



UNDERGROUND LIVES

Homelessness and Modern Slavery in London

OCTOBER 2019

FOREWORD

Modern slavery is a horrific crime that turns a profit from the brutal exploitation of vulnerable people. In 2018, nearly 7,000 men, women and children were identified by First Responder organisations suspected to have been sold for sex, forced labour, forced to commit crimes or held as slaves in people's homes. Tens of thousands more people are believed to remain trapped in the UK. Victims of modern slavery have suffered unimaginable trauma at the hands of their exploiters. Psychological manipulation, starvation, degradation, violence, abuse and rape are just some of the control mechanisms that are regularly used to force people into compliance to profit a trafficker.

In their effort to escape their exploiters, victims of modern slavery often find themselves homeless and may have no other option than to sleep on the streets. Rough sleeping bears a great mental toll and a new host of threats, but it also brings with it a renewed risk of re-exploitation: Traffickers who prey on the most vulnerable regularly target people sleeping on the streets and survivors of modern slavery who exit the support provided under the Victim Care Contract - National Referral Mechanism (NRM) once again find themselves at risk of homelessness and exploitation. This vicious cycle of homelessness and exploitation can be very difficult to break out of and this research identifies that more needs to be done to identify those at risk.

At Hestia, we have supported hundreds of people who found themselves on the streets after escaping exploitation, including pregnant women. As the largest support provider for adult victims of modern slavery in the country, we are dedicated to understanding the needs and vulnerabilities of survivors to ensure they are supported and protected and we champion change to best support them.

With this report, we aim to give a voice to people who have survived the dual experience of escaping exploitation and sleeping rough. They told us of the barriers they faced to seeking help, the fear and mistrust, the loneliness and the shame. They also told us what they feel should happen to enable people under these circumstances to access the support they truly need.

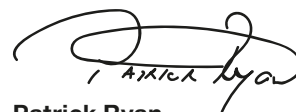
This report attempts to estimate the scale of rough sleeping and modern slavery in London with the limited data available. The findings are sobering. The most conservative estimates find that nearly one in ten people sleeping rough every year on the streets of London have been exploited in modern slavery. But this report also highlights the huge opportunity to protect and support these vulnerable men and women on their journey off the streets and onto the road to recovery.

Three key priorities emerge from our research. Firstly, we need to better understand the scale of vulnerable people who experience both rough sleeping and modern slavery in the UK. An up-to-date prevalence study on modern slavery in the UK is urgently needed, as is systematic data collection of homelessness and modern slavery around the country. We need more effective local responses to identifying victims of modern slavery amongst homeless people, including people sleeping rough. Lastly, we need to find solutions through partnership working. There is a particular opportunity to forge closer collaboration between grass-roots and religious organisations and local authorities, and together engage civil society in combatting modern slavery.

Hestia is committed to doing its part. With funding from the Department of Digital, Culture, Media and Sport, we are embarking on a new partnership with the homelessness charity Crisis and other partners to better understand the scale of homelessness and modern slavery affecting women in England, Wales and Northern Ireland. Through this partnership we will be delivering specialist training to homelessness charities across the country to develop their capacity to identify and respond to victims of modern slavery. Hestia and our partners BAWSO and Belfast Women's Aid will provide specialist support to women affected by homelessness and modern slavery and Shared Lives Plus will help us develop and pilot new housing solutions in London.

Hestia has also developed new training on homelessness and modern slavery that we are delivering to Local Authorities in England with funding from the Ministry of Housing, Communities and Local Government.

We hope that this report will inspire Local Authorities across the UK, as well as homelessness, grass-roots and religious organisations, to find solutions to support survivors of modern slavery to escape homelessness and prevent re-exploitation.



Patrick Ryan,
Chief Executive, Hestia

UNDERGROUND LIVES: HOMELESSNESS AND MODERN SLAVERY IN LONDON

METHODOLOGY

This report draws together:

- ▶ Analysis of available data on rough sleeping and modern slavery from the National Crime Agency, Ministry of Housing Communities and Local Government and the CHAIN homelessness database;
- ▶ Review of available literature;
- ▶ Interviews with 12 Hestia clients who have experienced rough sleeping and modern slavery; and
- ▶ Consultation with advocates from Hestia's Modern Slavery Response Team and the Post NRM support - Phoenix Project.

KEY FINDINGS

- ▶ Conservative estimates show that nearly one in ten adults who slept rough in London over the last year had been exploited for modern slavery, when they would be entitled to safe accommodation under the NRM and protected from the risk of re-exploitation.
- ▶ Existing pathways out of homelessness are not suited to the needs of adult victims of modern slavery who are sleeping rough.
- ▶ Local Authorities currently refer some of the fewest numbers of adult victims of modern slavery into the NRM out of First Responder organisations.
- ▶ Understanding the relationship between homelessness and modern slavery can enable Local Authorities to develop local partnerships to better meet their statutory duties and help victims of modern slavery break out of the cycle of homelessness and exploitation.
- ▶ Faith and religious organisations are the first and often only port of call for survivors of modern slavery sleeping rough who are looking for support. Together with homelessness charities and grass-roots organisations, they can play a key role in helping victims of modern slavery who are sleeping rough to access housing and support.

