

# Community Safety Scrutiny Commission

Thursday 16 May 2019

7.00 pm

Ground Floor Meeting Room G02B - 160 Tooley Street, London SE1  
2QH

## Supplemental Agenda

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## Making Southwark a safe place for EVERYONE

Violence Against Women and Girls (VAWG) & Modern Day Slavery

Community Safety Scrutiny Commission Report

May 2019

### 1. Introduction and background

1.1. This is the final report of the review into Violence Against Women and Girls (VAWG), which principally aims to influence the VAWG strategy that is in development. The report also incorporates some wider recommendations that overlap with other work that the council is undertaking on Modern Day Slavery & Child Trafficking and healthy relationships. Modern Day Slavery and Child Trafficking is an emerging priority for the council and wider safeguarding partnership, and the council is due to report on its work on this in July. The recommendations on Safe and Healthy relationships will feed into the new sexual and reproductive health strategy, which has a theme on healthy and fulfilling sexual relationships.

1.2. Southwark committed to developing a VAWG Strategy with the new incoming administration in May 2018, and this was adopted by the Council Plan. Scoping began in September 2018. The VAWG strategy will ensure we are delivering a strategic partnership response to all areas of gender based violence, not only domestic abuse. These include harmful practices such as Female Genital Mutilation (FGM) and Honour Based Violence as well as sexual harassment and stalking. Domestic Abuse (DA) will still form a key part of this strategy with any remaining actions from the existing DA strategy subsumed into the new VAWG strategy. In line with the Mayor's Office for Policing And Crime (MOPAC) Strategy, the following areas of VAWG will be considered for inclusion within the strategy:

- Domestic abuse
- Coercive control
- Child sexual exploitation (CSE)
- Harmful practices including female genital mutilation, forced marriage and honour based violence
- Image based sexual offending
- Sexual harassment
- Prostitution
- Misogyny
- Sexual violence and rape
- Stalking
- Trafficking
- Perpetrators

1.3. As well as trafficking being a theme of the VAWG strategy in July 2018 Southwark Council signed up to the Cooperative Party Modern Slavery Charter. As part of this we are expected to produce an annual update on our progress. Modern Slavery is a priority for the Safer Southwark Adults Board. This was agreed in October 2018 and is for an 18 month period (until end March 2020).

1.4. The Commission chose to look at safe and healthy relationships teaching in schools and youth clubs as this is an opportunity to influence young people at a young age and there is evidence of high

rates of domestic abuse amongst young people<sup>1</sup>. There will be a new Department for Education (DfE) requirement for schools to teach Relationship Education (primary) and Relationship & Sex Education (secondary) starting 2020.

- 1.5. Safeguarding practices were also considered to try and understand how effectively girls are protected and to look at data trends around levels of sexual harassment and assault.
- 1.6. The Commission also reviewed Women's Safety Charter (WSC) which was established in 2015 to tackle harassment of women in Southwark at night time .

## 2. Evidence Considered & Methodology

### Methodology

- 2.1. During the first scrutiny meeting (29th October 2018) the Commission looked at VAWG across the board including plans for the new VAWG strategy. This included an update on work delivering the Women's Safety Charter and the consultation on the preventative strand of Southwark's sexual and reproductive health strategy, Healthy and Fulfilling Relationships. The Director of Education also attended to present on changes to the delivery of sex education and present practice around safeguarding in schools.
- 2.2. Following evidence presented during the initial meeting the Commission decided to focus the second scrutiny meeting (5 February 2019) on sexual violence and harassment in schools, healthy relationships and modern day slavery. The second scrutiny meeting involved both external and internal stakeholders.
- 2.3. The third scrutiny meeting (29th April 2019) reviewed the evidence received from focus groups held on Safe and Healthy Relationships with young people, the results of a questionnaire with schools, and updates on Modern Slavery from officers.
- 2.4. Research methods included:
  - *Desktop research and literature review* - a full review of current local authority, regional and national VAWG and anti-slavery strategies.
  - *Analysis of existing local data, action plans and strategies* - existing Southwark strategies and action plans on VAWG and slavery.
  - *Focus groups with students and teachers*- 3 roundtable discussions with students (male and female), teachers at the City of London Academy (COLA) and Harris Girls school and with Salmon youth club attendees.
  - *Online survey* - an online survey to seek the views of Southwark teachers on PHSE and safeguarding
  - Interviews - with anti-slavery and VAWG experts
  - Events/conferences - ECPAT conference and Southwark conference HYP Southwark stakeholder
- 2.5. **Key stakeholders consulted**
  - Southwark Council – Children's and adults social care, Safer Communities Team Manager (presented on the new VAWG strategy), Licensing (presented work delivering the Women's Safety Charter), Director of Education (presented on changes to the delivery of sex education and safeguarding in schools), PSHE and Healthy Schools Advisor
  - Head of Corporate Team, legal Services; Head of Regulatory Services; Director, Children & Families; Strategic Lead for Adult Safeguarding, Deprivation of Liberty Safeguards & Principal Social Worker for Adults, Cabinet Member for Children, Schools and Adults presented on our Anti-Slavery work.

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<sup>1</sup> Crime survey for England reported that young people experience the highest rates of domestic abuse out of any age.

- NHS Southwark Clinical Commissioning Group- Public Health consultant, presented on the preventative strand of Southwark’s sexual and reproductive health strategy; Healthy and Fulfilling Relationships; the Director of Quality & Chief Nurse report on her role chairing the presented multi agency VAWG Delivery Group.
- Police (Detective Superintendent Sean Oxley – Safeguarding Lead for Central South and DI Paul Graves – Deputy in Safeguarding Hub for Central South)
- Local voluntary sector organisations (FGM groups) (Salmon Centre) (Bede)
- Education providers (Roundtable discussions with the Salmon Centre, Harris Girls School and the City of London Academy (COLA)
- Anti-Slavery experts (Tamara Barnett: Human Trafficking Foundation, Catherine Baker Senior Research, Policy and Campaigns Officer, ECPAT UK and Aidan McQuade Anti-Slavery expert)

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### 3. Women’s Safety Charter

3.1. The Women’s Safety Charter (WSC) was established in (2015) following large scale consultation with the public, council and partner officers, elected members and licensees to understand what can be done to keep women safe from harassment on a night out. Sexual harassment in bars and night clubs is seen as normalised behaviour and goes unchallenged and unreported. The charter is based on a number of key principles which ensure that all staff working at licensed premises act in a responsible and supportive manner, taking all reports seriously. The intention was that the WSC would send out a clear message that female harassment in these premises will not be tolerated. A map of all the premises has been provided along with an extensive list of the range of premises that have signed up to the charter . 156 venues have signed up to the charter.

