# Developing a localised Problem Profile for Modern Slavery: why and how?

## Rationale

Local communities around the world are critical 'first responders' to victims of modern slavery, and crucial to the long-term support and recovery of survivors, as well as the facilitation of sustainable prevention initiatives (US Department of State, 2018).

Although modern slavery itself is often a cross border phenomenon that does not adhere to administrative or jurisdictional boundaries, the specific ways in which modern slavery manifests can vary considerably by locality and region, according to a range of determinants. Therefore, it is vital that crime prevention work be based in part on a locally formulated and accurately articulated 'problem profile'. The availability of different local or regional 'assets' to address modern slavery also varies. The resources and capacity of services or regulation in regions containing dense populations and large cities is often very different from those made up of smaller towns or largely rural areas, requiring that interventions be shaped accordingly.

By working together with core organisations who, to varying degrees, are currently involved at the local level in place-based anti-slavery responses, we can significantly enhance understanding of the underpinning issues associated with cases of modern slavery and improve the coordination and specificity of localised interventions.

Developing a clear diagnosis of local or regional issues can also be a key step towards building sustainable place-based resilience against exploitation (Gardner, Northall and Brewster 2020). The approach described here, based on established eco-systems principles,[1] identifies four stages of activity, which are strengthened after each cycle (see figure 1):

1) *Diagnose problems and potential solutions*: The first stage in building resilience is acknowledgment of risk and vulnerability. Local manifestations of exploitation can be rendered more obvious by analysis of risk factors, and highlighting geographic, demographic, or sectoral weaknesses can enable particular threats to be identified. This process can also recognise assets within the community that can help to address different forms of exploitation. By using different tools and datasets, a cross-sectional picture can emerge that reveals locally specific patterns in social determinants of modern slavery, as well as potential levers for change.

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[1] The adaptive cycle comes from the work of C.S. Holling, in particular his 2001 paper on Understanding the Complexity of Economic, Ecological, and Social Systems in Ecosystems, 4(5), 390-405.

2) *Challenge hierarchies and systems*: Having identified determinants and assets at the community level, a community development process can be initiated, involving a wide range of actors in discussing and validating risk and vulnerability findings, prioritising and implementing action, sharing best practice, and learning from both community and global networks. Survivor voices are crucial to informing this process, and challenging existing systemic imbalances and weaknesses.

3) *Change cultural and institutional landscapes*: This phase aims to start shifting cultural and institutional practices, exploring what assets and innovation can enable change, especially in relation to some of the structural determinants that promote vulnerability to modern slavery. Alongside government and law-enforcement partners, media and business have important roles to play in creating the context to enable and embed change.

4) *Normalise and sustain practice*: This phase of the cycle considers what changes to governance, legislation and policy are needed to embed the positive changes identified and achieved. It involves monitoring and evaluation of progress to date, as well sharing learning widely, and initiating further governance change where necessary. The point of this adaptive cycle is not to see resilience as a fixed and finite endpoint, but to be continually adjusting and re-evaluating the local context to enable continuous improvement towards creating a community where modern slavery cannot easily be established or flourish.

