FENLAND COMMUNITY SAFETY STRATEGIC ASSESSMENT:

ADULT EXPLOITATION
VERSION 2.0
DECEMBER 2015

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Description:	The purpose of this document is to provide the Fenland Community Safety Partnership with an understanding of key community safety issues affecting the district. This is the third document that will be produced for 2015/16. The focus of this document will be exploitation of adults living or working in Fenland.
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CONTENTS

DOCUMENT STRUCTURE

The purpose of this strategic assessment is to provide the Fenland Community Safety Partnership (FCSP) with an understanding of the crime, anti-social behaviour, and substance misuse issues affecting the district. This will enable the partnership to take action that is driven by clear evidence.

This document and previous strategic assessments can be accessed on the Cambridgeshire Insight pages here http://www.cambridgeshireinsight.org.uk/community-safety/CSP/fenland

DOCUMENT SCHEDULE

The partnership has a continuous assessment process that allows for strategic planning throughout the year. Whilst each document will provide an overview of the partnership's performance during the year, the aim of each document will be to gain a better understanding of key issues in the district. The continuous assessment consists of 4 parts:

Document	Key theme	Analysis & Writing	Presentation
1	Safety of children & young People	June and July	July 2015
2	Domestic abuse & Unhealthy relationships	July to September	October 2015
3	*Adult Exploitation*	October to December	January 2016
4	Empowering communities	January to March	April 2016

ADDITONAL DATA

The interactive community safety atlas provides some of the main crime and disorder issues at ward level up to 2014/15. The atlas allows the user to review the data directly on the map or in a chart. It can be accessed here http://atlas.cambridgeshire.gov.uk/Crime/atlas.html

The Pyramid of Crime: victim offender interactive profile, is presented at district level and can be accessed here http://atlas.cambridgeshire.gov.uk/Crime/Pyramid/html%205/atlas.html?select=12UD. It will be updated shortly.

KEY FINDINGS

This is the first strategic assessment document to focus solely on the exploitation of adults. The assessment mainly focuses on two interrelated areas:

- Sexual Exploitation of Adults (often associated with trafficking and the use of coercion and use of violence, majority of victims are women)
- Labour Exploitation (often characterise by low-skilled and low-paid labour such as food processing or agriculture and associated with coercion or violence)

National data has historically shown that there has been a relatively high incidence of sexual exploitation of adults. However, Fenland, and the wider Eastern Region, the activity of community safety partners have predominately found labour exploitation to be most prevalent. Previous experience on developing the picture of Child Sexual Exploitation (CSE) has shown that absence of referrals or reports does not mean an absence of a problem[1]. Sexual Exploitation in general is hard to find and investigate without proactive screening through day-to-day service contact or targeted intelligence gathering being in place to yield information.

Sexual Exploitation

Whilst there are resource implications for expanding partnership work to include domestic servitude and sexual exploitation, these are important aspects of adult exploitation and trafficking. The uncovering of possible sexual exploitation will need more partners to engage with the project. In particular health services will have a key role to play in screening for and identifying possible female victims of sexual exploitation. Raising awareness with front line staff may enable greater referrals either locally or nationally.

Labour Exploitation

It must be clearly understood by all partners that labour exploitation is a substantial issue locally, including the exploitation through housing and appalling living standards that some victims suffer.

The Partnership is effectively tackling labour exploitation. The work is being embedded within agencies and resource implications are being taken into consideration. Not only have individuals been rescued and perpetrators prosecuted, but the knock on effects of crime and ASB also appear to be reducing in key locations. Given the dominant economic industry within Fenland, there remains the possibility of exploitation for those minded to break the law.

The changing patterns in migration add another layer of complexity to the work. Romania and Bulgaria are now (2014/15) within the top five countries for National Insurance Number (NiNo) registrations for Fenland, whilst Estonia, Slovakia and Hungary have dropped out of the top five over the last couple of years.

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[1] https://www.ceop.police.uk/Documents/ceopdocs/ceop_thematic_assessment_executive_summary.pdf

RECOMMENDATIONS

Sexual Exploitation

Further investigation is required to establish the scale and nature of sexual exploitation of adults in Fenland. Whilst Operation Pheasant has provided some indications of a possible problem, further intelligence is required. In particular the Partnership should consider the following;

- Improve intelligence sharing from front line community workers and health workers (including sexual health workers, primary care, e.g. GPs) by;
    - Writing to the Clinical Commissioning Group
    - Consider linking this work with 'Work based Health' initiative
- Improve awareness of sexual exploitation across the district by;
    - Raising awareness of what risk factors are and key signs of sexual exploitation with front line community workers and health workers (including sexual health workers, primary care, e.g. GPs).
    - Raising awareness within communities about how to get help.
- Provide key referral pathways (either locally, e.g. Independent Sexual Violence Advocates or nationally, e.g. National Referral Mechanism) to front line staff.
- Revisit the suspected locations to gain further intelligence regarding activities, potential victims and methods of operation.
- Engage countywide boards on issues of wider engagement and support. E.g. Safeguarding of vulnerable adults (SOVA), local children's safeguarding board (LCSB)

Labour Exploitation

The data indicates that labour exploitation remains a concern for the Fenland area; therefore it is recommended that the Partnership continues to prioritise it and further embeds the existing strategy. In particular:

- Improve awareness of labour exploitation across the district, working with key businesses to recognise (e.g. housing and front line staff supporting benefit claimants) signs and report them.
- Raise awareness within schools and wider children and young people groups in the district where a high numbers of children have English as their second language to support awareness within the community. Initially this might only provide access to a subset of the relevant communities. However, over time it might provide greater insight and raise awareness within these new communities.
- Effectively monitor progress by recording and sharing key measures such as; the number of referrals made into Op Pheasant, number of properties visited, number that were HMOs, number where living conditions were below minimum standards, number of potential victims and type of exploitation.

