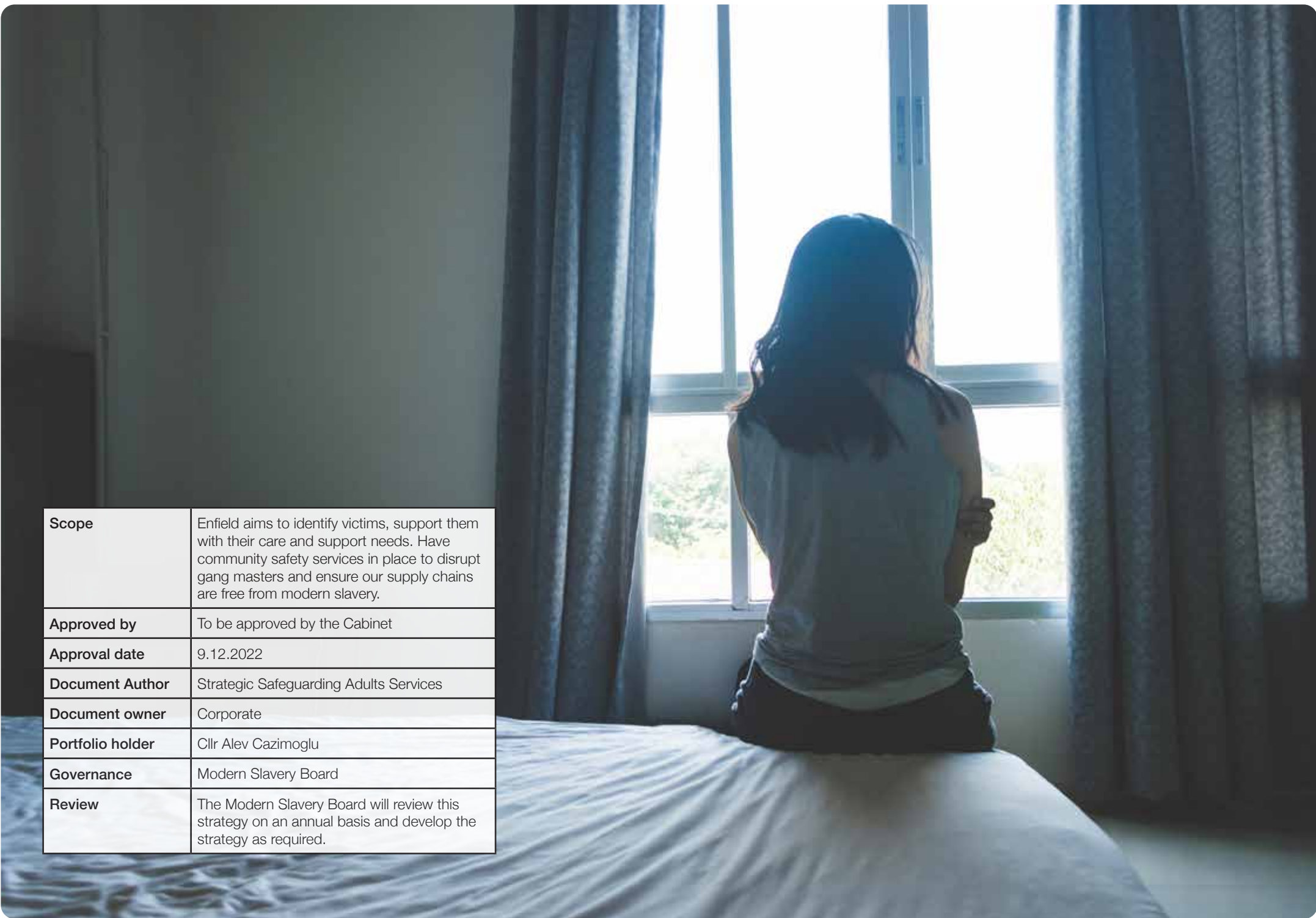


Enfield Modern Slavery Strategy 2023-2028

*Fighting to End
Modern Slavery in
Our Borough*





Scope	Enfield aims to identify victims, support them with their care and support needs. Have community safety services in place to disrupt gang masters and ensure our supply chains are free from modern slavery.
Approved by	To be approved by the Cabinet
Approval date	9.12.2022
Document Author	Strategic Safeguarding Adults Services
Document owner	Corporate
Portfolio holder	Cllr Alev Cazimoglu
Governance	Modern Slavery Board
Review	The Modern Slavery Board will review this strategy on an annual basis and develop the strategy as required.

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Message from Councillor Alev Cazimoglu

I am proud to present our Modern Slavery Strategy on behalf of Enfield Council which shows concerted and coordinated action.

