

# Modern slavery workshops

WORKSHOP ONE

## Multi-agency response

## Dear Colleague,

**You are receiving this pack in your role as Coordinator of a Modern Slavery Partnership.**

Cases of modern slavery have been identified in every part of the UK. Whilst the general awareness of modern slavery has risen in recent years, for frontline practitioners it's not always obvious how to respond to particular situations of entrapment and exploitation. These can be very different from each other, for example, a British teenager forced to smuggle drugs will need different support to a migrant worker exploited in a factory.

It is important that people working in local organisations, from health professionals to social workers, police officers, businesses, charity and community organisation workers, know not only how to respond to potential cases, but also know who else to involve to make sure people affected get the comprehensive support they need.

This resource pack has been developed for regional Modern Slavery Partnerships to host five workshops, each aimed at a different target audience. You may choose to run all the workshops, or just a selection, depending on the current need in your region. Please feel free to run each workshop as many times as you wish.

In each workshop, the attendees work in partnership through a realistic scenario of modern slavery, allowing them to learn about current gaps and best practice in your region and to ensure a joined-up approach across the locality of your Modern Slavery Partnership. Whilst we have tried to use realistic scenarios and provide corresponding advice, the examples are illustrative and should not be seen as prescriptive. Each workshop is accompanied by a package of handouts which simplifies the most relevant policies and legislation to help improve victim support.

Whilst the workshops will be of benefit to a large range of organisations, their success rests on being undertaken alongside other local partners in order to develop the most effective, wrap-around response to modern slavery. This is why we strongly recommend using these workshops only through the regional Modern Slavery Partnerships, which can guide and coordinate local partners to a cohesive practical response.

**For any questions, please contact Dr Alicia Kidd: [Alicia.kidd@hull.ac.uk](mailto:Alicia.kidd@hull.ac.uk).**

**Proposed agenda:**

# Modern slavery workshop – multi-agency response

<b>8.30am</b>	Refreshments and registration
<b>9am</b>	Welcome and summary of the day
<b>9.10am</b>	Opening speaker
<b>9.25am</b>	Breakout and introductions
<b>9.35am</b>	Scenario part one
<b>10am</b>	Feedback part one
<b>10.15am</b>	Coffee
<b>10.30am</b>	Scenario part two
<b>10.35am</b>	Interject
<b>11am</b>	Feedback part two
<b>11.15am</b>	Scenario part three
<b>11.20am</b>	Interject
<b>11.45am</b>	Feedback part three
<b>12pm</b>	Coffee
<b>12.15pm</b>	Scenario part four
<b>12.45pm</b>	Feedback part four
<b>1pm</b>	Summary, questions and evaluation forms
<b>1.30pm</b>	Close



# Guidance document

## Invites



This workshop is intended to be hosted by Modern Slavery Partnership Coordinators who will find the workshop a useful space for all partners to recognise local best practice and gaps in services. The purpose of the workshop is to identify the **current understandings, responses and capacity** in your region to be able to deal with various aspects of a case of modern slavery. Garnering this knowledge will allow you to be able to set actions to plug any gaps and improve responses. We recommend taking notes of potential actions and allocating them at your next Modern Slavery Partnership meeting.

The workshop is relevant to the following organisations:

Police, Adult Safeguarding, Child Safeguarding, Housing, Fire and Rescue, Gangmasters and Labour Abuse Authority, Support Charities, Probation Services, Border Force, Community Safety Partnerships, City Health Care Partnership, NHS Foundation Trusts, Clinical Commissioning Groups, NHS England, Ambulance Service, Public Health, Crown Prosecution Service.

We recommend inviting both strategic and operational staff from these agencies.

## Equipment

- You may want to provide name badges if people haven't worked together before.
- You will need flipchart paper and pens to take notes from each group.
- You may need PowerPoint facilities if any opening speakers require them.
- You may wish to print and photocopy the scenarios so there are a few hardcopies available for each group. A photocopy symbol  has been included at the top of relevant pages in this document.
- You will also need to print and photocopy the package of handouts at the end of this workshop along with the Evaluation Form for Attendees, so that all attendees have access to them on the day. The photocopy symbol  marks the relevant pages. Please keep these evaluation forms; they are to help you to identify any potential needs or actions to be addressed by your Modern Slavery Partnership.

