tools to more closely monitor the occurrence of modern slavery.

Recommendation 8. A prevalence study should be carried out to provide a further, more thorough, view of the extent to which modern slavery is experienced within the homeless population.

Partnerships

Recommendation 9. The Government should address the gap in move-on and long-term support provision for victims of modern slavery after they leave the NRM, having received a positive conclusive grounds decision. This includes providing adequate funding to ensure access to accommodation, welfare benefits and other move-on support services, including safe and voluntary return to their country of origin.

Recommendation 10. Multi-agency partnerships, which include statutory authorities, the police, anti-slavery and homelessness charities, local communities, and other interested parties, should be used more widely across the country to ensure cohesive, joined-up approaches to tackle modern slavery and rough sleeping.

Recommendation 11. The police and the Gangmasters Licensing Authority (GLA), soon to be the Gangmasters Labour and Abuse Authority (GLAA), need to provide and publicise clear points of contact to local homelessness organisations in order to make reporting (even if anonymously) more straightforward.

Recommendation 12. Clear guidance on victim identification and support, including referral routes to partner organisations, specifically targeting the needs of those within the homelessness sector, should be produced and publicised for homelessness organisations.

Introduction

Anecdotal evidence from the homelessness sector suggests that homeless people and rough sleepers are being targeted by traffickers: they are approached for work in the informal or black economy and are then held in exploitative and slave-like conditions across the UK. As there is currently no national database or recording mechanism for this phenomenon, and despite the best efforts of organisations working in this field, the response to date has not been effective.

The UK's Independent Anti-Slavery Commissioner, Kevin Hyland OBE, believes that it is crucial to work closely with the homelessness sector. He commissioned The Passage, a leading homelessness charity that has not only supported rough sleepers, but also clients who have experienced exploitation and modern slavery, to conduct an exercise to improve the understanding of modern slavery in the homelessness sector. The purpose of this exercise was to:

1 identify the scope and scale of modern slavery issues within the homelessness sector;

2 identify the knowledge and skills for addressing modern slavery issues that exist within the homelessness sector; and

3 make recommendations for regional and national improvements on how homelessness organisations can respond to the issue of modern slavery more effectively.

The findings outlined in this report are from England only; further research in devolved administrations may find that these recommendations are also relevant to other areas.

Background

The Modern Slavery Act received Royal Assent in England and Wales in March 2015. This Act introduced various new measures to tackle modern slavery, including:

1 consolidating existing slavery and trafficking offences;

2 increasing the maximum penalties for slavery and trafficking offences;

3 establishing the role of the Independent Anti-Slavery Commissioner;

4 introducing new measures for the protection and support of victims of slavery and trafficking; and

5 creating a statutory duty for businesses over a certain turnover threshold to make public statements on the transparency of their supply chains[1].

Northern Ireland introduced the Human Trafficking and Exploitation (Criminal Justice and Support for Victims) Act, which came into force in January 2015, and Scotland's Human Trafficking and Exploitation Act entered into force in November 2015. These Acts introduced a set of provisions, aimed at preventing and combatting human trafficking, as well as providing support to victims.

In July 2016, the Prime Minister, The Rt Hon Theresa May MP, pledged £33.5m from the aid budget to enhance the UK's upstream prevention of modern slavery in countries of origin. In addition, the Prime Minister announced the creation of a new Government Taskforce to strengthen national efforts in tackling this heinous crime[2]. Fighting modern slavery is clearly very much at the forefront of the UK's political agenda, and progress has already been made.

The UK collects data on modern slavery through its National Referral Mechanism (NRM). The NRM is a framework for identifying, referring and supporting potential victims of modern slavery[3]. In 2014, the Home Office estimated that there were 10,000–13,000 potential victims of modern slavery exploited in the UK. According to the NRM's official statistics, in 2015 3,266 potential victims of modern slavery were referred for support[4], 982 (30%) of whom were minors. The most common types of reported exploitation were labour exploitation (36%), sexual exploitation (33%), and domestic servitude (13%). The most common countries of origin of potential victims referred to the NRM in 2015 were Albania, Vietnam, Nigeria, Romania, Poland and the United Kingdom.

According to NRM statistics, the number of potential victims identified and referred has been steadily increasing year on year[5]. An independent review of the Modern Slavery Act, carried out by barrister Caroline Haughey and published in July 2016, found that there have also been increases in police investigations and convictions, which implies progress is continually being made in raising awareness and improving processes to deal with slavery and trafficking offences. The review also found, however, a lack of consistency in the quality of training and in the way that agencies deal with modern slavery and, in addition, revealed a lack of robust intelligence on the scale of modern slavery at a national level[6] .

This is further borne out in the Independent Anti-Slavery Commissioner's first annual report to Parliament published in October 2016. His first year of work has found that "chronic weaknesses in modern slavery crime recording in England and Wales remain", and "inadequacies in this area impact not only present and future victims, but could also allow organised crime groups to act with impunity, compromising the UK's national security"[7]. It is paramount, therefore, that precise modern slavery crime recording must be a policing priority in 2017.

The understanding of the extent and nature of modern slavery is limited: "inferences are often made based on very limited data"[8]. Previous studies have looked at who is vulnerable to being trafficked or held in modern slavery. A report by the Joseph Rowntree Foundation found that "people affected by forced labour situations include asylum seekers, refused asylum seekers and refugees, as well as trafficked immigrants (mainly from Africa/Middle East/Afghanistan), legal migrants (both EEA migrants and non-EEA with work permits), and visa overstayers. There have also been some recent well-publicised cases of UK nationals in forced labour situations, with the victims made vulnerable by circumstances such as homelessness, alcohol addiction, or learning disabilities"[9].

The picture of homelessness in the UK shows significant overlap with the main vulnerabilities to modern slavery. In Autumn 2015, the Department for Communities and Local Government reported that street counts throughout the country had found a total of 3,569 rough sleepers on a given night[10]. The Combined Homeless and Information Network (CHAIN) is a database used by statutorily commissioned rough sleeping services in London, and in the financial year 2015–2016, 8,096 people were recorded as having been rough sleeping in London. Of these, 37% were from Central and Eastern European countries that joined the EU in 2004 and 2007, 31% had drug support needs, 43% had alcohol support needs, and 46% had mental health support needs[11]. These vulnerabilities in the homeless population may, therefore, also make them vulnerable to being targeted by traffickers.

Two particularly high-profile cases of modern slavery have clearly demonstrated this link between homelessness vulnerabilities and that of modern slavery: in 2011, 24 men, who had been recruited while homeless and vulnerable, were released from a caravan site in Leighton Buzzard where they had been held in modern slavery[12]; and in July 2012, the sentencing remarks of HHJ Michael Kay QC, in relation to the case against James John Connors and Josie Connors, included that "the homeless, addicted and isolated men who sleep rough and beg on the streets were potential workers who could be exploited for financial gain"[13].

In addition, adult potential victims of modern slavery in the UK are vulnerable to becoming homeless after leaving the support services provided within the NRM. A report published by the Human Trafficking Foundation, entitled *Life Beyond the Safe House for Survivors of Modern Slavery in London*[14], examined the gaps in services and availability of ongoing support for victims of modern slavery after they leave Government funded safe-houses.