I am proud to present our Modern Slavery Strategy 2023-28 on behalf of Enfield Council which demonstrates Enfield's continued commitment to tackling modern slavery. Enfield has made great progress in meeting the objectives demonstrated in the previous Modern Slavery Strategy 2020-23 with tangible results and successful prosecutions to those committing modern slavery offences.

Here in Enfield we continue to provide a multidisciplinary response in the fight against modern slavery. We recognise that trafficking, slavery and exploitation are not issues from the past. We all share a responsibility to fight and end modern slavery. Jointly we can all build a future where modern slavery and exploitation are truly a thing of the past.

Councillor Alev Cazimoglu
Cabinet Member for Health & Social Care



Need support?

In an emergency, always call 999. If you come across anything suspicious or need support, contact the Enfield Modern Slavery Team, **020 3821 1763**, ModernSlavery@enfield.gov.uk

For local services, visit [MyLife Modern Slavery](#)

Introduction

Modern slavery is a crime that strips its victims of their basic human rights and dignity. Modern slavery does not discriminate and can occur irrespective of age, gender, nationality or economic circumstances. Modern slavery seeks to target and exploit those more vulnerable amongst us in our communities, although those vulnerabilities come in many different forms. Internationally, it continues to be the fastest growing crime. It is the second largest source of illegal income for organised criminality and targets the very fabric of our society.

Enfield Council has been working diligently to ensure that we are targeting those who seek to exploit vulnerable adults while also working hard to support survivors of the appalling crime.

The Enfield Modern Slavery Board is chaired by the Director of Health and Adult Social Care and was established in November 2018. The board meets quarterly to provide governance, and measures performance against the Modern Slavery Team's action plan and establish pathways for the Modern Slavery Team and other council departments.

The Modern Slavery Investigators were recruited in January 2020, to work jointly with Enfield and Haringey Police Basic Command Unit (BCU) and tackle the criminal element of modern slavery within Enfield. The focus of the team is to investigate locational issues such as homes or businesses, but also to support the Multi-Agency Safeguarding Hub (MASH) teams with exploitation concerns they have with children and adults. It is imperative for the success of the team, to work in partnership with other key departments including Housing and Community Safety

This strategy has been coproduced with our partners, including by survivors and residents. This strategy builds upon the previous Modern Slavery Strategy 2020-2023 and the successes of the Modern Slavery Team such as the signing of the Charter Against Modern Slavery which aims to establish ethical labour sourcing practices in our supply chains. The Modern Slavery Team has worked hard to increase the number of referrals in to the National Referral Mechanism (NRM). This is a framework for identifying and referring potential victims of modern slavery and ensuring they receive the appropriate support. The Modern Slavery Team supported 56 potential victims to enter the NRM with 53 of these NRM referrals having had positive reasonable grounds decisions which enabled these potential victims to receive care and support from the Salvation Army who were awarded the Victim Care Contract from the Home Office.



What is modern slavery?

Modern slavery is complex; but simply put, it describes a situation where someone is made to do something, and another person gains from this. Modern slavery is about being exploited and completely controlled by someone else, without being able to leave. It includes human trafficking, slavery, servitude and forced or compulsory labour.

Modern slavery is the deception or coercion of a person for the purpose of exploitation.

Deception or coercion

Deception or coercion may include threats, force, debt bondage and abuse of power or vulnerability.

For anyone under the age of 18, the abuse of vulnerability is automatically present.

for the purpose of exploitation

The purpose of exploitation may include the following:

- **forced labour** – being made to work for little or no money
- **sexual exploitation** – being coerced or forced into selling sex
- **domestic servitude** – being made to work within a home environment for little or no pay
- **criminal exploitation** – being forced to break the law for someone else (i.e. stealing, selling drugs)
- **forced/sham marriage** – being made to marry someone you don't want to marry
- **organ harvesting** – bodily organs being removed for financial gain



Myths about modern slavery

MYTH:

People must be locked in or tied up to be victims of modern slavery

TRUTH:

People aren't usually chained or restrained. They might be allowed to use a phone or roam freely outside. We refer to this as being "hidden in plain sight." A victim of modern slavery could be repairing the roof of your home or preparing your food in a restaurant. People are kept in modern slavery by threats to themselves or their families, lies, brutality, coercion, and the perception that they have debt to pay off, not by actual chains.

MYTH:

All victims of modern slavery are women and all exploiters are men

TRUTH:

People of all genders can be victims of all forms of modern slavery. This includes men being victims of sexual exploitation and women being victims of forced labour. Similarly, people of all genders can exploit others.

MYTH:

It's only modern slavery if the person doesn't get paid

TRUTH:

Modern slavery can include people on no pay but also extremely low pay. Often the money that people are paid will go towards their transportation and recruitment costs, which is known as debt bondage. People should not be made to work in conditions that deny their basic human rights (such as working extremely long hours, being made to sleep where they work and denied food etc.).