## Structure

The event is based on working through a scenario in groups that would likely have to interact if the scenario were to occur in real life. The number of attendees you invite depends on your venue, but for the most effective conversations we recommend having 2-4 break out groups (ideally in separate rooms) with around 8-12 people in each. There should be a separate person as a facilitator for each group. Each break out group should have representatives from a variety of organisations within it, rather than there being one group for police, one for safeguarding, one for health, etc.

Once attendees are confirmed, the groups should be allocated. In the accompanying PDF, there is a sign-in sheet which will need printing ahead of the workshop. There is a column in this sheet to make a note of which group each attendee is allocated to. This should be clarified with attendees on arrival, and they should remain in the same group for the duration of the event. We suggest inviting a representative from one of the lead organisations on modern slavery in your region as an opening speaker – for example, from the police, a local authority, or a key non-governmental organisation (NGO).

The scenario is split into four main parts. There are some areas highlighted within the scenario document which require you to input a location relevant to your partnership area.

Once the groups have separated for their first break out session, the facilitators for each group should read out Scenario Part One to their groups and invite them to discuss the scenario (i.e. all groups discuss the same part of the scenario at the same time). The facilitators should have at least a basic working knowledge of the main policies and procedures relating to modern slavery. Their purpose is not to tell their group how to deal with the scenario, but to encourage conversation between the group members so that they can tackle the problem. There may be a requirement for the facilitators to make suggestions of ideas that people may not have considered, or to steer the conversation either if it gets off track, or if time is getting short.

Each group will work through Scenario Part One, then everyone should come back together for a feedback session, facilitated by the Coordinator of your Modern Slavery Partnership. You might choose to ask a different group to feed back after each session, or you may prefer to ask for a couple of key points from each group. The feedback sections of this document offer a list of suggested discussion points for each session. The person facilitating should raise some of these points for open conversation, then run through the 'Advised Action' section, allowing time for discussion.

The groups will then break out for Scenario Part Two and come back to feed back, and so on. At the end of the event there should be time for questions and for attendee evaluation forms to be completed. Please keep the forms completed by the attendees; these will help in the development of your partnership and in identifying the needs of partners. There is also a form about the success of the workshop for you to complete and return to us.



## Scenario part one

Allow time for introductions.

The local authority receives a complaint about a vermin infestation in a private house. They arrive to discover it's a very run-down House of Multi Occupancy (HMO). In the house, there are four adults and two children. One person speaks limited English and explains that he was brought here three weeks ago. Four of the occupants arrived a week after he did. The other occupant was already living there, though he appears very unwell, so he hasn't spoken to him properly. The man speaking tells you he works in a recycling plant.

### Things to consider:

- What would your first priority be?
- Which organisations need to know about this?
- Would your organisation be involved at this point?
- If so, how long would it take you to respond/attend?
- Do you have any safeguarding concerns?
- What questions should be asked?
- Do any agencies have the power to enter?
- What are the risks?

## Feedback part one

### Discussion points:

- Do you have any reason to be concerned at this point?
- Is any medical attention required?

### Advised action:

- You need to inform:
  - Environmental Health
  - Public Health
  - Housing
  - Ambulance Service
- If you need an interpreter to speak with the occupants, identify the language(s), decide whether face-to-face or telephone interpreting is more appropriate and identify which service will cover the cost.
- Consider how safe the house is and whether the landlord needs to be contacted.
- Consider any immediate health needs to both the occupants and your staff (think mice/rats, any personal protective equipment required, etc.)
- Questions that need to be considered include:
  - Who brought the man here?
  - Who else is living there and what are they doing?
  - Who owns the property?
  - Is the house registered as an HMO?





## Scenario part two

You source an interpreter and go back to speak to the man. He explains that he came on his own from Poland. He answered a Facebook advert where he paid £100 for a job to work as a carpenter at a local building company. He spoke to the recruiter on the phone who explained that he would organise the transport for him and sort out accommodation for when he arrived. When he got here, his recruiter told him that there was no work at the moment as a carpenter so he helped him find a job in the recycling plant. He works 8am-6pm 7 days a week and gets £20 per day – he doesn't have a contract. The rest is used to pay back the recruiter for the transport and accommodation. He'd been promised much higher pay for much fewer hours so is unhappy with the situation.