The report found that victims are at high risk of homelessness due to a lack of structured, continuous victim support. Indeed, it has even been suggested that the fear of having nowhere to go, and of becoming homeless, can keep people who are migrants in a situation of forced labour[15].

The potential link between homelessness and modern slavery is, therefore, evident from two angles. Homeless people are vulnerable to being trafficked or held as victims of modern slavery by virtue of being homeless and having associated support needs (such as alcohol or drug misuse and mental health issues), that can impair their judgement or ability to protect themselves. Alternatively, victims of modern slavery are vulnerable to becoming homeless since they do not have support networks and have nowhere to go after they leave safe-house support provision.

Some homelessness and social care agencies have already started working to improve the capacity of the homelessness sector to respond to this issue. For example, the standard housing assessment tool used by homelessness organisations, commissioned by Westminster City Council, asks individuals if they have experienced exploitation; and Homeless Link – the national umbrella body for homelessness organisations – has featured guidance on its website, including how to spot the signs that someone has been a victim of modern slavery[16]. However, no study has yet been carried out to look at the scope and scale of the interactions between homelessness and anti-slavery organisations, or at the links between the two issues and the way they affect an individual.

This exercise represents the first step in examining the crossover in these sectors.

Methodology

Survey

A short survey, created using SurveyMonkey, was sent to homelessness organisations around the country, with the support of Homeless Link – the national umbrella body for homelessness organisations. It was also advertised on social media and sent to individual statutory and voluntary organisations. The survey (see page 20) asked for a combination of quantitative and qualitative responses to 27 questions in order to create a snapshot of the experiences and skills of homelessness organisations in identifying and working with victims of modern slavery. Sixty-one responses were gathered using the SurveyMonkey analysis tools. The survey questions are included in the appendices.

Focus groups

Two regional focus groups were held, one in London and one in Birmingham. Attendees included representatives from frontline homelessness anti-slavery organisations. The topics covered included: data collection and recording; existing resources/groups; risk locations; processes of working with the police, the National Referral Mechanism (NRM) and local authorities; training; demographics and support needs. Themes from the discussions were drawn together and notes were produced by representatives from The Passage and the Office of the Independent Anti-Slavery Commissioner; these notes were distributed to all attendees in order to ensure accuracy.

Semi-structured interviews

Several individual interviews with representatives from front-line homelessness and anti-slavery organisations around the country were held in order to gain a wider perspective on this issue. These were either self-selecting organisations that contacted The Passage to discuss the exercise further, or organisations recommended to The Passage by others that attended the focus groups. Similar topics were discussed as in the focus groups.

Data

Homelessness organisations reported via the survey whether or not they had recorded data about potential victims of modern slavery that they had worked with. In order to gain a London perspective, data was examined from the CHAIN database, which records details on rough sleepers met and worked with in London by homelessness organisations commissioned by local authorities.

Information on whether an NRM referral came from a homelessness organisation was not readily available, since referrals were simply classified as coming from NGOs without further details.

Case studies

Case studies were gathered through focus groups and semi-structured interviews in order to show the importance of addressing the issues detailed in this report. The case studies included in this report were selected to highlight the vulnerability of homeless people to modern slavery, and because they represent best practice and demonstrate the benefits of joint working in seeking appropriate support for victims of modern slavery.

Limitations

A number of limitations to this scoping exercise should be noted.

It is important to highlight that when victims of modern slavery are identified and referred to the NRM they are officially termed "potential victims of modern slavery" until their status as such is confirmed by receiving a conclusive grounds decision from the NRM Competent Authorities (the National Crime Agency's Modern Slavery and Human Trafficking Unit for EU/EEA nationals and UK Visas and Immigration for non-EU nationals). While the wording of the questions in the survey, distributed as part of this study, refers to "victims", we know that the organisations that took part in the survey, and indeed the focus groups and semi-structured interviews, were giving information based on people they had encountered who reported being victims; however, one must note that many who reported being victims had not gone through the NRM and received a positive conclusive grounds decision. As a result, all information from the survey, and subsequent focus groups and interviews, should be taken as referring to *potential* victims of modern slavery.

This was an initial scoping exercise carried out over a short period of time. It was initially aimed at being a UK-wide activity, but due to responses received from the survey tool and participation in workshops, it will cover evidence collected from England only. As such, coverage of the survey responses around the country was limited, with 27 out of 61 (44%) responses from London. Other areas represented through the survey include Manchester, Cambridge, Bristol, Exeter, Blackpool, Berkshire, and Hertfordshire.

This report does not claim to represent the views and experiences of all homelessness organisations working with victims of modern slavery, but rather provides an initial exploration into some of the key issues.

Modern slavery and homelessness are issues that span the UK and it is likely that some of the recommendations may be useful in devolved administrations, but more research is needed to identify national variations in homelessness and modern slavery, and human trafficking policy and practice.

When responding to the question about "type of services you provide to homeless people", eight respondents were from specialist anti-slavery organisations. It is useful to gain their perspective, but important to note that these responses provide a different view. For example, the organisations that reported having worked with larger numbers of potential victims of modern slavery over the past two years were specialist anti-slavery organisations rather than homelessness organisations.

Of the 61 responses to the survey, 17 were incomplete – the respondents had not reached the final page and clicked "done" at the end of the survey. Of the completed surveys, some had missed questions. The percentage of responses given in the analysis of the findings refers to the percentages of completed responses to each individual question.

While it has been identified that homeless people are vulnerable to being victims of modern slavery because they are homeless – and, equally, victims of modern slavery are at risk of becoming homeless after leaving support services – the survey did not make a distinction between the two. This initial scoping exercise is, therefore, unable to make any claims about whether homelessness organisations come into contact more with potential victims whose existing homelessness has led them to being trafficked or held in modern slavery, or with those whose homelessness is a result of their modern slavery experiences.

Terminology

The Modern Slavery Act introduced a new definition of the offence that covers the definitions of "slavery, servitude and forced or compulsory labour", "human trafficking" and "exploitation". It also extended the support provided by the NRM to include all "potential victims of modern slavery" rather than human trafficking alone, thus adopting the broader term also to encompass "potential victims of human trafficking".

The survey refers to both "human trafficking" and "modern slavery" because data and experiences were requested before the passing of the Modern Slavery Act 2015. Questions quoted from the survey refer, therefore, both to "human trafficking" and "modern slavery", but in further sections of this report, the term "modern slavery" is used since it covers both human trafficking and modern slavery.