Although not every problem can be resolved at a local level, by working together across key areas of action, anti-slavery partnerships can create a context in which it is more difficult for diverse forms of exploitation to take root and flourish.  This working paper describes an approach to working through the first, diagnostic stage of the resilience cycle, by developing a 'problem profile' of modern slavery within a given locality.
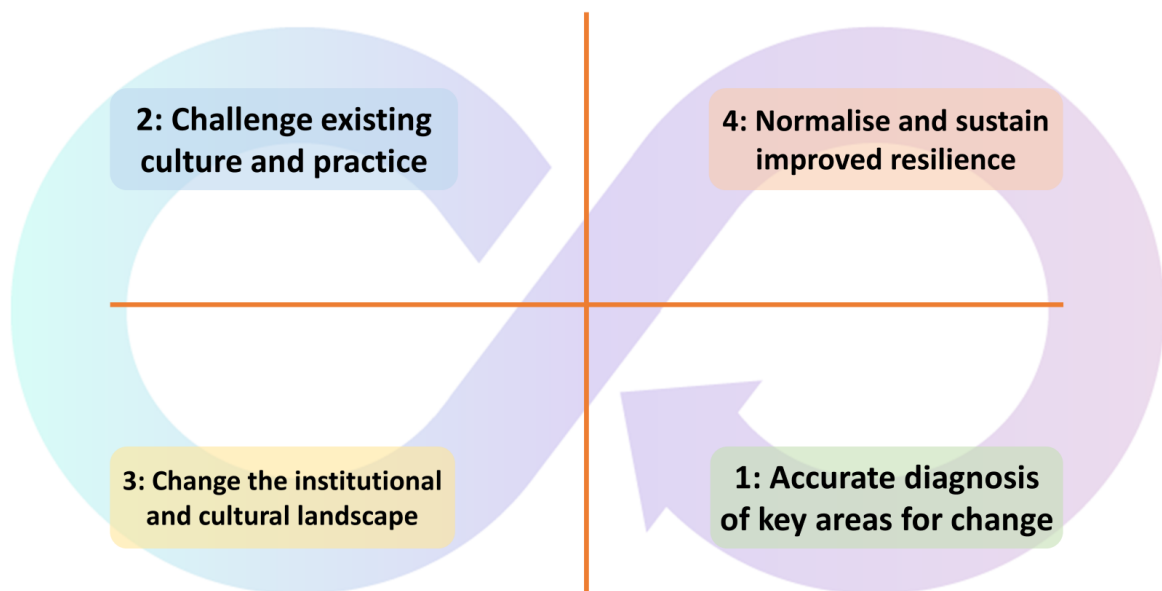


*Figure 1: The adaptive cycle of modern slavery resilience*

# Background

In 2019, the Rights Lab were commissioned by the Nottingham and Nottinghamshire Modern-Slavery Partnership (NNMSP), in collaboration with Nottinghamshire Police, to produce a 'Problem Profile' of Modern Slavery for Nottinghamshire. The aim of the problem profile was to inform police and partnership activity in response to modern slavery across the four Ps framework - Prevent, Prepare, Protect, and Pursue. By approaching the problem profile as a collaborative process (and not necessarily police-driven) we hoped to engage additional statutory and non-statutory organisations more deeply in coordinating anti-slavery action in response to contextual local issues.

The profile was undertaken to inform police and partner decision-making and action planning by:

- Providing contextual insights into the specific nature and scale of modern slavery offending in Nottinghamshire, alluding to current and emerging criminal trends and threats.
- Identifying potential intelligence gaps and highlighting opportunities for collaboration with partner organisations to contribute additional details that may illuminate previously unknown or misunderstood issues.
- Highlighting key regional vulnerabilities.
- Developing a multi-agency understanding of local anti-slavery assets.
- Providing recommendations and mitigation actions that highlight opportunities for police and partners to undertake activities aligned to the national Modern Slavery strategy (Pursue, Prevent, Protect and Prepare).
- Assisting in the prioritisation of risk to enable informed operational resourcing from the police, and to inform future actions from the modern slavery partnership.

This document is a product of that process, and the learning that took place by conducting it. Through this guide we hope to provide a resource that can be used to inform similar activities by partnerships around the UK, and beyond.

## Method and Approach

Key to the development of the problem profile was access to data from statutory partners. The majority of our analysis was based on police crime occurrence and NRM data. Data was retrieved covering 2017-2019 and was designed to follow on from a previous police-produced modern slavery intelligence product. Following an initial drafting of the problem profile based on this data, a number of workshops were held with partners to review themes and to develop a partnership action plan. Additional information and data were provided following these workshops, including rich descriptive information in the form of case studies.

Partners were encouraged to challenge the problem profile based on their own experiences – recognising that organisations that interact with different aspects of anti-slavery work hold valuable contextual insights – such as practitioners working in survivor support settings. These discussions were used to negotiate access to additional data, and to develop joint actions to be taken forward in response to key challenges that partners identified. These qualitative insights were included alongside quantitative administrative data we received from police to inform our analysis.