HESTIA'S MODERN SLAVERY RESPONSE TEAM

Since 2011 Hestia has supported over 3,000 victims of modern slavery and over 1,000 dependent children. Hestia is the largest support provider for adult victims of modern slavery in the UK. We provide safe houses in London and Kent, as well as a pan-London outreach service working in every London borough.

We work closely with The Salvation Army to deliver support to adult victims who have been referred into the National Referral Mechanism (NRM) and who have chosen to be supported by the Home Office funded Victim Care Contract.

In addition, we have pioneered volunteer-led, long-term support to victims of modern slavery focused on their recovery and integration into their local communities. We do this in partnership across London with the British Red Cross, and in Croydon with Croydon Council.

THE LINK BETWEEN HOMELESSNESS AND MODERN SLAVERY IN THE UK

Recent studies led by the voluntary sector have started to shine a light on the relationship between homelessness and modern slavery in the UK.

The factors that can increase the risk of homelessness and those that increase the risk to modern slavery are often the same. They include poverty, family breakdown, substance misuse, experience of abuse and insecure immigration to name but a few.

The majority of people supported by Hestia's Modern Slavery Response Team have experienced some form of homelessness, including living in temporary accommodation, hidden homelessness, and rough sleeping. All of these types of homelessness present risks to the health and wellbeing of survivors and can increase their likelihood of re-exploitation. However, studies by Crisis, the NHS and others have found that rough sleeping poses a particularly high risk of exposure to violence, ill health or even death.



Below are some examples of homelessness experienced by survivors of modern slavery supported by Hestia. The definitions provided are drawn from those developed by the homelessness charity Crisis. Names have been changed.

Type of Homelessness: **Temporary Accommodation.**

Definition: Temporary accommodation might include night / winter shelters, hostels, bed and breakfasts, women's refuges and private and social housing

Example: Hoa, *survivor of domestic servitude from Vietnam*

Hoa is a survivor of modern slavery from Vietnam. She has recently received refugee status and approached her local authority for accommodation. She feels a strong connection to the borough she has lived in for the past three years and where she gets good mental health

support. Hoa was told she would be temporarily housed in a bed and breakfast due to lack of housing in the area. Hoa has been there for over four months. Every month she has to take all of her belongings back to the council as she waits to hear if she will be given accommodation. However, each time she has to change to a bed and breakfast in another area. Hoa does not have access to a kitchen so is unable to cook any food or wash her clothes. She is struggling to afford to eat and travel to her mental health appointments and to college. She has no idea how much longer she will be housed in a bed and breakfast.



Securing safe, secure and suitable accommodation for victims of modern slavery whom we support is at the core of our advocacy provision both within and outside the NRM. The journey to recovery cannot begin until this accommodation has been secured. Our advocates also

rely heavily on the invaluable resource provided by The Salvation Army's Victim Care Fund to enable survivors of modern slavery to finally feel at home, for example, by sourcing homeware, bedding, cots, laptops or other items key to their home life and recovery.

Type of Homelessness: Hidden Homelessness.

Definition: Hidden homelessness might include people who are dealing with their situation informally, for example by staying with family and friends, sofa surfing, living in unsuitable housing such as squats, sleeping in churches, in people's sheds or on their kitchen floors etc.

Example: Jasmine, *survivor of sexual exploitation from the Philippines*

Jasmine is from the Philippines. She is a victim of sexual exploitation and is severely traumatised. She was recently offered NASS accommodation in Cardiff but she was extremely scared of being

alone as she has a strong network of friends in London so she refused this accommodation. Jasmine has been staying with friends, sleeping on the sofa or on the floor. However, each house is extremely overcrowded and she is only able to stay for a few days before she has to find somewhere else to stay. She is exhausted and her mental health is rapidly declining but with her only support network in London she feels it is better to stay than to go to Cardiff.



Type of homelessness: **Rough Sleeping.**

Definition: Sleeping on the streets. This might also include sleeping in public transport, in tents or cars.

Example: Michael: *Survivor of sexual exploitation from Ghana*

Michael grew up in poverty in a single parent household. When he was twenty years old, a friend of the family promised to take him to London for a better life.

In London, Michael soon found out that he had been sold into slavery. He was moved from house to house by two men and forced to sleep with older women. He was given drugs and alcohol and he was beaten whenever he refused to comply.