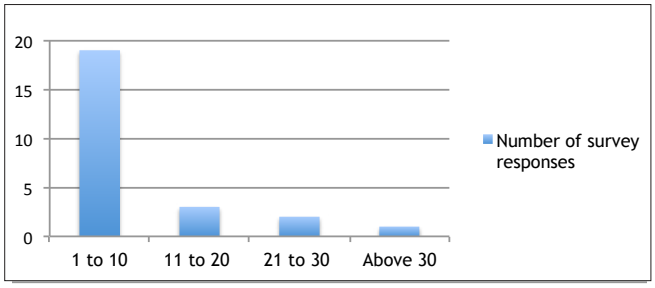
Findings

The scope and scale of modern slavery within the homelessness sector

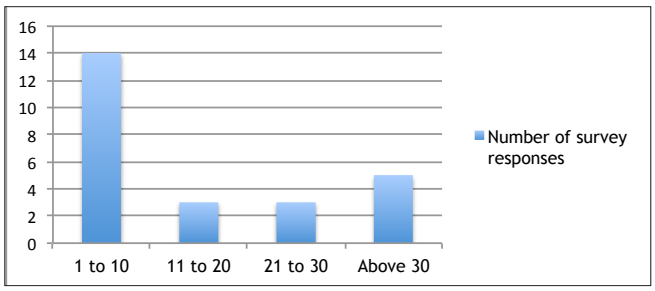
Data from the survey confirms that homelessness organisations do come into contact with potential victims of modern slavery. When asked, "Are you aware of having worked with any potentially trafficked people or victims of modern slavery from April 2014–April 2016?", there were 51 responses. Of these, 20 (39%) said yes, based on recorded data; 13 (25%) said yes, based on anecdote or memory; five (10%) said no, based on recorded data; eight (16%) said no, based on anecdote or memory, and five (10%) were not sure.

Respondents were then asked to provide, or estimate, the number of cases they had worked with each year.

Potential modern slavery cases 2014-2015



Potential modern slavery cases 2015-2016



The most frequent responses to the survey, as the graphs above indicate, were small numbers: 1–10 cases of modern slavery a year. The higher numbers (above 30) were predominantly reported by specialist organisations working in the anti-slavery field, rather than that of homelessness, and included organisations in Liverpool, Manchester and Yorkshire. The lower numbers of modern slavery cases per year were predominantly reported by homelessness organisations in London, Surrey, Blackpool, Manchester, Hampshire and Wycombe. Higher numbers were found in focus groups and semi-structured interviews, such as a homelessness organisation in Nottingham that reported that they had 14 recorded potential cases of modern slavery from January–December 2016, and an organisation in Birmingham that had recorded 19 potential victims in the previous three months (May-August 2016).

The survey also asked respondents about experiences of their own organisations being approached by anyone offering seemingly illegitimate work that raised suspicions about a possible risk of exploitation to their clients or guests. Of 44 respondents, only three (7%) responded yes, with 33 (75%) responding no, and eight (18%) not sure. Those who responded positively were located in Bristol, Woking, Brighton and London, and each of those reported the activity as happening regularly. This also emerged as a relevant topic through focus groups and interviews. The London Metropolitan Police Modern Slavery and Kidnap Unit detailed an operation in which they attended various soup runs for homeless people in central London, where they witnessed guests being approached with offers of work.

London is relatively unique in the UK in having CHAIN, the database shared between all statutorily commissioned frontline rough sleeping services. However, similar tools are starting to be developed in other regions. In April 2015, a modern slavery field was added to the information that can be recorded about each individual. This was introduced following the passing of the Modern Slavery Act earlier that year. For the 2015/2016 financial year, nine individuals were recorded as being confirmed victims of modern slavery, and 36 were recorded as being suspected victims.

These results cover all boroughs of London, where the total number of rough sleepers that year was 8,096[17]. It is worth noting that this is a new addition to the database, and as such the data may have been impacted by low awareness of the issue and the option to record it in this way.

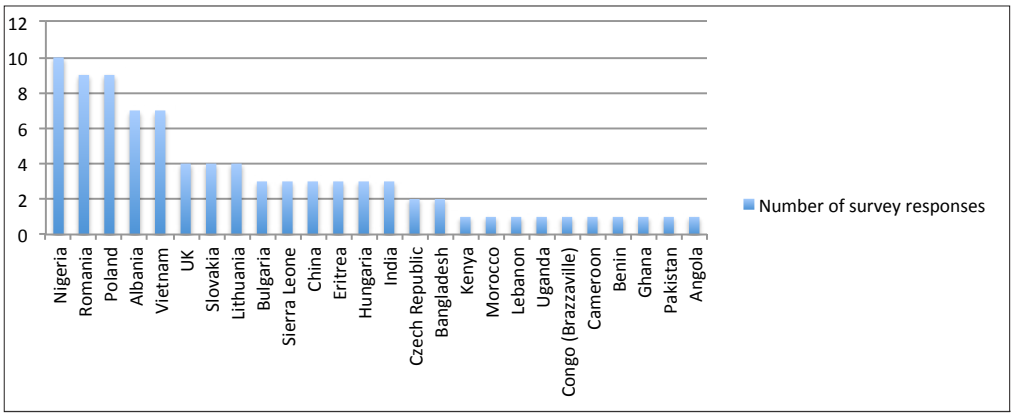
In terms of demographics, the country of origin of potential victims according to the survey vary, with the most common being Nigeria, Poland and Vietnam.

Case study 1

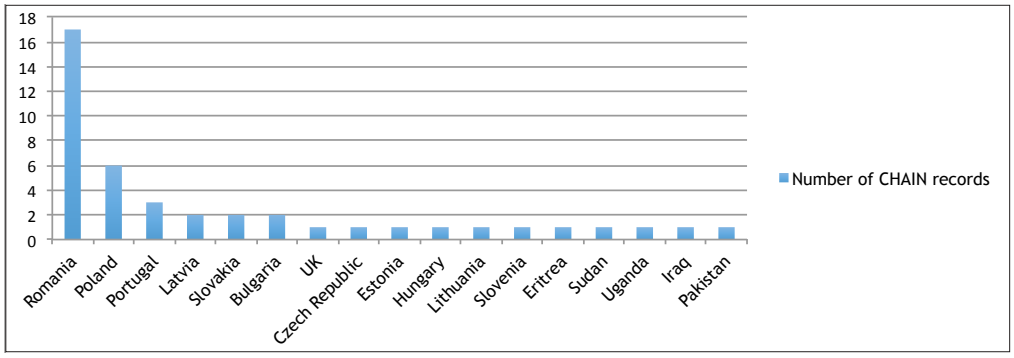
During focus groups, it was recognised and agreed that a key strategy of traffickers is to target the vulnerable and take advantage of their support needs..

In Birmingham, a staff member of a homelessness organisation spoke of being approached at a fast-food restaurant when with a vulnerable client. The three men who approached them offered the client "work" as part of a fighting ring, and the staff member reported that it very much appeared that the client was being targeted because of his vulnerable state.