In total we received over 300 rows of crime data from police. Data was pre-filtered by police analysts to remove confidential details. We conducted further cleaning to ease our analysis – such as removing/merging duplicate entries and normalising some field values. For example, based on descriptive information provided we disaggregated data by 'primary and secondary exploitation types' to provide greater nuance in our analyses. Microsoft excel was used as the primary tool to analyse the data.

The remainder of this guidance document is structured according to that of the Problem Profile developed in Nottinghamshire. We have replaced contextual data regarding the scale and nature of modern slavery in Nottinghamshire with guidance for those seeking to replicate or adapt the approach in their own locality. Some exemplar content is also included throughout.

## Step-by-step

1. Develop Terms of Reference for the partnership, and the Problem profile. A sample terms of reference for the profile is included in an appendix to this document.
2. Identify previous intelligence products and documentation that provide contextual insights into modern slavery for the locality you are focusing on.
3. Engage partners and identify like sources of data among partner agencies.
4. Negotiate access to key data sources, identifying any barriers to analysis.
5. Develop a timeline for the analysis of data analysis.
6. Analyse the data and develop the draft report.
7. Circulate draft to partners for consultation. This can include the identification of additional data, to map local assets, establish areas of focus, and to develop potential actions to address the issues identified.
8. Establish core themes to be addressed by mitigating actions, and plan workshops with smaller working groups within the workshop to co-create actions for the next 12-18 months. This can include identifying what resources are needed to complete the actions, and how those resources will be acquired/accessed. A sample workshop template is included in an appendix to this document.

# The Problem Profile Template
## *(Headings and Content Notes)*

## 1 Executive Summary

### 1.1 Key insights and inferences

> **Guidance notes**: The summary should reference relevant key facts and figures from your analysis to set-the-scene for the rest of the profile. This might include relevant numbers of recorded crimes related to modern slavery in your area, recent NRM statistics and any headline trends regarding the nature of exploitation taking place. This section might also highlight any gaps or limitations in the data you used to create the profile. We recommend formatting this section as a bullet-pointed list.

### 1.2 Recommendations and Priorities

> **Guidance notes:** Here is where you should introduce actions the partnership needs to undertake to address the priorities identified from the analysis of the data. These should be agreed with partners in advance.

**Example Recommendations**:
- Encouraging local business engagement, or engagement with organisations that are currently not represented in the partnership.
- Information sharing across agencies (for example, where there is not a shared understanding of care requirements and the victim journey).
- Reviewing expertise within the partnership and identified skills and knowledge gaps (for example in response to new or emerging threats in the area).
- Specific actions focused on themes emerging from the data analysis (such as different types of exploitation), specific training needs, requirements for stronger multi-agency working, etc.

### 1.3 Intelligence Gaps

> **Guidance notes:** In this section, you may choose to include information related to challenges and threats where there is little data or information available to inform your work. A number of examples of potential intelligence gaps are provided below. We recommend you present this section as a bullet-pointed list.

**Example Gaps**:
- Commentary on the suitability of the data used to complete the analysis (is it complete? Up to date?)

- Information on the availability of emergency accommodation for victims in your locality
- Information on survivor outcomes post-NRM.
- The quality and quantity of information available through mechanisms such as MS1 referral forms, which may contain valuable intelligence on exploitation cases where victims elect to not be referred through the NRM.
- Intelligence on the specific nature and scale of exploitation in neighbouring localities.
- Missing or inconsistent descriptive information from data sources (such as police crime records or NRM forms).
- Etc.

## 1.4   Threat and Risk Assessment

**Guidance notes**: Here you might want to summarise in a table key risks identified throughout developing the problem profile and intended measures to address them.