When he moved in, there was already a man living here who seems quite ill, but he doesn't know what language he speaks so they haven't communicated properly.

A week after he arrived, an Albanian family moved in. There are two adults and two children. The dad gets picked up and dropped off in a minibus every day. The mother leaves the house with the children every morning.

You get an interpreter and speak to the Albanian man. He explains that he was recruited by his friend back in Albania who offered him a good job in the UK. He moved over with his family; his friend had organised for them to live in this house. He's picked up every morning in a minibus and taken to a salad factory where he works 12 hours a day packing salad. But the house is expensive and he owes his friend for finding him the work. He doesn't get paid enough to pay off his debts so his wife goes out every day with the children and begs.

After more investigation, you determine that the 'friend' who recruited the Albanian man is the same person who recruited the Polish man.

### Things to consider:

- What do you do with this information?
- What support are you now seeking?
- What action should your organisation take?
- What further information do you need?
- Are there any other organisations that should be involved now?



## Scenario part two interject

Facilitator to read this out after the group has been discussing part two for five minutes.

Social services get back to you with intelligence on the Albanian children. They've had reports from neighbours raising concerns about the children who come back to the house regularly during the daytime, even when they should be at school. There is also intelligence to suggest that the children have been shoplifting. They look to be aged around 7 and 9. One neighbour is also concerned about the welfare of the Albanian woman. Over the last couple of weeks, the neighbour has heard a man and woman shouting at each other from inside the house.

## Feedback part two

### Discussion points:

- It could be that the employers are aware and complicit in the long hours and low wages, but equally they could be oblivious.
- If there is a domestic abuse risk, what steps should you take?

### Advised action:

- Ensure that the ill man receives the medical attention that he needs.
- It is clear that labour exploitation is occurring. There is a possibility that the recruiter may be exploiting other people elsewhere:
  - Report to police
  - Report to Gangmasters and Labour Abuse Authority (GLAA - see handout)
  - Report to HMRC
  - Report to the Employment Agency Standards Inspectorate
- There is a potential risk that family members could be vulnerable in home countries, so it would be advisable to contact the National Crime Agency.
- Do not contact or alert the salad company or recycling plant as this could tip them off and potentially put other workers at risk.
- Safeguarding of all individuals should be the main priority. Statutory safeguarding duties apply here (for example S17 of the Children Act 1989: Provision of Services for Children in Need, their Family and Others; S47 of the Children Act 1989: Child Suffering/Likely to Suffer Significant Harm; and S42 of the Care Act 2014: Safeguarding of Vulnerable Adults).
- Identify whether the Albanian nationals are in the UK legally, and whether the children are registered at school.
- Speak with the Albanian man and woman separately in case one of them wishes to divulge information about domestic abuse.

## Scenario part three

The ambulance service attend and are concerned that the ill man has query sepsis. They transport him to the local hospital in an ambulance.

The Albanian family disclose that the children have never been registered at school.

**What action do you take?**

### Things to consider:

- Are you concerned about the health of the other people living in the house?
- Are you concerned about the health of the wider community?
  - How are you going to follow up with this man now he's been taken to hospital?
  - Would anyone go with him in the ambulance?

How do you safeguard all the individuals?

- Polish man working 10 hrs, 7 days a week for £20/day
- Albanian man working 12 hrs, 7 days a week
- Albanian woman begging
- Albanian children shoplifting
- Ill man with query sepsis
  
- Who would you house?
  - How and where would you house them?
  - Who could fund the housing?

Do you think that anyone in this scenario has been a victim of modern slavery or human trafficking? If so, why and what do you need to do?



## Scenario part three interject

**Facilitator to read this out after the group has been discussing part three for five minutes.**

You receive a phone call from [insert name of your local hospital]. The ill man has come round. He is a British national who is currently homeless. He's not known to any agencies, but came to [insert name of local town] from [insert name of a different town] and found the house empty so started sleeping there. He is an army veteran with PTSD and has a drug dependency. He has previously spent time in prison. Other people moved in to the property after he arrived but didn't seem to mind him staying.

The hospital say he can be discharged.

- Does your agency have any responsibility towards this man?
- What are your next steps regarding this man?
- What agencies would you inform in terms of the ongoing care of this individual?