Country of origin of potential modern slavery victims – survey 2015-2016



Country of origin of potential modern slavery victims – CHAIN 2015-2016

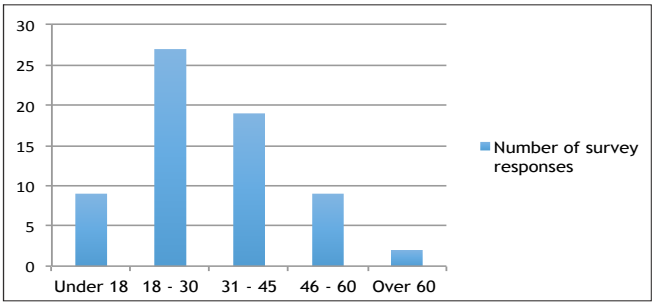


There were 33 responses to this question, 14 (42%) of which mentioned the most common countries of origin from the National Referral Mechanism (NRM) statistics (Albania, Vietnam and Nigeria), but of these, ten were organisations that specifically work with people who had been trafficked or exploited, or those working with refugees rather than homeless people or rough sleepers.

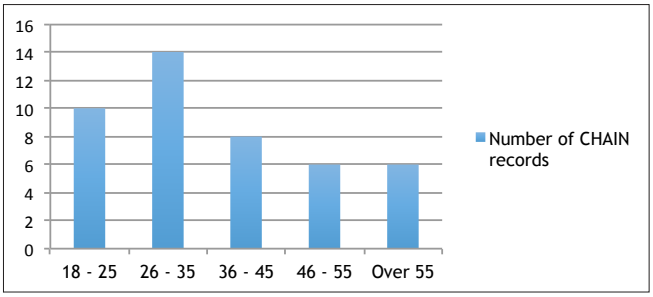
The countries of origin of potential victims according to the survey vary, with the most common being Nigeria, Poland and Vietnam. The countries of origin of confirmed and suspected victims on CHAIN however were different: Romania was by far the most common. This correlates with wider figures on the countries of origin for rough sleepers in London: in 2015–2016, Romania was the second highest country of origin for rough sleepers seen in London, according to CHAIN[18]. Furthermore, Romania was the fourth highest country of origin for potential victims referred to the NRM in 2015[19].

In response to the question, "If you have worked with trafficked people or victims of modern slavery, have they been mostly male or female?", of 32 responses the results were very even: 11 (34.5%) male, 11 (34.5%) female, nine (28%) a mix of the two, and one (3%) not sure. For modern slavery cases recorded by the CHAIN database, both confirmed and suspected, the majority were male, with 68% male and 32% female. According to CHAIN, the majority of rough sleepers in London are male (85%), meaning that homelessness organisations in London are more likely to come across male victims. The ages of confirmed and suspected victims recorded by the survey and by CHAIN are bracketed slightly differently, but both indicate that potential victims fall more frequently into the younger age category.

Age of potential modern slavery victims – survey 2015-2016



Age of potential modern slavery victims – CHAIN 2015-2016



Conclusions on data on the scale of modern slavery within the homelessness sector

This initial scoping exercise finds that the majority of homelessness organisations (64% of survey respondents) have, to varying degrees, encountered potential cases of modern slavery.

A certain level of recording takes place by some homelessness organisations, but there is no consistency in data recording throughout the country. CHAIN, in London, has made progress in this regard: it now has a "victim of modern slavery" field for client profiles. Nevertheless, in response to the question in the survey, "Does your information management system record whether or not a client or guest has been a victim of trafficking or modern slavery?", 54% responded yes, (38% responded no, and 8% not sure).

It can, therefore, be concluded that there is some awareness within the homelessness sector, and data about the issue is beginning to be recorded, but focus-group discussions have generally found that data on the numbers of potential victims of modern slavery is lacking or unreliable. This is either a result of a lack of recording or of a lack of information – for example, if a rough sleeper is marked on the database as being a potential victim of modern slavery, CHAIN does not prompt the user to specify when the crime took place, what action was taken, or why.

Discussions were held about homelessness assessment tools – the forms that are often used by homelessness organisations to assess a new client's situation and identify what support and assistance can be provided to them. In Westminster, London, all statutorily funded services use a standard assessment form. The form asks about vulnerability to exploitation in any form, not specifically modern slavery. A homelessness service in Brighton explained that it asks specifically about modern slavery in its assessments, but that the information is not recorded centrally.

Overall, it can be concluded that there is much room for improved recording of the number of modern slavery victims who come into contact with homelessness organisations. Nevertheless, it is clear that there is a degree of overlap between these two sectors.

Case study 2

An outreach team in the East Midlands met a man sleeping rough. He told them that he had been held in a caravan for ten years and forced to work and participate in illegal fighting rings. Two Alsatian dogs guarded him and attacked him when he tried to escape. He said, however, that he had managed to befriend the dogs by giving them the little food he was provided. By building the dogs' trust, he eventually managed to flee the site. Outreach workers provided him with assistance and supported him in making a formal police statement and passing on the intelligence he had about his situation. This was crucial in leading to the high-profile prosecution of the family that had kept him in modern slavery.

Knowledge, skills and experience of working with potential victims of modern slavery

This section of the survey looked at the homelessness organisations' internal guidance and awareness of modern slavery, as well as their concrete experiences of working in partnership with other organisations to assist potential victims of modern slavery.

Working with police

When asked, "Have you reported any experiences of trafficking or modern slavery to the police?", of 43 respondents, 21 (49%) responded no, 20 (46%) responded yes, and two (5%) were not sure.

When asked about details of their experience in working with the police to support victims of modern slavery, eight of 23 organisations were very positive, finding that the police had been helpful, supportive and responsive. Three responses in the survey were less positive, finding that the police had been more focused on the perpetrator than on the victim, and two responses stated that their experiences had been both positive and negative depending on the police officer or team that they dealt with. A further five responses simply stated that they work with the police and did not give insight into the quality of this joint work.

Focus groups and semi-structured interviews also looked at the nature of joint work between homelessness organisations and the police. It was stated by several organisations that there can be real difficulty in encouraging victims to speak to the police. This can be for various reasons, such as negative experiences of the police in a victim's home country, uncertainty about what will happen to a victim after reporting the crime, fear of repercussions due to working in the UK illegally, and difficulty for staff members to communicate with a victim who does not speak English. The insights from the survey, and from interviews, imply a variety in the quality of experiences in joint working with the police, and also highlight the challenges for homelessness organisations in supporting potential victims who do not wish to report a crime to the police. Potential under-reporting also poses a further challenge to accurate data collection and investigation of modern slavery crimes.

Working with specialist anti-slavery organisations

In response to the question, "Have you referred anyone to a specialist charity working with victims of trafficking or modern slavery for assistance?", of 43 respondents, 22 (51%) responded no, while 18 (42%) said yes and three (7%) were not sure. A referral of a potential victim of modern slavery for support to the NRM can only be made by a designated First Responder, such as a police force, the National Crime Agency, the UK Border Force, UK Visas and Immigration, local authorities, or authorised NGOs. Homelessness organisations are not designated First Responders in the NRM; they must therefore make a referral to a named First Responder who will then assess and refer to the NRM if appropriate. When survey respondents were asked for more detail about their work with specialist organisations, those respondents that offered more detail (18 in total) were very positive about the support they received, but it was highlighted that there are limited resources to draw on. In discussions at focus groups, it was found that some homelessness organisations referred potential victims to other specialist organisations, who then referred them to The Salvation Army (or another First Responder). This can unnecessarily elongate the process and requires a traumatised client to repeat their experiences to many different professionals.