MYTH:

Victims of modern slavery are from countries outside the UK

TRUTH:

Modern slavery affects every nationality. The most common nationalities referred in 2021 to the NRM were from the UK, Albania and Vietnam.

MYTH:

If I asked someone if they were a victim of modern slavery, they would tell me

TRUTH:

There are many obstacles that could prevent someone from asking for assistance, or they could respond that they're alright when questioned. The inability to communicate in a language, not knowing that help is available, not realising that they are victims, fear for their lives or the lives of their family members, fear of being expelled from the country, manipulation of someone's faith or belief, such as using witchcraft, misplaced loyalty to the exploiter, and fear of institutions like the police are a few of these obstacles. Additionally, people may find it difficult to agree on working arrangements because to vulnerability factors including learning disabilities, mental illness, addiction, or their age.

Our approach

The Enfield Modern Slavery Team works with partners to utilise a multi-agency approach to tackling the crime of modern slavery within the borough. This multi-agency approach has three aims; to tackle the organised crime network, to support and signpost victims and to raise awareness of identification of modern slavery and the referral process including National Referral Mechanism (NRMs).

Our team works with internal departments and external organisations to try to achieve these aims. We are core members of several meetings where we link into other teams and often share information on cases where there is a modern slavery/human trafficking concern. The meetings the team attends are:

- **Partnership Problem Solving Group (PPSG)** – This is where anti-social behaviour concerns are raised including potential brothel and cuckooing locations of concern.
- **Community Multi Agency Risk Assessment Conference (CMARAC)** – Information is shared to manage and resolve complex high-risk cases of anti-social behaviour.
- **Multi Agency Risk Assessment Meeting (MARAM) and Rough Sleepers Board** – These meetings are to discuss and share information around individual homeless/rough sleepers with complex needs in order to better understand the individual, their needs and propose appropriate action.

- **Multi Agency Child Exploitation meeting (MACE)** – The main purpose of the MACE meeting is to facilitate the sharing of information about children at risk of exploitation as well as potential perpetrators and locations that could pose a risk of harm to individuals or groups and to develop a detailed strategic and tactical overview of the exploitation profile.
- **Vulnerable Young People (VYP)** – To maintain a strategic overview of the work of various groups including Enfield’s response to CSE/CCE, trafficking and modern slavery and constructively challenge quality of services and timely delivery of objectives.
- **Operational meeting with Police** – Bi-weekly meetings are held with the Modern Slavery Team and Police colleagues to discuss ongoing cases and share information and updates.

The team also support Enfield North Area Police teams with Operation Boxster which focuses on sex work in the borough. The Modern Slavery Team have links with the Central Crime Police teams who deal with modern slavery and human trafficking cases across London.

An action from the previous strategy was for the creation of a Modern Slavery Board which has been formalised with our multi agency partners and meets quarterly to oversee the work of the Modern Slavery Team.

A Modern Slavery Forum takes place every quarter where professionals attend to discuss any cases or seek advice from the team. The purpose of the forum is to strengthen multi-agency working and to promote clear pathways to streamline information sharing between services.

The Head of Safeguarding Adults and Quality Assurance, Sharon Burgess alongside the Human Trafficking Foundation established the London Modern Slavery Leads Network (LMSL). This consists of representatives from each of the thirty-two London boroughs and other select partners across the capital. It provides an opportunity for all members to come together, share best practice, and highlight trends or challenges they have identified in their borough. These are then addressed collectively. Sharon has completed her three-year period as the chair of this meeting.

Our Objectives

Our goal is to eradicate modern slavery in the borough of Enfield. Our objectives are to safeguard our communities from human trafficking and modern slavery. We will lessen the incidence of modern slavery while protecting the survivors. This would enable all residents and visitors to live and work safely and ensure our actions as businesses and consumers don't negatively impact individuals and communities elsewhere.

The theory of change chart outlines the four objectives we need to meet to reach this vision and is discussed in more detail within the Action Plan in Appendix 3.



The Picture in Enfield

National Referral Mechanism (NRM) and Duty to Notify (DtN) Referrals

The National Referral Mechanism (NRM) is a framework for identifying and referring potential victims of modern slavery and ensuring they receive much needed and appropriate support. Organisations deemed to be First Responders such as; Local Authorities and Police are duty bound under Section 52 of the Modern Slavery Act 2015

to complete these referrals to the Single Competent Authority (SCA). The main difference between an NRM and DTN referral is consent required from the adult involved.

