



Derby City Council

COUNCIL CABINET
11 April 2018

Report of the Cabinet Member for
Neighbourhoods and Public Protection

ITEM 10

Modern Slavery Victim Support Grant Award to the Jacob's Well Charity - Rebuild Project

SUMMARY

- 1.1 Through its Community Safety function, Derby City Council leads the 'Derby and Derbyshire Modern Slavery Partnership'.

The aim of the partnership is to bring together public, private and voluntary organisations to disrupt perpetrators and support victims of human trafficking and modern day slavery in our area and further afield. We strive for a community wherein awareness of all forms of human trafficking and modern day slavery is commonplace and that across all sectors people work collectively to eradicate its existence in our community.

The Council works in partnership with a wide range of agencies to prevent abuse and neglect, to detect and report occurrences and to support victims. This includes the Derby Safeguarding Children and Adults Boards.

With this key aim in mind, Derby City Council, in partnership with Jacob's Well who are a Derby based charity working with victims of exploitation, bid for and has been successfully awarded £175,000 from the Controlling Migration Fund to test pathways of care for victims of modern slavery leaving centrally provided care and support.

This report asks for approval to award £100,000 of the fund to the Jacob's Well Charity to support the delivery of the above key objectives.

RECOMMENDATION

- 2.1 To approve the award of a grant of £100,000 from the Controlling Migration Fund, subject to acceptable grant terms and conditions to Jacob's Well Charity as detailed in section 4 of this report.

REASONS FOR RECOMMENDATION

- 3.1 To comply with the Council's Contract and Financial Procedure rules.
- 3.2 Derby City Council led the development of the Derby and Derbyshire Modern Slavery Partnership, who's vision is 'Working together to fight slavery and support victims of slavery in Derby and Derbyshire'. This funding and grant award to Jacob's Well will

help the partnership deliver this priority.



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Report of the Strategic Director of Communities and Place

SUPPORTING INFORMATION

- 4.1 Modern slavery is a serious crime. It encompasses slavery, servitude, and forced or compulsory labour and human trafficking. Modern slavery victims can often face more than one type of abuse and slavery, for example if they are sold to another trafficker and then forced into another form of exploitation.

In response to the growing awareness of this crime and evidence of Modern Slavery in the City, the Derby & Derbyshire Modern Day Slavery Partnership was established in January 2015. Bringing together partners from the public, faith, voluntary and community sectors, the Partnership focuses activities on four strategic themes in line with the Governments Modern Slavery Strategy:

- PURSUE – Prosecuting and disrupting individuals and groups responsible for modern slavery;
- PREVENT – Preventing people from engaging in modern slavery;
- PROTECT – Strengthening safeguards against modern slavery by protecting vulnerable people from exploitation and increasing awareness of and resilience against this crime;
- PREPARE – Reducing the harm caused by modern slavery through improved victim identification and enhanced support.

An Action Plan has been agreed under the four strategic themes and priority activity focuses on:

1. Risk & Threat Assessment of the nature and types of slavery across the city and county
2. Training and awareness tailored to First Responders, faith, community and voluntary sector groups, homelessness charities/agencies
3. Development of online training and resources
4. A communications campaign to improve both public and private sector awareness of the signs of modern slavery.
5. Victim support covering emotional, social care and safe accommodation needs
6. Multi-agency task force to facilitate investigations and prosecutions

- 4.2 There are challenges associated with measuring the scale of modern slavery in the UK. Victims of modern slavery tend to be controlled and hidden away or may not come forward due to feelings of fear. Some victims may not be identified by those who encounter them. Worryingly, others may not view themselves as victims of exploitation and are content with their circumstances as an improvement upon

previous living conditions/quality of life. Adult victims must also consent to engagement.

The two most reliable sources of data are:

- The National Referral Mechanism - NRM, a support process to which a range of organisations refer potential victims;
- The Annual Strategic Assessments published by the National Crime Agency – NCA.

