



Modern Slavery and Organised Immigration Crime Programme

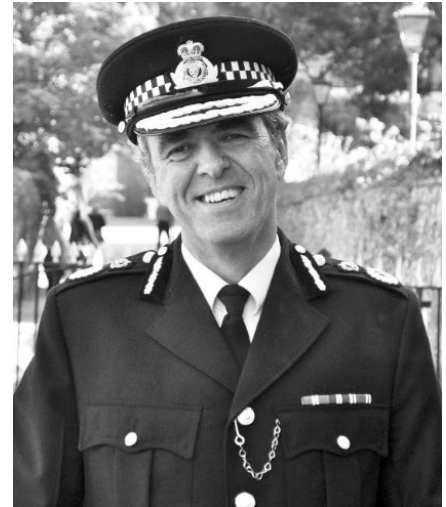
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1. Chief Constable's Overview

SHAUN SAWYER QPM, CHIEF CONSTABLE OF DEVON AND CORNWALL POLICE AND NATIONAL POLICE CHIEFS' COUNCIL LEAD ON MODERN SLAVERY AND ORGANISED IMMIGRATION CRIME

I would like to thank all the agencies and organisations in the criminal justice system for their work in improving the identification of victims and relentlessly targeting perpetrators. I would also like to thank the government for continuing to work hard to keep victims safe and providing them with support, as well as the many Non-Governmental Organisations we work with, who continue to provide support and advocacy for victims of slavery and exploitation.



The Modern Slavery and Organised Immigration Crime Programme has continued to successfully deliver against the challenging objectives set by the Home Office. The number of police referrals to the Crown Prosecution service has nearly doubled over the previous twelve months, highlighting the increased effectiveness of the policing response to modern slavery crimes. In respect of Organised immigration Crime (OIC), the Programme has delivered 115 multi-agency operations targeting the organised criminal gangs who are trafficking people into this country, showcasing the more robust response police forces are adopting to tackle OIC. The Programme has also worked closely with Border Force to transform the referrals for, and collection of, civil penalty fines for those drivers and companies found not complying with regulations.

We have never known so much about what works to tackle these crimes and we have never worked more collaboratively but there remain challenges ahead. We must do more to make the trafficking of people unprofitable for the criminal gangs both within law enforcement and in collaboration with financial institutions. The disruption to criminals' profits must be accompanied by police forces and the Criminal Justice system achieving more to recompense victims. This is an important step in a victim's recovery that is happening far too infrequently. Finally, a new Modern Slavery Strategy will shortly be published by the government and policing will need to incorporate this into our priorities. Thereafter, to align our activity to that strategy whilst continuing to build upon the achievements we have collectively made in targeting perpetrators and protecting victims.



2. Police and Crime Commissioner's Comments

ALISON HERNANDEZ, POLICE AND CRIME COMMISSIONER FOR DEVON, CORNWALL AND THE ISLES OF SCILLY, CHAIR OF THE STRATEGIC ASSURANCE BOARD



This year's annual report highlights the good progress that is being made across the country to enhance the policing response to both modern slavery and organised immigration crime. My thanks to policing colleagues and to partners who continue to work with the programme to prevent and detect these crimes and bring offenders to justice.

The programme's work on tackling modern slavery has been running for five years and in that time we have seen significant improvements in capability and capacity. The number of police investigations and National Referral Mechanism referrals are continuing to grow and average charges per quarter have increased by over 50% on the previous year. Better protecting those at risk of exploitation is key and we have also seen 39 forces adopt Op Innerste to improve their response to safeguarding unaccompanied migrant children arriving in the UK.

I am particularly pleased that the use of pre-recorded evidence under section 28 of the Youth Justice and Criminal Evidence Act is being rolled out for modern slavery cases. This is a recognition of the trauma experienced by victims of this crime and the results of the initial pilot are promising with an increase in guilty pleas.

We aim to continue to strengthen and embed our approach on modern slavery, including our focus on regional co-ordination, building best practice and working with Crown Prosecution Service colleagues to improve the likelihood of bringing offenders to justice.

There remain significant challenges around the continued backlogs in the justice system and the programme must continue to work with court service colleagues and the Crown Prosecution Service to ensure that victims are well supported during delays and that offenders are brought to justice more swiftly. There are also important opportunities on the horizon, with the upcoming Modern Slavery Bill and the draft Victims Bill both providing scope to enhance protections for victims of this horrific crime.

Alongside this work over the past year have seen major developments in the police service's response to organised immigration crime. Our work with partners such as Border Force to take intelligence led and co-ordinated action against those who facilitate illegal entry into the country is vital. By tackling organised immigration crime we can help to prevent the exploitation of the thousands of victims who are brought into the UK each year and forced into slavery in areas such as sexual exploitation, domestic servitude and forced criminality including drug cultivation and drug dealing.

The first full year of this programme's work on organised immigration crime has seen excellent progress, with the expansion of the operational policing team pilot from eight to fifteen forces and the strengthening of the support offer to all police forces. We have seen

27 training events on OIC delivering awareness training to hundreds of officers and a range of guidance products and support tools being made available to policing to help improve the local response.

I am delighted that the Home Office is continuing to invest in this programme with £2.5M funding awarded for 2022/23. I am confident that with the support being provided by the Home Office the programme can mirror the successes we have seen since 2017 in tackling modern slavery in the equally important area of organised immigration crime.

Last year was also the final full year under the stewardship of Chief Constable Shaun Sawyer who is retiring in summer 2022 after a career in policing spanning over three decades.

I would like to pay tribute to Chief Constable Sawyer for his work in this important area over the past decade as the National Police Chiefs Council lead for modern slavery and organised immigration crime. The leadership, passion and tenacity he has shown from his initial work with the then Home Secretary Theresa May to establish the UK as global leaders in tackling modern slavery and his successful stewardship of this programme since 2017 leave a substantial legacy for the country.

Through increasing understanding and awareness, building capacity and capability and strengthening networks across law enforcement agencies our policing service is now far better equipped to deal with these horrendous crimes. This investment is helping to bring offenders to justice, supporting victims to cope and recover and preventing others from becoming victims of these terrible crimes.

I am also pleased to welcome Assistant Chief Constable James Pearce who has taken over national leadership of the programme. I look forward to working with him and the team over the coming year as we seek to make even greater progress and in particular drive forward policing's response to organised immigration crime.



3. Executive Summary

The Modern Slavery and Organised Immigration Crime Programme continues to build on the work undertaken in previous years. In 2021-22 the programme continued to drive improvements in the identification of victims and improve Modern Slavery criminal justice outcomes. The Home Office agreed additional funding to support police forces’ response to Organised Immigration Crime.