Michael was sexually abused for six years before he saw an opportunity to escape. One of the women he was forced to sleep with promised to help him if he agreed to live with her. On the way

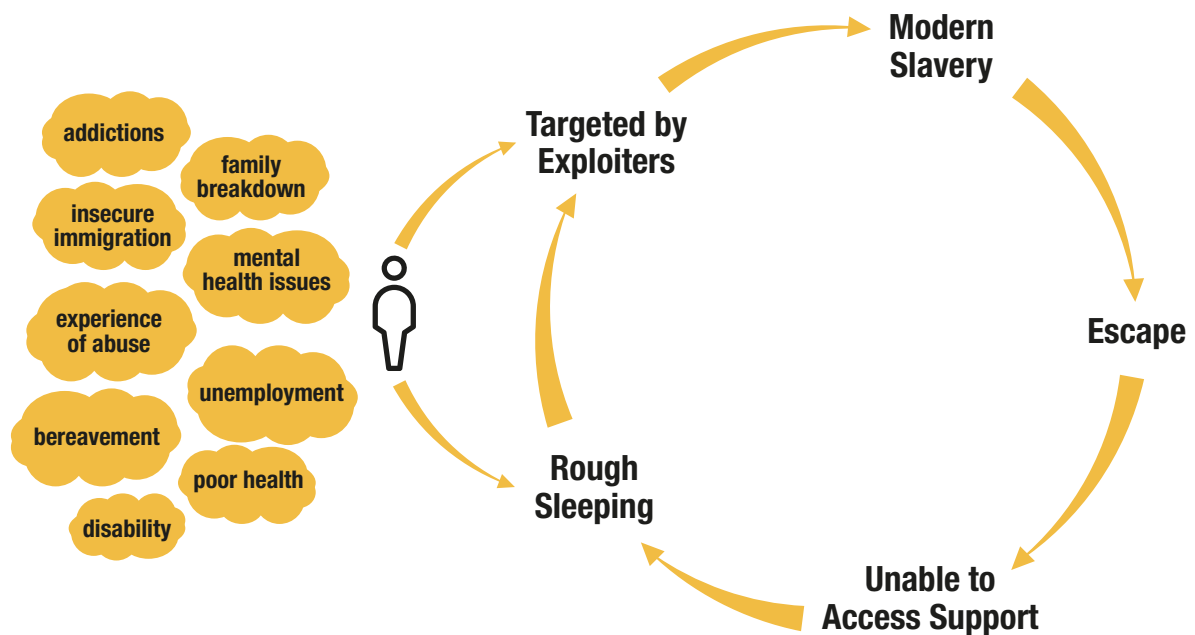
to her house, Michael told her he needed the toilet and managed to escape at a service station. He flagged down a car and made his way to London.

In London, Michael had to sleep on the streets. He had no money and was desperate to contact his mother. Another homeless man told him he could find work in Peckham. That job consisted of cleaning a shop in exchange for sleeping on the floor. Michael met his future wife while she was also sleeping rough. Together, they slept on the shop floor and took on more cleaning jobs until they could afford to rent a room in Hackney. Michael was referred to Hestia when a pastor recognised his experience as slavery and helped him contact The Salvation Army.

The majority of studies on homelessness and modern slavery in the UK have focused on rough sleeping.

In 2017, a first study commissioned by the then Independent Anti-Slavery Commissioner, Kevin Hyland, and conducted by the homelessness charity The Passage in 2017 revealed how people sleeping rough in London are targeted by traffickers and unethical employers who take advantage of their vulnerabilities to exploit them for financial gain. Equally, survivors of modern slavery are vulnerable to rough sleeping and other types of homelessness when they escape their traffickers as well as when they exit NRM provision.

We now understand how people experiencing homelessness and victims of modern slavery can get trapped in a vicious cycle, whereby they find themselves sleeping rough on the streets and subjected to exploitation again and again. This report focuses on the experience of sleeping rough as the form of homelessness that poses the greatest risk of re-exploitation for survivors of modern slavery.



Hestia's recent research found that 54% of male victims of modern slavery had slept rough prior to entering the NRM and our services, while 16% of pregnant victims of modern slavery whom we supported had slept rough after escaping their exploiters.

Our report on pregnancy and modern slavery found that women often took the decision to escape whilst pregnant to protect their unborn child from their exploiters. The urgency of that escape meant that these women often found themselves on the streets. As a result, the rate of rough sleeping amongst pregnant women is likely to be higher than the rate of rough sleeping amongst female survivors of modern slavery as a whole.

However, we still lack systematic data collection to help us understand the scale of exploitation amongst people experiencing homelessness. This study focuses on the experience of rough sleeping amongst victims of modern slavery in London.

AN ESTIMATE OF ROUGH SLEEPING AND MODERN SLAVERY IN LONDON

While London accounts for only 13% of the UK's population it has the largest population of rough sleepers in the UK. Latest data from the Ministry of Housing, Communities and Local Government (MHCLG) estimates that 27% of the UK's rough sleepers are on the streets of London. According to the homelessness database CHAIN, a total of 8,855 people slept rough in London during 2018/19, an increase of 18% compared to the year before. Of those, 84% were men.