Both data sources show a consistent and sustained increase in the detection of modern slavery in the UK since data was first collected. In 2014, national research suggested there were at least 13,000 victims in the UK – current thinking regards this as a gross underestimate.

Nationally, 5,145 potential victims were submitted to the NRM in 2017, a 35% increase on 2016.

In Derby and Derbyshire, we have seen an increase from one victim being formally identified in 2012, to 53 in 2017 – 10 of whom were identified by Derby City Council officers.

Adult victims nationalities identified in Derby were – British; Czech; Latvian; Polish; Romanian; Slovakian and Vietnamese.

- 4.3 Council cabinet on 2 December 2016 delegated approval to the Strategic Director of Communities and Place to bid for external funding from the Controlling Migration Fund. The Council was successful in its bid for a range of interventions that fall within three distinct, but complimentary areas:

1. Population profile - address the gap in understanding the profile of the Derby community and the impact of migration which can be used to understand service demand and inform planning across many departments within the Council and partner organisations.
2. Families and children – tackling complex family issues and exploitation through an early intervention and support approach. This includes targeted work with an unregulated housing sector which is deemed to be a contributing factor.
3. Asylum Seeker Dispersals – supporting their transition to life in the UK and mitigating issues of destitution.

Derby City Council was invited to apply for further funding from the Fund to test pathways of care for victims of modern slavery leaving centrally provided care and support.

- 4.4 Funding was made available for up to six local authorities to trial ways to support the transition process of victims from safe houses and other centrally provided support, into local areas:
- identify and test ways to improve the current transition process;
 - test effective ways of signposting victims to appropriate support locally; and,
 - support work to strengthen the victims' resilience to future re-trafficking and

exploitation.

- 4.5 A partnership bid with Jacob's Well – a local charity working with survivors of Modern Slavery – was submitted and a grant of £175,000 has been approved by the Ministry for Housing, Communities and Local Government (MHCLG). The bid identified costs of £100,000 attributed to Jacob's Well for delivery and the grant award is consistent with the grant award criteria from MHCLG:

- Salaries
- Volunteer and staff training
- Rent
- General running costs
- Subsistence and volunteer costs
- Management costs

The remaining £75,000 of the grant will be expended on costs relating to DCC staff resource and internal expenditure.

- 4.6 Jacob's Well help to build more welcoming and inclusive communities through partnership and collaboration with individuals and families, local organisations and the broader community. Their overall aim is to support vulnerable people who have experienced exploitation and trafficking to live within welcoming and supportive communities, where they can thrive and live free from slavery. This grant will enable Jacob's Well to develop the Rebuild Project to provide one to one support from Support Workers and community based support to develop independent living skills and resilience to exploitation. The victim experience will include the development of individual care plans and in addition to advocacy and community integration activities, support to access:

- Housing
- Health – mental and physical
- Education/training/ESOL/employment
- Benefits
- Criminal Justice System victim support services
- Legal and immigration services

The aim would be to support clients through an assisted 45 day programme followed by six months drop in. In acknowledgment of recent research showing that average length of aftercare support is 18-24 months, Jacob's Well will use their volunteer workforce to continue to provide support where it is reviewed as an ongoing need.

- 4.7 The funding will be used to deliver a twelve month pilot project comprising of Council staff resources, housing support and grant funding to Jacob's Well. Evaluations of the six pilots will inform the National Referral Mechanism Reforms for survivor support.
- 4.8 It is recommended to approve the award of a grant of £100,000 from the Controlling Migration Fund, subject to acceptable grant terms and conditions, to Jacob's Well. Derby City Council led the development of the Derby and Derbyshire Modern Slavery Partnership, who's vision is 'Working together to fight slavery and support victims of slavery in Derby and Derbyshire'. This funding and grant award to Jacob's Well will

help the partnership deliver this priority.