3.2. Following this review we would recommend officers to carry out an assessment of the impact of the WSC. This could be by a follow up survey of women and premises who signed up to the charter, for example. This follow up would also be an opportunity to bring the charter to the attention of premises once again, as the original staff who signed it may have moved on. A map of all the premises has been provided along with an extensive list of the range of premises that have signed up to the charter. It would also be worth evaluating other initiatives such as ‘Ask Angela’ and MOPAC’s night safety charter to find out the impact they have had and how we can build upon the WSC if necessary.

#### Recommendations

The council should:

1. Conduct an impact assessment of the women’s safety charter to understand how effective it has been.
2. Require signing up to the charter as a licencing condition.
3. Make it compulsory for all licensed premises to address sexual harassment by putting in place policies and training
4. Ensure the VAWG strategy includes tackling sexual harassment in public places.

### 4. Healthy Relationships

4.1. The Commission chose to look at safe and healthy relationships teaching in schools and youth clubs as this seemed to be an opportunity to influence young people at a formative stage, young girls are at particular risk of violence and sexual harassment, and there is evidence of high rates of domestic abuse amongst young people .

Public Health are consulting on Southwark's sexual and reproductive health strategy; with a strand on Healthy and Fulfilling Relationships . Officers said that there are different cultural views on what constitutes a healthy relationship and it is important to acknowledge these differ.

4.2. Safeguarding practices were also considered to try and understand how effectively girls are protected and to look at data trends around levels of sexual harassment and assault. The commission discovered gaps in knowledge and understanding here partly due to an increasingly autonomous school system.

4.3. The majority of primary schools in Southwark are in the maintained sector, whereas the majority of secondary schools are academies or trusts. Academies are not under any obligation to deliver parts of the PSHE curriculum or engage with the local authority, although the majority will do both. This has been subject to much scrutiny as it leaves the schools with freedom to decide on what they need to teach, leading to a wide range of variability which was evidenced through the course of the review. However a number of academies did engage with the Commission and two in particular, COLA and Harris Girls, both shared their high levels of expertise and commitment to the teaching of Relationship and Sex Education.

4.4. The secondary school relationship with the council on safeguarding is also one more of influence, with many using the guide policy, and the requirement to report matters being restricted to reporting matters to the safeguarding hub MASH or police where there is a risk of harm or a criminal threshold has been reached .

4.5. In September 2020 new laws will come into effect requiring all schools primary schools to teach Relationship Education and Sex and Relationship Education ( RSE) . There has been much controversy in the media regarding teaching about LGBTQ+ which will form part of the education curriculum . It is unclear if academies will be exempt from this requirement.

4.6. Southwark Council has a PSHE (Personal Social, Health and Economic) curriculum,<sup>2</sup> and an associated PSHE resources bank with content to support the teaching of to safe and healthy relationships, but this portal does not yet have a specific Relationship Education and Relationship and Sex Education curriculum. There are well attended network events on PSHE. Officers said Trusts and standalone schools are more likely to approach the local authority for resources; where as large academy chains may have in-house resources.

4.7. Here is a list of some the specific Southwark Council services aimed at young people:

**YUVA** - service for young people using or experiencing violence in close relationships

**SHER** - a safe and healthy relationships programme delivered in schools. This is a toolkit, developed together with Southwark Council and European Partners. Bede has been delivering SHER- Safe Healthy Equal Relationships since 2009, prior to that BEDE were delivering Teenage Domestic Violence Awareness in Southwark Schools.

**HYP Southwark** -is an integrated service for young people aged 10-25 years. Brook has partnered with CGL to create new integrated health and wellbeing services for young people in Lambeth and Southwark. These services will bring together the expertise from both organisations in delivering sexual health and substance misuse services for young people. Both services are currently phasing in new locations and services so please keep checking back for more info and updates.

## **5. Where and what students are taught about sex and relationships varies wildly**

5.1. Based on the results of the questionnaire with schools it is clear that schools are teaching different curricula and using a wide variety of resources to teach PSHE, examples include: relationships and Sex Education format approved by the Catholic Education Commission; Southwark's framework; the PSHE Association; SHER Project; Health Education Partnership (HEP) framework ;a curriculum specifically designed to meet the needs of young people with autism and moderate or severe learning difficulties;

<sup>2</sup> <https://schools.southwark.gov.uk/pshe-healthy-schools/pshe-sex-relationship-education-sre-wellbeing-2>

bespoke PSHE curriculum and scheme of work, including RSE for all year groups and key themes around respectful relationships and safety, taught at an age-appropriate level; National PSHE curriculum.

70 % of teaching is in-house and 30% is done by external providers. External providers used include: SHER, Tender, Image in Action and independent health and well-being consultants.

In terms of how effective these educational resources varies for example teachers who responded the survey 30% thought they were neither effective nor ineffective, 10% thought they were not that effective, 50% thought they were quite effective and only 10% thought they were really effective.

Detailed responses included:

- We need to educate children in more detail regarding healthy relationships and being safe.
- When teachers match the resources to their class needs they are most effective - but will depend on teachers' experience and skills.
- We use a range of resources from various providers. We have an in-house specialist who updates resources every term and this specialist obtains feedback from students on the content of material used and assesses their understanding
- Staff training is an ongoing issue, to enable staff to be best able to deal with any issues raised during the programmes.
- We would benefit though from more guidance and training to be responsive to events in the local area.
- The lessons are mainly taught around how we change and grow. Although we have a very strong ethos of respect, I think we could do more to promote healthy and safe relationships, appropriate to a primary school.
- The resources available on line at the moment are good on the whole and many charities such as NSPCC have a lot of things available.
- For some of our scholars these sessions work really well, others it doesn't either due to their prior experiences or the belief that they know best or they don't implement what they learn.