The number of victims of modern slavery are also disproportionately found in the capital. According to data from the Metropolitan Police's Anti-Slavery and Kidnap Unit (now Specialist Crime – Vulnerability Unit), a total of 2,308 referrals of potential victims of

modern slavery into the NRM came from London in 2018. This constitutes a third of all referrals into the NRM for the year.

1/3 of referrals into the NRM come from London

According to the UK's first Anti-Slavery Commissioner, Kevin Hyland, the percentage of people being exploited in London is likely to be disproportionately higher to the rest of the country due to the capital's population, busy airports, big economy and immense demand for illicit services.

We currently rely on data for referrals into the NRM for our understanding of the demographics of victims of modern slavery living in the UK. However, these referrals may only represent the tip of the iceberg. A Home Office study in 2013 estimated that there were 13,000 victims of modern slavery in the UK at any one time. However, the National Crime Agency estimates that the numbers of victims are increasing year on year, and a more recent study conducted by the Global Slavery Index in 2018 calculated the number of victims living in the UK on any given day at 136,000.

13,000 victims of modern slavery in the UK by Home Office estimates.

136,000 victims of modern slavery in the UK by Global Slavery Index estimates.

For the purpose of this report we have used the most conservative estimate provided by the Home Office to estimate the number of victims of modern slavery likely to be sleeping rough in the capital.

NRM data indicates that 55% of victims of modern slavery are adults. If we assume in line with NRM data that London accounts for a third of victims of modern slavery in the country, there could be 2,359 adult victims of modern slavery in the capital at any time.

In 2018, 60% of total referrals into the NRM nationally were for men. Hestia's research with male victims of modern slavery showed that 54% had slept rough prior to entering the NRM. This research looked at the experiences of 214 clients in our service in 2018. We have yet to conduct a similar scale research for our female clients. In order to estimate the cohort of female victims of modern slavery who are likely to have slept rough for this research, we consulted with advocates from Hestia's Modern Slavery Response Team and Hestia's Phoenix Project.

Hestia advocates provide 1-to-1 support to victims of modern slavery over several months under the VCC, and often several years. During the initial risk assessment with clients, Hestia advocates enquire about experiences of homelessness. Over the course of their developing relationship, clients will also confide their traumatic experiences to their advocates. It is possible that not all experiences of rough sleeping will be disclosed, however, it is likely that the majority of such experiences are disclosed to Hestia advocates.

54% of male survivors of modern slavery supported by Hestia had slept rough.

5.2% of female survivors of modern slavery supported by Hestia had slept rough.

Our consultation with Hestia advocates indicated a much lower incidence of rough sleeping amongst women who have escaped modern slavery compared to men. The advocates we consulted for this report support a total of 95 female clients. Amongst this sample, 5.2% had experienced sleeping rough. Hestia advocates told us that sofa surfing is a much more common type of homelessness amongst women who escape modern slavery. The women who have experience of rough sleeping after escaping modern slavery also tend to spend fewer nights on the streets compared to men. Whilst this means women are less exposed to the dangers of rough sleeping, they can also be less visible and be "hidden" from the services that can help them.

Based on conservative estimates available today, at least 813 victims of modern slavery are likely to have slept rough in London in 2018. This represents 9.2% of the nearly 9,000 people sleeping rough in London over the past year. Yet if true prevalence of modern slavery in the UK is closer to the numbers determined by the Global Slavery Index, the scale of the challenge could be considerably higher.

Nearly 1 in 10 rough sleepers in London over the past year experienced modern slavery based on conservative estimates of the prevalence of modern slavery.

*The detailed workings are in **Appendix 1** of this report.*

HEARING FROM SURVIVORS OF MODERN SLAVERY AND ROUGH SLEEPING IN LONDON



Methodology

We spoke with twelve survivors of modern slavery who had experienced rough sleeping before entering the NRM to understand the barriers to seeking help in these circumstances.

The questions were framed in the third person, with interviewees being asked what other survivors of modern slavery who become homeless are likely to do to seek help. This was done to enable survivors to present their views without having to describe their own traumatic experiences unless they wanted to. The interviews were conducted by the survivors' case workers, because they have an existing relationship of trust with their clients. Six men and six women agreed to be interviewed.

Finding support

We asked interviewees whether a victim of modern slavery who was homeless was likely to know where to go for help.

All survivors told us that a person in those circumstances would not know where to go for help.

“When I arrived in the UK I was homeless and I was so worried about where to go and who would help me.”

“No, when I was homeless I didn’t have any information.”