INTRODUCTION

Whilst there has been work by many agencies in Fenland on disrupting modern day slavery and supporting and protecting victims this is the first strategic assessment document to focus solely on the exploitation of adults. The aim of this document is to highlight successes to date, to gather a substantial body of knowledge together in one place, to highlight continued areas of concern and respond to particular queries in the Force-wide Serious Organised Crime Profile.

BACKGROUND

The Fenland Community Safety Partnership (FCSP) has been working for a number of years on reducing exploitation and continues to progress tactical activity through Operation Pheasant. However, Operation Pheasant originally had a tight focus on a particular aspect of modern slavery. Therefore FCSP commissioned this Strategic Assessment to enable evidence of other types of slavery /exploitation to be examined where possible. Due to the nature of this type of crime, data and evidence are hard to gain.

There has been a national focus too. The national modern slavery strategy[2] aims to '*reduce significantly the prevalence of modern slavery*' through four pathways; Pursue, Prevent, Protect and Prepare. Each part has a separate focus

- *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.

The true scale of the problem in the UK is currently unknown and extremely hard to determine accurately. The Global Slavery Index 2014[3] estimates that there are approximately 8,300 people living in slavery in the UK. Whilst the National Crime Agency (NCA) received 3,309 referrals for unique potential victims via the National Referral Mechanism in 2014. Given the hidden nature of the crime the number of reported and referred victims is likely to be an underestimate.

Locally a Force-wide Serious Organised Crime Profile has been produced and shared with the Partnership. This document pulls together intelligence and information across the Force and highlights specific concerns or activity for district. The document provides recommendations for further work. These have been reviewed to help inform this report.

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[2] HM Government, Modern Slavery Strategy November 2014
[3] The Global Slavery Index 2014.

Both the phrases modern day slavery and exploitation are becoming more widely used by partners and the general public. However, it is unclear whether people have the same understanding of what these terms mean. The issue is complex and takes many different forms. This section of the document will hopefully provide the Partnership with a clearer understanding of all the forms to enable better decision making and action planning in the future.

DEFINITION OF MODERN DAY SLAVERY

The introduction of the Modern Slavery Act 2015[4] makes provision in relation to slavery, servitude, forced or compulsory labour and human trafficking. Traffickers coerce, deceive and force individuals against their will into a life of abuse, servitude and inhumane treatment. This includes both adults and children and a variety of types of slavery;

- Sexual exploitation (both adults and children and sham marriages)
- Labour exploitation (including bonded labour)
- Domestic servitude (including bonded labour)
- Criminal exploitation (*not covered in this report*)
- Organ harvesting (*not covered in this report*)

With the powers available under this legislation, there is a greater ability for the CSP to provide a proactive response to these types of crime. This legislation also places a duty to co-operate on the Local Authority, Police and Health Service in relation to requests made by the Independent Anti-Slavery Commissioner.

National data on potential victims of slavery are produced by the National Crime Agency (NCA) and the latest report key figures from NCA 2015 report;

- Sexual exploitation accounted to the largest potential victims (34%) followed by labour exploitation (32%).
- 68% of potential victims were adults.
- 54% of trafficked potential victims were female, 39% male[5].
- 64% of potential victims came from the top ten percent of countries.
- The volumes from top five Countries were: Romania - 453, Albania - 316, United Kingdom - 300, Slovakia – 199 and Poland -196 (National).
- For the eastern region the volume from the top five Countries: Lithuania -56, Romania – 48, not specified – 42, Slovakia -26, United Kingdom – 15.

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[4] Home Office, Victims of modern slavery-frontline staff guidance, version 2, 2015, https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/450834/Victims_of_modern _slavery_frontline_staff_guidance_v2_0_ext.pdf
[5] Where percentages do not add up to 100 the remainder were unknown

There are certain characteristics of the demography in Fenland that are of particular relevance when looking at exploitation. Firstly, the migrant profile of the area, as it is the migrant workers that will be focused on when analysing exploitation in the district. Secondly, deprivation across the district, as this may help determine where exploitation may be occurring.

MIGRANT PROFILE

Getting a clear picture of the cultural and ethnic diversity in Fenland is not easy as data recording the volumes and locations of ethnic minorities in the district is scarce, outdated (Census) or at a geography that is not useful for targeting resources. This document utilises three different data sources to build a picture of the nationalities and their distribution, in Fenland, these are: the 2011 Census, National Insurance Number registrations (NINo) and the Pupil level School Census data (PLASC).

A Migration Observatory Survey[6] on attitudes to migration shows that in the East of England, 61% of respondents think that migration should be reduced a lot. Looking at cohesiveness, unsurprisingly, if respondents thought that 'ethnic groups got on well' or 'tended to get on well' with other ethnicities in their neighbourhood, they were more inclined to think migration should remain the same, than if they tended to 'not get on well' or 'definitely did not get on well'. This is a clear indicator of the importance of understanding the cultural diversity within an area and tailoring community engagement to build cohesion between migrants and established communities.

Census 2011
The Census 2011 data is now five years old and therefore out of date given the rate of change (observable from the NINo registrations, within the migrant worker workforce). Therefore this data should only be taken as a starting point for looking at diversity within the district. The census recorded that 90.4% of usual residents were 'White: English/Welsh/Scottish/Northern Irish/British'. This is higher than the rate for the County and England and Wales. The other 10% of residents are predominantly 'White: Other white' (5.9%), this is a larger proportion than the national rate of 'White: Other white'.