Schools indicated they value the PSHE resources, network meetings, workshops and drop down-days offered by the council. They want more resources, signing posting to high quality external providers (particularly free or subsidised ones) and for the council to consider commissioning / funding these. These need to take into account the ethos of different schools and the needs of the children, which include special needs. Schools also mentioned family / parent support programmes.

Teachers indicated that skills and confidence are needed to teach this subject well. Sometimes it is neglected as because is not considered academic and also because the subject matter can make teachers uncomfortable. There are also challenges in pitching in an age and culturally appropriate way. However the enthusiasm from subject pioneers who contributed to the review demonstrated that this is emerging as a priority for many schools.

## **6. What do young people think?**

### **6.1. *More emotions less biology***

Many young people said the teaching in school tends to be scientific and focused on the physical: how to have sex; puberty; some teaching on STDs. Other students spoke about PSHE classes and case studies, which had been useful.

The majority of young people could not identify with any depth of understanding what a healthy relationship was and many said they received little or no relationship education in school. Frequently young people said the current curriculum was perceived as largely informational.

Overwhelmingly young people said they would prefer more on skills and the emotional side of relationships. A young person who went on a study trip to Holland spoke highly of the Dutch focus on understanding relationships, with 6 year olds addressing what love is.

Often media has become a significant or main educator, alongside peers and family. Media portrayal of relationships was considered often unrealistic and unhelpful.

As well as developing their relationship literacy young people said that LGBTQ+ education needs to be improved and girls, in particular, wanted more information on how to protect themselves from infection and pregnancy.

## 7. What is working well?

7.1. At Salmon youth club the young people were all very complimentary about the Salmon centre and confident that they could speak to youth leaders about concerns. They said the club is where they talked about relationships.

7.2. Harris Girls Academy students received a range of relationship and sex education. This included regular sessions in their coaching year group, school assemblies on themes like women's rights and specialist courses delivered by counsellors in the school's 'Health Hut'. Some students are invited to attend special courses on healthy relationships and have mentors. Overwhelmingly students spoke about school as the main source of a varied, rich, important, and trusted environment for learning about relationships. When asked to define a healthy relationship the young people were very confident and articulate and defined these as involving:

- Trust
- Respect
- Express your feelings
- Being assertive
- Setting and respecting appropriate boundaries

7.3. Students spoke about help and information provided about not having sex underage. Students spoke about what constitutes an unhealthy relationship and how to recognize abuse, toxic patterns, and red flags for someone who might later be abusive or unhealthy. Examples were given of role plays and scenarios that had been discussed and acted out: for example addressing intrusive and controlling requests to look at a phone or dealing with and identifying physical aggression like pushing. They spoke about the importance of consent for activities like kissing. SHER & Tender (an arts charity working with young people to prevent domestic abuse and sexual violence by promoting healthy relationships based on equality and respect) were used and endorsed by the young people and teachers.

### **7.4. Young people would prefer relationship centred teaching; in year groups and small groups, with a preference for support from counsellors, older peers, youth workers and external organisations**

Young people said they would benefit from more education about feelings and relationships rather than just teaching about biology. They wanted this to start in primary school.

Young people liked teaching that used role plays, scenarios and real life examples that they could discuss.

They wanted relationship education in year groups, small groups and workshops.

Young people said that counsellors could help with talking to young people and giving students the option of someone to confide in. There was a preference for youth workers or external professionals rather than their class teachers to deliver relationship and sex education.

## Recommendations

### The Council should:

1. **Work towards a more integrated approach on prevention and promoting healthy relationships is needed. The council should lead the way in producing relevant and useful resources for primary and secondary, with primary schools encouraged to teach**

## 8. Safeguarding and monitoring incidents of sexual assault and harassment

8.1. Each school has to have a safeguarding policy in place and this includes referring to the council multi agency safeguarding hub (MASH) and the police as appropriate. Most schools use the Southwark model policy.

8.2. The council does not undertake systematic recording of incidents. Officers said Ofsted will look to see if schools are making appropriate action on safeguarding issues. Generally they thought schools were working well, however they were concerns about a couple of schools becoming closed off; good working relationships are important.

8.3. There is a variety of safeguarding procedures-specific procedures in place in schools for dealing with different types of abuse. A survey was sent out to all secondary schools in Southwark to find out about how the council can best support them in their teaching of PHSE Responses included:

- We follow the safeguarding, behaviour and equal opportunities policies to keep children safe from harm.
- Through our behaviour policy.
- We have a Sharp system for students to log online abuse 24/7. We have a robust safeguarding practice with 13 trained DSLs / DDSLs. Comprehensive pastoral team available to meet students' needs throughout the school day. Collaborative work with the Safer Schools Police Officer. We update our safeguarding policy each year. We also provide in-house training for staff through CPD.
- Safeguarding procedures are outlined in our safeguarding policy. Students are taught about healthy relationship, domestic violence (in all its forms) healthy use of social media and how to respond to concerns/bullying.
- Following whole school safeguarding procedures.
- Either as outlined in our safeguarding policy, anti-bullying policy or behaviour policy. This will be investigated thoroughly in accordance with these policies
- These are all outlined in our Safeguarding policy
- Yes we have an anti bullying policy and we have a no mobile phone policy so we also do not have a lot of social media things to investigate we recommend parents to go to the police.
- Anti-bullying policy, regular PSHE, outside agencies e.g police did work on social media.
- Once it is reported the Pastoral team will investigate the incident and a decision is made about the consequence of the behaviour.

### Recommendations

1. **Southwark Council should request all schools (primary and secondary) to report data on sexual harassment. This could be done through amending the model safeguarding policy.**
2. **The Police and Southwark Council should work closer with schools in order to get a better picture of what is going on the ground**



## 9. Sexual harassment and consent

9.1. According to a 2018 report by Plan every day, girls across the UK are being harassed in public places. UK girls are facing verbal and physical harassment every day – and they want it to stop. The latest survey shows that 66% of girls aged 14 to 21 have experienced unwanted sexual attention or harassment in a public place. Every month, 38% are experiencing verbal harassment like cat-calling, wolf whistling and sexual comments, while 15% are being touched, groped or grabbed. Despite this harassment happening in public, only 20% of girls said someone had responded in a way they found helpful. To stay safe, girls are having to take steps to avoid being targeted: from not going out at night to dressing differently and taking longer routes to avoid dangerous locations.