Supporting potential victims to return home

"Reconnection" is the term used to describe the process whereby an organisation helps a vulnerable person to return to their home town, city or country on the basis that they will have firmer social support and entitlements upon return. Homelessness organisations often provide assistance for reconnections in the form of paying for travel, helping people to get back in touch with their family or friends, and liaising with embassies. In relation to modern slavery, safe return home is critical in preventing further exploitation and re-trafficking. In recent years the availability of support and entitlements to benefits for people from the European Economic Area has reduced and, as a result, homelessness and anti-slavery organisations have increased focus on reconnection to a home country.

There were 43 responses to the question, "Have you participated in a reconnection process for a victim of trafficking or modern slavery?". Of these, only six (14%) had, while 31 (72%) had not, and six (14%) were not sure. Only six respondents gave further detail on this process, which included the use of No Second Night Out (a national initiative to help people off the streets quickly), as well as using church organisations to help to fund reconnections and assist clients to reconnect with their families.

Awareness and internal guidance

In response to the question, "Please briefly outline the steps your service would take upon being made aware that you were working with a victim of trafficking or modern slavery", a few respondents said that they would follow safeguarding procedures. The most common responses stated that the police, specialist agencies, or The Salvation Army would be called upon.

When asked, "Does your organisation have internal guidance, policies or procedures on working with victims of trafficking or modern slavery?", responses were relatively equal: 20 out of 43 responses (47%) said no and 19 (44%) responded yes, with four (9%) saying they were not sure. Similarly, when asked, "Have any of your staff received any training in working with victims of trafficking or modern slavery?" responses were fairly

equal: of 44 responses, 23 (52%) had received training and 21 (48%) had not. Focus groups found that some guidance documents do exist that may be helpful, such as those produced by Homeless Link and Focus on Labour Exploitation[20].

In response to the question, "What support, if any, would you like for your organisation around working with trafficked people or victims of modern slavery?" there were clear asks from respondents. Out of 35 responses, 17 (49%) were related to training, increased awareness or more information; 11 (31%) wanted more accommodation options, support services and funding for victims; five (14%) said that they did not feel they needed anything further and two (6%) were not sure.

There were 38 responses to the question, "Are you part of any existing projects or work on this area, or are you running any initiatives in this area yourself?". Twenty (53%) of these answered negatively. Those who responded positively either said "yes" without giving any further detail, or mentioned existing training, regional groups, or working with specialist agencies. This was further discussed at the focus groups and a range of initiatives and resources were named, such as the useful tools for training and raising awareness that have been produced by the GLA, Anti-Slavery International and Unchosen[21].

Conclusions on knowledge, skills and experience of working with potential victims of modern slavery within the homelessness sector

Some organisations are aware of the issues of modern slavery: the survey found that several homelessness organisations had worked with police and specialist anti-slavery organisations, and have had training for their staff. Equally, however, many have not and would like further support, which can be catgorised as information, knowledge and resources.

Training was widely acknowledged to be both useful and required. However, in the survey, focus groups discussions and interviews, the importance of having resources and available options to provide support to victims of modern slavery emerged. Awareness is useful, but goes only so far if organisations do not have options for providing support to victims, particularly in order to help prevent re-trafficking.

Case study 3

Two Bulgarian citizens presented themselves at the Bulgarian Embassy. They were of Roma origin and did not speak English. They did not have enough money to return to Bulgaria and had no place to stay overnight. They were rough sleeping around Victoria Coach Station, as this was the only place in London they knew. Their desire was to return to Bulgaria.

The first information regarding the two young men was received by the Bulgarian Embassy and came from Surrey Police. The Bulgarian consul made a referral to the local outreach team to inform them of their whereabouts. Within two nights, the outreach team had located them and they were temporarily accommodated at a hostel. During the assessment it became apparent that they had been exploited and trafficked into the UK. The men were only interested in going back to Bulgaria, so they were referred to a reconnections agency.

The staff discovered that the two young men had met an individual on Facebook who promised them a job paying £150 a week, below the minimum wage. They did not have contracts nor had they applied for National Insurance numbers. They travelled in a van to the UK, with the transport having been organised by the man they met on Facebook. They were told that they would be working for seven straight days, from 11am until 2am. One of the young men got injured at work (due to a burn), but they were made to continue with their work. After finally attending a hospital for his wound, both young men were dismissed without being paid their weekly wage.

Staff at the homelessness organisation ensured that the crime was reported and investigated, as per the young men's request and with their consent. A Home Office liaison officer was contacted and made immediate arrangements for a Crime Investigation Unit officer to carry out an interview with the victims. The victims were willing to press charges, but their main desire was to return to Bulgaria as soon as possible. Within two days, statements were taken in the presence of an interpreter.

The flights home were booked by the reconnections agency. Their families were informed about the time of arrival, and it was confirmed by the consulate that they had arrived safely. The investigation is ongoing and the Crime Investigation Unit is in contact with the victims.

Further topics arising in focus group discussions

Limited assistance available due to no recourse to public funds

Many homelessness organisations reported working with victims of modern slavery who have had no recourse to public funds, and this was identified as a crucial barrier: organisations reported feeling limited in the assistance that they could provide. If someone has no recourse, it is incredibly difficult to find solutions for them – housing is scarce and often available only for those who are eligible for Housing Benefit, meaning that victims are at risk of homelessness, destitution and being exploited again.

To address one of the greatest areas of concern around lack of support for victims of modern slavery after they leave safe-house support, in particular the risk of homelessness and destitution due to no recourse to public funds, in April 2016, the Independent Anti-Slavery Commissioner wrote to Frank Field MP in his capacity as Chairman of the House of Commons Select Committee for Work and Pensions.

The Commissioner raised concerns about the current situation and also suggested a number of recommendations that could improve victims' protection and access to local authority support services. This has resulted in an inquiry assessing access to benefits for all victims of modern slavery, as well as awareness about the crime amongst DWP staff. This is currently being carried out by the Work and Pensions Select Committee.

Raising awareness in the local community and in the homeless population

It was felt that communities – local groups, neighbours, places of worship, etc – could play an important role in addressing modern slavery and should be used to raise awareness in wider society of the issues and signs of the crime. Indeed, raising awareness specifically within the homeless population was also felt to be very important, given the vulnerability to modern slavery inherent within this demographic.

One organisation gave an example of a police session that was held at their day centre to raise awareness with their clients; after the session, several clients came forward to talk about their experiences of being approached by traffickers. The organisation reported that despite initial hesitations about a session being hosted by police it was, in fact, incredibly positive and clients came away feeling informed and empowered.

Findings continued

Role of local authorities

Local authorities have an important role to play in supporting victims of modern slavery. The Care Act 2014 is one of the first pieces of legislation in adult health and social care that specifically addresses exploitation as a "form of abuse and neglect"[22]. Under the Housing Act 1996, local authorities also have a duty to provide housing based on whether or not someone is legally homeless, their entitlement to reside in the UK, whether or not they are "intentionally homeless", their connection to that local authority, and whether or not they are considered to be in priority need[23]. Priority need decisions can be complicated judgements based on an individual's vulnerability[24].