## Feedback part three

### Discussion points:

- The emergency department and local authority have a duty to the homeless man, but in order to provide housing, a homelessness assessment may need to show a local connection.
- Albanian nationals have no recourse to public funds so how do you help them?

### Advised action:

- Adult social care should conduct a needs assessment for the homeless man
  - Consider that this man is a potential witness
- Everyone should be removed to a safe environment and facts established
  - In your area, where might this safe environment be?
- Assist with any immediate issues (e.g. healthcare or hunger)
- Interviews should be conducted with each person individually. Decisions on who will undertake the interviews, the questions that will be asked and whether they should be recorded should be made within a joint agency strategy meeting
  - Use professional interpreters or a language telephone service, not a 'friend' of the person you're interviewing (you don't know if they might be involved)
- There is enough information to consider that modern slavery has occurred in the form of labour exploitation
  - A National Referral Mechanism (NRM) referral should be made (see handout)
- The safeguarding of the Albanian woman and children would likely fall within S17 of the Children Act 1989: Provision of Services for Children in Need, their Family and Others. This means the local authority has a duty to assess their situation.

[If there is limited knowledge in the room of the NRM process, then extra time should be included to provide a summary of how the process works, who the first responders are, and the duty to notify via an MS1 form if no NRM referral is completed – there are documents in the handouts which will support with this].



## Scenario part four

A first responder has spoken to the Polish man and Albanian family and believes them all to fit the definition of victims of modern slavery. The first responder agrees to fill out NRM forms on the online portal to refer them into the system.

The Albanian family has agreed to be referred into the NRM. They are accepted to be housed in a safehouse in Dover. The Salvation Army will collect them in three days.

The Polish man refused referral into the NRM.

### Things to consider:

- What do you do with the Albanian family in these three days?
- Who is responsible for their care and housing?
- What do you do with the Polish man?
- Is the Polish man capable of making an informed choice?
- Do you need to take any action in relation to the house they were all housed in initially?
- Does your organisation have an existing victim care policy or process?
  - If yes, discuss how this works
  - If no, what steps are you going to undertake to put one in place?
- Do you need to keep in contact with any of these people?  
If so, how will you do this?

## Feedback part four

### Discussion points:

- The Polish man remains in debt bondage and vulnerable and may require ongoing safeguarding support.
- Where would you be able to house the Albanian nationals until The Salvation Army is able to collect them?
- If there is going to be ongoing investigation into the cases, how do you intend to maintain contact with all these individuals?

### Advised action:

- If you are a first responder, ensure that you know how to complete an NRM form before you are required to.
- Adults must consent to entry into the NRM. As the Polish man has refused consent, an MS1 form must be completed and submitted (see handout)
  - A needs and risk assessment should be carried out for the Polish man by social care or the police (note that police will assess risk but not needs). Consent is required for this
  - Safeguard the Polish man and work to reduce risks and prevent re-exploitation, including provision of safe housing where required
  - The local authority has a duty to provide homelessness advice
  - If he doesn't meet threshold criteria for care, support or housing or has no recourse to public funds, consider international duties and potential breaches of convention or community rights
  - Consider referrals to non-statutory support options – what third sector support is available in your area?
  - You could conduct welfare visits or ask him to attend a service on a weekly basis
- Find safe housing for the Albanian nationals. Hotels and B&Bs are not suitable accommodation
  - Where might this be in your region?
  - This would be the responsibility of the local authority housing or social care
- If you need to maintain contact with the Albanian family:
  - Ask the safehouse to provide you with weekly welfare updates
  - Contact them via telephone if you need to be in touch



# Summary

## 1. Open to the audience:

- Are there any questions about the scenarios?
- Is there anything from today that will lead you to make a change in your organisation?
- Is there anything you need more advice on?
- Have you identified any gaps in provision that need to be tackled?

## 2. Actions:

- Have any actions been identified today that need to be addressed?
- We recommend that any actions arising from the workshop should be discussed at your next Modern Slavery Partnership meeting.

## 3. Closing points:

- Ask everyone to fill out the attached evaluation form.
- Closing comments.

The background is a solid orange color. It features several abstract, white, hand-drawn style lines that form loops and curves, scattered across the page. One large loop is on the left side, another is on the right side, and a third is at the bottom left.