9.2. Domestic Abuse is well recorded and officers are satisfied that the data on this is reliable, however for other criminal and harmful practices, such as sexual harassment, the data is more patchy.

9.3. Neither the council nor the police were tracking this information.

9.4. The police provided the following information on sexual harassment/ assaults in schools. From 1st September 2018 there were 14 reported incidences on school premises:

- 3 of them are inappropriate sexual touching between children under 10
- 4 are allegations against teachers by pupils (2 are ongoing investigations)
- 1 is an allegation between teachers.
- 4 are teenage girls alleging against similar age boys and involve sexual touching to varying degrees.
- 1 relates to sexual touching between parties aged 10 in primary school.
- 1 relates to allegation of video of teen female and younger male sexual touching.

Police officers work in every school in secondary and are looking at extending this to primary schools (year 6 and 7). Brixton Police Station is now the safeguarding hub for Southwark and Lambeth.

9.5. Through the roundtable discussions it has become apparent that harassment is common place both inside and outside the school gates. Street harassment is an issue with young women reporting grown men whistling and also groups /gangs of older boys, some of whom are acquaintances, making comments, and sometimes reacting in a hostile manner when these are not welcomed. Students said that there are girls who are vulnerable to this kind of sexualized attention, which they seemed to view as predatory. Some girls said they always walked home with friends for mutual support and protection, while others said they only did this for company.

9.6. At the Salmon centre some young people (girls) had no clear understanding of what sexual harassment was but people felt that it means what you don't want to happen and said it has to be repeated to be harassment. They all thought that someone pinching your bra strap was not harassment. Many of the girls felt boys had a different understanding of what consent is. The girls said that you had to explicitly say yes for it to be consent whereas boys feel only if girls say no it is not consent. Many girls were not sure where to go for support or help.

9.7. In terms of reporting they said probably the police but they didn't think they would be believed. Girls feel ashamed about what has happened to them and felt that the police wouldn't believe them. In fact there were some really negative perceptions of the police. Many said they would not know where or how to report it in school. One girl did have a counsellor in school but said she was never free. The others said there was a counsellor but the service had been cut. They would have all felt more comfortable having trained peers they could go to to report harassment and discuss it.

9.8. Teachers in the questionnaire concluded that parents and carers need to be educated so that they can convey the same messages to their children and it was important that children know who to talk to if they are concerned and that it is acted upon. They also thought that building confidence and self-esteem, educating young people to respect each other on how to deal with issues is important and better collaborative work with the Safer School's Police Officers. Underpinning this is the need for continued training and support for schools with external providers and best practice shared.

## 10, Social media

10.1 Online abuse is any type of abuse that happens on the internet, facilitated through technology like computers, tablets, mobile phones and other internet-enabled devices (Department for Education, 2018; Department of Health, 2017; Scottish Government, 2014; Welsh Assembly Government, 2018).

It can happen anywhere online that allows digital communication, such as:

- social networks
- text messages and messaging apps
- email and private messaging
- online chats
- comments on live streaming sites
- voice chat in games.

Children and young people can be revictimised (experience further abuse) when abusive content is recorded, uploaded or shared by others online. This can happen if the original abuse happened online or offline.<sup>3</sup>

There was much concern about the rise in sexual violence / harassment online and how to combat this. It was suggested that better controls and restrictions are needed on the content of music videos and video games. There need to be more positive role models in the media for example a campaign through social media where young people are taught what is acceptable and not, and what to do if they are abused.

10.2 Students confirmed that sexual harassment did happen online and it was easy to target young people. Boys sharing unauthorized photos of girls on snapchat or Instagram are a big problem. These images are shared in school, amongst peers. Sometimes the images are obtained without the girls' permission, at parties, for example. They said the sharing is amongst largely, though not exclusively, with other boys and is perceived as a way of boys getting one over the girls, and boasting to raise their status. The girls noted the sexist asymmetry here and only girls are sexually shamed. The students said that this sharing of images can be deeply traumatizing, with girls not coming into school because they are so upset and humiliated. One boy said social media bullying had led to a death. Some schools take action against perpetrators; others limit use of phones or ban them and refer parents to the police. The students want more victim support for girls targeted.

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<sup>3</sup> <https://learning.nspcc.org.uk/child-abuse-and-neglect/online-abuse/>

10.3. Guidance from the NSPCC suggests to prevent child abuse online, it's essential for those who work with children and young people to help them:

- learn about the risks associated with online activities
- develop the awareness and skills needed to keep safe online
- learn about healthy relationships, abuse and consent from a young age
- know where to go for help – and recognise that they can help themselves too
- know how to report unacceptable activity or behaviour

(UNICEF, 2011; Hamilton-Giachritsis et al, 2017).

All organisations that work with children should have written policies and procedures that set out how they intend to promote online safety. Examples of an [online safety policy statement](#) and [online safety agreement](#) that you can tailor to the context of your organisation.

### **Recommendations**

#### **The Council should:**

- 1. Improve reporting of sexual harassment through peer to peer support and better education on what constitutes sexual harassment and consent.**
- 2. Make sure that Primary schools under their control are reporting sexual harassment and abuse to the council.**
- 3. Run an awareness campaign on harassment, how to identify it had how to address it. This should include a specific schools focused campaign. One approach could be a week long campaign every year (in November to coincide with 14 days of action on VAWG).**
- 4. Southwark Council should develop guidance on how to identify and report sexual harassment. Responses to surveys and findings from the roundtable discussion show that there is not enough guidance or availability of resources. (This should also include online harassment and how to spot it)**
- 5. Create specific guidelines and recommendations to address online abuse and run a public awareness campaign of what is acceptable.**

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## **11. Modern Day Slavery**

Southwark Council committed to signing the Co-operative Party Charter in July 2018. The Charter requires a number of actions from the Council (see details below) and these have been considered and addressed within the draft Modern Slavery statement for 2018/19. Some of the ten commitments are already being met, whilst to deliver others further action is required, the commitments will therefore be delivered in 2019/20.