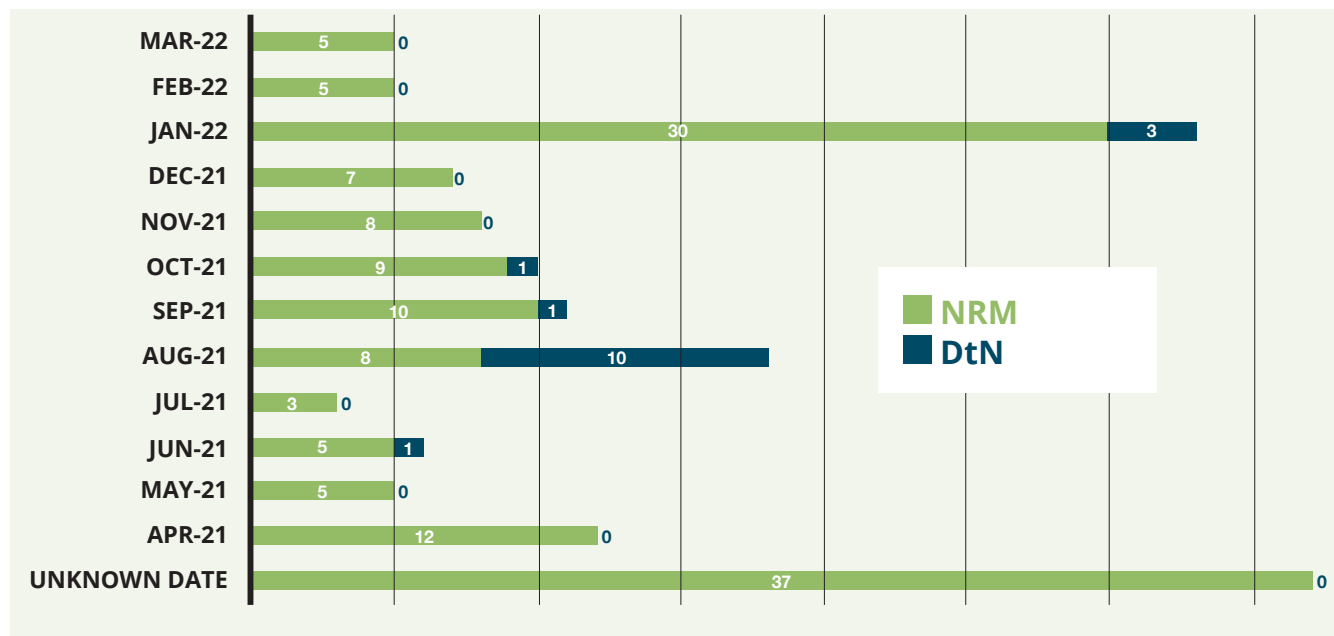
There was a total of 68 NRM (56) and DTN (12) referrals to the Single Competent Authority made by Enfield Council

Of the 56 NRM referrals made by LBE staff, 53 of these had positive Reasonable Grounds decision,

1 had a negative Reasonable Grounds decision, 1 withdrew from the process and for 1 the outcome is not yet decided.

Of the 68 total NRM and DTN referrals that were made by LBE staff, in 64 of these cases the victim was exploited in the UK only. The remaining 4 were either exploited solely overseas or a combination of overseas and in the UK.

MONTHLY BREAKDOWN OF NRM/DtN REFERRALS



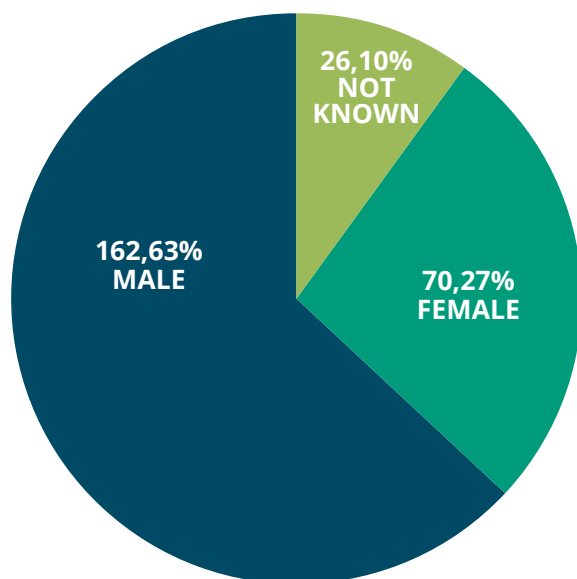
NB: These are NRM/DtN referrals made by all professionals (not just LBE staff) combined for Enfield residents.



Demographics

Gender

Males account for 63% of the team's referrals (162), followed by females at 27% (70) and 10% (26) the gender was not known. The figure for not known genders is for a combination of either the concern being a locational issue or incomplete information being shared with the team. This is in line with the national figures from the Home Office where males are most reported for Modern Slavery nationally and accounted for 77% in 2021.