**WORKSHOP ONE**

# **Handouts**



## Gangmasters & Labour Abuse Authority

### Who we are

The Gangmasters and Labour Abuse Authority (GLAA) is the foremost investigative agency for labour exploitation in the UK. We work in partnership with law enforcement bodies to protect vulnerable workers and disrupt organised criminality in the labour market.

Across the UK, we have positive existing relationships with many Modern Slavery Partnerships which we are keen to build on. We fully support your work and believe there are lots of areas where we can work together to uphold workers' rights and bring those responsible for exploitation to justice.

We hope you find this brief guide to us as an organisation useful.

### Our powers and remit

We were created following the 2004 Morecambe Bay cockling disaster to prevent the exploitation of workers in the fresh produce sector. In 2017, we were rebranded and given new powers to also investigate labour exploitation offences, including the forced or compulsory labour element of modern slavery, across England and Wales.

We operate a licensing scheme, regulating businesses who provide workers for agriculture, horticulture, shellfish gathering and food production, to make sure they meet the employment standards required by law.

Labour providers are assessed to check they are meeting our licensing standards which cover health and safety, accommodation, pay, transport and training. We also investigate and prosecute unlicensed gangmasters.

In England and Wales, we use our new powers to investigate forced or compulsory labour and human trafficking offences. We also utilise powers under the Immigration Act 2016 to issue Labour Market Enforcement Undertakings (LMEUs) and Labour Market Enforcement Orders (LMEOs) which can be used as an alternative or additional sanction for breaches of labour market legislation.

### Prevention and partnerships

We are aware that we simply cannot arrest our way out of the problem of labour exploitation. In the long-term, prevention will have the biggest impact in raising awareness and driving the real business and consumer change needed to ensure the wider public accepts that exploiting people for their labour is completely unacceptable.

We have active protocols currently in construction and textiles, with plans in place for a further industry-led protocol covering the hospitality sector.



## Gangmasters & Labour Abuse Authority

Communicating with our stakeholders – people like you – is really important in delivering this message. We host targeted awareness-raising events across the UK and deliver training to businesses to help them have confidence identifying issues in their supply chains. We also believe educating the next generation of workers is crucial. We joined forces with Boston College and, in doing so, it became the first college in the UK to embed the subject of modern slavery and labour exploitation across its range of academic and vocational courses.

You can stay in touch with the work we are doing by subscribing to our quarterly Partnership Bulletin, detailing our recent activities in enforcement, regulation, and prevention.

### Spot the signs of exploitation

Spotting the signs of labour exploitation is no easy task but there are several helpful indicators to look out for which can be divided into six key sections:

- Restricted freedom
- Behaviour
- Working conditions
- Accommodation
- Finances
- Appearance

Not all of them will apply in every case and some may not be immediately apparent. Victims may be reluctant to tell their story through fear of reprisal or not being believed, through a feeling of shame about letting themselves be treated in this way, or because they do not know their rights and the treatment they are entitled to receive.

Our website has more information, as well as a suite of resources which includes posters, leaflets, videos, educational products and industry profiles giving a breakdown of our intelligence in 17 sectors of the labour market.

### Report your concerns

If you have any concerns about labour exploitation or unlicensed trading in our regulated sectors, contact our intelligence team:

- By telephone on 0800 4320804
- By email at [intelligence@gla.gov.uk](mailto:intelligence@gla.gov.uk)
- Through our website, with reporting forms in eight different languages

You can also report suspicions to the Modern Slavery Helpline on 08000 121700.

Please see our website [www.gla.gov.uk](http://www.gla.gov.uk) for further, useful information.

## No Recourse to Public Funds (NRPF)

Some victims may exit the National Referral Mechanism (NRM) and have no recourse to public funds (NRPF). NRPF is a term used for people who are subject to immigration control and have no entitlement to welfare benefits, to Home Office asylum support or to public housing provision.

People with NRPF are at high risk of homelessness and destitution because they cannot access mainstream housing and welfare benefits. People whose NRPF condition is due to an asylum claim are usually not permitted to work.