2021/22 Programme Highlights	
Modern Slavery	Organised Immigration Crime
97% Increase in Police referrals to the CPS for Modern slavery-related cases resulting in a charge	7,093 front line officers provided with OIC awareness training
65% Increase in live investigations	The completion/compliance rate of referrals for civil penalties increased from 10% to 94% between Jan2021 and Dec 2021.
78% increase in modern slavery -related convictions	115 multi-agency operations conducted
119 Police officers and staff trained as Victim Liaison Officers	£975,988 in civil penalties collected

Overview of the 2021-22 Programme

Modern Slavery: The focus of the Programme for 2021-22 was to embed good practice into business as usual across all forces. Additional funding was provided in the last quarter to give forces additional resources to prevent sexual exploitation.

Organised Immigration Crime: Increased Home Office funding to support police forces’ response to Organised Immigration Crime, allowed the Programme to grow the Operation Policing Team pilot from eight to fifteen forces in 2021-22.

The Home Office provided total funding of £2,512,000 in 2021-22 to support forces to improve their response to Modern Slavery and Organised Immigration Crime.

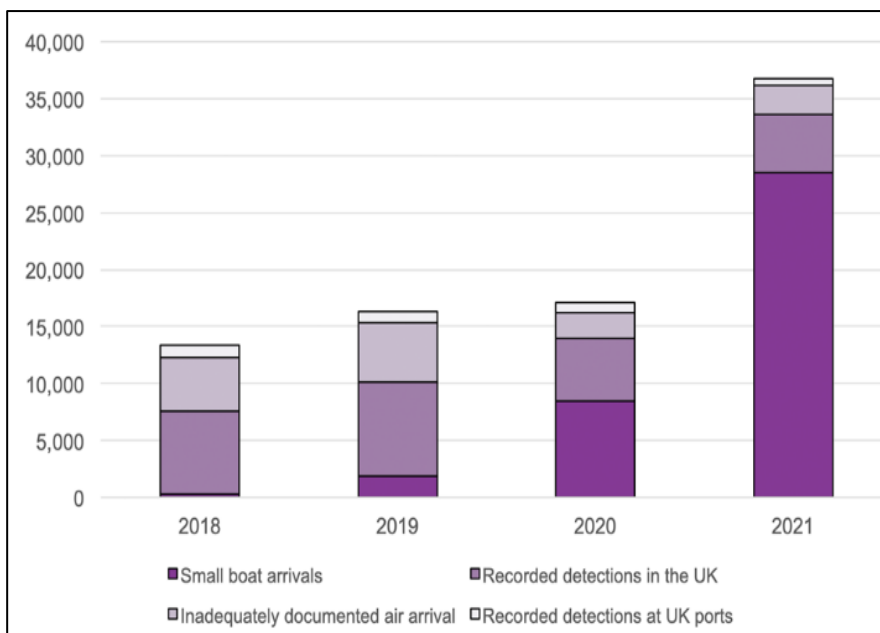
Funding in 2022/23: The Home Office has agreed further funding of £2,523,000 for the Modern Slavery and Organised Immigration Crime Programme to be extended until 31 March 2023. This will enable the Programme to support Forces around the OIC Section 5 tasking, whilst consolidating work with Forces around improving their response to Modern Slavery investigations.

National Context

The number of police investigations, as well as the number of NRM referrals, continued to increase in 2021-22. The data in section 4 shows that policing activity has recovered since the pandemic and improvements in the number of charging decisions has continued. However, there is still a backlog of cases in the criminal justice system especially in the Crown Courts that has the potential to increase victim and witness attrition rates. A pilot in crown courts in the use of pre-recorded victim and witness evidence under section 28 of the Youth Justice and Criminal Evidence Act has included a small number of modern slavery cases. The results have been very positive, seeing an increase in the proportion of guilty pleas. The Ministry of Justice is

expanding the number of courts able to use section 28 and so it is hoped this will mitigate the impact of the court backlog.

A total of 28,526 people arrived in the UK in 2021 using small boats compared to 8,466 in 2020. As can be seen in the chart¹ below recorded detections in the UK was far lower but it remains an area of focus for the policing response to Organised Immigration Crime (OIC), as it forms the majority of police-attended incidents. The programme is also working with police forces to disrupt the activity of organised criminal gangs using lorries and containers to traffic people into the UK to exploit them.



Court Rulings and Legal Precedents

VCL & AN v United Kingdom was a ruling of the European Court of Human Rights (ECtHR) in July 2021, which found the UK to be in violation of Articles 4 (prohibition of forced labour) and 6 (right to a fair trial) of the European Convention on Human Rights. The ECtHR ruling makes it clear that there is a ‘positive obligation’ upon the police to investigate ‘situations of potential trafficking’. Failure to do so will amount to breach of article 4 of the convention and by extension article 6. If the police have not investigated a situation of potential trafficking in respect of a relevant offender, then it is likely any prosecution will fail. This does not only affect modern slavery investigations, as it applies to the investigation of any crime where it is possible the suspect may also be a victim of exploitation. As a result of this judgment, the programme and other CJS partners in the UK worked with the HO to produce an action plan setting out how the judgment would be implemented.²

In May 2021 in the case of R v Brečani, the Court of Appeal disagreed with the Divisional Court in DPP v M and held that case workers in the Single Competent Authority are not experts able to give opinion evidence in criminal trials on the question of whether a person has been trafficked, although the jury is entitled to consider the findings of the SCA decision maker and assess the extent to which they were supported by evidence.

As a part of the action plan for the ECtHR judgement, the CPS refreshed the Director’s Guidance on Charging to reflect these cases, amongst others, and of significance in the new guidance was the requirement for prosecutors to have sight of the Conclusive Grounds decision, if a suspect has been referred into the NRM, prior to making a charging decision. Since the median time for a Conclusive Grounds decision is over 14 months, this has the potential to significantly delay criminal investigations and the impact of this change continues to be closely monitored.

¹ [Irregular migration to the UK, year ending December 2021 - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/statistics/irregular-migration-to-the-uk-year-ending-december-2021)

² [1428th meeting \(March 2022\) \(DH\) - Action plan \(05/01/2022\) - Communication from the United Kingdom concerning the V.C.L. and A.N. v. the United Kingdom \(Application No. 77587/12\) \[Anglais uniquement\] \(coe.int\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/104444/1428th_meeting_March_2022_DH_-_Action_plan_05_01_2022_-_Communication_from_the_United_Kingdom_concerning_the_V.C.L._and_A.N._v._the_United_Kingdom_Application_No._77587_12_Anglais_uniquement_coe.int)

Delivery Against Our Key Objectives

Improving forces' operational response to clandestine events

Planned Outcome: Increased awareness of OIC in forces and more accurate threat assessment for OIC.



Outcomes:

- Referrals to Border Force for civil penalties have increased by 30% from Jan 2021 to Dec 2021.
- As a result of improvements to the script and increased awareness of OIC in forces, there subsequently was an increase in the proportion of fully completed clandestine scripts from 10% in Jan 2021 to 94% in Dec21.

Improving the quality, volume and routing of intelligence flows

Planned Outcome: Improved intelligence flows leading to a better understanding of the OIC landscape

Outcomes:

- 7,093 officers have been briefed on OIC to raise their awareness of the required response.
- 21 OIC training and guidance products developed and shared with forces.