OTHER OPTIONS CONSIDERED

5.1 None

This report has been approved by the following officers:

Legal officer Financial officer Human Resources officer Estates/Property officer Service Director(s) Other(s)	Olu Idowu, Head of Legal Services Amanda Fletcher, Head of Finance for Communities and Place N/A N/A Don McLure, Interim Strategic Director of Corporate Resources
For more information contact: Background papers: List of appendices:	Pop Gill 01332 643044 purjinder.gill@derby.gcsx.gov.uk None Appendix 1 – Implications Appendix 2 – Modern Slavery and Victim Support

IMPLICATIONS

Financial and Value for Money

- 1.1 This report requests approval to award a grant totalling £100,000 to the Jacob's Well charity. The grant is being directly funded from the Controlling Migration Fund award to the Council dated 22 February 2018. The remainder of the grant will be used to support the Council's internal resources working on the same project.

Legal

- 2.1 None directly arising.

Under the Care Act 2014, Safeguarding adults procedures apply to anyone aged 18 or over who:

- is in need of care and support and
- is at risk of, or is experiencing abuse or neglect and
- is unable to keep themselves safe because of their care and support needs.

This project will allow the authority to support individuals who do not meet statutory thresholds but who would benefit from enhanced support.

Personnel

- 3.1 None directly arising

IT

- 4.1 None directly arising

Equalities Impact

- 5.1 The service will be provided to all victims and those with protected characteristics will have their needs met. A full EIA will be undertaken at the start of the service and throughout

Health and Safety

- 6.1 None directly arising

Environmental Sustainability

- 7.1 None directly arising

Property and Asset Management

- 8.1 None directly arising

Risk Management and Safeguarding

- 9.1 None directly arising. Grant will be managed and monitored through a formal Grant Agreement.

Corporate objectives and priorities for change

- 10.1 This project supports the Council Plan and Vision:

- Safe - a place where people are safe and the vulnerable are put first and supported.
- Strong - a place where people work together, can enjoy good health and wellbeing throughout their life and feel that they belong to a thriving community.

Modern Slavery and Victim Support

1.1 What is modern slavery and trafficking

Modern slavery is a serious and often hidden crime in which people are exploited for criminal gain. The impact can be devastating for victims. Modern slavery comprises slavery, servitude, and forced or compulsory labour and human trafficking. The common factors are that a victim is, or is intended to be, used or exploited for someone else's (usually financial) gain, without respect for their human rights.

Modern slavery can take many different forms. The following are types of exploitation which commonly occur in the UK and individuals may experience more than one form of abuse:

- (a) sexual exploitation
- (b) domestic servitude
- (c) labour exploitation
- (d) criminal exploitation
- (e) other forms of exploitation include organ or tissue removal; forced begging; illegal adoption; forced and servile marriage.

1.2 Identification

Modern slavery is a highly complex crime. There is no typical victim of slavery – victims can be men, women and children of all ages, ethnicities and nationalities (including British) and cut across the population. But it is normally more prevalent amongst the most vulnerable groups, and within minority or socially excluded groups. Child victims are victims of child abuse and should therefore be treated as such using existing child protection procedures and statutory protocols.

Victims of modern slavery can be found anywhere. There are certain industries where they are currently more prevalent, such as nail bars, car washes, agriculture and fishing, building sites and the sex industry. Other high risk situations include when there is a need for a sudden injection of workers into the work force, such as seasonal staff or construction for a major event. However victims may also pass through transport hubs, health services and other public places or be found in private homes.

1.3 The National Referral Mechanism

The National Referral Mechanism (NRM) is a framework for identifying victims of human trafficking or modern slavery and ensuring they receive the appropriate support.

The NRM was introduced in 2009 to meet the UK's obligations under the Council of European Convention on Action against Trafficking in Human Beings. At the core of

every country's NRM is the process of locating and identifying "potential victims of trafficking".