### Who may be subject to NRPF?

NRPF clients fall into several groups:

- 1) Migrants who are excluded from claiming public funds (welfare benefits, homelessness assistance and local authority allocation of social housing) because they are subject to immigration control such as people who have entered the country without a visa and are classed as 'illegal entrants', and people with no immigration permission, for example, they have stayed in the UK after the expiry of their visa or after an unsuccessful application for a visa extension.
- 2) Documented or 'regular' migrants who are in the country legally with a valid visa that has the NRPF condition. Generally, limited leave to enter or remain (i.e. a visa with a time limit) is subject to the NRPF condition.
- 3) Migrants who are unable to claim benefits because they do not satisfy the eligibility criteria such as EEA nationals who do not have the right to reside or are not exercising their treaty rights. With no such right to reside, their access to benefits and housing rights is restricted.
- 4) Migrants who do not pass the habitual residence test.
- 5) Asylum seekers and refused asylum seekers are also excluded from accessing welfare benefits, homelessness assistance and social housing. Instead, accommodation and financial support is available from the Home Office to those who have a pending asylum claim or appeal, or to refused asylum seekers in certain circumstances.

### Local authority duties

There are provisions which require local authorities to provide some people with NRPF with housing and/or financial support in order to prevent homelessness or destitution. Such assistance can be provided to adults requiring care and support as defined by the Care Act 2014 due to a disability, illness or mental health condition, or young people who were formerly looked after by a local authority, for example, because they were an unaccompanied asylum seeking child or other separated migrant child.

Social services support is **not** a public fund for immigration purposes, so a person with NRPF can access this and should not be refused assistance on the grounds that they have NRPF. Local authorities should consider whether the impact of not providing support in these cases will violate the person's human rights.

## No Recourse to Public Funds (NRPF) continued

Section 42 of the Care Act 2014 requires a local authority to undertake an enquiry to establish whether any action needs to be taken to prevent or stop abuse or neglect where the council has reasonable cause to suspect that an adult in its area who has needs for care and support (whether these are being met or not), is experiencing or is at risk of this, and is unable to protect themselves from the abuse or neglect due to their needs.

Paragraph 14.17 of the Care and Support Statutory Guidance specifies that abuse or neglect includes modern slavery, which encompasses: 'slavery, human trafficking, forced labour, domestic servitude, and where traffickers and slave masters use whatever means they have at their disposal to coerce, deceive and force individuals into a life of abuse, servitude and inhumane treatment'.

When a local authority identifies a person as being a potential victim of trafficking or modern slavery, they should (with the potential victim's consent), notify the National Referral Mechanism (NRM). Where the person has NRPF, the safeguarding plan will need to explore what housing options are available. This could include:

- Housing available through the NRM
- Consideration within the needs assessment to establish whether accommodation can be provided under the Care Act 2014
- Consideration as to whether Section 1 of the Localism Act 2011 will require the local authority to provide housing in order to prevent a breach of human rights or to comply with the EU Anti-Trafficking Directive

## Section 1 of the Localism Act 2011

Where a person does not have eligible care and support needs and the local authority has decided not to use section 19(1) of the Care Act 2014 to meet non-eligible needs, it will need to consider whether to use its general power of competence under Section 1 of the Localism Act 2011. This gives the local authority a power to do anything that an individual generally may do, and may exercise this power in any way, including for the benefit of residents.

## The third sector

It is likely that there are many more victims with NRPF using services who do not disclose their situation, particularly when using open access services for basic facilities such as food and showers, without a needs assessment. These services may not be well versed on modern slavery and/or NRPF and may not know the signs to spot, or indeed have suitable knowledge in conducting and recording needs assessments.

Having no recourse to public funds is not necessarily a problem – NRPF migrants can be studying, working, or living in the UK providing they meet the required immigration controls and can support themselves. Victims exiting the NRM may be supported to apply for leave to remain and access work or university.

There is always a risk without a proper recovery needs assessment and provision that there may be a gap between NRM support ending and any leave to remain being granted.

# The Digital National Referral Mechanism (NRM) and Duty to Notify (DTN)

The National Referral Mechanism (NRM) is a framework for identifying victims of modern slavery and human trafficking and ensuring they receive the appropriate protection and support. There are two pathways: one for children and one for adults (18+).

The new digital process for NRM/DTN referrals was made available nationally from the 29th August 2019. This new process is now fully in place and operational for all first responders. The new process allows NRM referrals or DTN submissions to be made using a single online form.