Table 2 details the breakdown of the 2011 Census ethnicity group 'White: Other white'. Key ethnicities include people from the Baltic States (Lithuania and Latvia) and Poland. Interestingly for each of the ethnic groups, the majority of residents reside in an urban area.

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[6] http://migrationobservatory.ox.ac.uk/data-and-resources/charts/create/public-opinion-migration

Table 1: Summary of Fenland Census 2011 results for ethnicity.

Area name	Fenland count	%	Cambridgeshire count	%	ENGLAND AND WALES count	%
All categories: Ethnic group	95,262		621,210		56,075,912	
White: English/Welsh/Scottish/Northern Irish/British	86,151	90.4%	524,617	84.5%	45,134,686	80.5%
White: Irish	390	0.4%	4,908	0.8%	531,087	0.9%
White: Gypsy or Irish Traveller	467	0.5%	1,508	0.2%	57,680	0.1%
White: Other White	5,623	5.9%	43,954	7.1%	2,485,942	4.4%
Mixed/multiple ethnic group: White and Black Caribbean	293	0.3%	2,510	0.4%	426,715	0.8%
Mixed/multiple ethnic group: White and Black African	104	0.1%	1,385	0.2%	165,974	0.3%
Mixed/multiple ethnic group: White and Asian	264	0.3%	3,895	0.6%	341,727	0.6%
Mixed/multiple ethnic group: Other Mixed	240	0.3%	3,291	0.5%	289,984	0.5%
Asian/Asian British: Indian	372	0.4%	7,430	1.2%	1,412,958	2.5%
Asian/Asian British: Pakistani	65	0.1%	2,373	0.4%	1,124,511	2.0%
Asian/Asian British: Bangladeshi	65	0.1%	2,562	0.4%	447,201	0.8%
Asian/Asian British: Chinese	215	0.2%	6,723	1.1%	393,141	0.7%
Asian/Asian British: Other Asian	358	0.4%	6,550	1.1%	835,720	1.5%
Black/African/Caribbean/Black British: African	216	0.2%	3,426	0.6%	989,628	1.8%
Black/African/Caribbean/Black British: Caribbean	186	0.2%	1,647	0.3%	594,825	1.1%
Black/African/Caribbean/Black British: Other Black	95	0.1%	937	0.2%	280,437	0.5%
Other ethnic group: Arab	11	0.0%	1,370	0.2%	230,600	0.4%
Other ethnic group: Any other ethnic group	147	0.2%	2,124	0.3%	333,096	0.6%

Source: KS201EW 2011 Census, ONS

Table 2: Detailed breakdown for Fenland of ethnicity categorised as 'White: Other White' in Census 2011, and residency in rural and urban areas, showing only ethnicities that have at least 50 individuals or more.

Ethnic Group	Total	Urban (total)		Rural (total)	
		count	%	count	%
White: Australian/New Zealander	56	42	75%	14	25%
White: Baltic States	1,478	1,416	96%	62	4%
White: Commonwealth of (Russian) Independent States	94	83	88%	11	12%
White: European Mixed	899	840	93%	59	7%
White: Italian	86	70	81%	16	19%
White: North American	101	63	62%	38	38%
White: Other Eastern European	160	127	79%	33	21%
White: Other Western European	435	367	84%	68	16%
White: Polish	1,326	1,269	96%	57	4%
White: Any other ethnic group	903	836	93%	67	7%

National Insurance Number Registrations

All people coming to the UK to take up employment for the first time must obtain a National Insurance Number. NINo data show registration by nationality, age, and residential location by district, and are a means of monitoring international migration trends.

NINo registrations of adult overseas nationals are useful in identifying volumes of migrant workers who have arrived and can work legally. They give us an approximation of the recent arrivals, but not the total volumes in the district. There is also no guarantee that workers remain in the district after registration.   In fact, if illegal gang masters are committing identity fraud to obtain NINo numbers it might be expected that they may register workers in areas remote to their working location. However, the NINo data give an indication of the changing picture of migrant workers within the district, and give some idea of the nationality of new arrivals for the purposes of tailoring community engagement and responding to issues proactively.

Between 2011/12 and 2013/14 Fenland saw a decline in the number of NINo registrations received (from 1830 in 2011/12 to 1505 in 2013/14), but in 2014/15 numbers increased to the highest volumes in four years (1874). This has primarily been a result of the lifting of EU migration and working restrictions for nationals from Bulgaria and Romania in 2014.

When analysing the top five countries from which NINo registrations have been received for Fenland in recent years there are consistencies and variances. Latvia, Lithuania and Poland have consistently provided a large numbers of applications, and were the top three countries of origin from 2011/12 to 2013/14. More applications are received from Lithuania than elsewhere (39% in 2014/15). In 2014/15 fewer numbers from Latvia and Lithuania were received, but numbers received from Poland increase once more (238 in 2013/14 to 299 in 2014/15). Other countries which have appeared in the top five countries of origin include Estonia, Slovakia, Hungary and, for 2014/15, Bulgaria and Romania. A significant leap in the number of NINo applications received from Bulgaria and Romania means that these two countries now represent the county of origin for 27% of all NINo registrations for Fenland (2014/15). It is worth remembering that according to national data Romania was the most prevalent country of origin for potential victims for the forth consecutive year in 2014. And that in 2014 labour exploitation of Romanians surpassed sexual exploitation for the first time. They appear in the top five countries for received application for Fenland for the first time in 2014/15. An increase in immigration in Romanian and Bulgarian citizens is consistent with the national trend[7].