### **11.1 What is Modern Slavery?**

The Home Office has described modern slavery as “a serious and brutal crime in which people are treated as commodities and exploited for criminal gain. The true extent of modern slavery in the UK, and indeed globally, is unknown”.

The Modern Slavery Act 2015 encompasses human trafficking as well as slavery, servitude and forced or compulsory labour.

“Traffickers and slave masters use whatever means they have at their disposal to coerce, deceive and force individuals into a life of abuse, servitude and inhumane treatment.” HM Government.

Modern Slavery = Means + Purpose

It does not necessarily include the ‘Act’ element of the human trafficking process.

In practice, the terms modern slavery and human trafficking are often used interchangeably.

The UN defined human trafficking in the Palermo Protocol as the ‘recruitment, transportation, transfer, harbouring or receipt of persons by means of threat, or use of force, coercion or deception...to achieve the consent of a person having control over another person, for the purpose of exploitation’. According to this definition, trafficking includes sexual exploitation, forced and bonded labour, domestic servitude, any form of slavery and removal of organs.

All 3 components must be present for an adult to be considered trafficked. However, as regards children, the ‘means’ component is not required as they are not able to give consent

## 12. Trafficking in the UK

In 2017, 5,145 potential victims from 116 different countries were referred into the National Referral Mechanism (NRM)<sup>4</sup> to be identified as survivors of trafficking and to receive support.

In reality, the extent of human trafficking in the UK is likely to be far greater than the NRM statistics would suggest. The Home Office has estimated in its Modern Slavery Strategy that there may be as many as 13,000 people held in slavery in the UK.

Exploitation in the UK takes a variety of forms, but most commonly forced labour, sexual exploitation, domestic servitude, and forced criminal activity.

Consent is irrelevant to exploitation: The Palermo Protocol and Home Office guidance both make clear that a person cannot consent to their own exploitation: “An individual’s consent to the conduct alleged to amount to slavery servitude or forced or compulsory labour does not prevent the offence being committed.”

Exploitation need not have taken place yet to constitute slavery or human trafficking: Home Office guidance states that: “Under the Convention, a person is a ‘victim’ even if they haven’t been exploited yet...it is the purpose which is key, rather than whether or not exploitation has actually occurred...victims may have experienced serious trauma in their home country or on the way to the UK and may still be in need of support.”

The crime of slavery overrides any illegal immigration or other minor offences: Karen Bradley, former Minister: “The intent of the offence of illegal working is clear; it is not aimed at the victims of modern slavery.” The person exploiting an individual should be the focus of the primary law enforcement effort, while victims of slavery should be treated as victims rather than perpetrators of crime. An accusation of theft or illegal migration should not take precedence.

Victims of slavery often do not fit a stereotype: Victims of human trafficking can come from a variety of backgrounds including being well educated and from wealthy families. Adult men and boys can be victims of trafficking in similar types of exploitation to women and girls, and many victims of slavery come from the UK as well as abroad. Traffickers may also not fit an expected profile and may appear to be outwardly respectable and likeable people.

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<sup>4</sup> The **National Referral Mechanism** (NRM) is a framework for identifying victims of human trafficking and ensuring they receive appropriate care. A range of agencies may be involved in a trafficking case such as the police, the UK Border Agency (UKBA), local authorities and non-governmental organisations such as charities.

People rarely self-identify as victim of trafficking/slavery or easily reveal their experiences: Victims may not self-identify as a victim of trafficking for a variety of reasons, including but not limited to: fear of reprisals from their exploiters; the impact of trauma on their ability to recall and disclose their experiences; stigma; and an unwillingness to consider them self as a 'victim'. They are also unlikely to be familiar with terms such as trafficking or modern slavery.

Not all migrants working illegally are trafficked: While not all victims will identify as victims of trafficking it is important to also recognise that not all migrants working in the UK, for example, for less than the minimum wage or in an illegal activity have been trafficked.

Smuggling is not trafficking: Frontline staff must also avoid confusing human trafficking with human smuggling. In smuggling cases, asylum seekers and immigrants pay people to help them enter the country illegally. This is a crime against the state rather than a crime against an individual. Smugglers provide an (illegal) service rather than treating a person as a commodity. It is also short-term rather long term with a one off payment rather than ongoing appropriation.

However it is important to note that trafficking victims may start out believing that they are being smuggled, and be free on arrival but end up in a potentially exploitative situation, where they are forced to work to pay off their 'debts', which may be increased over time to retain control over them.<sup>5</sup>

Modern slavery is a complex, serious and often organised crime. Under Section 17 of the Crime and Disorder Act councils have a duty to do all that they reasonably can to prevent crime and disorder in their areas, which will include tackling modern slavery and trafficking. There are a range of crimes where councils may come across victims and perpetrators of modern slavery, including county lines drug dealing, child sexual exploitation, gangs, violent crime and forced begging, amongst others.

- Many parts of the council have powers of entry and inspection that can be used to disrupt the activities of traffickers and criminal networks. Utilising these regulatory tools – whether in relation to licensing, trading standards or housing – can help councils to provide a comprehensive community safety response.
- Partners such as the police and Gangmasters and Labour Abuse Authority (GLAA) need to better utilise the wide range of powers councils have can be invaluable in disrupting modern slavery, as well as other criminal activity.

## 13. Child trafficking

### 13.1 Modern Day Slavery (Trafficking of adults and other forms of modern day slavery)

Tamara Barnett from the Human Trafficking Foundation gave an overview of Modern Slavery. Communities most at risk of modern slavery include UK drug and gangs using Modern Slavery to exploit young people on county lines, where often vulnerable urban young people are controlled and exploited by drug gangs to sell drugs in towns outside of the city, Vietnamese (cannabis farming), Nigerian (domestic servitude) and Albanian (sex trafficking).

13.2 Most recently the NRM identified **5,000 victims of modern slavery in the UK, 2,000 of these were children**. In the UK 20% per cent of children go missing in LA care. The National Crime Agency Data Southwark statistics show in 2016 one adult was identified under the Modern Slavery Act, which is low. A Hestia report highlighted that there were 55 victims in a safe house from Southwark. The Human Trafficking Foundation estimated that 200 would be realistic figure for Southwark, and a focus on this work ought to see the number of referrals go up.