This same process is to be used for NRMs and DTNs and whether the victim is an adult or child, as the form options presented will change depending on information submitted. The new form and associated documents can be accessed through the following link: <https://www.modernslavery.gov.uk/start>.

If the potential victim has capacity and gives their informed consent (consent only necessary for an adult) to a referral into the NRM, first responders should complete the online NRM Referral Form with the potential victim or use the offline prompt sheet if working offline.

There are two stages of the NRM: Reasonable Grounds and Conclusive Grounds:

- For a positive Reasonable Grounds decision, the threshold is 'I suspect, but cannot prove' [that this person is a victim of modern slavery]
- For a positive Conclusive Grounds decision, the threshold is 'on the balance of probabilities' [there is enough information to conclude that this person is a victim of modern slavery]

## Duty to Notify

It is worth noting that not all victims consent to an NRM referral and take up safe accommodation, however local authorities still have a duty to notify. In those cases, an **MS1** form must be completed using the online portal.

The **MS1** form should be completely anonymous if the potential victim does not consent to their details being shared. A duty to notify referral should not be relied upon to safeguard victims. Existing safeguarding processes should still be followed to provide any owed duties to that person.

## Children

Children do not need to consent to a referral into the NRM, but when they turn 18, they can withdraw the referral if they wish. Modern slavery and human trafficking against children is child abuse. When an agency encounters a child who may have been exploited or trafficked, local authority children's services should be notified immediately.

A referral into the NRM does not replace or supersede established child protection processes, but should complement the statutory package of support. Child victims should always be supported using existing child safeguarding measures and local protocols. Unaccompanied children under 18 will not be placed in Salvation Army accommodation. They should always be accommodated by the responsible local authority or social care team.

## The Digital National Referral Mechanism (NRM) and Duty to Notify (DTN) continued

### Accommodation

In cases where The Salvation Army Modern Slavery Team support/safe accommodation are required, The Salvation Army Modern Slavery Team will need access to the potential victim to carry out a needs assessment. This can be completed by telephone but may need to be face-to-face on occasion. The Salvation Army may allocate safe accommodation through their network of providers if the individual is high risk/needs and/or homeless and destitute, subject to initial assessment of eligibility and risk and if they are satisfied it is safe to take over duty of care.

Depending on the circumstances of the discovery of the potential victim, there may be instances whereby the local authority may need to provide an initial few nights' safe accommodation until such time The Salvation Army takes over the duty of care. This may also be required pending ongoing police investigations, time of day/night, the location in which the potential victim is discovered, or the Modern Slavery Team response time.

If there is low risk to the victim and they have recourse to public funds, it may be that they are accommodated by the responsible local authority with The Salvation Army providing outreach NRM support.

### NRM support

Following referral from a first responder organisation, the single competent authority (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 five working days of referral, where possible. Following a positive Reasonable Grounds decision, a potential victim will receive a Recovery Period of at least 45 calendar days and will be able to receive support via the Victim Care Contract.

The SCA will make a Conclusive Grounds decision no sooner than 45 calendar days after the reasonable grounds decision, to determine whether 'on the balance of probabilities' there are sufficient grounds to decide that the individual is a victim of modern slavery. This decision is based on the evidence made available to the SCA.

Following a positive Conclusive Grounds decision, victims will be exited from support only when appropriate to do so. Victims with a positive Conclusive Grounds decision will receive at least 45 calendar days of support during the move-on support period. A recovery needs assessment will be conducted to determine the needs of the victim upon exiting NRM support.

**Note:** It is extremely important to understand that a referral into the NRM does not always automatically provide the victim with safehouse accommodation out of area. This responsibility sits with the local authority as part of their normal homelessness and housing owed duties.



# Local authority housing enforcement powers

## Housing Act 2004

Local authorities have powers under the Housing Act 2004 to calculate the seriousness of certain hazards and take enforcement action against building owners or landlords based on their assessment.

The local authority has powers of entry under Section 239 of the Housing Act 2004 if they consider that a survey or examination of any premises is necessary if:

- 1) satisfactory standards of management are not being observed
- 2) the licence requirements for a particular House of Multi Occupancy (HMO) are not being met
- 3) there is suspicion that a threat or hazard is present, causing risk to any occupants

The Act gives local authorities powers to intervene where they consider housing conditions to be unacceptable, based on the impact of hazards on the health or safety of the most vulnerable potential occupant.