This adds weight to the need for early engagement with migrant communities to establish good relationships and effective communication.
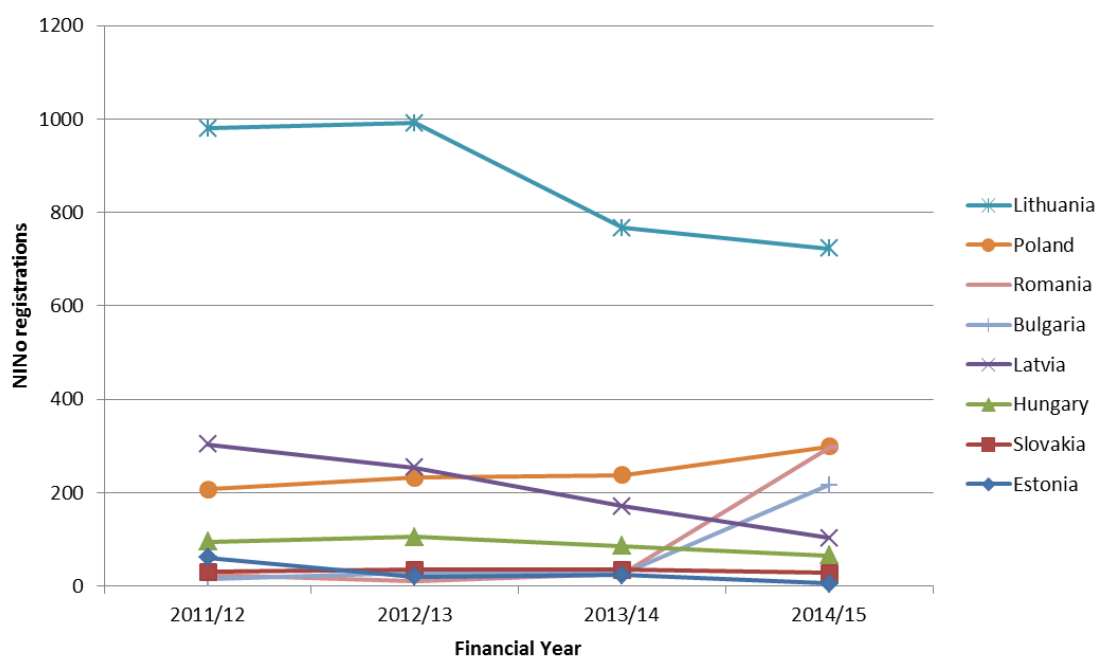
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[7] http://www.ons.gov.uk/ons/rel/migration1/migration-statistics-quarterly-report/february-2015/stb-msqr-feb-2015.html

Table 3: NINo registrations for Fenland from top five countries of origin, 2.11-2014.

	2011/12	2012/13	2013/14	2014/15
Estonia	61	21	24	6
Slovakia	31	35	35	28
Hungary	95	106	86	66
Latvia	304	254	171	103
Lithuania	980	991	767	723
Poland	207	232	238	299
Bulgaria	16	28	26	217
Romania	24	11	26	297
Total	1830	1774	1505	1874

Source: Department of Work and Pensions

Figure 1: NINo registrations in Fenland from top countries of origin, 2011-2014

Analysis of the NINo registration data by age identifies a clear age profile of migrant workers (see Table 4: NINo registrations for Fenland by age from top five countries of origin for 2014/15.**Error! Not a valid bookmark self-reference.**). For both genders and all nationalities the registrations predominantly fall within the ages 18-34 years, with 73% of registrations from the top five countries or origin in 2014/15 being from this age group. There are much higher volumes of male workers than female. Interestingly Latvia, Lithuania and Poland had almost half of their NINo applications from people within the 18-24 year age group, while Bulgaria and Romania has around 50% in the 24-34 year age bracket.

Table 4: NINo registrations for Fenland by age from top five countries of origin for 2014/15.

		Latvia		Lithuania		Poland		Bulgaria		Romania	
	Age	count	%	count	%	count	%	count	%	count	%
Males	Less than 18	..	..	5	1%	..	..	..	..	..	..
	18-24	28	48%	195	47%	81	47%	50	32%	63	29%
	25-34	18	31%	110	27%	50	29%	82	52%	100	47%
	34-45	5	9%	49	12%	20	12%	22	14%	36	17%
	45-54	..	..	43	10%	10	6%	6	4%	18	8%
	55-59	..	..	8	2%	..	..	..	..	..	..
	over 60	..	..	..	..	..	..	..	..	..	..
	Total	*60*		*410*		*170*		*160*		*215*	
Females	Less than 18	..	..	12	..	..	..	..	..	..	..
	18-24	21	47%	151	48%	61	46%	15	27%	25	32%
	25-34	9	20%	47	15%	31	23%	25	45%	30	38%
	34-45		0%	50	16%	11	8%	11	20%	8	10%
	45-54	8	..	41	13%	20	15%	5	9%	7	9%
	55-59	..	..	10	3%	5	4%	..	..	6	8%
	over 60	..	..	5	2%	..	..	..	..	..	..
	Total	*45*		*315*		*130*		*55*		*80*	

Source: Department of Work and Pensions

*Nb – numbers may not total as cells <5 have been suppressed and totals rounded to nearest 5

Comparison of Fenland with geographically neighbouring districts highlights similarities as they also receive a large number of NINo registrations from a few key countries, although Fenland receives larger volumes of NINo registrations than most of its neighbouring districts. As shown in

Table 5, eight countries of origin encompass the top five countries of origin for NINo registrations to all six districts. Lithuania, Latvia, and Poland, the top three counties of origin for Fenland annually since 2010/11, are also in the top five for each of the neighbouring districts, with one exception. The numbers of Lithuanian and Latvian applications in Fenland are considerably higher than most neighbouring districts. This gives a clear picture that certain nationalities gravitate to areas where there is an established community, or perhaps established relationships with gang masters, legal or otherwise. However, it is unknown how much movement there is between districts.