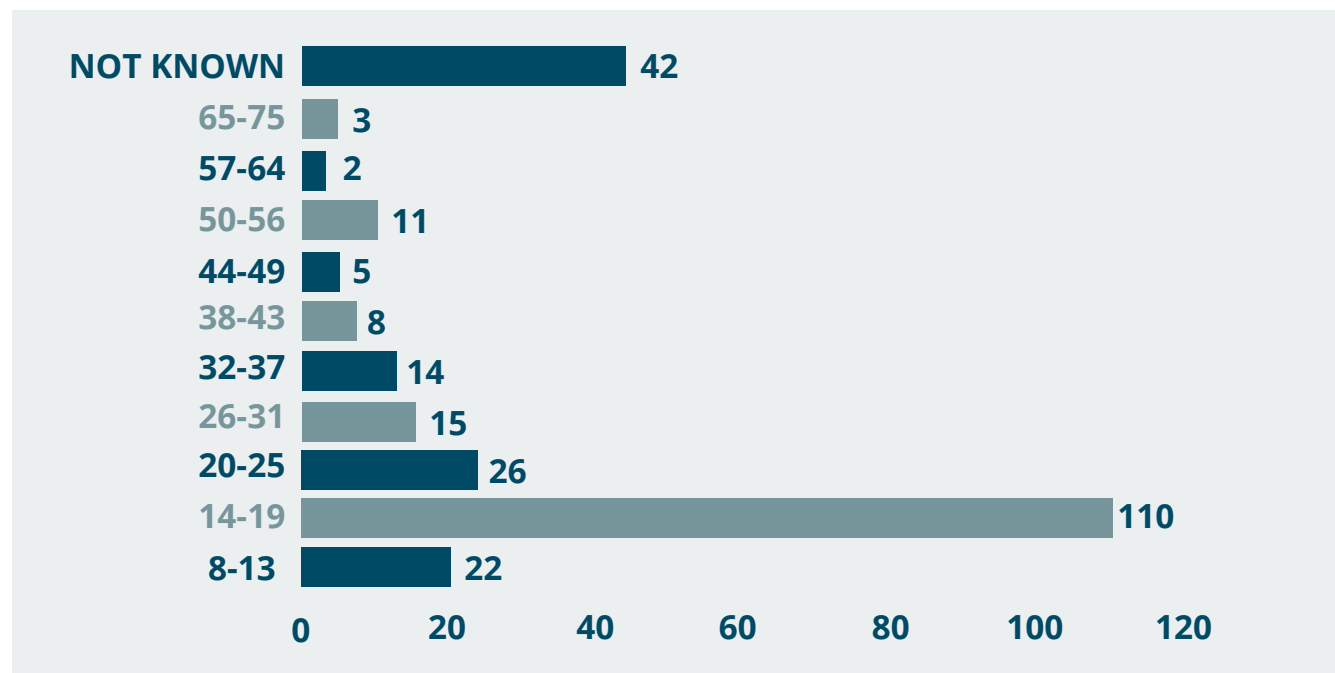
Age Range

14 to 19-year olds account for the majority of exploitation concerns received into the team (110). The youngest age of an individual where a referral has been received is aged 8 and the oldest is 75. There are 42 individuals where concerns have been raised where the age is not known. This is due to either the concern being raised on a locational issue or lack of information being shared with the team.

The Modern Slavery Team focuses on delivering the strategy aims to potential victims aged 18+ however, there are similar action plans and work

underway within Children Services to cover this area. Please refer to the below documents:

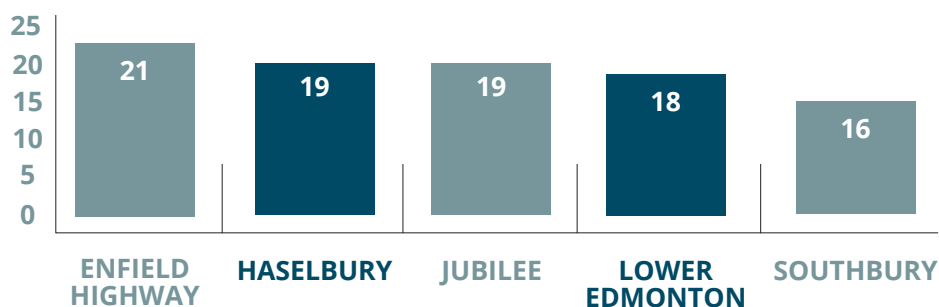
- Safeguarding Adolescents from Exploitation Strategy
- Violence Against Women and Girl's Strategy
- An Action Plan is also in place to help oversee the above strategies:
- Tackling Gangs, Serious Youth Violence and Exploitation Plan