Encouraging forces to embed a 3Ps approach to OIC

Planned Outcome: All forces' approach to OIC includes a planned response under Prevent, Protect and Prepare (the 3P approach) so that forces are not only focused on Pursue-related activity and outcomes.

Outcome: Two Kraken events held with 135 attendees from 6 Forces/Agencies to share best practice and improve our approach to intelligence collection for OIC.

Improving identification of MSHT victims to enable safeguarding measures

Planned Outcome: The Programme, as part of Operation Innerste and Operation Mandeville, is working with partners to identify MSHT victims earlier and ensure appropriate safeguarding measures will be put in place to improve victim outcomes and support recovery.

Outcomes:

- 39 Forces have adopted the Op Innerste response to safeguarding unaccompanied migrant children.
- Through the assistance of the programme forces have established local relationships with National Abortion Providers to achieve better safeguarding outcomes.

Making a significant and measurable contribution to the multi-agency operational response to MSHT and OIC to achieve better use of legislative tools

Planned Outcome: To achieve better use of legislative tools and improve outcomes for victims

Outcome: Average charges per quarter from 2020/21 to 2021/22 increased by 70%.

Contributing to the Home Office NRM Transformation Programme and continue to provide expert advice on the interaction of the NRM programme with the criminal justice system. Also, to provide ongoing advice to the Home Office on the implications of the Government's new plan for immigration

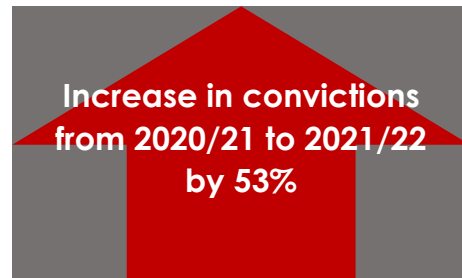
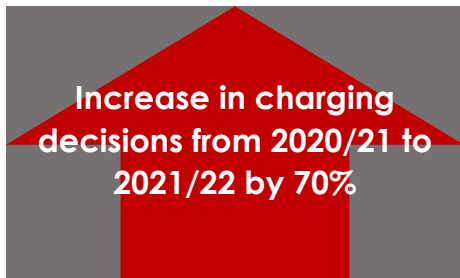
Planned Outcome: Meaningful change and practical solutions to how modern slavery policy is applied in everyday situations in an efficient and cost-effective way.

Outcome: Queries from the Single Competent Authority and Police forces, relating to the National Referral mechanism, in 2021/22 to the programme have fallen by 50% compared to 2020/21.

Assisting forces in overcoming the barriers to successful MSHT prosecutions and other criminal justice outcomes, with the aim that all forces have appropriate structures and resources in place

Planned Outcomes: All forces have appropriate structures and resources by the end of 2021/22

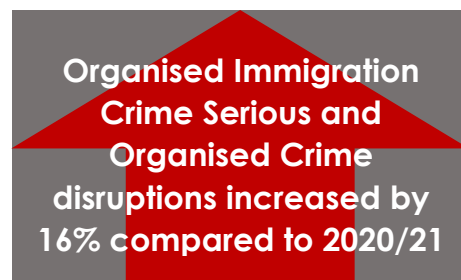
Outcomes:



Improving the understanding of the links between OIC and Modern Slavery and to increase the number of upstream disruptions

Planned Outcomes: Increased awareness of MS/OIC issues across policing leading to increased disruptions for MS and OIC

Outcomes:



Ongoing Challenges – Modern Slavery and OIC

Challenges for the Criminal Justice System: The exploitation of modern slavery victims is complex and difficult, posing challenges for the criminal justice system. The aforementioned court rulings have shown that policing will need to devote appropriately trained and well-supported staff to modern slavery investigations in order to protect victims and bring perpetrators to justice.

OCGs involved in modern slavery are increasingly involved in poly-criminality: Poly-criminality, where offenders engage in criminal activity across several exploitation types, is increasingly being identified in modern slavery investigations, particularly between sexual exploitation and criminal exploitation such as money laundering and fraud. In the fourth quarter, the programme was awarded £100,000 to give forces more resources to tackle sexual exploitation.

OCGs continue to use high-risk methods to bring people to the UK. The tragic event in November 2021, when 27 migrants perished attempting to cross the Channel, underlines the daily risks that people incur as traffickers benefit illegally from all types of irregular migration. Migrants are still being transported by high-risk methods, with considerable numbers being discovered in life-threatening situations, including in hard-sided and refrigerated units and bulk containers, according to intelligence on clandestine occurrences. We welcome the resources allocated by the Home Office to continue the work of the Programme into 2022-23. More information of the Programme's planned objectives for the next financial year can be found in [Section 10](#).

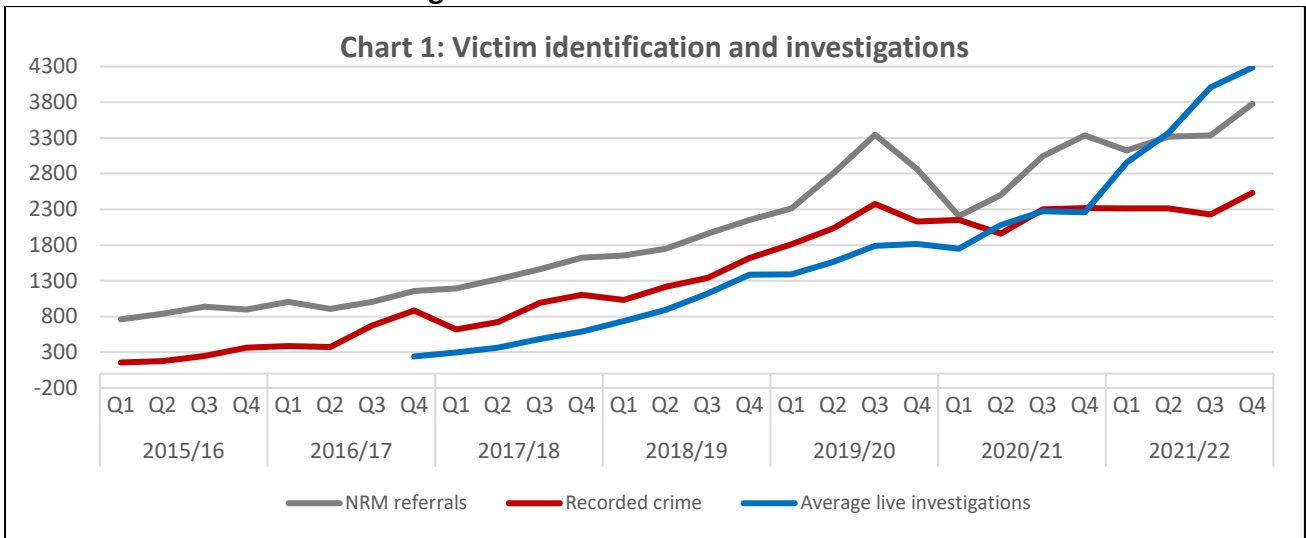
The work of the Programme continues to be a collaborative effort and we would like to thank all our colleagues and multi-agency partners for their contribution to this endeavour.