Homeless victims of modern slavery may not be able to satisfy the requirements of the Housing Act, and it was felt by many organisations in the focus groups that local authorities are not as supportive as they could be. Ring-fencing of accommodation, combined with the requirements of local connections and no recourse to public funds, often mean that homelessness organisations are stuck when seeking accommodation for victims of modern slavery.

A lack of suitable accommodation options, including emergency beds, is an ongoing challenge and can leave victims vulnerable to further exploitation and re-trafficking.

Case study 4

After about one month of not being seen on the streets, X came back in contact with outreach workers and disclosed what had happened to him. He had been recruited by travellers near a soup run in central London and was offered work outside London. He had accepted the offer and worked for long hours for very little money. The conditions of the camp were very bad. After a month, X decided to leave and go back to the streets of central London. The outreach workers offered him support and informed him that he might have been a victim of modern slavery. X did not want to be referred to the NRM, although he felt angry about what had happened to him.

X agreed for his workers to ask for advice from the London Metropolitan Police's Modern Slavery and Kidnap Unit. The police officers agreed to meet him at the local day centre after closing hours, with a support worker present. During the meeting, the police informed him of the different options he had, including that of providing anonymous information about traffickers, helping the Unit to increase intelligence about criminal networks. X decided to provide information while remaining anonymous.

The flexibility and understanding offered by the police in this case helped the client to feel safe about giving information. Following the case, the organisation started distributing information leaflets in several languages warning rough sleepers of the dangers of accepting job offers on the streets. The organisation also arranged a workshop with the police at their day centre to discuss issues around trafficking for labour exploitation, which resulted in several clients coming forward to report other experiences of their own. Recently, police officers from the Modern Slavery and Kidnap Unit accompanied outreach workers on a street shift to raise awareness of the issue.

Conclusion and Recommendations

This initial exercise has revealed several issues that need to be addressed in order for the homelessness and modern slavery sectors to work together better to respond to, and provide high quality of care for, potential victims of modern slavery. The following recommendations highlight some key points that will help to ensure appropriate ongoing care for victims [25]. The issues of data collection, recording and reporting, as well as of joint working procedures between, not only the homelessness and modern slavery sectors, but also local authorities and law enforcement, all sit within the Independent Anti-Slavery Commissioner's strategic priorities, namely, to improve identification and care of victims of modern slavery and promote best practice in partnership working.

Training and raising awareness

Awareness-raising has been highlighted as a key need, among homeless people themselves, homelessness organisations and local communities. The more that homeless people are aware of the risks of exploitation, and homelessness organisations and local communities are able to spot the signs of modern slavery and act appropriately, the more effective communities can be at tackling modern slavery.

Recommendation 1. Homelessness and anti-slavery organisations, working in partnership with local authorities and the police, need to raise awareness among the homeless population about the risks of exploitation. Homeless people need to know their rights to enable them to identify themselves as potential victims and report cases of exploitation to the police or supporting NGOs. Case study 4 is an example of good practice: a homelessness organisation working in partnership to ensure that its clients are aware of the risks and know how to keep themselves safe.

Recommendation 2. Homelessness organisations need to ensure that adequate training on modern slavery, including on how to spot the signs, how to report it and what support to offer, is a key part of induction and staff development programmes for homelessness organisations. Together with this, staff of homelessness organisations need to be aware of the risks of their organisations potentially being targeted as sites where traffickers may try to recruit vulnerable victims. As part of organisations' continued development, homelessness organisations should keep up-to-date with changes to legislation and best practice in working with victims of modern slavery.

Recommendation 3. Homelessness organisations should ensure that their assessment tools enable trained staff members or volunteers to identify if someone is a victim of modern slavery and how to refer them for appropriate support.

Recommendation 4. Homelessness and anti-slavery organisations that are working with local communities, should raise awareness among the public that a homeless person can be a victim of modern slavery, and equally that a homeless person is at risk of becoming a victim of modern slavery. This may be done by various means, for example during a homelessness organisation's routine awareness-raising activities, talks at schools, publicity campaigns or volunteering events.

Data collection and collation

Data collection needs to be much more robust; the information currently on the London database, CHAIN, is very limited and there is no existing centralised data to show the full extent of the problem. This scoping exercise has shown that homelessness organisations are coming into contact with victims of modern slavery, but in order for responses to be more clearly developed and for responses to be measured effectively, a fuller and more accurate data set needs to be captured.

Recommendation 5. Systems used by homelessness organisations, or local authorities that are involved in managing existing homelessness recording systems, or developing new regional systems, must include fields that record details on whether a client has been a victim of modern slavery, including when this took place and how the victim was supported. Systems should be consistent between regions in the sets of data collected in order to facilitate comparison and collation.

Recommendation 6. The process of recording data within the National Referral Mechanism (NRM) should be amended to include closed categories that would specify from what type of NGO the referral to a First Responder has originated, such as a homelessness organisation, in order to improve data on the links between homelessness and modern slavery as well as other vulnerability sectors.

Recommendation 7. Local authorities that commission rough sleeping services should consider how they can use their contract monitoring tools to monitor more closely the occurrence of modern slavery.

Recommendation 8. A prevalence study should be commissioned that would provide a more thorough view of the extent to which modern slavery is experienced within the homeless population, including in devolved administrations. Further research on the barriers to accessing support in the UK and how this may increase vulnerability to exploitation would also be valuable.

Conclusion and Recommendations continued

Partnerships

Local authorities need to work more collaboratively with homelessness organisations and other agencies to support victims of modern slavery. While it is recognised that access to social housing is limited, there is a clear role for local authorities to play in providing better support for victims to ensure that they are supported properly.

Recommendation 9. The Government should address the gap in move-on and long-term support provision for victims of modern slavery after they leave the NRM, having received a positive conclusive grounds decision. This includes providing adequate funding to ensure access to accommodation, welfare benefits and other move-on support services, including safe and voluntary return to their country of origin.

It is also important that homelessness organisations know how best to support potential victims of modern slavery to work with the police if they choose to do so, or with other support agencies. Equally, homelessness organisations themselves should be aware of how they can collaborate with police in order to tackle modern slavery. Police need to have a good understanding of modern slavery in order to provide appropriate support and assistance to homelessness organisations that come into contact with victims.

Recommendation 10. Multi-agency partnerships that include statutory authorities, the police, anti-slavery and homelessness charities, local communities, and other interested parties, should be developed and used more widely across the country to ensure cohesive, joined-up approaches to tackling modern slavery and rough sleeping.

Recommendation 11. The police and the Gangmasters Licensing Authority (soon to be the Gangmasters Labour and Abuse Authority (GLAA)), need to provide and publicise clear point of contacts to local homelessness organisations, in order to make reporting (even anonymously) more straightforward. The police and the GLAA also need to promote partnership working with local homelessness organisations in order to ensure that they are aware of the kind of information needed by the police, and to see that this can be provided anonymously.