From 31 July 2015 the NRM was extended to all victims of modern slavery in England and Wales following the implementation of the Modern Slavery Act 2015.

Following the referral of an adult or child into the NRM, an initial 'reasonable grounds' decision will be made within 5 days. If this decision is positive, the individual will be entitled to access safe accommodation provided through a central-government funded Victim Care Contract. If the person would otherwise be destitute during that 5 day period they can access emergency accommodation by contacting the Salvation Army. However, the person may be referred to the housing authority to provide accommodation if the individual is a British citizen who is homeless, eligible and has or may have a priority need.

1.4 What support is provided by the National Referral Mechanism

If an adult receives a positive 'reasonable grounds' decision through the NRM, they are entitled to support for a minimum period of 45 days. This is provided through a central-government funded Victim Care Contract and includes accommodation, subsistence, counselling, access to mental, physical and dental health services, and signposting to legal services.

Whilst in support, a 'conclusive grounds' decision will be made on their case through the NRM and they will be provided with a letter setting out whether there was enough evidence to conclude that they are indeed a victim of modern slavery. The individual will then receive a short period of move-on support focused on their transition out of central government-funded support, which may include liaising with housing authorities or local homelessness services.

1.5 What happens next?

Co-operating with police enquiries

The victim may be granted discretionary leave to remain in the UK for one year to allow them to co-operate fully in any police investigation and subsequent prosecution. The period of discretionary leave can be extended if required.

Other circumstances

If a victim of trafficking or modern slavery is not involved in the criminal justice process, the Home Office may consider a grant of discretionary leave to remain in the UK, dependent on the victim's personal circumstances.

Returning home

If they are from outside the European Economic Area, the victim can receive help and financial assistance to return home through the Home Office Assisted Voluntary Return of Irregular Migrants (AVRIM) process. If they are an EEA national, support organisations will put them in touch with their embassy and any relevant NGOs who may be able to help.

What if the referred person is not found to be a victim?

If at any stage the referred person is confirmed not to be a victim of trafficking or

modern slavery then dependent on the circumstances they may be referred to the appropriate law enforcement agency – the relevant police force or the Home Office

If it is decided by the Competent Authority that the person was not trafficked nor is a victim of modern slavery, and there are no other circumstances that would give them a right to live in the UK, they will be offered support to voluntarily return to their country of origin. The person can also be offered support to return to their country if they have been trafficked or are a victim of modern slavery and do not wish to stay in the UK.

2.1 NRM review and pilots

In October 2017, Home Office Ministers announced a package of reform to the national referral mechanism (NRM). The objectives of the reform process are to ensure a system which will:

- Provide quicker, more certain decision making that victims have confidence in;
- Provide increased support to victims before, during and after the NRM;
- Ensure improved identification of victims of modern slavery; and
- Address the specific vulnerabilities of children who are supported outside of the NRM.

2.2 Government announced an intention to work with a small number of local authorities to identify best practice for victims of modern slavery who are transitioning from centrally funded support, such as safe houses, into local communities.

Through this programme of activity the hope is to develop an evidence base which will strengthen learning centrally as well as offering insight for local government and partners.

The victim transition process

As part of the recently announced package of reforms to the NRM – the ‘move on’ period for confirmed victims will be increased to 45 days to ensure there is sufficient time to enable those leaving care to make essential arrangements such as finding accommodation and applying for benefits to support individuals to be able to successfully integrate into the wider community.

In addition to extended ‘move on’ support Government will also be introducing ‘drop in’ services for up to six months after victims have left centrally provided care. This will ensure there is a continued link between victims of modern slavery and their support services and will ensure that early issues or concerns during a victim’s resettlement period can be identified and addressed .

Local authority pathways

The pathways programme will look to support the transition for those who have residency rights in the UK, which includes British Citizens, EEA citizens who have been exercising their treaty rights and those who have been granted leave to remain

or asylum.