13.3 Looking at the population resident in Southwark, Nigeria is the most common country of origin for those residents born outside the UK, with an estimated 11,000 residents originating from that country.

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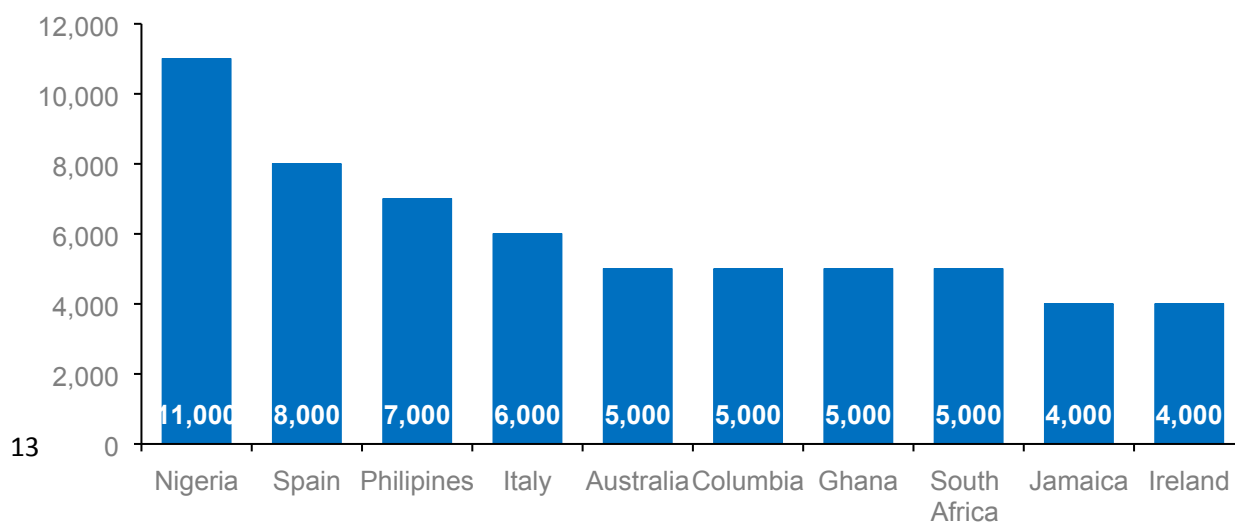
<sup>5</sup> <https://www.humantraffickingfoundation.org/theissue>

There is great deal of uncertainty behind these estimates, so they need to be treated with a degree of caution. For many countries of the world the council do not have a reliable estimate – including Albania and Vietnam.

#### 13.4 Population resident in Southwark (top 4 countries), excluding some residents in communal establishments, by individual country of birth (July 2017 to June 2018)

All Residents	320000		
UK	194000	29000	60.6%
Nigeria	11000	7000	3.4%
Spain	8000	6000	2.5%
Philippines	7000	5000	2.2%
Italy	6000	5000	1.9%
Australia	5000	4000	1.6%
Columbia	5000	5000	1.6%
Ghana	5000	5000	1.6%
South Africa	5000	4000	1.6%
Jamaica	4000	4000	1.3%
Ireland	4000	4000	1.3%
Romania	4000	4000	1.3%
Sierra Leone	4000	4000	1.3%
France	3000	4000	0.9%
Greece	3000	4000	0.9%
India	3000	4000	0.9%
Poland	3000	3000	0.9%
USA	3000	3000	0.9%
Bangladesh	2000	3000	0.6%
Brazil	2000	3000	0.6%
Ecuador	2000	3000	0.6%
Germany	2000	3000	0.6%
Ivory Coast	2000	3000	0.6%
Malaysia	2000	3000	0.6%
New Zealand	2000	3000	0.6%
Peru	2000	3000	0.6%
Portugal	2000	3000	0.6%
Turkey	2000	3000	0.6%
Uganda	2000	3000	0.6%
Guinea	1000	2000	0.3%
Japan	1000	2000	0.3%
Netherlands	1000	2000	0.3%
Somalia	1000	2000	0.3%

Figure 1: Top 10 country of origin for Southwark residents born outside the UK



**Source:** Office for National Statistics

**Note:** Estimates are based on the Annual Population Survey (APS) which is made up of wave 1 and wave 5 of the Labour Force Survey (LFS) plus annual sample boosts which are included primarily to enhance the data. As some residents of communal establishments are excluded from the coverage of this survey the estimates in this table are d

13.5. Local authorities have a statutory obligation to identify victims of trafficking and Modern Slavery. There is often a lack of support before a victim goes into a safe house and when they leave (usually after 90 days). Local authorities need to work out what gaps there are and how they are recording victims of modern slavery, what multi-agency tools they have in place, and what services they can use that already exist. There are challenging resource issues here as although councils have been given responsibilities this has not been coupled with additional resources.

13.6. Tamara works with local authorities to set up task and finish groups on slavery, looks at best practice, gaps in reporting, and creates local authority slavery leads. She is already doing some work with Southwark and spoke at a recent event organised by the adult safeguarding board. She said it is crucial that all frontline staff, including councillors, are trained to identify possible victims of modern slavery. Tamara recommended setting up a task and finish group, which ought to include housing, and also consider creating an Adult MASH.

## 14. Child Trafficking

14.1 Catherine Baker Senior Research, Policy and Campaigns Officer from Every Child Protected Against Trafficking (ECPAT UK) reported that she had started to do some work with Southwark on child trafficking training.

14.2 Nearly half of all victims of Modern Slavery and Child Trafficking are children. Labour exploitation is on the rise. 28% of trafficked children, and 13% of unaccompanied children in care go missing at least once, and 20% are not found.<sup>6</sup> She reported that Southwark could not provide the data on child trafficking because of the flags used to categorise the data. She advised training for front line workers is crucial. It is also important to consistently treat unaccompanied children as potentially trafficked children.

14.2 She advised that Child Trafficking cuts across the boundaries of Child Sexual Exploitation (CSE) and criminal exploitation, with many children are experiencing multiple forms of exploitation and harm. It is best practice to have CSE lead and a Child Trafficking lead and it works well if these are the same people.

14.3. Other good practice is to have a Modern Slavery Special Point of Contact (SPOC) in different teams, and also for members to consider this role.