In terms of working with specialist organisations, some homelessness organisations have collaborated very effectively with organisations that specifically support victims of modern slavery. However, barriers to referring potential victims of modern slavery for support services to the NRM have been reported. These include the locations of the safe houses and need to leave a well-known area, the lack of assurance as to what happens to a client after the initial support in the NRM reflection period, and the difficulties around working with clients with complex support needs, such as mental health or substance misuse.

Recommendation 12: Clear guidance on victim identification and support, including referral pathways specifically targeting the homelessness sector, should be produced and publicised for homelessness organisations.

References

[1] **Modern Slavery Act 2015.** Available at: http:www.legislation.gov.uk/ukpga/2015/30/contents/enacted [Accessed 7th September 2016]

[2] **Prime Minister's Office and the Rt. Hon. Theresa May MP (2016).** ***Defeating Modern Slavery.*** Available at: https://www.gov.uk/government/speeches/defeating-modern-slavery-theresa-may-article [Accessed 7th September 2016]

[3] **National Crime Agency (2016).** ***National Referral Mechanism.*** [Online] Available at: http://www.nationalcrimeagency.gov.uk/about-us/what-we-do/specialist-capabilities/uk-human-trafficking-centre/national-referral-mechanism [Accessed 18th September 2016]

[4] **National Crime Agency (2016).** ***National Referral Mechanism Statistics – End of Year Summary 2015.*** [pdf] Available at: http://www.nationalcrimeagency.gov.uk/publications/national-referral-mechanism-statistics/676-national-referral-mechanism-statistics-end-of-year-summary-2015/file [Accessed 18th September 2016]

[5] **National Crime Agency (2016).** ***National Referral Mechanism Statistics.*** Available at: http://www.nationalcrimeagency.gov.uk/publications/national-referral-mechanism-statistics [Accessed 21st October 2016]

[6] **Haughey, Caroline (2016)**. ***Modern Slavery Act Review.*** [pdf] Available at https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/542047/2016_07_31_Haughey_Review_of_Modern_Slavery_Act_-_final_1.0.pdf [Accessed 29th August 2016]

[7] **Independent Anti-Slavery Commissioner (2016).** ***Annual Report 2015-2016.*** [pdf] Available at: http://www.antislaverycommissioner.co.uk/media/1097/annual-report-2016.pdf [Accessed 21st December 2016]

[8] **Tyldum, G. and Brunovskis, A. (2005)**. ***Describing the unobserved: Methodological challenges in empirical studies on human trafficking.*** International Migration 43.1[illegible]2 (2005): 17-34.

[9] **Fitzpatrick, S. et al (2015).** ***Destitution in the UK: An Interim Report.*** York: Joseph Rowntree Foundation.

[10] **Department for Communities and Local Government (2015).** ***Rough Sleeping Statistics Autumn 2015, England.*** [pdf] Available at: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/503015/Rough_Sleeping_Autumn_2015_statistical_release.pdf [Accessed 4th September 2016]

[11] **Mayor of London (2016).** ***CHAIN Annual Report Greater London April 2-15-March 2016.*** [pdf] Available at: https://files.datapress.com/london/dataset/chain-reports/2016-06-29T11:14:50/Greater%20London%20full%202015-16.pdf [Accessed 10th January 2017]

[12] **Topping, A. (2011).** ***Leighton Buzzard 'slave' empire uncovered in major police raid. The Guardian.*** [Online] Available at: https://www.theguardian.com/world/2011/sep/11/leighton-buzzard-slaves-released [Accessed 4th September 2016]

[13] **Judiciary of England and Wales (2012).** ***James John Connors and Josie Connors: Sentencing Remarks of HHJ Michael Kay QC.*** [pdf] Available at: https://www.judiciary.gov.uk/wp-content/uploads/JCO/Documents/Judgments/james-connors-josie-sentencing-remarks-12072012.pdf [Accessed 4th September 2016]

[14] **Human Trafficking Foundation (2015).** ***Life Beyond The Safehouse.*** [pdf] Available at: http://www.humantraffickingfoundation.org/sites/default/files/Life%20Beyond%2Other%20Safe%20House_0.pdf [Accessed 4th September 2016]

[15] **Allamby, L. et al. (2011).** ***Forced labour in Northern Ireland: exploiting vulnerability.*** York: Joseph Rowntree Foundation.

[16] **Homeless Link (2016).** ***Trafficking and labour exploitation: a guidance for frontline services.*** [Online] Available at: http://www.homeless.org.uk/our-work/resources/trafficking-and-forced-labour [Accessed 4th September 2016]

[17] **Greater London Authority (2016).** ***CHAIN Annual Bulletin Greater London 2015/2016*** [pdf] Available at: https://files.datapress.com/london/dataset/chain-reports/2016-06-29T11:14:05/Greater%20London%20bulletin%202015-16.pdf [Accessed 4th September 2016]

[18] **Greater London Authority (2016).** ***CHAIN Annual Bulletin Greater London 2015/2016*** [pdf] Available at: https://files.datapress.com/london/dataset/chain-reports/2016-06-29T11:14:05/Greater%20London%20bulletin%202015-16.pdf [Accessed 4th September 2016]

[19] **National Crime Agency (2016).** ***National Referral Mechanism Statistics – End of Year Summary 2015.*** [pdf] Available at: http://www.nationalcrimeagency.gov.uk/publications/national-referral-mechanism-statistics/676-national-referral-mechanism-statistics-end-of-year-summary-2015/file [Accessed 18th September 2016]

[20] **Homeless Link.** ***Trafficking and labour exploitation guidance for frontline services.*** Available at: http://www.homeless.org.uk/our-work/resources/trafficking-and-forced-labour

[21] **Focus on Labour Exploitation.** ***Support entitlements in the UK: National Referral Mechanism for victims of human trafficking.*** Available at: http://www.labourexploitation.org/publications

[22] **Gangmasters Licensing Authority.** ***Spot the signs leaflets*** http://www.gla.gov.uk/who-we-are/modern-slavery/who-we-are-modern-slavery-spot-the-signs/

[23] **Antislavery International.** ***Leaflets for migrant workers.*** Available at: http://www.antislavery.org/english/campaigns/previous_actions/slavery_free_london/resources_links.aspx

[24] ***Unchosen***: ***film gallery.*** Available at: http://www.unchosen.org.uk/films/trailers-gallery/

[25] **Care Act 2014.** [pdf] Available at: http://www.legislation.gov.uk/ukpga/2014/23/pdfs/ukpga_20140023_en.pdf [Accessed 18th September 2016]

[26] **Shelter (2016).** ***How a council decides you are homeless.*** [Online] Available at: http://england.shelter.org.uk/get_advice/homelessness/help_from_the_council_when_homeless/the_councils_decision [Accessed 20th September 2016]

[27] **Hotak and others (Appellants) v London Borough of Southwark and another (Respondents) [2015].** ***Press Summary.*** [pdf] Available at: https://www.supremecourt.uk/cases/docs/uksc-2013-0234-press-summary.pdf [Accessed 20th September 2016]

[28] **Human Trafficking Foundation**. ***Survivor Care Standards.*** Available at: http://www.humantraffickingfoundation.org/sites/default/files/Trafficking%20Survivor%20Care%20Standards%202015.pdf

Acknowledgements

The Passage thanks the following organisations for their invaluable contributions and involvement in this report, either through completing the survey, attending focus groups, or holding follow-up conversations.