**Chief Superintendent Sheon Sturland
Unit Commander,
Modern Slavery and Organised
Immigration Crime Unit**

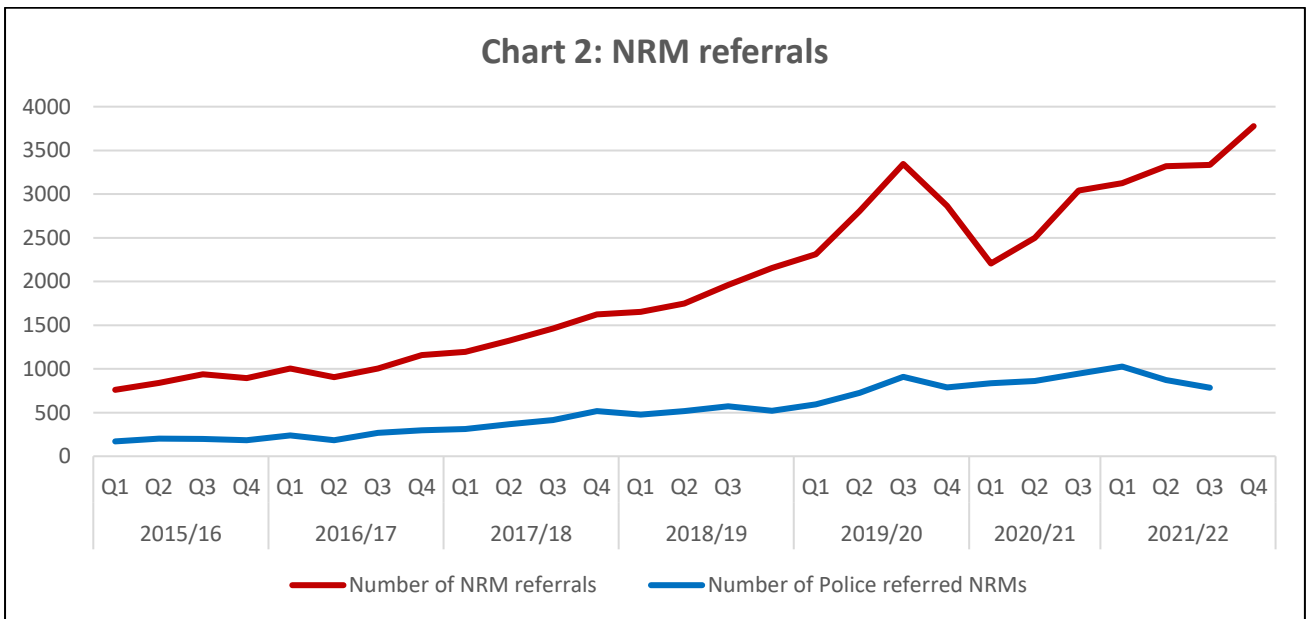
**Paul Quinn
Programme Manager,
Modern Slavery and Organised
Immigration Crime Programme**

4. National Metrics and Long-Term Trends³

Victim Identification and Investigations



Referrals into the National Referral Mechanism and police investigations into exploitation and modern slavery offences have been increasing consistently since 2015. The number of recorded modern slavery crimes on the other hand has remained stable. This slightly divergent trend is likely a reflection of the increasing proportion of NRMs where the exploitation happened overseas, which are not captured as Modern Slavery crimes and are instead recorded by police forces as N200s. Since the Modern Slavery Act was introduced in 2015 there have been almost 38,000 modern slavery crimes recorded within England and Wales. The number of live modern slavery investigations reported each month has continued to rise throughout 2021/22, by February 2022 there were over 4200 modern slavery investigations. The increasing number of investigations is likely a reflection of the length of time these complex crimes take to investigate.

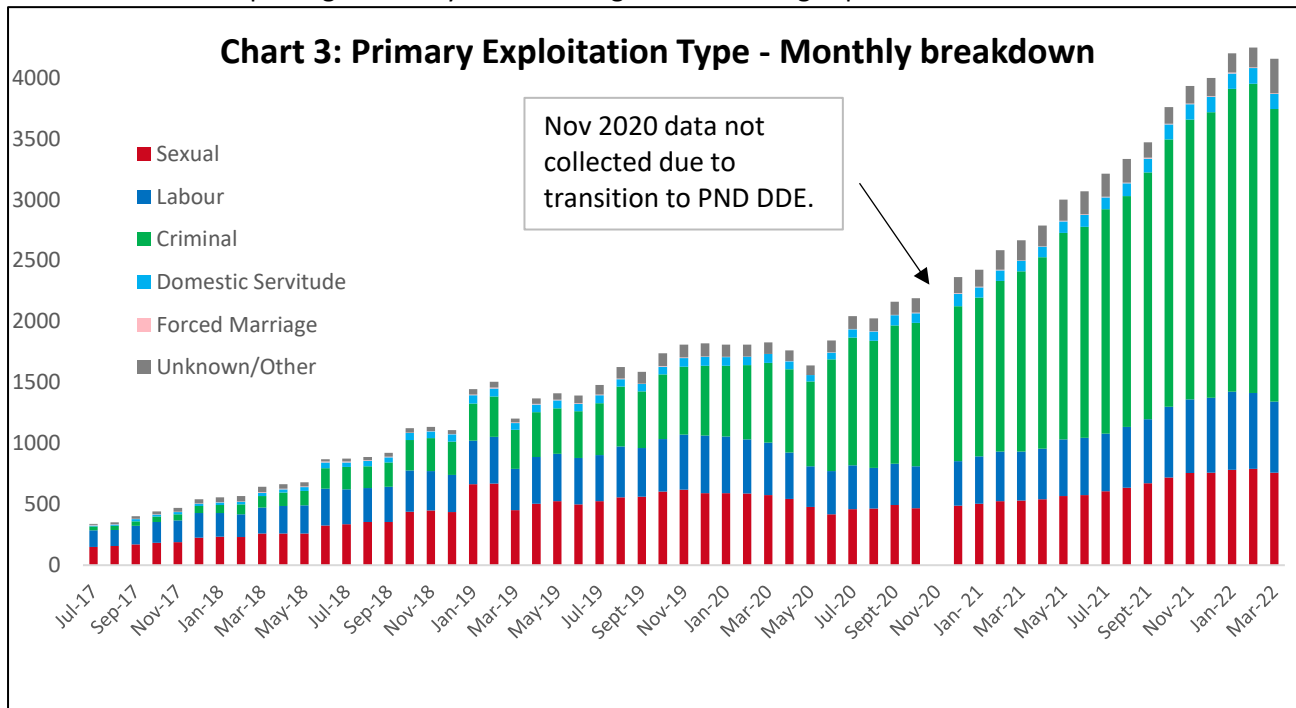


³ Data Sources: [CPS quarterly data summaries | The Crown Prosecution Service, Police recorded crime and outcomes open data tables - GOV.UK \(www.gov.uk\)](#), [National Referral Mechanism statistics - GOV.UK \(www.gov.uk\)](#) Modern Slavery Police Investigation data (police internal data collection)

The number of NRM referrals has been steadily increasing, but the number of police referrals has remained largely stable across the past couple of years. There were 13,114 NRM referrals in the calendar year 2021 which is almost 24% higher than 10,613 in 2020. Over the last year, police first responders made just over 27% of all NRM referrals received in 2021.