Representatives of the local authority must have written authorisation from an appropriate officer of the housing authority which sets out the purpose for which the entry is authorised and must give at least 24 hours' notice to the owner or occupier of the premises they intend to enter.

However, under Section 240 of the Housing Act 2004, as long as certain conditions are met, a warrant can be applied for to facilitate entry to a property sooner than 24 hours. This is particularly important as giving 24 hours' notice to the owner of an illegal HMO might tip off any potential exploiters or the occupants/victims, giving them the time to leave or clear the property prior to any visit by the local authority.

A local authority exercising the power of entry may do any of the following only if they believe it necessary for the purpose for which the power is being exercised:

- 1) take other persons with them\*
- 2) take equipment or materials
- 3) take measurements or photographs or make recordings
- 4) leave recording equipment on the premises for later collection
- 5) take samples of any articles or substances found on the premises.

\*Local authorities will normally take a locksmith as part of a warrant, plus police officers for any potential breach of the peace.



### Evaluation form for attendees

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
Today was relevant to me					
The scenario was useful					
Today was good for networking					
My knowledge on how to respond to modern slavery has improved today					
My knowledge of partners working on modern slavery has improved today					
From today, there are changes that need to be made in my organisation to make sure we deal with modern slavery more effectively					
I know who to talk to if I need support or guidance on modern slavery					
I am confident in referring into the NRM (first responders only)					

If the workshop identified changes you need to make within your organisation, please give details:

---

---

Does your organisation require any further assistance from your regional Modern Slavery Partnership regarding modern slavery? Please leave a contact email if you'd like someone to get in touch about this.

---

---

Email Address:

---

Any further comments about the workshop:

---

---

---



## Evaluation form for Modern Slavery Partnership Coordinators

After the workshop, please fill this out and email a copy to Alicia Kidd at [Alicia.kidd@hull.ac.uk](mailto:Alicia.kidd@hull.ac.uk)

1. Which workshop did you run?

---

2. What date did you run the workshop?

---

3. How many people attended the workshop?

---

4. Did the workshop help engage partners that you have not previously worked with? If so, which partners?

---

5. Did you identify any new examples of best practice through the workshop? Please give details.

---

---

6. Did you identify any gaps in provision through the workshop? Please give details.

---

---

7. Was there anything you felt was missing from the workshop? Please give details.

---

---

8. Was there anything you would change about the workshop? Please give details.

---

---

9. Are you likely to run the workshop again?

---

10. Please provide some of the key pieces of feedback that came from the attendees.

---

---

11. Any other comments.

---

---

---

Modern Slavery and Human Rights Policy and Evidence Centre  
c/o British Institute of International and Comparative Law  
Charles Clore House, 17 Russell Square, London, WC1B 5JP

A company limited by guarantee  
Registered in England No. 615025  
Registered Charity No. 209425

[office@modernslaverypec.org](mailto:office@modernslaverypec.org)

[www.modernslaverypec.org](http://www.modernslaverypec.org)

This project was led by Dr Alicia Kidd from the Wilberforce Institute at the University of Hull and was supported by Dr Phil Northall of the Rights Lab at the University of Nottingham; Frank Hanson, Head of Prevention and Partnerships at the Gangmasters and Labour Abuse Authority; Shayne Tyler, Group Compliance Director at Fresca Group; and Andrew Smith, Coordinator of the Humber Modern Slavery Partnership.

All content is accurate as of 26/08/20.

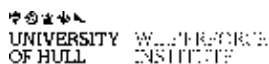
For any comments or questions, please contact Dr Alicia Kidd:  
[Alicia.kidd@hull.ac.uk](mailto:Alicia.kidd@hull.ac.uk), or the Modern Slavery PEC on  
[office@modernslaverypec.org](mailto:office@modernslaverypec.org).

## MODERN SLAVERY & HUMAN RIGHTS

POLICY & EVIDENCE CENTRE

Led by the Bingham Centre

In partnership with



The Modern Slavery and Human Rights Policy and Evidence Centre is funded and actively supported by the Arts and Humanities Research Council (AHRC), part of UK Research and Innovation (UKRI), from the Strategic Priorities Fund.