**Example risk table, and an example risk and mitigation action:**

*Table 1: risk and threat assessment*

| Risk Identified | Description and Mitigation Actions |
|---|---|
| Submission and quality of MS1 forms | • There remains a paucity of MS1 submissions from across the county.<br>• Where MS1 forms are submitted they rarely contain enough information to be considered useful. Most forms are submitted containing only the most basic information, with little (if any) context on the victim, location and nature of the potential exploitation.<br>• Additional emphasis is needed to raise awareness of the importance of MS1 forms in helping to establish the local intelligence picture, and to establish what information should be included to make them more useful – particularly in cases where the potential victim does not consent for additional information about themselves to be included.<br>• To address this, the co-development and dissemination of a partnership guidance document on the completion of MS1 forms is recommended, with particular emphasis on ensuring the inclusion of pertinent contextual and descriptive information. |
| Etc. | |
| Etc. | |

## 2   Introduction

### 2.1   Rationale

**Example Text:** This document was commissioned by the Nottingham and Nottinghamshire Modern-Slavery Partnership group (NNMSP) and produced by the University of Nottingham's Rights Lab in collaboration with Nottinghamshire Police. The report was initially built on a police overview of modern slavery and data from Nottinghamshire Police crime reports. This was provided for review by both the modern slavery partnership and the police themselves to inform future activity across the four Ps framework - Prevent, Prepare, Protect, and Pursue. The report, and its underpinning analysis, has been augmented through a series of workshops on agreed local themes with members of the partnership, and via a number of one-to-one conversations with local support providers. This adds a broader understanding of the modern slavery problem in Nottinghamshire but also highlights the local assets and resources that are available to address the problem. It also identifies gaps in those resources and makes recommendations for overcoming those gaps. This resilience map of assets is hoped to become an ongoing and collaborative process, gradually incorporating data from additional organisations connected to the modern slavery partnership and enabling regular updates.

The report builds upon previously commissioned documents that established a regional picture or that provided a threat and risk assessment as to the scale and nature of modern slavery in Nottinghamshire.

### 2.2   Aim

**Example Text:** The problem profile aims to create insight and make judgements based upon an analysis of existing police crime data, and data derived from (anonymised) NRM referrals. The report seeks to inform police and partner decision-making and action planning by:

- Providing contextual insights into the specific nature and scale of modern slavery offending in Nottinghamshire, alluding to current and emerging criminal trends and threats.
- Identifying potential intelligence gaps and highlighting opportunities for collaboration with partner organisations to contribute additional details that may illuminate previously unknown or misunderstood issues.
- Highlighting key regional vulnerabilities.
- Providing recommendations and mitigation actions that highlight opportunities for police and partners to undertake activities aligned to the national Modern Slavery strategy (Pursue, Prevent, Protect and Prepare).
- Assisting in the prioritisation of risk to enable informed operational resourcing from the police, and to inform future actions from the modern slavery partnership.

## 2.3 Methodology

**Example Text:**
Data Sources: The following data was included for analysis within the report:
- Police crime occurrence data from between Date X and Date Y.
- NRM data from between Date X and Date Y.
- Other administrative data sources.
- Case studies based on additional information from the Police (or other partners)
- Collated feedback from four partnership workshops.[2] These covered:
  - Assets, Accommodation and Survivor Support
  - Child Criminal Exploitation and County Lines
  - Emerging Threats and Trends
  - Communicating with Communities
- One-to-one interviews and reports provided by a number of non-statutory partnership members.

Analysis: Data from these sources was analysed using both qualitative and quantitative methods. Quantitative data was visualised using charts and tables throughout the report to establish trends and high-level statistics, and a full set of data tables is appended to the report. Qualitative analysis was undertaken where possible to uncover further contextual information within patterns of offending, such as the modus operandi of perpetrators, victim profiles, and to present illustrative case studies based on real occurrences. In instances where case studies are included real names have been removed and replaced. Additional care was taken to ensure case studies were appropriately anonymised.

## 2.4 Definitions and Additional Context

## 2.5 Guidance on Handling

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[2] Further information on conducting workshops with partners is included later in the report. The themes cited as examples are contextual to the actual data analysis we undertook.