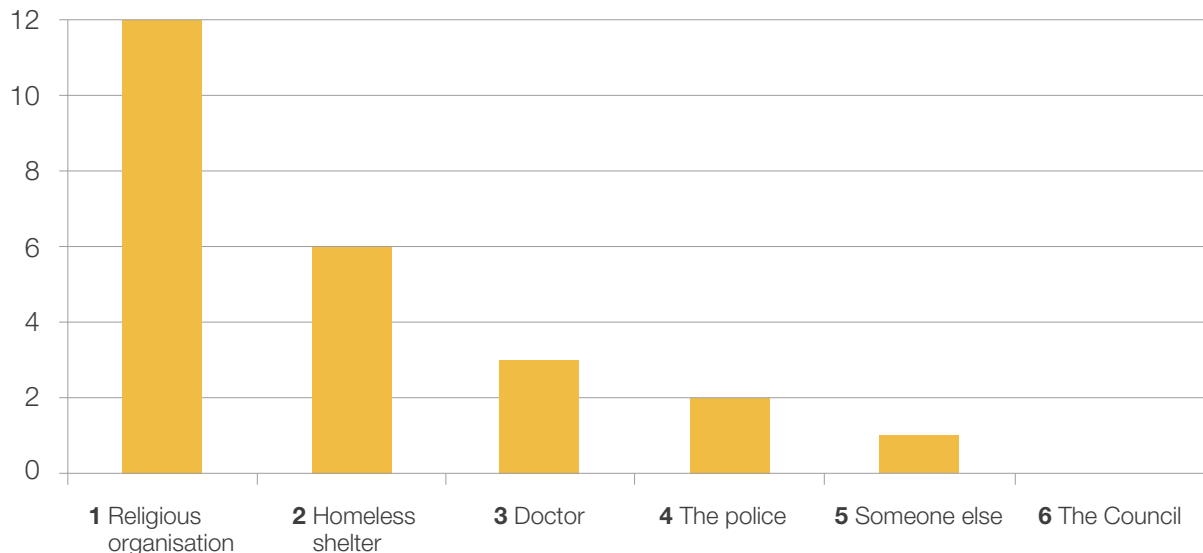
We presented interviewees with a range of possible options from which a victim of modern slavery who was homeless might seek help and asked them how likely these options were to be used by a person in those circumstances.

Likely avenues of seeking help by survivors of modern slavery experiencing homelessness ranked in order of preference:

1) All interviewees told us that a victim of modern slavery who was homeless would approach a church / mosque / or other religious organisation for help, if they knew where to find them.

“I approached the church for help and they helped me. I thank God for guiding me to that church as they called The Salvation Army and they helped me.”

Where would a survivor of modern slavery who is experiencing rough sleeping go to seek help?



"I believe church is easier - that was my experience - I was going to church to get connected to God. But it was not easy, as you don't trust anybody; it was hard for me to express the challenges I was facing. It was the second church I went to who had a pastor appointed for the homeless."

2) Half of interviewees told us that a victim of modern slavery who was homeless would not speak to someone working at a homeless shelter or to an outreach worker. Three interviewees told us that a person in those circumstances would be unlikely to know where to find a homeless shelter and three people told us they would speak to someone from a homeless shelter if they knew where to find one.

"I wasn't aware of any homeless charities when I was on the streets just the place I sometimes went for hot food, the staff were always different so I wouldn't tell them anything."

"I never met a case worker from a homeless charity."

"When you are in that experience you do not know how to get the services."

3) Three survivors told us that a victim of modern slavery who was homeless would or might approach a doctor for help.

"No, my GP was male and I would never tell him anything."

"I believe the answer is no as they don't trust anybody, according to my experience."

"Maybe my doctor because she is really nice, she helped me get counselling."

4) Only two survivors told us that a victim of modern slavery who was homeless would or might approach the police for help.

"No they would be too scared of police."

"Maybe, it depends on the person's circumstances. If they've been in trouble with the police before they'd be too scared."

5) Only two interviewees told us that a victim of modern slavery who was homeless might approach someone else for help.

"I spoke to a stranger although I knew it was too dangerous. People shouldn't do that. I was desperate."

6) All survivors told us that a victim of modern slavery who was homeless would not approach the council to make a homeless application.

"No. [victims of modern slavery wouldn't go to the council if they were homeless]. When I moved out of my house [after exit from the NRM when client had to leave the safe house], and had to ask to the council to help me I found the woman rude and each time I go there is very stressful. I didn't even know where the council was until my [Phoenix Project] case worker took me there."

"No, they would be too scared of being deported."

"No because how would I know I could trust them I wouldn't know them."

Barriers to seeking help

We asked interviewees what they thought were the barriers stopping survivors of exploitation who became homeless from seeking help.

All interviewees told us that fear was a barrier to seeking help for victims of modern slavery who were homeless.

Six interviewees named lack of information as a barrier to seeking help and five interviewees named lack of English as a barrier to seeking help.

Other barriers mentioned included low self-esteem, mental health, shame, mistrust, and fear of deportation.

“It really depends who you are to how you can get help. If I had status in the UK I would have told anyone and everyone about what had happened to me but I was too scared to speak to the above (police, council etc) because I thought I would be deported. That’s what my traffickers had told me and I was too scared.”