Abbey Community Association and Centre
AFRUCA
All Souls Church, Langham Place
Anti-Slavery International
Birmingham YMCA
Bloomsbury Central Baptist Church
Booth Centre
Brighton Housing Trust
Bromley Homeless Shelter
Cambridge Cyrenians
CARIS Islington
Caritas Anchor House
Children of Adam
Chronically Excluded Adult Service
The Connection at St Martin's
Ealing Churches Winter Night Shelter
ECPAT UK
Emmanuel House
Emmaus Bristol
Hackney Winter Night Shelter
Herts Young Homeless
Homeless Link
Hope into Action
International Organisation of Migration
Justice for Domestic Workers
KCL Hot Chocolate Society
Kensington and Chelsea Council
Kerith Community Church
Lifeshare
London Metropolitan Police
The Medaille Trust
Methodist Action (Northwest) Ltd
Midland Heart
The Mustard Tree Education (Reading)
North Herts Sanctuary
P3
Palm Cove Society
The Purfleet Trust
Queen's Hall Action on Poverty
Rahab
Redditch Nightstop
Restore
Routes Home
The Salvation Army
Sandwell Women's Aid
The Shelter Project Hounslow
Sifa Fireside
Spring Housing
The Society of St James
Solihull Community Housing
Spires
St Giles Trust
St Mungo's
Stevenage Haven
Stop the Traffik
Streetlife
Thames Reach
This is Growth Ltd
Victim Support
West Midlands Fire Service
Wirral Ark
Women at the Well
Wycombe Homeless Connection
YMCA Cardiff
York Road Project

The Passage is grateful to the Independent Anti-Slavery Commissioner and his team for their expertise, advice and assistance in the development of the report.

We make particular mention of Patrick Duce (Innovation and Good Practice Project Manager at Homeless Link), and Vicky Brotherton (Co-ordinator of the Anti-Trafficking Monitoring Group), for their support in developing this report.

Appendix A: Organisational information

The Independent Anti-Slavery Commissioner

Part 4 of the Modern Slavery Act Slavery Act 2015 established the role of Independent Anti-Slavery Commissioner. The Commissioner has a UK-wide remit to encourage good practice in the prevention, detection, investigation and prosecution of modern slavery offences and the identification of victims. The role was created to spearhead the UK's fight against modern slavery.

Kevin Hyland OBE was appointed as designate Independent Anti-Slavery Commissioner in November 2014 and after the Modern Slavery Act received Royal Assent his role was confirmed on 31 July 2015.

In October 2015, to coincide with Anti-Slavery Day, the Commissioner published his first Strategic Plan[29], for the period 2015-2017, which focused on five priorities to galvanise the UK's response to modern slavery:

1 ensuring improved identification and care of victims of modern slavery;

2 driving an improved law enforcement and criminal justice response;

3 promoting best practice in partnership working;

4 private sector engagement to encourage supply chain transparency and combat labour exploitation; and

5 encouraging effective and targeted international collaboration.

In October 2016 the Commissioner published his first annual report for the period of 2015-2016[30].

www.antislaverycommissioner.co.uk
E: iasc@antislaverycommissioner.co.uk
T: 020 3513 0475
@UKAntiSlavery

The Passage

The Passage's mission is to provide resources which encourage, inspire and challenge homeless people to transform their lives.

The Passage, which is based in London, runs projects throughout London and beyond. Each year, it works with more than 2,000 individuals, who come from all over the UK and many other countries. It fulfils its mission by providing:

1 homelessness prevention projects;

2 resource centre services;

3 outreach services;

4 hostel accommodation;

5 supported semi-independent accommodation; and

6 community support for formerly homeless people.

www.passage.org.uk
E: info@passage.org.uk
T: 020 7592 1850
@Passagecharity

[29] http://www.antislaverycommissioner.co.uk/media/1075/iasc_strategicplan_2015.pdf
[30] http://www.antislaverycommissioner.co.uk/media/1097/annual-report-2016.pdf

Appendix B: questions asked in the survey: Trafficking and Modern Slavery in the Homelessness Sector

Basic information

1 Name of organisation.
2 Location of services.
3 Type of services you provide to homeless people.
4 Is your organisation commissioned in part or wholly by a local authority or central government?
5 What information management methods does your organisation use? Please briefly describe.

Scope and scale of trafficked people and victims of modern slavery in homelessness services

6 Does your information management system record whether or not a client or guest has been a victim of trafficking or modern slavery?
7 Are you aware of having worked with any trafficked people or victims of modern slavery from April 2014 to April 2016?
8 If you answered yes to question 7, how many trafficked people or victims of modern slavery did you work with between April 2014 and April 2015?
9 If you answered yes to question 7, how many trafficked people or victims of modern slavery did you work with between April 2015 and April 2016?
10 If you worked with trafficked people or victims of modern slavery, have they been mostly male or female?
11 Please list the main nationalities of trafficked people or victims of modern slavery you have worked with.
12 What ages have the trafficked people or victims of modern slavery that you've worked with been? Please check all that apply.
Under 18
18-30
31-45
46-60
60+

Knowledge skills and experience of working with trafficked people or victims of modern slavery

13 Please briefly outline the steps your service would take upon being made aware that you were working with a victim of trafficking or modern slavery.
14 Does your organisation have internal guidance, polices or procedures on working with victims of trafficking or modern slavery?
15 Have any of your staff received any training in working with victims of trafficking or modern slavery?
16 Has your organisation been approached by anyone offering seemingly illegitimate work that raised suspicions about the potential of exploitation of your clients or guests?
17 If you answered yes to question 16, please give details about the approach and what your response was.
18 Have you been told by your clients or guests that they have been approached by anyone offering seemingly illegitimate work?
19 Have you reported any experiences of trafficking or modern slavery?
20 If you answered yes to question 19, please give brief details about your experience of this process.
21 Have you referred anyone to a specialist charity working with victims of trafficking or modern slavery?
22 If you answered yes to question 21, please give brief details about your experience of this process.
23 Have you participated in a reconnection process for a victim of trafficking or modern slavery?
24 If you answered yes to question 23, please give brief details about your experience of the process.
25 What support, if any, would you like for your organisation around working with trafficked people or victims of modern slavery?
26 Are you part of any existing projects or work on this area, or are you running any intitiatives in this area yourself?

Further information gathering

27 Contact information
Name
Company
Address
City/Town
State/Province
ZIP/Postal Code
Country
Email Address
Phone Number

Understanding and Responding to Modern Slavery in the Homelessness Sector
Credit and copyright The Passage, 2017

Author: Miranda Keast

Photographs on pages 4, 6: Gillian Burke
Photographs on pages 6, 10, 12, 16: Simon Waller

Printed in England by **firstpoint**print

INDEPENDENT
ANTI-SLAVERY
COMMISSIONER

THE PASSAGE
to ending homelessness