# 3   Partnership Progress

# 4   Partnership Priorities

**Example Text:**

Assets, Accommodation and survivor Support
**Assets and vulnerabilities:** Key assets were highlighted in relation to the survivor support services delivered by organisations A and B, as well as the work to identify and safeguard victims by the Local Authority. Support and insights available through other local community organisations, but not those directly working on modern slavery, were suggested as other assets. This included the organisation C and domestic abuse support organisations, where training could be provided, but could also be enhanced based on their experiences. Vulnerabilities that were raised focussed on people falling below local authority support thresholds and whose responsibility it is to ensure that these people are not left to become more vulnerable. There was concern raised about inconsistent practice/standards, while many practitioners remain unable to deal with the complex issues related to modern slavery e.g. substance misuse, meaning people are not receiving adequate support. In addition, there is a lack of available, or pro-bono, legal advice e.g. to help people navigate complex immigration status/laws, and a lack of mental health support.  Support was identified through organisation D but it was noted that many people can be reluctant to start support when they expect to leave the NRM soon – this also raised the issue that people entering the NRM need to be given a clearer indication of the time the process can take, and that it is usually a lot longer than expected.

**Priorities & Actions:** This issue was highlighted as a priority to be addressed, with awareness of the NRM timeframe made part of the informed consent to help reduce the mental health impact on survivors. Underlining the importance of informed consent, along with the need to deliver the good practice outlined in the Survivor Care Standards, was also recommended as a priority. The need for multi-agency approaches still needs to be emphasised due to their

still being a tendency to work independently. It was suggested that joint training with agencies could allow for a better understanding of each other's barriers helping to achieve a more holistic approach to all activity, but notably to survivor care. With regard to training, there was an action to adapt training to clearly identify what duties organisations must adhere and what other support is available to them e.g. what to do if someone doesn't meet a threshold. The referral pathway also needs to be promoted widely and should be developed further.

## 5   Core Trend Analysis

**Guidance Notes:** This is main body of the report where you should present data from your analysis. We suggest providing combining statistical data in the form of charts with contextual analysis on the nature of offending and exploitation in your locality. It can include descriptive analysis of typical victim and offender profiles, common sectors of exploitation and other details that might be useful to inform ongoing and future responses by organisations across the partnership. Data might also be used to show trends in reporting and referral by organisations in the partnership.

We recommend using Infographics and graphs complemented with descriptive information to illustrate key issues. You may find it useful to organise the data by exploitation type (labour, sexual, criminal etc.) whilst also providing more granular breakdowns by local area, and including analysis of specific trends or issues – particularly those that pick up on things that are not commonly or haven't previously been understood or recognised by organisations in the partnership.

Below are a number of areas you may wish to focus on with your analyses.

**Example areas of focus:**
- National picture (NRMs by nationality, exploitation type, significant temporal trends, basic analysis of other relevant trends – such as increases in prevalence of specific exploitation types, or involving certain nationalities, gender breakdown, etc.)
- Depending on the data available, it may appropriate to conduct separate analyses on different data sets where it is not possible to reconcile overlaps or duplication between the data collected by various organisations.
- Overview of local picture (NRM referral numbers, by nationality, exploitation type, etc.). Depending on the data you have available, it may also be appropriate to compare recorded crimes with numbers of recorded victims, etc.)
- Temporal trends in exploitation (by year, quarter etc.) depending on information available.
- Local data broken down by exploitation type (it may be possible to drill down to show high-risk or problem sectors). You can also break down in detail any trends or anomalies based on descriptive data, if available.
- Breakdowns in suspect/offender profiles per exploitation type.
- Breakdowns in victim profile per exploitation type.