Ward breakdown

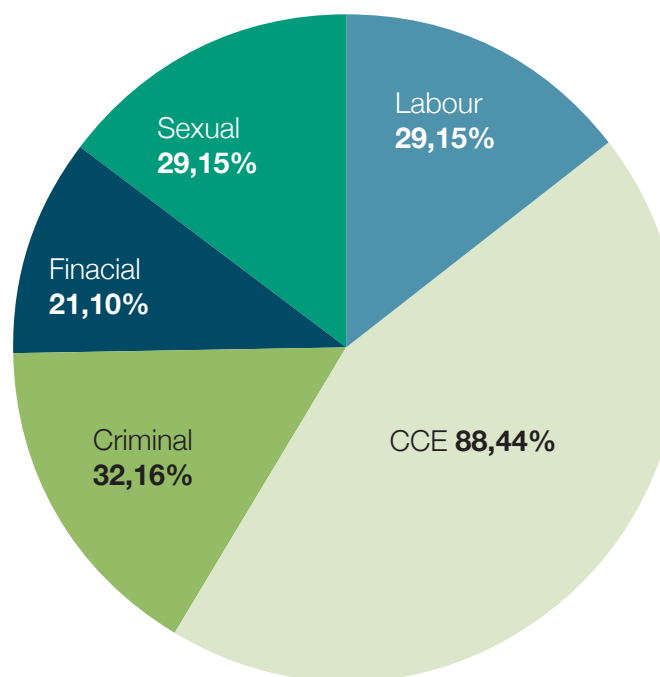
The top five wards where most referrals have been received in the borough are Enfield Highway, Haselbury, Jubilee, Lower Edmonton and Southbury. There were 56 recorded as 'Not Known' postcodes for referrals being received into the team. This is due to a combination of reasons such as, only part of the postcode being known, the individual being homeless or detailed information not being shared.

TOP FIVE WARDS BY NUMBER OF REFERRALS



Forms of Exploitation

The most common type of exploitation concern received to the team is around criminal exploitation, more specifically child criminal exploitation (44%). Adult criminal exploitation is the next most common form (16%), followed by sexual exploitation (15%) and labour exploitation (15%), and financial exploitation (10%).

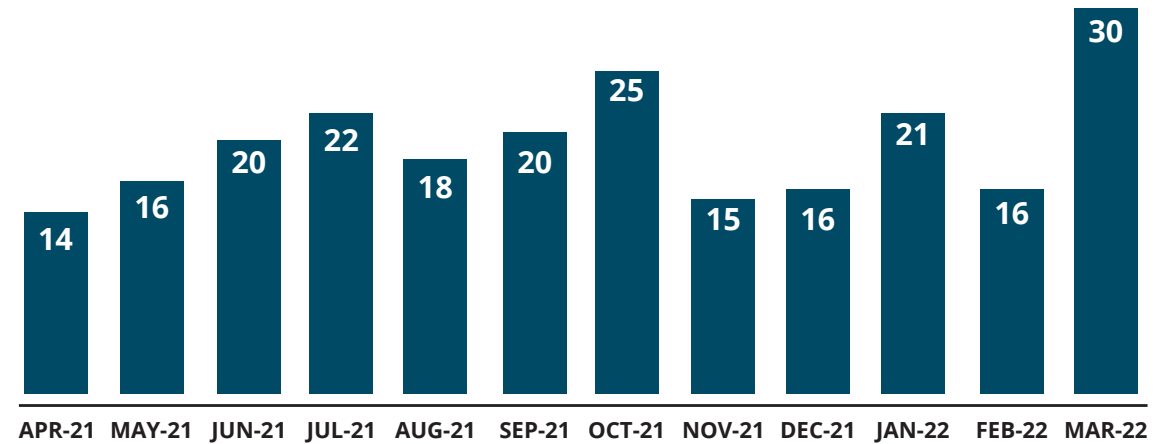




Helpline

The team continue to promote the contact details of their helpline on various platforms such as on leaflets, posters, internal communications, on the Safeguarding Enfield website in order to raise awareness of how the team can be contacted to discuss any concerns around modern slavery and to refer into the team.

NUMBER OF CALLS TO HELPLINE



Governance and Delivery

Who will oversee the strategy?

The Modern Slavery Team and this strategy sits under the Modern Slavery Board which is chaired by the Director of Health and adult Social Care. Updates will also be submitted to partners such as the Safeguarding Adults Board. The Modern Slavery Team will report on the progress of the implementation of Action Plan to the Board on quarterly basis.

Enfield Council retains responsibility as the lead co-ordinating organisation. All other relevant organisations and partners, including NHS bodies; the Departments of Social Security, Employment and Training; the Police and Probation Services undertake their legal duties in relation to safeguarding of adults and minors.

Police forces, in particular, have a key role in identifying and combating modern slavery. This strategy will be accompanied by an annual action plan that will detail the specific actions that need to be taken across the partnership to achieve our planned results.



How does this strategy link with other strategies?