Table 5: Total NINo registrations for Fenland and neighbouring districts between 2010/11-2014/15 for main countries of origin. Top five countries are shaded for each district.

Nationality	Peterborough UA	East Cambridgeshire	Fenland	Huntingdonshire	King's Lynn and West Norfolk	South Holland
Slovakia~	872	18	141	39	83	78
Hungary~	582	63	379	121	55	84
Latvia~	2697	31	1256	356	986	1174
Lithuania~	5947	340	4444	674	2578	1862
Poland~	3989	1566	1217	1496	617	2279
Portugal	1748	158	148	203	361	153
Bulgaria*	244	841	310	69	269	212
Romania*	690	1026	375	274	279	549
European Union	18141	4401	8605	3854	5633	6661
Asia	2275	174	115	435	182	84
Rest of the World	859	300	114	498	252	95
Total	21450	4920	8877	4857	6138	6871

~EU8 country, *EU2 country
Source: Department of Work and Pensions
*NB – numbers may not total as cells <5 have been suppressed

MIGRATION INCLUDING CHILDREN

The school census (PLASC) collects information on students, including main language spoken at home. We have used this as a proxy for nationality to give a sense of the geographical distribution of the numerous migrant communities.

According to the January 2015 school census, across Fenland, schools have recorded up to sixty different languages as a main language within their student population. Whilst around 87% of pupils on roll at a Fenland school have English confirmed as their main language, the next three most popular main languages were Lithuanian (594 pupils - 5% of all pupils), Polish (305 pupils), and Russian (128 pupils). The next language was Latvian with only 123 pupils recorded as having it as a main language, followed by Portuguese (82). Schools in Waterlees Ward (313), Hill Ward (163) and Clarkson Ward (118) have the highest numbers of Lithuanian, Polish, Russian or Latvian speakers.

This information may be useful for exploring community engagement opportunities. In terms of migrant workers it may be limited in its application as the age breakdown of migrant workers shows that many of them may not have children yet and thus may have little impact on the school census language data.

Table 6: Pupils on rolls that speak Lithuanian, Polish, Russian or Latvian as main language in Fenland Schools, January 2015 school census[8]

Ward	Lithuanian	Polish	Russian	Latvian	Total
Waterlees	179	59	34	41	315
Hill	87	49	20	<10	165
Clarkson	70	26	<10	13	120
Medworth	50	25	16	16	110
Staithe	28	31	<10	<10	70
Peckover	28	19	<10	<10	55
March North	16	22	<10	10	55
Kirkgate	25	10	<10	<10	50
March East	14	17	<10	<10	45
Roman Bank	29	<10	<10	<10	40
Slade Lode	21	<10	<10	<10	35
The Mills	16	<10	<10	0	20
March West	<10	<10	<10	<10	20
Birch	<10	0	<10	<10	10
Parson Drove and Wisbech St. Mary	0	<10	0	0	10
Wenneye	<10	<10	0	0	5
Bassenhally	0	<10	0	<10	5
Elm and Christchurch	<10	<10	0	0	5
Manea	<10	<10	0	0	5
Benwick, Coates and Eastrea	<10	<10	0	0	5
Kingsmoor	0	<10	<10	<10	5
Lattersey	<10	<10	0	0	5
St. Andrews	<10	<10	0	0	5
St. Marys	0	<10	0	<10	5
Wimblington	<10	0	<10	0	5
Delph	0	0	<10	0	0
Doddington	<10	0	0	0	0
Grand Total	595	305	130	125	1,150

TYPES OF EXPLOITATION

This report will cover three of the main areas of concern for Cambridgeshire, with a particular focus on sexual exploitation, labour exploitation and domestic servitude in Fenland.

Data is often only available at a national or regional level; therefore some of these tables are at a higher geographic level than Fenland. As has already been noted Fenland does not appear to replicate the national picture. However, the national data is a useful guide to understanding what to look for. In particular, females account for just over half of potential victims nationally.

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[8] Totals may not add up due to rounding

Table 7: Adult referrals - By Country of Origin, UK

Rank	Country of origin	Female	Male	Transgender	Total	% of total referrals**
1	Albania	317	15	0	332	14%
2	Nigeria	166	24	0	190	8%
3	Romania	55	79	0	134	6%
4	Vietnam	43	64	0	107	5%
5	Poland	20	58	0	78	3%
6	China	44	31	0	75	3%
7	Lithuania	20	44	0	64	3%
8	Slovakia	27	33	0	60	3%
9	United Kingdom	22	34	0	56	2%
10	Hungary	20	27	0	47	2%

Source: NCA National Referral Mechanism Statistics - End of year Summary 2014

*Age defined by age at first exploitation

** 2,340 referrals received of potential victims in 2014

Table 8: Exploitation within the Eastern Region by Country of origin and type (where there were 10 or more potential victims)

	Criminal Exploitation	Domestic Servitude	**Labour Exploitation**	Multiple Exploitation	**Sexual Exploitation**	Unknown Exploitation	Total
Lithuania	5	0	**41**	7	**0**	3	56
Romania	1	3	**31**	1	**12**	0	48
Not specified	1	0	**32**	4	**1**	4	42
Slovakia	0	2	**22**	1	**1**	0	26
United Kingdom	1	0	**8**	0	**4**	2	15
Poland	2	1	**5**	0	**2**	0	10

Source: Table 12 –NCA Strategic Assessment; the Nature and Scale of Human Trafficking in 2014

SEXUAL EXPLOITATION

Whilst a number of high-profile cases of Child Sexual Exploitation (CSE) have significantly raised awareness of the issue, the awareness of the wider sexual exploitation of individuals is often limited. There has been a significant amount of work carried out across the wider county where intelligence has shown that labour trafficking and sexual exploitation has taken place.