## 5.1 The National Picture

**Example text and structure:**
- Across the UK (England, Northern Ireland, Scotland and Wales) 10,627 PVoTs were submitted to the NRM in calendar year 2019, representing a 52% increase on the 6,993 referrals made in 2018.
- Nationally, PVoTs from UK, Albania and Vietnam were the three most common nationalities to be referred into the NRM.
- There continues to be a marked rise in the number of victims from the United Kingdom, with the figure increasing by 75% (2,836 compared to 1,625 in 2018) following a near 100% increase on the previous year (820 in 2017).
- UK nationals represent 27% of referrals, while the other EU countries make up around 8%, and the majority, 64%, come from non-EU countries.
- Labour exploitation continued to be the most common form of exploitation for both adults and minors across the whole year. However, from 1$^{st}$ October 2019 criminal exploitation began to be recorded separately from labour exploitation. Since this point criminal exploitation was found to be the most common form of exploitation for children, but labour exploitation continued to be the most common form for adults.
- In 2018, there was a significant increase of 48% (3,137) in the number of children referred to the NRM, with children accounting for almost 50% of NRM submissions that year. Whilst the total number of children referred has again increased by a similar amount (45%) in 2019, the proportion compared to adults has reduced slightly to 43% (4,550).
- Increases in both child and domestic referrals have been linked to the continued increase in 'county lines' drug trafficking, in which children are groomed and recruited into the distribution of illegal narcotics around the country.

## 5.2 The Local Picture

**Example structure:**
- Indicate time period data is presented for, and what that data consists of
- This may include numbers of recorded victims, crime recorded or other contextual information.
- High level breakdowns by exploitation type.
- It may also be useful to provide additional breakdowns by exploitation type under new subheadings (e.g., 5.2.1 Labour Exploitation, 5.2.2 Criminal exploitation, etc.)

# 6 Mapping Exploitation

**Guidance Notes:** If relevant information is available in the data you have access to it may be useful to map exploitation by geography (such as postcode area). Tools such as Wikimedia Open Commons and Open Street Map can be useful to retrieve maps which can be coded and coloured to create infographics.

You may also find it useful to create several maps to represent different forms of exploitation, temporal shifts, or other trends.
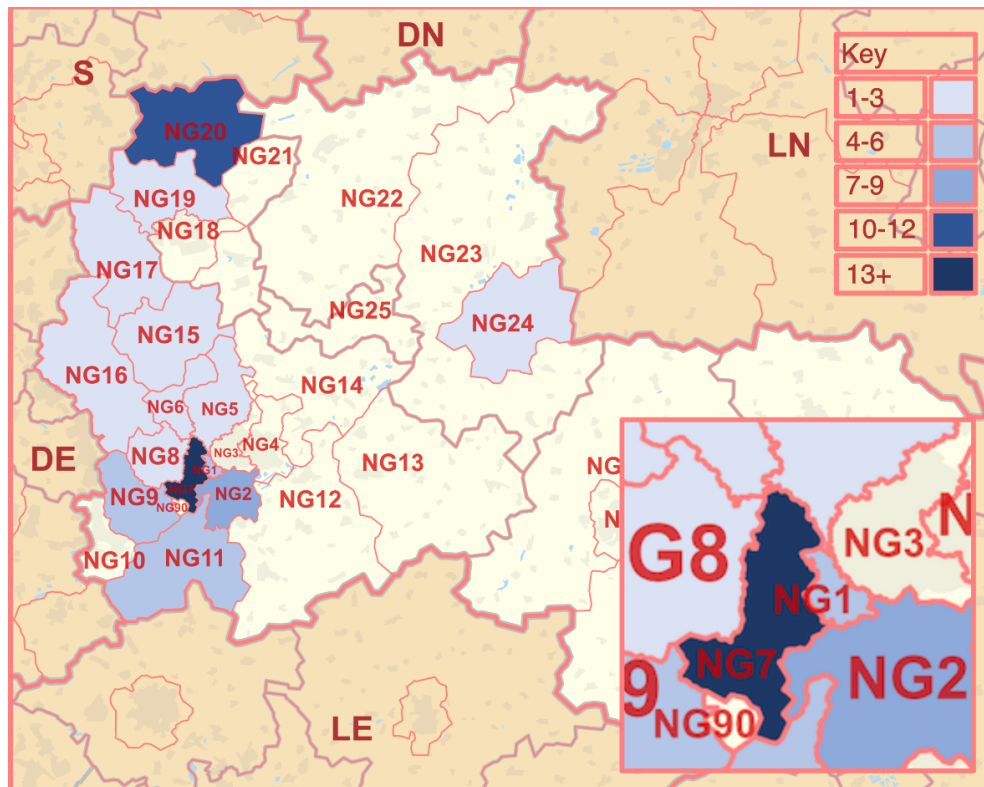