This exploitation strategy must be considered and implemented alongside other strategies and procedures:

- [Enfield Council's Modern Slavery Policy and Procedure](#)
- [Preventing homelessness and rough sleeping strategy 2020 2025](#)
- [Empowering Young People Strategy 2021-25](#)
- The Safeguarding Enfield Strategy 2023-28 (to be published)
- Safeguarding Adolescents from Exploitation Strategy
- Violence Against Women and Girl's Strategy
- Tackling Gangs, Serious Youth Violence and Exploitation Plan

Measuring Success – Our Impact

How will we measure our effectiveness?

We will measure our success against the outcomes achieved and how our strategy positively impacts on the safeguarding of children and adults at risk of exploitation. The strategy will be underpinned by a detailed action plan framework which will measure the effectiveness of all actions under the core objectives detailed in the strategy.

We will evaluate the impact of our action plan through developing performance and quality measures using data systems such as Pentana and Power BI systems that will be reported into the Modern Slavery Board. These measures should evaluate our impact in line with our aims and objectives.

It is important that we do not see success as just data and numbers, but that all our work is rooted in having a visible and tangible impact on the individual's lives that we are supporting and that we are making a difference for them and their long-term outcomes.

Survivors Story:

Eva* was 36 years old when she was lured to the UK with the promise of a job and a safe place to stay. However, soon after arriving Eva's passport and mobile phone were removed and soon she was forced into a life of forced labour and domestic servitude for a family she thought would support her dreams of building a life in the UK.

Eva was forced to work in the house, cleaning, washing, ironing and looking after her trafficker's children. In the evenings she was forced to work clean the cars that the family would try to sell along the street. Her traffickers would beat her when she didn't meet their targets.

Eva was made to sleep on the floor and was not paid for any of the work that she had undertaken. Her exploiters said any money she earned was being used to pay for her food and rent.

They controlled everything she did. Her exploiters would threaten her and tell her the police wouldn't help.

It took repeated attempts for the Modern Slavery Team to gain Eva's trust for her to make a disclosure that she was in fact being exploited and ill-treated by the family she was living with. This disclosure led to four people being charged and found guilty of various offences relating to modern slavery in March 2022.

"When I was in the middle of being exploited it seemed like it couldn't be worse than being homeless and without food or shelter," Eva said. "I am slowly rebuilding my life and I am grateful for all the help I have received."

**Name has been anonymised*



Appendix 1: Information and advice

Legislative Framework

The Government's approach to tackling modern slavery has been heavily shaped by a number of international laws, conventions and protocols which the UK has opted into, ratified or is already bound by, including the:

- 1950 European Convention on Human Rights (ECHR)
- United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children (Palermo Protocol 2000)
- Council of Europe Convention on Action against Trafficking in Human Beings 2005 (ECAT)
- EU Directive on Preventing and Combatting Trafficking in Human Beings and Protecting its Victims Directive 2011 (the Anti-Trafficking Directive).

In March 2015 the Coalition Government enacted the Modern Slavery Act 2015. The Act aims to consolidate and clarify existing modern slavery and human trafficking offences and increased the maximum sentences for committing these offences.

The National Referral Mechanism

The National Referral Mechanism (NRM) provides a framework to identify, refer and record potential victims of modern slavery.

There are five stages in identifying a potential victim and their journey through the NRM.

- 1 Identification of a potential victim (PV)
- 2 Referral into NRM by a first responder
- 3 Reasonable grounds decision
- 4 Support for victim with a positive reasonable grounds decision
- 5 Conclusive grounds decision by a competent authority

How to report suspicions?

There is a legal duty for first responders such as the police or local authority employees to report victims of modern slavery to the Secretary of State.

Cases involving children must always be reported.

Adult victims need to provide consent for the referral to be made if they have capacity. If consent cannot be obtained, the first responder still has the duty to notify the Home Office and can do so using the MS1 form.

If you would like to discuss your concerns with social services, please contact:

- **The Modern Slavery Team on 020 8132 2154**
- **The Enfield Multi-Agency Safeguarding Hub Adults on 020 8379 3196**
- **The Enfield Multi-Agency Safeguarding Hub Children on 020 8379 5555**
- **The Police on 101 or CrimeStoppers on 0800 555 111**

Remember in an emergency, when someone is being abused, call the police on 999.

Appendix 2: Questions you could ask

There are often many barriers, including language, preventing someone from answering 'yes' to the question, 'are you a victim of modern slavery'? Avoid questions which could re-traumatise individuals and focus on open, needs-led questions.

The following questions could be asked if it is safe to do so. Conversations should be held in a safe setting, with qualified interpreters if required. Survivors shared that they need time to build up trust but that it was important people asked the questions and were open-minded and listened to the answers.

1. Do you feel safe?
2. Is anyone making you do something you don't want to?
3. How many hours a day do you work?
4. Are you being paid for your work?
5. Do you have access to your bank account?
6. Who would you call if you needed help?
7. Can you tell me about your situation?