## 15. Southwark's safeguarding and child protection work, including County Lines and criminal exploitation

15.1 The council is working with around 200 children at risk from Modern Slavery through county lines' - directly or indirectly.

15.2. The safeguarding board has now moved from Child Sexual Exploitation (CSE) to the broader theme of Criminal Exploitation. Child Sexual Exploitation was a priority in 2017-18. In 2018-19 the SSCB (Children's Board) expanded this priority to Exploitation (covering Child Sexual Exploitation and Criminal Exploitation). This will continue to be a priority moving into 2019-20.

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<sup>6</sup> Evidence to the commission meeting and ECPAT UK (2016) Heading back to harm: a study on trafficked and unaccompanied children going missing from care in the UK

15.3 Officers reported that the council sees less classically trafficked children and the department do not see children go missing from care; generally if children come into Southwark's care they stay. They do see isolated cases of child trafficking; gardeners (cannabis) and teenagers (domestic servitude).

15.4. The police added that they are looking at repeat missing episodes from care. They thought those at most risk are children homed away from the borough. There is also an issue with children who are criminal exploited and committing crimes e.g. 'county lines'. This is not a new thing, but is something that is now being focused on by partners. When the police do surveillance they see both children and vulnerable adults exploited. There is more to be done locally to address repeated missing incidents that often lead to county lines. Social workers and parents have good intelligence on this that can be utilised. Tamara added that Lewisham has done a really good piece of prevention work on mapping risks and vulnerabilities on county lines.

15.5 Considering the evidence presented above it would seem that the biggest risks for Southwark young people are Modern Day slavery through exploitation by criminal gangs and domestic servitude associated with Nigeria. However more work is needed to identify at risk groups and develop targeted interventions.

15.6 Modern Slavery is a priority for the SSAB (Adults Board) - this was agreed in October 2018 and is for an 18 month period (until end March 2020).

15.7. This topic is on the agenda for the SSAB meeting on 25th April 2019 and it is anticipated that work streams will come out of this meeting.

15.8. There was a Modern Slavery community awareness raising event in January 2019 for voluntary sector organisations. Approximately 40 people were in attendance at this 2 hour event.

15.10 A locality review was commissioned by the SSCB on the area of gangs and exploitation led by the Violence and Vulnerability Unit (VUU) of the Home Office. Extended Learning Review lasted 5 days and took place in January 2019, with 80 partners were interviewed. A report has been produced with a number of recommendations and this is on the agenda at the next SSCB in June 2019.

15.11 The principle recommendation was to pull all the work to tackle CSE, gangs, violence and modern slavery under a Community Harm and Exploitation Board (CHEB). This should deal with group exploitation and violence in all manifestations. An agreed partnership vision, direction, strategy, action plan outputs and measured outcomes is required, along with a clear agreement that major agencies such as Public Health (for example) should report to the CHEB around these metrics, in addition to responsibilities and requirements to other boards.

15.12 The review endorses the above recommendation; the need for strategic leadership and coordination was a recurring theme. Modern Slavery and Child Trafficking intersects with many other types of harm and exploitation and cuts across most front facing parts of the council.



### Recommendations

**The Council should:**

- 1. Set up a task and finish Modern Slavery & Child Trafficking group, that would include housing, and would ensure that there is an integrated and comprehensive plan pulling together the current work on modern slavery and child trafficking, including a referral process, reporting to the above recommended CHEB.**
- 2. Create specialist council leads on Child Trafficking / Child Sexual Exploitation, and that they are the same person or work together closely.**
- 3. Consistently treat all unaccompanied children as potential victims of slavery.**
- 4. Make sure Section 47 is done for all those children.**
- 5. Ensure that the council flagging and data collection on child trafficked/unaccompanied children meets best practice**
- 6. Pay particular attention to the risk of Domestic Servitude and link up with AFRUCA , who are doing excellent work to tackle child trafficking.**
- 7. Conduct council wide mandatory training for all staff to raise awareness, provide effective support to victims where appropriate including a protocol advising on the duty to notify and process to follow including information on the reporting mechanisms for safeguarding adults and children. It is important to increase awareness raising for frontline professionals - such as social workers, health workers and police who can they identify forced labour if they encounter it in patients/clients/witnesses; do they understand their responsibilities and duties when then encounter it.**
- 8. Create Modern Slavery Champions within the Council (similar the mental health champions) and identify a SPOC in different teams.**
- 9. Create a named lead officer and cabinet lead on slavery.**
- 10. Consider creating an Adult MASH.**

### **Adoption of the Co-operative Party's Charter against Modern Slavery.**

**16** The review received an action plan of work being undertaken following the council's adoption of the Co-operative Party's Charter against Modern Slavery. This shows that progress is being made. The final commitment of the charter is to report annually, which is due in July 2019.

- Train its corporate procurement team to understand modern slavery through the Chartered Institute of Procurement and Supply's (CIPS) online course on Ethical Procurement and Supply.
- Require its contractors to comply fully with the Modern Slavery Act 2015, wherever it applies, with contract termination as a potential sanction for non-compliance.
- Challenge any abnormally low-cost tenders to ensure they do not rely upon the potential contractor practising modern slavery.
- Highlight to its suppliers that contracted workers are free to join a trade union and are not to be treated unfairly for belonging to one.

- Publicise its whistle-blowing system for staff to blow the whistle on any suspected examples of modern slavery.
- Require its tendered contractors to adopt a whistle-blowing policy which enables their staff to blow the whistle on any suspected examples of modern slavery.
- Review its contractual spending regularly to identify any potential issues with modern slavery.
- Highlight for its suppliers any risks identified concerning modern slavery and refer them to the relevant agencies to be addressed.
- Refer for investigation via the National Crime Agency's national referral mechanism any of its contractors identified as a cause for concern regarding modern slavery.
- Report publicly on the implementation of this policy annually.

## 17. Regulatory Services

17.2 Following the adoption of the Cooperative charter against Modern Slavery the former council lead in for Modern Slavery was located in Regulatory services. He has now left. The department has done a significant amount of work in this area. Modern Slavery first came to officers' attention with people sleeping in cars. Recently they have done some targeted work with local car washes, following concerns about modern slavery at one business. The department is also working to tackle rogue landlords, who are associated with Modern Slavery, and rolling out training.