The trafficking and exploitation of sex workers is not a new phenomenon and it is important that a key distinction from Child Exploitation is made. An important lesson from an investigation into the systematic abuse of vulnerable girls and adults in Newcastle revealed the victims were a mixture of young girls and vulnerable women - not just children.[9] The Serious Organised Crime Profile for the constabulary highlighted that there has been a recent increase in information surrounding organised activity in a number of areas across the county. Whilst there was no specific mention of Fenland in relation to sexual exploitation within the profile no conclusions can be drawn as to the scale of the potential problem.

Victims of sexual exploitation within the county are thought to be trafficked into the area from outside of the country and arrive in disadvantaged circumstances, often driven by financial debt. The serious organised crime profile has highlighted intelligence surrounding organised groups that are exploiting migrant workers, who are being transported for long hours and very little pay.[10]

Nationally, most research of sexual exploitation tends to be focussed around CSE and it should be remembered that the sexual exploitation of a young person does not stop when they reach 18. The transition from childhood to adulthood is often viewed as a period when an individual can become more prone to risk relating to exploitation.

It is widely acknowledged that sexual exploitation via prostitution is likely to be happening in every town and city in the United Kingdom but it is often difficult to identify and is often under-reported. This type of activity can have a negative impact on the lives of victims and the wider community.

Lessons have been learnt through the work investigating CSE. In particular the Child Exploitation and Online Protection Centre (CEOP) clearly stated that agencies were required to proactively look for sexual exploitation if there was any chance of actually identifying it.

> *"Where police, children's services and voluntary sector agencies have worked together, coordinated by the SCBs, to identify and address child sexual exploitation, a significant number of cases have come to light. However, very few cases are known in areas where agencies do not routinely engage victims and collect data. Agencies which do not proactively look for child sexual exploitation will as a result fail to identify it. As a result, the majority of incidents of child sexual exploitation in the UK are unrecognised and unknown."*

Source: *Page 8* - Making every child matter ... everywhere (2011) CEOP

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[9] Newcastle Multi-Agency Sexual Exploitation Strategy
https://www.newcastle.gov.uk/sites/drupalncc.newcastle.gov.uk/files/wwwfileroot/health-and-social-care/se_strategy_july_2015.pdf, July 2015
[10] Serious Organised Crime Profile, Cambridgeshire Constabulary

IDENTIFYING AND RESPONDING TO SEXUAL EXPLOITATION

A study[11] into the vulnerability and involvement in drug use sex work found that those participants within the study had a higher level of drug use than those in the British Crime Survey which would be more reflective of the wider society. The main difference was that those sex workers who participated in the survey were more likely to use crack cocaine, heroin and non-prescribed methadone.[12]

Potential Signs of Vulnerability[13]:
- Drug Use
- Previously 'looked after' by their local authority
- Homelessness or living in temporary accommodation
- Known to have been involved in prostitution before the age of 18
- Have at least one other conviction, often drug possession

As the reporting of sexual exploitation is limited, it is difficult to know the true extent of the problem but a lack of data does not mean that there is not a problem. As with Child Sexual Exploitation, it is important for the partnership, professionals and wider society to have a greater understanding of the key vulnerabilities and signs of sexual exploitation so that incidents and cases are more likely to be uncovered and reported. The study of the vulnerabilities of sex workers found that 78% of the most vulnerable sex workers had been 'looked after' by their local authority and those that had been looked after had started sex work, on average, three years earlier than the other workers (17.7 years compared to 20.4 years). On top of this, around 22% had reported being homeless or living in temporary accommodation when they first sold sex and 85% had at least one conviction-usually for drug possession or sex work-related offences.

The Home Office suggest that whilst community concerns are the immediate impetus for CSP's to take action, the most effective responses take account of concerns of a broad range of stakeholders including residents; people involved in prostitution and voluntary sector agencies. A review by the Home Office highlighted that methods that areas have adopted for ensuring that views of community members help to formulate the local response include inviting representatives of local organisations such as Neighbourhood Watch to be part of the operational forums.[14]

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[11] GMS CSE victimology
[12] Cusick, L, Martin, A and May, T, Vulnerability and involvement in drug use and sex work, Home Office, http://www.popcenter.org/problems/street_prostitution/PDFs/Cusick_etal_findings.pdf
[13] Ibid
[14] Home Office, A Review of Effective Practice in Responding to Prostitution https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/97778/responding-to-prostitution.pdf

Case study: Liverpool[15]

> As part of its overall approach to prostitution, Liverpool sought to prioritise the safety of the women involved. Merseyside Police identified safety as their priority in policing prostitution. Key aspects of this are:
> - All offences reported against those involved in prostitution are prioritised in terms of police resources and are treated as Hate Crimes;
> - The provision of a specialist Independent Sexual Violence Advisor (ISVA) based in The Armistead Project, offering specialist services for individuals in prostitution.
>
> This approach led to an increase in the reporting of offences and several convictions for offenders who have committed rapes and others serious sexual assaults. The results include:
>
> - In the first 18 months of having a specialist ISVA service for sex workers, there was a 400% increase in the proportion of people giving consent to share full details with the police;
> - 22 court cases since 2007 (with some other offences dealt with by way of police caution, fines, and recalls to prison);
> - 83% conviction rate for all cases going to court (including violence and sexual assault); 75% conviction rate for rape and sexual violence cases;
> - Total number of known victims who have received justice: 32 women;
> - 95% of women involved in these cases have exited prostitution, and are drug-free and settled.