“Some people would struggle with the experience of what happened to them, they would be low and down and would take a lot of effort to motivate themselves. So the biggest barrier is your own mind.”

“I felt ashamed. I felt dirty. I felt like no one wanted to come near me and looked at me like I was nothing.”

Improving the experience for other survivors

We asked interviewees what they thought would make it easier for survivors of exploitation who became homeless to access accommodation.

All interviewees told us there was a need for greater availability of information and support, and in particular information that was readily available to people in those circumstances.

“More information. People to come onto the street and offer help to homeless people.”

“Someone to help me, I had no idea how to find a house or get any money for food. It was a really hard time. People told me there were shelters to sleep but no one told me where I could find them. More information to anyone on the street on how to get help.”

“From my experience, the charities should be open to everyone. [I was} turned away because of lack of address. Undocumented people should be free to go to the charities and get help. Sometimes the charities don’t have the money to run what you need. I tried many of them, a lot of them I can’t remember now... Many I tried. In the end Doctors of the World helped.”

NEW PATHWAYS TO SUPPORT – THE OPPORTUNITY FOR LOCAL AUTHORITIES

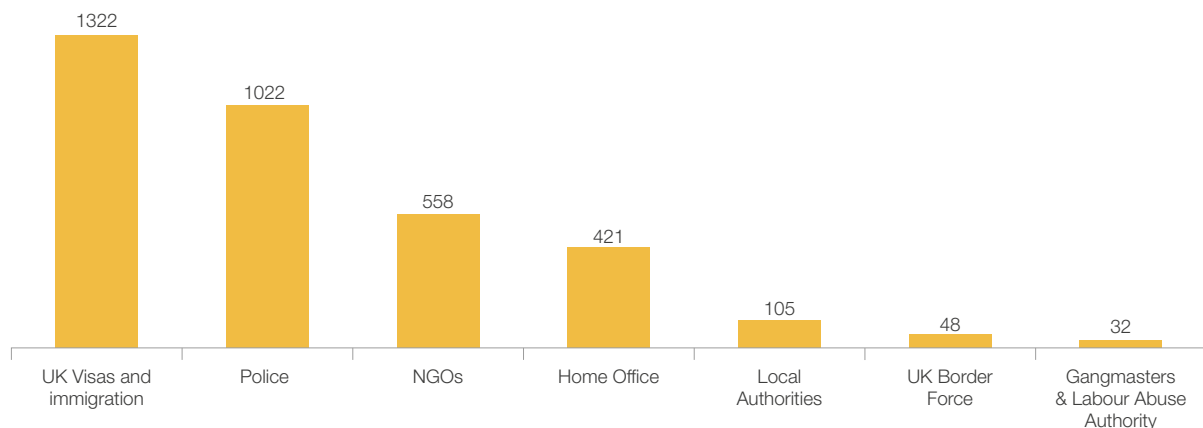
Local Authorities are the only First Responder organisations who also have the statutory duty to prevent homelessness. They are in a key position to coordinate the local response to both modern slavery and homelessness, and to do this at two critical moments of transition for victims of modern slavery: entering and exiting NRM support.

Local Authorities have a statutory duty to refer potential victims of modern slavery into the NRM. A person

entering the NRM is entitled to safe and secure accommodation as well as support to access their entitlements under the Council of Europe Convention on Action against Trafficking in Human Beings (ECAT).

The data for referrals into the NRM published by the National Crime Agency show that Local Authorities have some of the lowest numbers of referrals of adult victims of modern slavery amongst all First Responder organisations.

Number of adults referred into the NRM in 2018



However, Local Authorities have a good record of referring children who are potential victims of modern slavery into the NRM. Based on conservative estimates of victims of modern slavery using the Home Office

prevalence study data (2013), London Local Authorities successfully refer 20% of children who are victims of modern slavery into the NRM, yet account for less than 1.3% of referrals of adult victims of modern slavery.

	Conservative estimates of victims of modern slavery in London	London Local Authority Referrals into the NRM in 2018	London Local Authority Referrals into NRM as % total victims
Adults	2,360	31	1.3%
Children	1,931	387	20%

The accounts of victims of modern slavery in our service who were forced to sleep rough prior to entering the NRM reveal that the existing Local Authority pathway out of homelessness do not work for victims of modern slavery and highlighted opportunities for new pathways.