### Targeting business at risk from Modern Slavery

17.3 Following local intelligence from a member of the public provided to Southwark's Anti-Social Behaviour Unit (SASBU) the Metropolitan Police Service (MPS), along with investigating officers from the Gangmasters & Labour Abuse Authority (GLAA), executed a warrant at a commercial hand car wash premises in Southwark. A person was arrested on suspicion of human trafficking, money laundering and the illegal importation of tobacco products.

17.4 . A total of 12 adult workers considered to be victims of trafficking for labour exploitation were found on the premises. On searching the arrested person's home the Police found 5 more adults and a 4yr old child.

17.5 . 6 of the adult victims agreed to assist with enquiries and were removed, along with the child, to a temporary reception centre. There they were supported, interviewed and assessed as potential victims of modern slavery and trafficking.

17.6 Following this incident Southwark Council's Regulatory Services decided to undertake a project to investigate if similar businesses, with potentially similar concerns, were operating in the borough. A Local Initiative Health & Safety Project was added to the Health & Safety Enforcement Team's work plan for 2018/19. The project aimed to

- Identify all operational hand car washes in Southwark
- Map all identified operational hand car washes
- Provide health & safety advice to all hand car wash operators
- Ensure safe systems of work at all hand car washes
- Scout for potential modern slavery practices in all hand car washes

17.7. Seventeen car washes were inspected. The co-operation of, and engagement with, local businesses was good at the vast majority (88%) of premises visited. Compliance with health and safety law was good at the vast majority (88%) of premises, indicating that this business sector is not generally unaware of its legal obligations . 12% of premises gave cause for concern with regard to health and safety law compliance and were referred to the Health & Safety Executive (HSE). The same 12% of premises also gave cause for concern for potential modern slavery and were referred to the Gangmaster & Labour Abuse Authority (GLAA)

17.8. Recommendations from the Project included that modern slavery awareness training is arranged for Southwark Council's front line staff, and managers and that it include information on the reporting mechanisms for safeguarding adults and children .

17.9 Regulatory Services will undertake a similar project to that undertaken with car washes in respect of nail bars. It will employ a similar methodology, however it is likely more partners will be invited to join. There are 119 known nail bars in Southwark, however it is anticipated that there are many more.

17.10 Nail bars are known to be difficult premises to deal with as experience demonstrates that when the presence of an official is known, most "employees" pack and immediately leave. Such a reaction raises suspicion that some of these people may be trafficked and/or subject to some kind of servitude.

### **Rogue Landlord Partnership Task Force**

17.11 The work of Regulatory Services has shown, particularly since the start of Southwark Council's Private sector Housing Licensing Scheme that rogue landlords are often involved in a number of criminal activities other than flouting Housing and associated Legislation. These activities include tax evasion, trafficking and modern day slavery, abuse of immigration regulations and money laundering to mention a few.

17.12 To help tackle these crimes and in particular trafficking, slavery and immigration abuses Southwark has set up a Multi-Disciplinary Task Force focussed on the worst Landlords who operate in the Borough.

17.13 The partnership consists of colleagues from Private Sector Housing Enforcement and licensing team, Trading Standards, Planning Enforcement, Revenues and Benefits, Temporary Accommodation, Tenancy Relations Service, SASBU, Legal Services, Local Land Property Gazetteer, The Home Office, Fire Brigade, Police, HMRC, Gangmasters and Labour abuse authority (GLAA) and the Immigration Service. The Task force meets every other month. There are currently 25 landlords that are known to have committed housing, planning and trading standards offences who are being investigated in "forensic detail" by the partnership. This includes financial investigations, investigations into criminal contacts that link with the various illegal activities mentioned above.

17.14 To date over 3,000 housing licenses have been granted which means the landlords managing those properties are complying with the law, are providing safe accommodation and are very unlikely to be committing any of the offences the task force is interested in tackling. In addition to the above there are a further 24 landlords who are facing legal offences for letting dwellings that place tenants at serious, health, safety and welfare risks.

### **Training**

17.15 Regulatory Services are delivering a cascade model of in-house training to our front line staff. Designed by Barnardo's the package of training called 'Nightwatch' aims to empower our officers to be a network of eyes and ears alert to recognise signs of exploitation as they may relate to human trafficking and other forms of exploitation.

17.16 Initial training will be delivered to our staff who work in the Night Time Economy but will be broadened out to include other front line staff.

17.17 This package of training largely focuses on Child Sexual Exploitation but frames it in the context of other vulnerabilities including trafficking and /or other forms of criminal exploitation .

### Recommendations

#### The Council should:

1. Create an integrated public awareness campaign across Southwark on what modern slavery is and make people aware that slavery touches every aspect of their lives from where they wash their car, where they get their nails done to the cleaners they employ. This could be done through schools, TRAs, local business, organisations, housing officers, local shops (slavery free posters).
2. Encourage all local business to sign up to the modern slavery charter and promote best practice.
3. Organise a risk identification exercise with a cross-council group that takes in all council department
4. List the businesses in Southwark and undertake a convening to share best practice. This is something that council departments could also participate in a learn from. For example the Shiva group has a hotel, at Waterloo, and this is a group which has some very good practice on counter-trafficking, including sectors like catering and cleaning which are frequently overlooked.
5. Draw the NHS into this given the presence of some big hospitals in Southwark. Again as well as ancillary services like logistics, cleaning, catering, the question of procurement should be considered - there are concerns about forced labour in, for example, rubber goods - surgical gloves and the such like.
6. Affiliate with Electronics Watch to further reduce the risk of modern slavery and human trafficking within the supply chain for ICT hardware.
7. Revise the Council's grant application process to ensure that all Council grant recipients agree to adhere to the Council's principles and practices with regards to the identification and eradication.
8. Pull together the annual report on the Cooperative Charter by July ensuing there is plan to complete the actions points with a timeline.





**COMMUNITY SAFET SCRUTINY COMMISSION****MUNICIPAL YEAR 2018-19****AGENDA DISTRIBUTION LIST (OPEN)****NOTE:** Original held by Scrutiny Team; all amendments/queries to Fitzroy Williams Tel: 020 7525 7102

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