Signs to look out for:

Below are some indicators that someone may be experiencing modern slavery or exploitation. It is important to recognise that everyone responds differently and that this list is not exhaustive:

- Fearful, anxious or distrustful of authorities
- Appears malnourished
- Shows signs of trauma (physical/psychological)
- Suffers injuries that may be the result of controlling measures or that have been left untreated
- Unfamiliar with local language/context
- Do not know their home or work address
- Has a story that sounds rehearsed
- Dependency & presence of a Controller – allows others to speak for them when addressed directly
- Believe they have debt to pay off
- Separated from their ID documents
- Do not have any days off or unable to leave their work environment
- Has limited/no social interaction
- Reveals threats have been made against them or their family



Appendix 3: Action Plan

Modern Slavery Strategy Action Plan: 2022-2023

Objective 1: Awareness raising and training

Goal	Action required	Person responsible	End date
Focus on raising awareness by sharing posters to the organisations based in the various industrial estates within the borough and physically visiting them to request these are advertised in their staff/office areas.	To identify the numerous industrial estates within Enfield in order to schedule regular days of action to ensure all areas are covered.	Modern Slavery Team	March 2023
Develop a training plan jointly with health and the Police on cuckooing, to deliver to professionals to raise awareness in this area.	Jointly with Police colleagues deliver this to professionals.	Modern slavery Team and Police	Dec 2023
Continue to promote our training awareness sessions and offer to internal departments and external partner agencies.	Identify teams and services with training gaps.	Modern Slavery Team	March 2023
Ensuring we are collecting quality data to be inclusive of the ethnicity and nationality within the wider community.	Capture Nationality and Ethnicity details separately where possible.	Partners required to share data with Modern Slavery Team	Ongoing
Working closely with Police partners to gather information and share intelligence in a timely way to aid further investigations.	Use systems to gather relevant information and share intelligence.	Modern Slavery Team/ Police	March 2023
Creating and sharing a checklist of immediate responses required from professionals regarding concerns of cuckooing, and also a checklist of other support available.	Once checklist is created share with all partner agencies.	Modern Slavery Team	Dec 2022

Objective 2: Prevent Exploitation

Goal	Action required	Person responsible	End date
Review referral pathways in order to identify room for improvement.	Processes to be revised regularly.	Modern Slavery Team/ MS Board	March 2023
Support services directory to be kept up to date in order to be able to signpost survivors appropriately.	To revise support services directory quarterly and keep up to date.	Modern Slavery Team	Ongoing bi yearly
A yearly conference for NGOs and government organisations to be held to discuss and share ideas in the context of Modern Slavery.	To organise and invite a wide range of different professionals and possibly lived experience individuals.	Modern Slavery Team	Oct 2022
Assist Social Care teams with NRM referrals to ensure these are being completed and quality information is being gathered and shared.	Liaise with first responders with a view of developing an NRM workshop to ensure they are aware of how to correctly submit an NRM.	Modern Slavery Team	March 2023

Objective 3: Information sharing for the purpose of criminal investigations

Goal	Action required	Person responsible	End date
Power BI Mapping exercise being developed in order to identify trends in crime hotspots, exploiter locations and NRM/DTN referrals etc.	To update Power BI on a monthly basis with all information to keep up to date records.	Modern Slavery Team/ Knowledge and Insights Hub	March 2023
Supporting Police partners in active operations including locations/visits.	Ensure as much quality information as possible is gathered from referrer and relevant sources and recorded in order to be shared.	Modern Slavery Team/ other LBE departments/ External services	Ongoing
Multi agency working across boroughs and other external organisations and internal departments.	To develop information sharing with other boroughs and organisations.	Modern Slavery Team/ other LBE departments/ External services	March 2023

Objective 4: Survivor Care Pathway in Enfield

Goal	Action required	Person responsible	End date
Maintain links with departments such as housing, social care and charity organisations who provide direct support to our survivors.	To continue to attend relevant meetings/boards to maintain this link within each service and share information. Request regular updates from NGO's regarding victim feedback and survivors current circumstances.	Modern Slavery Team	March 2023
Using internal communications in order to advertise forums, yearly conference and other significant events.	Staff matters or Internal Communications.	Modern Slavery Team/Corporate Communication Team	Oct 2023
Continue Power BI Mapping exercise to map and identify trends in the information that we receive in order to focus resources into protecting potential victims.	To ensure all data is sent to KIH team on a monthly basis.	Modern Slavery Team/ Knowledge and Insights Hub/Police	Quarterly – Ongoing
Promote the team with a focus on local businesses – distributing information, cards/leaflets.	Focus on local businesses to raise awareness	Modern Slavery Team	March 2023