Source: Home Office, A Review of Effective Practice in Responding to Prostitution

FORCED LABOUR AND HUMAN TRAFFICKING

Human Trafficking and forced labour are both forms of modern slavery and often overlap. Forced labour is found across the UK in sectors characterised as low-skilled and low-paid such as food processing or agriculture. There have been high profile cases of both of these types of exploitation in Fenland (in particular Operation Pheasant).

The Joseph Rowntree Foundation (JRF) estimate that at least 3,000 to 5,000 people across the UK are affected by forced labour. The National Crime Agency (NCA) Strategic Assessment reported that in 2014 181 potential victims were referred to National Referral Mechanism, of which labour exploitation was noted for 67% (122 people) in the Eastern region. The International Labour Organisation (ILO) highlighted six indicators of what forced labour constituted in practice in order to help raise understanding of the issue. These are:[16]
- Threats or physical harm to the worker
- Restriction of movement or confinement to the workplace
- Debt bondages
- Withholding of wages or excessive wage reductions
- Retention of identity documents
- Threat of denunciation to the authorities

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[15] Home Office, A Review of Effective Practice in Responding to Prostitution
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/97778/responding-to-prostitution.pdf
[16] Skrivankova, K, Joseph Rowntree Foundation, Forced Labour in the United Kingdom, June 2014

Across the force-wide police area, there have been a number of cases which highlighted victims of some or all of the above activities. Whilst cases in the north of the County have been centred on the exploitation for mainly agricultural work, cases in South Cambridgeshire involved the organised exploitation of workers in local car-washes. It should not be assumed that while the majority of known labour exploitation to date in Fenland has been agricultural work that other forms are not taking place.

Human Trafficking is the trade of humans but it is most commonly an enabler for forced exploitation or sexual exploitation. The International Labour Organisation developed a longer list of situations and conditions that constitute abuse which was developed further by the JRF to identify forced labour practices in the UK. These include:[17]

- Upfront fees/debt bondage from victims
- Threats and bullying
- Disciplining through dismissal
- Productivity targets and surveillance
- Overwork
- Non/under-payment of wages
- Deduction/charges
- Tie-ins to exploiter through work/accommodation and money.

Nationally exploitation in car washes increased from 30 in 2013 to 127 in 2014. 64% of victims were from Romania or Bulgaria. South Cambridgeshire has reported several successes in relation to this type of exploitation in 2015. A series of raids on local car-wash sites found cases of exploitation of work-force amongst migrant workers alongside a string of other illegal activities.

OPERATION PHEASANT: THE CHALLENGES AND THE RESPONSE

Background

Wisbech is the largest town in Fenland with a population of 24,566 people (census 2011). It is a town with areas of deprivation with three wards classified within the top 10% most deprived in the country. The district has experienced a rapidly increasing migrant population, particularly those who come to Wisbech to work, mainly in the agricultural sector which dominates the local economy. Migration can produce higher or more complex demands on local services, such as schools, health and housing.

Wisbech has experienced a substantial change within the private rented sector over the last 10-15 years. This includes

- 1,054 privately rented properties in 2001 increasing to 2,071 in 2011
- Overtook social rented sector – 1,948 in 2011
- 93% of all Fenland HMO's are in Wisbech

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[17] Skrivankova, K, Joseph Rowntree Foundation, Forced Labour in the United Kingdom, June 2014

The Issues

Signs of migrant exploitation in the town began to be found within residential properties following housing inspections. The main issues that were uncovered were issues of high rent, overcrowding within properties, unsafe/unpleasant living conditions, illegal evictions and even beds in sheds. Many of the challenges faced by authorities were interlinked and were associated to gang master activity. Many of the properties in which those that were being exploited were living in were overcrowded with residents facing hostility with one another due to cohesion issues and language barriers.

There was an increase in the number of anti-social behaviour incidents with an increase in street drinking, noise nuisance, waste issues which came about due to overcrowded homes, harassment and illegal eviction. Wisbech has also seen an increase in cases of rough sleeping, sham marriages and prostitution, shoplifting for food, assaults, unsafe vehicles which are used to transport workers and smuggled cigarettes and alcohol. The growth in these types of incidents within the town has created a negative perception of the town and the district as a whole. Further, it has not enabled cohesive communities to develop.

Those exploited migrants are victims of modern day slavery but there have also been clear signs of links to other crime types. For example, there have been increased cases of fraud. These types of activities have seen an increased demand on council, police and fire services.

The Response

Operation Pheasant works within a two tier system in Fenland. Firstly, there is a Task force that meets on a monthly basis to identify and actions the priorities of the district whilst providing funding streams, resource and operations. The following organisations are currently Cambridgeshire Constabulary (Fenland Detective Inspector and Exploitation Team), Fenland District Council, Cambridgeshire Fire & Rescue, Gang Master Licensing Authority, HM Revenue & Customs and HO Immigration.

The second tier of Operation Pheasant in Fenland consists of two teams that visit highlighted properties that have been identified at the task force meeting (tier one) or through community concerns. The Fenland teams carry out visits to properties to check the following;

- Residents in the property and the family dynamics
- Safety of the property to safeguard the residents
- Review rent payment processes and landlord interaction
- Gather any further intel on working conditions and their payment for work

The visiting teams are made up of officers from Cambridgeshire Constabulary, Fenland District Council, Cambridgeshire Fire & Rescue, the teams can work through 10 – 15 identified properties per month**.**

Intelligence gained from Operation Pheasant led to a co-ordinated response via Operation Endeavour in October 2013. This was the largest operation of its kind with around 300 people from various organisations involved in implementation. Operation Endeavour included surprise raids of properties at 4am which led to 10 arrests and 9 company vehicles being grounded. As a result of

these raids, three gang masters and two recruitment agencies had their licences revoked with around 10,000 wage slips being examined.