*Figure 1: Example map graphic (coloured to represent prevalence) – not based on real data*

# 7 In Focus - what exploitation is evident

**Guidance Notes:** In this section we recommend taking the results from section 5 and discussing in detail the different types of exploitation that are evident, and the implications of this. You may also be able to reflect on inputs from other partners who can corroborate or provide alternate perspectives. You can also discuss whether access to additional data sources could provide additional insights into lesser understood areas. It may also be useful to illustrate particular topics using short case studies.

# Example Terms of Reference for Conducting a Problem Profile

1. This work will facilitate the [Region's] first regional multi-agency modern slavery 'problem profile' with contributions from a range of stakeholder organisations including police, local government, NGOs and the Gangmasters Licencing and Abuse Authority.

2. In this case, we refer to 'multi-agency' to refer to both statutory, non-statutory and third sector organisations who are engaged with anti-slavery work at the [Level at which the profile is being conducted at] level across the [Region].

3. The problem profile will be structured according to APP guidance to provide a greater understanding of emerging trends, priority locations or other identified high-risk issues related to modern slavery across the [Region] – incorporating additional elements including. education and safeguarding ensuring that content covers the full spectrum of slavery associated risk and anti-slavery activities undertaken by partners.

4. Content will cover all elements of the 4Ps strategy: Pursue, Prevent, Protect and Prepare.

5. It will be used as a means to coordinate intelligence inputs from [data contributors] and force level inputs on modern slavery, human trafficking and county lines, avoiding duplication of effort, and supported by the [name of the modern slavery partnership / group undertaking the profile].

6. It will serve to further develop capacity for local stakeholders to work in partnership against modern slavery across the [Region], as a blueprint which other regions can use create their own problem profile.

7. The profile will provide a detailed regional threat and risk assessment. These will be assigned, managed, updated and mitigated within the relevant existing partnership structures, and taken forward as actions within these structures' existing action planning frameworks.

8. [*If funding is being sought*] Members of the [name of the modern slavery partnership / group undertaking the profile] will seek to establish funding to facilitate the development and ongoing upkeep of a [Region] problem profile, either through mainstream funding or through other via other funders. Models for this approach could vary but may take the form of discrete, funded projects between subsets of collaborators within [name of the modern slavery partnership / group undertaking the profile].

9. [Lead organisation for the profile] undertakes to coordinate development and provide academic input and analytical support for the initial phases of the profile planning and development – working closely with [name of key partners or the modern slavery partnership / group undertaking the profile].

10. [name of key partners or the modern slavery partnership / group undertaking the profile] will seek to identify other collaborations – particularly in circumstances where there is opportunity to pursue funding to support and resource ongoing work, and integrate additional value-adding disciplinary expertise, with institutions across the [Region].

# Example Partnership Workshop Template

**THEME 1: E.G ACCOMMODATION AND SURVIVOR SUPPORT**

| ACCURACY OF THE PROFILE | SUGGESTED PRIORITIES / ACTIONS |
|---|---|
| - Does the information presented reflect your experience?<br>- How can it be improved? | - Based on the profile and/or your experience, which areas of activity should be prioritised? |

| ASSETS & VULNERABILITIES | POSSIBLE PARTNERS/TARGET GROUPS |
|---|---|
| - What vulnerabilities exist in your area? (related to section below)<br>- What assets exist that address these vulnerabilities? | - Who should we engage to address vulnerabilities and to help with the priority activities?<br>- Who should activity be targeted at? |

| WHAT ARE THE LOCAL SURVIVOR SUPPORT NEEDS? | |
|---|---|
| - What gaps or issues in service currently exist?<br>- What assets exist to address the need?<br>- What options exist for improved services?<br>- Can regional cooperation help improve services? If so, in what way? | |