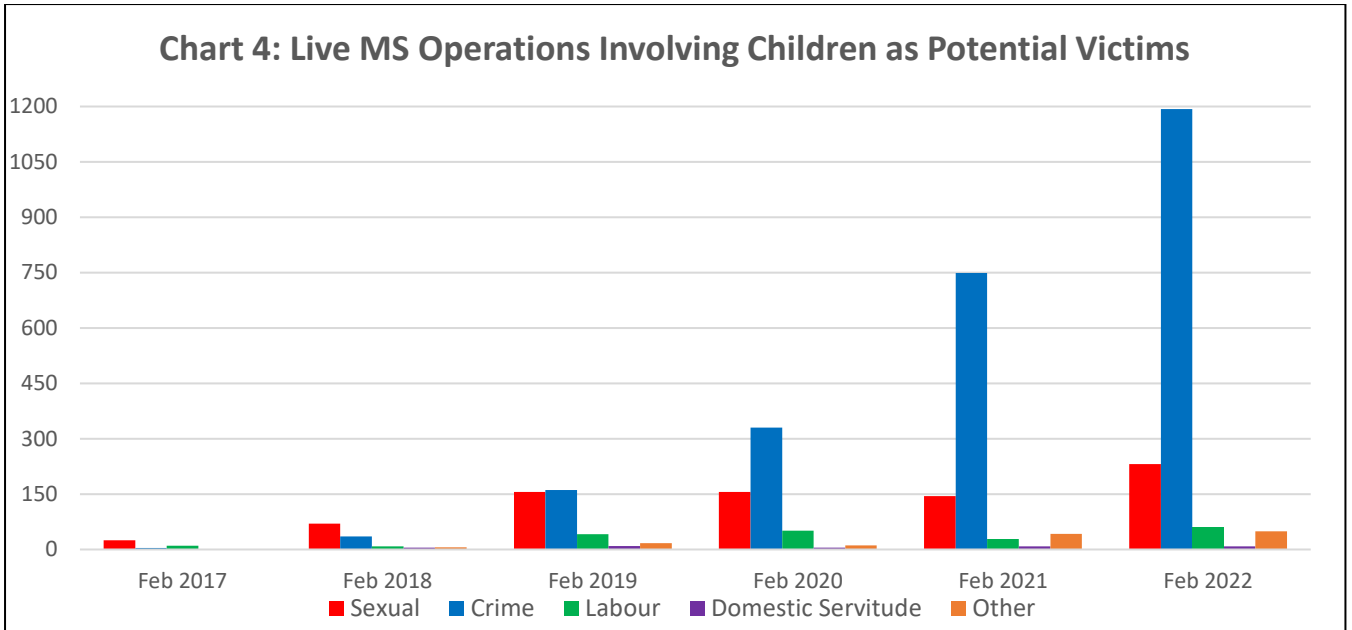
Changes in the Type of Exploitation

The proportion of investigations that relate to criminal exploitation have been increasing significantly and now account for just under 60% of all reported investigations in the UK. This figure has been rising month by month and has increased by approximately 10% each year. This rise is primarily due to an increase in the identification and reporting of County Lines investigations involving exploitation.