The most important concern of the operation was the welfare of the 82 victims uncovered from the operations. These victims were taken to a rest centre for support which was set up and managed by Fenland District Council and the Police for three days with support also being provided by the Red Cross, the Salvation Army and the National Crime Agency.

The majority of the work is done as part of the excellent partnership working ethos. Through Fenland District Council, funding has been obtained to resource a full time Tenancy liaison /Planning Enforcement Officer post to tackle planning breaches due to overcrowded houses and tackle illegal eviction and harassment. This funding runs up to April 2016; FDC have made a further bid for funding to the Department for Communities and Local Government in December 2015 and await the outcome.

Aims

- Improve the level of information on HMOs in Fenland
- Ensure a consistent approach to identifying and enforcing against rouge landlords
- Safeguarding tenants in poorly run HMOs
- Develop a sustainable and flexible model to deliver the Op Pheasant steering group priorities
- Identify new trends and issues linked to exploitation
- Improved promotion of the work completed to aid awareness and reporting in the future
- Improved awareness within schools for both students and staff to improve identification

Outcomes

- There were clearly immediate outcomes from Operation Endeavour with the removal of victims from exploitation and the arrest of numerous offenders.
- There have also been signs of a longer term impact on the town though. This included a reduction of 16% in total crime between April and December 2014 when compared to the twelve months previous for the total of the seven wards. There has also been a reduction in violence crime, theft from shops, alcohol related incidents and Anti-Social Behaviour.
- Two unlicensed gang masters were given custodial sentences as a result of the operation.
- The intelligence gained from Operation Pheasant has also been used to influence the national Modern Day Slavery Bill.
- Operation Pheasant highlighted the importance of multi-agency responses in identifying potential victims, responding to the issue and preventing further activity.[18]

Further work

Operation Pheasant has helped drive intelligence surrounding migrant exploitation in Fenland. The lessons gained from the work will help to ensure the sustainability of a successful partnership approach of Operation Pheasant. In the future, organisations will look to develop links with broader partners and maintain a tough stance on illegal exploitation with gang masters and rogue landlords. A need has been identified to develop a proposal to implement selective licensing and to share the approach and experiences and partnership approach with others.

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[18] Serious Organised Crime Profile, Cambridgeshire Constabulary

On 21 January, Members will consider a proposal at Cabinet to consult the public on the implementation of a selective licensing scheme. The purpose of the scheme, if approved, is to regulate the private rented market in the 7 wards of Wisbech. Each privately rented property will require a license to operate with a strict set of regulations to ensure that the properties are managed and maintained to a decent standard. Consultation will run from 29 February for 10 weeks and if the process is approved, will go live from January 2017.

DOMESTIC SERVITUDE

Domestic Servitude can involve children, men or women being forced to work in private households performing tasks such as childcare and housekeeping for little or no pay and in abusive conditions. Victims of Domestic Servitude can be entirely dependent on their traffickers and often speak limited to no English. They are often completely or partially isolated from the outside world, which is exacerbated by restriction of their movement. Where some 'freedom' has been allowed, it is heavily regulated by extreme psychological control. Many victims report having no private space, often sleeping on mattresses on the floor in an open part of the house. Unlike many other forms of trafficking, Domestic Servitude, particularly that of adult migrants does NOT usually involve organised criminal networks.

The number of potential victims of domestic servitude referred to the National Referral Mechanism has increased for the last two years, although it has been suggested that this may be due to a data gap from an agency. 76% of the victims were adults and 80% were female. Overall, 87% of the potential victims were from non EEA (European Economic Area) countries. The most prevalent country of origin for domestic servitude was Nigeria (54 potential victims, 19%) followed by the Philippines (33 potential victims, 12%). Where data was available the nationality of the exploiter of Nigerian victims, the majority were Nigerian themselves; although the exploitation took place in the UK.

To date there is little data on the scale of this problem with Fenland. Due to the nature of the problem it is likely to fall outside of serious organised crime and therefore was not a feature within the recently shared profile.

Kalayaan is a London based charity that support migrant domestic workers in the UK. It produced a briefing paper[19] examining the abuse reported by those migrants they worked with. Three main key findings that are interest were;

- Migrant domestic workers remain at risk of exploitation due to their 'workplace' being unregulated, usually within a home and often without colleagues and therefore entirely dependent on their employer for information and support.
- It found that there remains an unacceptable amount of abuse of migrant domestic workers (e.g. 66% of workers tied by visa and 41% of those on original visa reported being prevented from leaving the house freely – April 2012- March 2015 data).
- Proportionately more workers on the tied visa have consistently over three years reported higher levels of abuse than those whose visa is not tied.

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[19] http://www.kalayaan.org.uk/wp-content/uploads/2014/09/Kalayaan-3-year-briefing.pdf

On behalf of the Fenland Community Safety Partnership, the Research group would like to thank all partners who have supported the process by providing data, information or analysis. A list of data sources used in the production of the continuous assessment is below:

PROVIDER OF DATA	DESCRIPTION OF DATA
Cambridgeshire Constabulary	Crime and incident data Serious & Organised Crime Profile
Cambridgeshire County Council	Research & Performance team – socio-demographic data (including housing, population, deprivation and economic indicators) School PLASC data – Children attending Cambridgeshire Schools
Fenland District Council	Operation Pheasant briefing
National Referral Mechanism	National referral data on modern day slavery and exploitation
Department for Work and Pensions	National Insurance Number registration data (NiNo)

Where possible, the most recent data has been used. For police recorded crime and incidence data up to December 2015 has been included. Where this has not been possible, the most up to date information has been analysed and specific time periods stated within the analysis.

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