The number of vulnerable adults who could be helped to safety and support through new local pathways is significant, even when relying on conservative estimates of prevalence:

Top Ten London Boroughs for numbers of rough sleepers 2018/19*	Numbers of Rough Sleepers in 2018/19	Number of victims of modern slavery based on 9.2% experiencing both modern slavery and rough sleeping
Westminster	2512	231
Camden	815	75
Newham	612	56
City of London	441	41
Southwark	435	40
Ealing	382	34
Lambeth	363	33
Tower Hamlets	316	29
Islington	276	25
Croydon	274	25

* Data from CHAIN homelessness annual report published on Greater London Authority website 2018/19

* Data from National Crime Agency NRM statistics 2018/19

Reports from the The Red Cross, the Passage, City Hearts and Hestia confirm that victims of modern slavery are again vulnerable to homelessness after exiting the NRM. Under the 1996 Housing Act, Local Authorities have a statutory duty to prevent homelessness for eligible applicants. Subsequently, the Homelessness Reduction Act 2017 brought in new duties to prevent and relieve homelessness. There is now a new duty to prevent homelessness for all eligible applicants threatened with homelessness regardless of priority need. Guidance on homelessness and modern slavery published by the Ministry of Housing, Communities and Local Government in 2018 clarifies

that victims of modern slavery may have a priority need for accommodation under the Act.

The Ministry of Housing, Communities and Local Government (MHCLG) recognised that training for Local Authorities and frontline homelessness staff is vital in identifying and supporting victims of modern slavery experiencing homelessness. Funded by MHCLG, Hestia has started offering training on homelessness and modern slavery to Local Authorities Rapid Rehousing Pathway navigators and Somewhere Safe to Stay Hubs, voluntary organisations commissioned and non-commissioned homelessness services in England.

This work highlights how within each Local Authority there are a broad range of frontline staff who have opportunities for identifying victims and responsibilities for providing support. From environmental control and fraud departments, to housing and homelessness, safeguarding and social care, there are a wide range of professionals who regularly come across victims of modern slavery. They need to develop their capacity to recognise the risks and indicators of modern slavery and respond appropriately. At the heart of this is developing the understanding amongst Council staff of the needs and experiences of victims and of the barriers they face to seeking support.

"I came to this course because my supervisor suggested it. I was convinced you wouldn't change my mind. I come across people trying to trick the system all the time. Whenever I went into a flat and found all those people living there who weren't supposed to, I always thought they were illegal immigrants. I thought that's why they wouldn't make eye contact or refused to talk. It never occurred to me they could be victims. This training has opened my eyes."

Housing Benefits Officer

attending Hestia training for Local Authorities.

The Department for Culture, Media and Sports (DCMS) is now supporting Hestia in partnership with Crisis, Bawso, Northern Ireland Womens Aid and Shared Lives Plus to deliver training on homelessness and modern slavery for homelessness charities in England, Wales and Northern Ireland. This project aims to increase rates of identification of female survivors of modern slavery amongst women experiencing homelessness and create a database to capture the incidence of homelessness and modern slavery affecting women.

Local Authorities should also make use of the Adult Modern Slavery Protocol for Local Authorities developed by the Human Trafficking Foundation and London Anti-Slavery Working Group to ensure they understand their duties and responsibilities for protecting victims of modern slavery including their duties with regards to providing safe and secure accommodation. Training is only the first step for Local Authorities to begin developing suitable pathways both internally and externally with civil society, including grass-roots, religious and homelessness organisations.

In London some Local Authorities are taking further steps: they are establishing cross-sector partnerships to help victims of modern slavery into safe and secure accommodation available through the NRM.

Westminster: Multi-Agency Case Conference (MACC)

The homelessness charity The Passage is piloting a Multi-Agency Case Conference (MACC) approach to safeguarding potential victims of modern slavery who are homeless, in partnership with Westminster Council's Safeguarding and Housing teams. The pilot is already leading to an increase in the numbers of referrals into the NRM by Westminster Council.

Croydon: Croydon Modern Slavery Project

Croydon has the highest number of referrals into the NRM amongst London Councils. Croydon Council recognises the importance of cross-sector partnership to address modern slavery and hosts the Modern Slavery Sub-group. Hestia works in partnership with Croydon Council under the Croydon Modern Slavery Project, an innovative new scheme for members of the community to come together to support victims of modern slavery in the borough. The aim of the project is to provide casework and volunteer support to enable survivors to develop independence and create appropriate links in their local community such as work, accommodation, health, social activities, mental health, legal, financial and education, including language skills. Croydon Council recognises the heightened risk of homelessness for survivors of modern slavery who exit NRM support.

In Hestia's post NRM Phoenix Project, clients who exit the NRM and can no longer be housed in NRM accommodation need to provide extensive evidence to their Local Authority to identify alternative housing. Our Phoenix advocates spend a considerable amount of time advocating on behalf of their clients to Local Authorities for the purpose of finding them this accommodation and we believe any survivor without that support would be at risk of street homelessness.

CONCLUSION

Current available data sources do not allow for a robust understanding of the scale of the population who have experienced both modern slavery and rough sleeping. Our conservative estimates indicate that nearly 1 in 10 people rough sleeping on the streets of London have been exploited for modern slavery and could be supported to safe accommodation and the specialist support they deserve to recover from their trauma and escape the risk of re-exploitation.