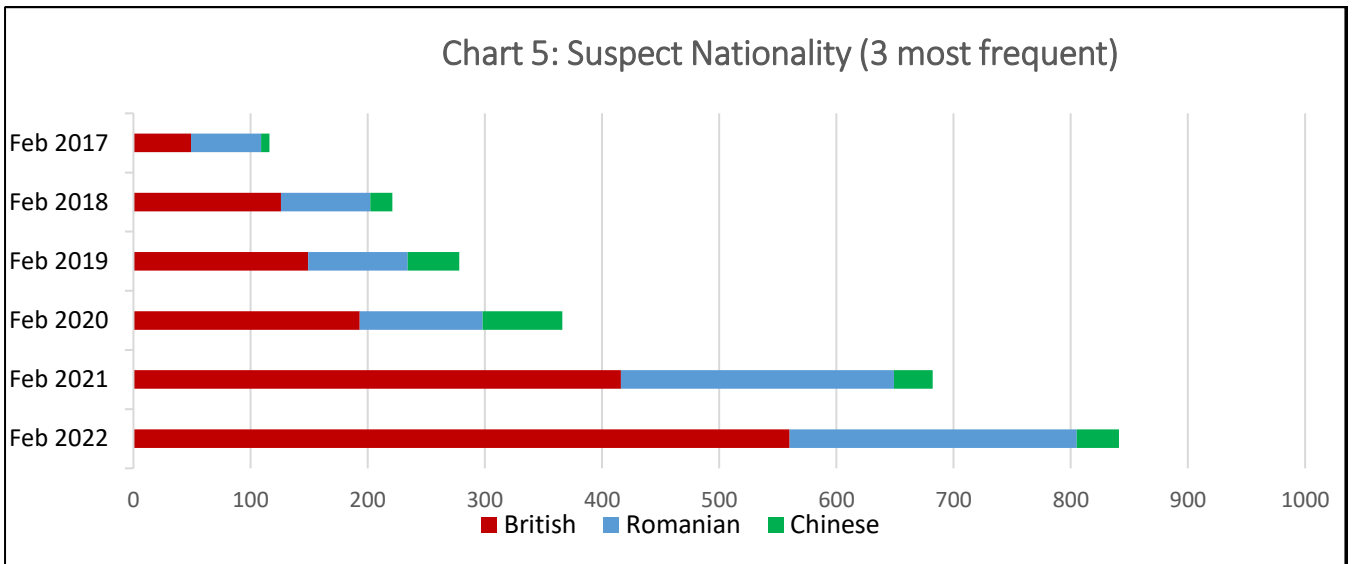
Number of Child Victims

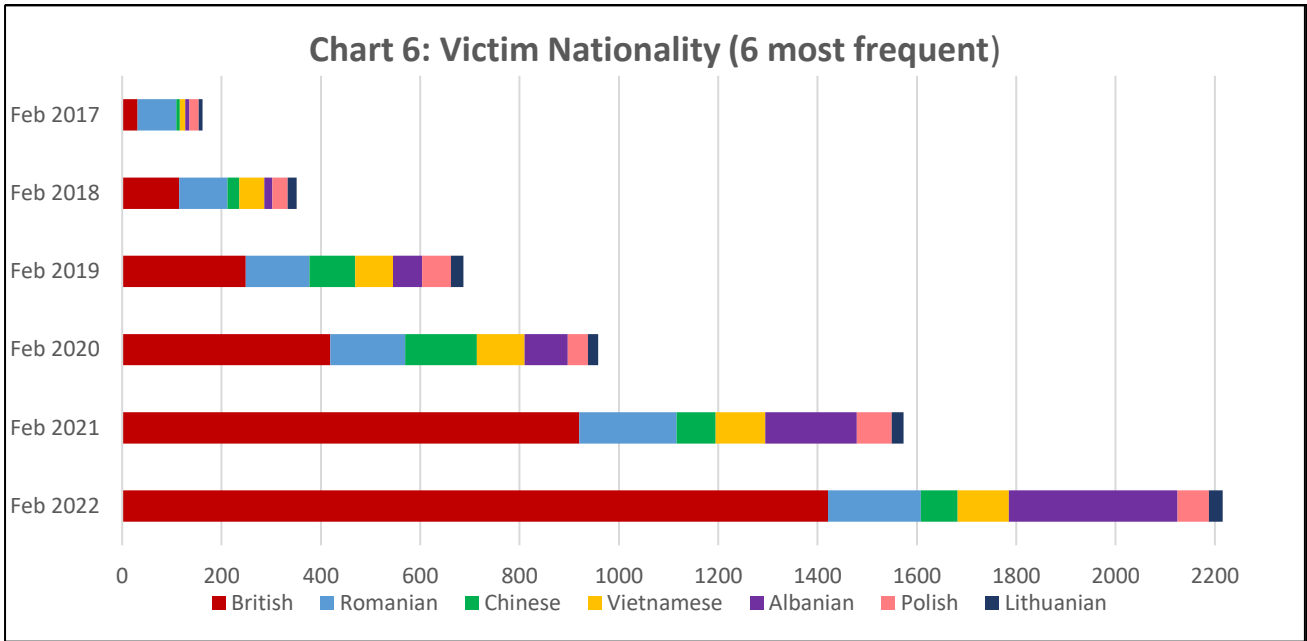
The number of investigations involving children has increased by 76% from the previous year. This increase is primarily for criminal exploitation, where the number of investigations involving children increased by 126% from the previous year. These investigations largely consist of drug related offending such as County Lines or other models of drug distribution. The programme has worked closely with the National County Lines Coordination Centre (NCLCC) to improve our support to child victims of criminal exploitation (see [Section 5](#)).



Victim and Suspect Nationality

Modern slavery investigations are typically complex and draw both victims and suspects from a range of different nationalities. Often investigators may be working based on limited information from those involved in the offence as either a victim or suspect. Data provided by forces in relation to Modern Slavery Investigations lacks nationality information in over 30% of investigations for both suspects and victims. Investigations' information shows that British suspects account for just under 50% of suspects where the nationality is known. Similarly, British victims account for over 53% of victims where the nationality is known, which is a slight increase to the previous year and is driven by the increase in criminal exploitation.





Modern Slavery Criminal Justice Outcomes

Outcomes are recorded based on the year that the offence was recorded. Due to the length of time, it takes for a case to go from recording to prosecution there are a large number of cases that have not yet been assigned an outcome and this is higher for the more recent years. The MSOICU have been working closely with forces and the CPS to increase the number of investigations that are referred to the CPS for charging and subsequently result in a prosecution. Further details on how the programme has supported this work are in [Section 5](#) and [Section 7](#).

There has been an increase in both charging decisions by 70% and convictions by 53% in 2021/22 from the previous financial year. Between Q1 2020 and Q4 2021, charging decisions increased by 97%, while convictions increased by 78%.

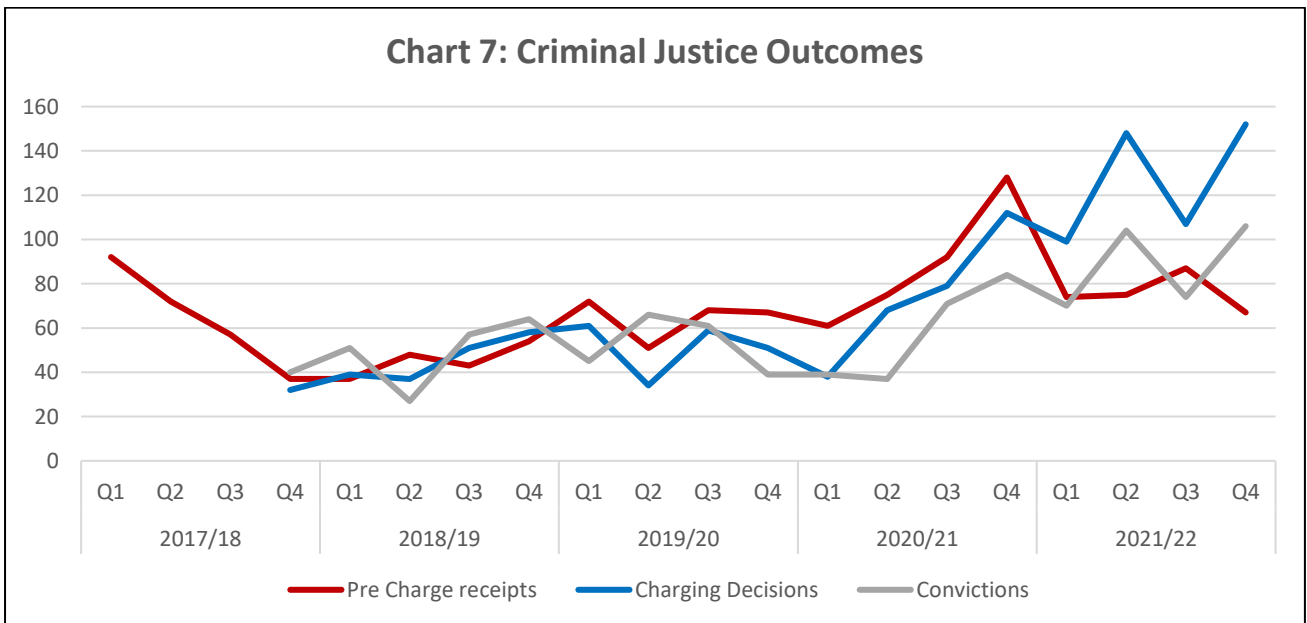
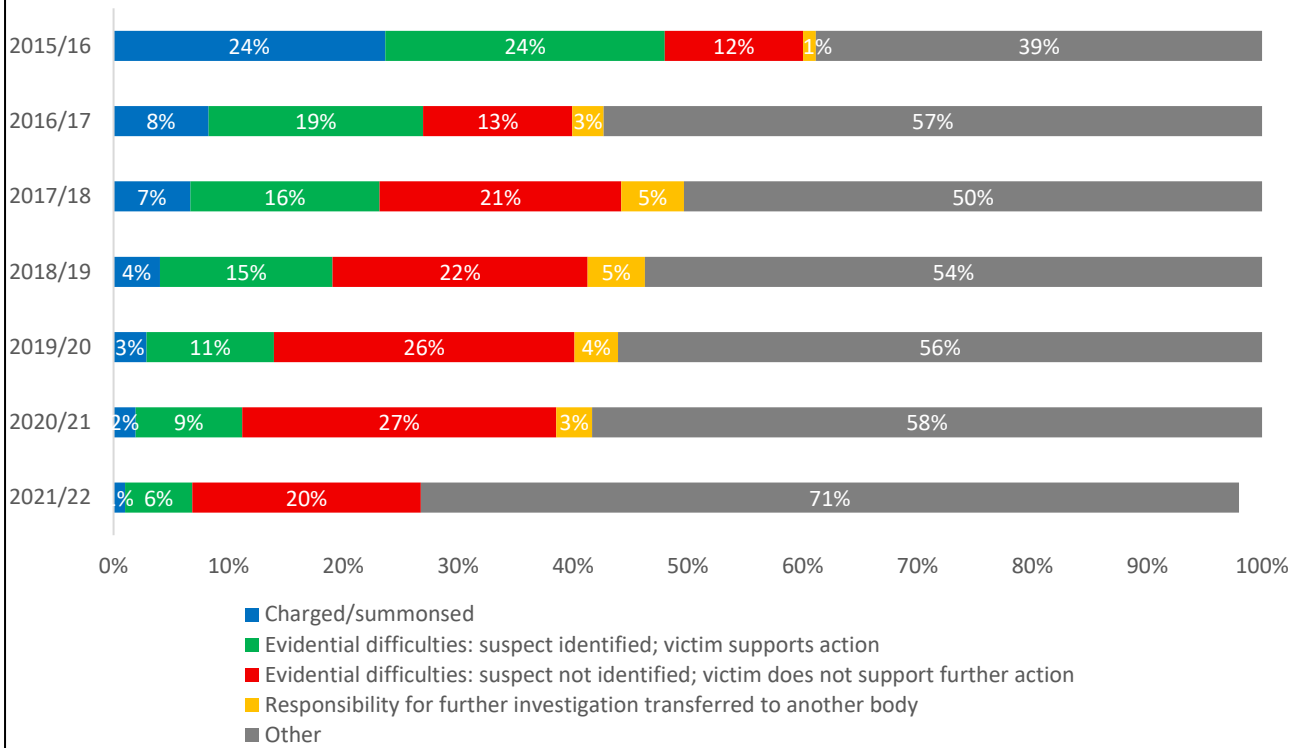