Hestia's research with adult survivors of modern slavery who had experienced homelessness shows that survivors are unlikely to approach their local council for accommodation or assistance.

Yet without being approached for assistance to prevent or relieve their homelessness, Local Authorities are not likely to identify victims of modern slavery as in need of accommodation.

This is expected to significantly influence Local Authorities' ability to identify victims of modern slavery amongst their population of rough sleepers. However, potential victims of modern slavery are entitled to safe and secure

accommodation under the NRM. There is a need for another mechanism by which Local Authorities can identify those who are victims.

Faith organisations and grass-roots and homelessness charities are significantly more accessible to survivors of modern slavery who are sleeping rough than existing statutory pathways. It is important to recognise the value of these resources and develop their capacity to respond to the threat of modern slavery. Local Authorities need to establish strong partnership working arrangements with these organisations to facilitate the support of victims of modern slavery experiencing homelessness.

We now know that people sleeping rough are repeatedly targeted by traffickers for exploitation. This research has found that Local Authorities need to identify alternative pathways to enable victims of modern slavery sleeping rough to seek accommodation and support. Failure to identify a homelessness reduction strategy that works for victims of modern slavery exposes these highly vulnerable and traumatised people to the prospect of recurrent exploitation.

RECOMMENDATIONS

1. Robust research

- Government should carry out an up-to-date prevalence study on modern slavery in the UK. We welcome the announcement of a new Modern Slavery Research Centre by the Home Office and believe this presents a great opportunity to address the current research gap;
- Local government should start systematic data collection on the incidence of vulnerable adults sleeping rough and at risk of exploitation and re-exploitation;

2. Identification and response in local areas

- Local Authorities across the country should train staff across different front-line roles to recognise the indicators and risks of modern slavery, including homelessness to increase the identification of victims and prevent re-trafficking;
- Homelessness charities should understand how to identify and refer victims of modern slavery and those at risk of exploitation; in particular in their outreach services, day centres and night shelters

as the low threshold services these vulnerable people are more likely to access; and

- Be resourced to increase the availability and accessibility of information on support services for survivors of modern slavery amongst the homeless population;
- Faith and religious organisations should be recognised as groups who can support identification and support for these vulnerable people to First Responders;

3. Develop appropriate pathways in partnership

- Local Authorities should ensure the extensive take up of the Adult Modern Slavery Protocol for Local Authorities developed by the Human Trafficking Foundation and the London Anti-Slavery Working Group; and
- Establish cross-sector partnerships between statutory services, homelessness and modern slavery support, and other voluntary sector services to provide alternative options for making homelessness applications that are accessible to survivors of modern slavery.

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APPENDIX 1

Prevalence of Rough Sleeping and Modern Slavery in London - Calculation

Population of people sleeping rough in London during 2018/19: **8,855**

Prevalence of modern slavery in the UK: **13,000** (Home Office study) – **136,000** (Global Slavery Index study). For the purpose of this report we are relying on the more conservative Home Office estimates.

Percentage of victims of modern slavery who are adults according to NRM data: **55%**

Prevalence of adult victims of modern slavery in the UK: **7,150**

Percentage of victims of modern slavery exploited in London according to NRM data: **33%**

Prevalence of adult victims of modern slavery in London: **2,359**

Estimate of adult male victims of modern slavery in London: 60% of total number, i.e. **1,415**

Estimate of adult female victims of modern slavery in London: 40% of total number, i.e. **944**

Prevalence of rough sleeping amongst adult men who have been exploited in modern slavery: **54%**

Prevalence of rough sleeping amongst adult women who have been exploited in modern slavery: **5.2%**

Number of adult men who have been exploited in modern slavery and experienced rough sleeping in London:

Between $(0.54 \times 1,415) = \mathbf{764}$

Number of adult women who have been exploited in modern slavery and experienced rough sleeping in London: Between $(0.052 \times 944) = \mathbf{49}$

Total number of adults who have been exploited in modern slavery and experienced rough sleeping in London **813** adults OR **9.2%** total number of rough sleepers in 2018/19

At Hestia, we support adults and children to build a life beyond crisis. Last year we worked with more than 10,000 people in London and the South East, including victims of modern slavery, women and children who have experienced domestic abuse, young care leavers and older people. Hestia's modern slavery response team started in 2011 and since then Hestia has supported over 4,000 victims of modern slavery and their dependents. Currently, Hestia provides 6 safe houses in London and Kent, as well as a pan-London outreach service working in every London borough. We work closely with The Salvation Army to deliver support to victims who have been referred into the National Referral Mechanism (NRM) and who have chosen to be supported by the Home Office funded Victim Care Contract. In 2018, Hestia also launched the Phoenix Project in partnership with the British Red Cross to provide volunteer-led, long-term support to victims of modern slavery.

For more information, please contact us at:

Modern.slavery@hestia.org

To make a donation, please visit:

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Registered office Maya House, 134-138 Borough High Street, London, SE1 1LB