Chart 8: Crime outcomes



5. What We Have Delivered: Modern Slavery and Safeguarding

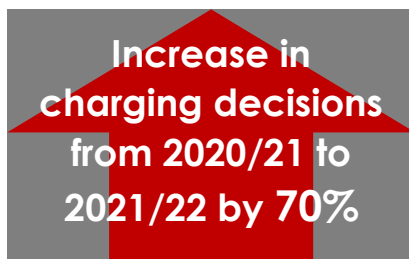
To assist forces in overcoming the barriers to successful MSHT prosecutions and other criminal justice outcomes, with the aim that all forces have appropriate structures and resources by the end of 2021/22

Planned Outcome: All forces have appropriate structures and resources by the end of 2021/22

The Programme continues to chair the Modern Slavery Prosecution Oversight Group and attend the Adult Services Website working group, which is chaired by the National Crime Agency (NCA). Guidance was shared with forces on best practice models to Improve Modern Slavery Outcomes. Guidance was also shared with forces to increase the number of Modern Slavery Disruptions, which was distributed across law enforcement in April 2021.

Several Forces and Regions are now holding Scrutiny Panels, examining Modern Slavery and other forms of exploitation, with the help of the Regional Coordinators to identify emerging themes for gaps in skills/training as well as develop improved governance and structures. Several Regional Coordinators are vital members of CPS-led MSHT groups in their respective regions. A one-day MSHT CPD training has been developed in the Eastern region, with the CPS assisting in the presentation of evidence-based investigations. This has been delivered to DIs and DCIs across the region. An MSHT presentation to the Eastern Region judiciary was also held, with over 130 people in attendance, including lawyers and judges.

Outcomes:



Improving identification of MSHT victims to enable safeguarding measures

Planned Outcomes:

- To extend Operation Innerste into all 43 police forces in England and Wales
- To expand the Operation Mandeville pilot to other national abortion providers

Operation Innerste is a multi-agency response by police, local authorities, and Immigration Enforcement to unaccompanied asylum-seeking children. The Barnardo's Independent Child Trafficking Guardian (ICTG) service, Every Child Protected Against Trafficking (ECPAT) and The Children's Society are among those who support it. In 2021/22, 449 statutory professionals, including NGOs, attended regional training events with key professionals explaining their role in the process and best practises. To date, 39 of the 43 police forces in the country have registered with the National Command and Control Unit, indicating that they have embedded Operation Innerste and are using the process. The remaining forces are working to implement the process by the end of Quarter 1 2022-23. Between 01 April 2021 and 31 January 2022, 678 children were safeguarded and have received a more consistent professional service from the relevant agencies at the initial point of contact. The Programme continues to provide ongoing training and support to police forces who are using the process to ensure that the process is being followed effectively and legally to maximise safeguarding options and prevent children from going missing or being re-exploited. This has included

supporting police forces and their partners in local governments in their efforts to embed the process. The UN Refugee Agency recognised Operation Innerste as an international best practise for protecting unaccompanied asylum-seeking children in 2021. Future work on process governance, continued support for forces and local governments to improve the process, improve compliance data, and find a digital fingerprinting solution.

Operation Mandeville has continued to build on the work of our pilot area and has rolled out across a leading national abortion clinic to improve the response to reported exploitation incidents. This work has now been expanded to include two additional national abortion providers and has been adopted by several forces who are establishing local relationships to ensure women receive enhanced support through the deployment of trained police Modern Slavery Victim Liaison Officers who ensure an appropriate and correct response is provided. Appropriate knowledge reduces the likelihood that a person’s immigration status leads to discrimination or bias, to ensure that women are treated and prioritised as victims of crime.

The MSOIC Programme were the law enforcement stakeholders in the development of a child training framework for MSHT prevention, identification, support, and care. This established clear training standards for organisations delivering education and training, ensuring alignment to achieve a consistent approach. Stakeholders consisted of law enforcement, health, children’s services, academics, Independent Anti-Slavery Commissioner, ECPAT, the Barnardo’s ICTG service, NCLCC, the Home Office Modern Slavery Unit, Afruca, Stop and Prevent Adolescent Criminal Exploitation (SPACE), Love 146, The Children’s Society in association with Bakhita Centre for Research on Slavery, Exploitation and Abuse at St Mary’s University.

Outcomes:

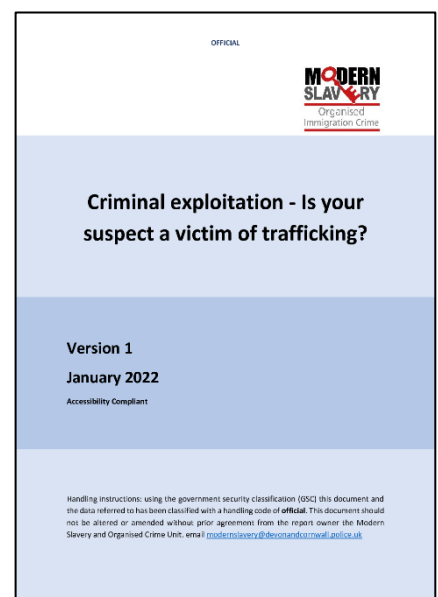
- **Operation Innerste - 39 Forces have adopted the Op Innerste response to safeguarding unaccompanied migrant children.**
- **Operation Mandeville - Through the assistance of the programme forces have established local relationships with National Abortion Providers to achieve better safeguarding outcomes.**

Enhancing capabilities to improve the multi-agency operational response to MSHT and OIC

Planned Outcome: To achieve better use of legislative tools and improve outcomes for victims

A review of over 20 investigations into sexual exploitation involving sex working was conducted to determine why charges under the Modern Slavery Act were not brought or were brought but later dropped for other related offences. The results of this review were thoroughly discussed with the CPS. A draught report covering all the findings including recommendations for police has been produced, and it is expected to be signed off and published to policing before March 31, 2022.

In February 2022, in consultation with the NCA, CPS and College of Policing the Programme produced the “Criminal Exploitation - Is your suspect a victim of Trafficking?” guidance on managing investigations where a suspect of a crime is a potential victim of exploitation.



In 2020-21, a series of court rulings on the NRM and Section 45 of the Modern Slavery Act significantly altered the policing landscape. Throughout this time the Programme has worked closely with the National County Lines Coordination Centre (NCLCC) and the NCA to produce training for investigators. A bulletin on the impact on policing of the ECtHR ruling on VCL and AN, which impose a duty to refer and investigate potential victims of trafficking and exploitation, was produced by the Programme and published in December 2021. This work has been integrated into the updates to the modern slavery investigators course and the victim liaison officer course. Regular bulletins, training events, and improvements to force intranet hubs continue to provide advice to forces.

Outcomes:

In conjunction with the NCLCC and the NCA, over 2000 investigators attended an online seminar on how to investigate the defence under s.45 of the Modern Slavery Act.

As a result of the Programme's work to share guidance on new case law or identify best practice, e.g., in respect of sexual exploitation, NPCC modern slavery guidance, training and the Programme's own regional coordinators provided the best possible advice to investigators to maximise the chance of a successful outcome. This has contributed to the 97% increase in charges between 2020/21 and 2021/22.

Providing expert advice on the interaction of the NRM programme with the criminal justice system and the implications of the Government's new plan for immigration

Planned Outcome: Meaningful change and practical solutions on how modern slavery policy is applied in everyday situations in an efficient and cost-effective way.

This work focussed on three primary areas agreed with the Home Office and framed under the following headings:

- Ongoing support to the NRM Transformation programme
- Continued research and development to identify and problem solve implications of NRM processes for the criminal justice process
- Assist with a review of the NRM and SCA working practices and how they interact with the practices of police forces and the Criminal Justice System.

The MSOIC Programme provided feedback to the Home Office on several issues, including the New Plan for Immigration, which raised concerns about the need for training and the definitions of Reasonable and Conclusive Grounds, as well as referencing the Council of Europe Convention on Action against Human Trafficking when appropriate.

Several reports have been submitted to the Home Office regarding the definitions it uses to identify victims and the impact this has on the criminal justice system, particularly the application of the Palermo Protocol, which conflicts with existing legislation. Improvements to the National Referral Mechanism (NRM) have been made as a result of collaboration with the Single Competent Authority (SCA). For example, prompts have been added to Competent Authorities' communications with police to ensure that incidents are recorded as crimes as soon as possible. Additional suggestions have been made to the SCA about how to improve the recording and processing when the exploitation has occurred outside of the UK, which account for about a third of all reported cases. This issue continues to be a subject of review.

Throughout 2021-22, the Programme has aided our partners, such as Immigration Enforcement, by providing training materials and critiquing cases in order to improve the quality and timeliness of NRM referrals and to reduce any potential abuse of the system. We continue to support the Devolved Decision Making for Child Victims of Modern Slavery pilot, which is taking place in ten local authority areas across England and Wales, by resolving issues as they arise and attending meetings such as the Cross Governmental Advisory Group to improve multi-agency collaboration. We continue to emphasise to the Home Office and the police the benefits of a system that aligns decision-making with regular safeguarding practises linked to child in need and child at risk thresholds processes.

The Programme has supported police departments that are unfamiliar with or uncertain about how the NRM fits into the criminal justice system. Issues have been resolved on a daily basis, by acting as a conduit between the police and Competent Authorities to ensure the NRM is fully supported. This has increased police engagement with Competent Authorities and reduced the time it takes to receive updates. The results of a survey sent to police major crime teams influenced the development of a learning tool and bulletin aimed specifically at filling knowledge gaps. The Programme has presented to the judiciary, CPS, the Home Office, and various review panels to increase the awareness of the NRM's impact on the criminal justice process.

To ensure that crime records are accurate, concerns have been raised with the Home Office Crime Registrar about how police handle cases that predate current legislation or are withdrawn by the potential victim. Bulletins have been produced and distributed to forces to help improve the criminal justice system's response to the NRM, including details on the importance of early engagement with the Competent Authorities, raising awareness of new legal judgments applicable to the NRM, reorganisation of the Single Competent Authority, and Devolved Decision Making for Child Victims of Modern Slavery. The Programme continues to contribute to meetings of the Modern Slavery Statutory Guidance Reference Group and the First Responder Group to ensure that both can produce up-to-date and relevant policy and guidance for front-line practitioners that follows local procedures.

Regular meetings have taken place with the Home Office Competent Authorities to improve and refine working practises to ensure that victims are properly supported. An example of this successful collaboration is where the Programme has obtained legal clarification setting out that the police can share case material with the Competent Authorities. This has reduced the reluctance on the part of some police investigators to provide information to the Competent Authorities in support of the NRM. Other changes include highlighting criminal justice related cases on the online NRM form to ensure that such complex cases are identified and prioritised earlier. The Programme continues to discuss the Competent Authorities' prioritisation process for complex cases impacted by the VCL & AN ruling, such as County Lines cases, in which victims are criminally exploited but may initially be considered suspects. Significant advice has been provided to forces in the form of training, webinars and bulletins on how to approach these complex cases, and ongoing work with the Home Office continues to improve the approach.

Outcome: Queries from the Single Competent Authority and Police forces, relating to the National Referral mechanism, in 2021/22 to the programme have fallen by 50% compared to 2020/21.

6. What We Have Delivered: Organised Immigration Crime

Overview

Increased funding in 2021-22 enabled the Operational Policing Team (OPT) to expand to cover 15 forces resulting in increased opportunities to conduct overt operations. This year the OPT have undertaken over 100 such operations which resulted in the creation of over 700 intelligence reports and the recovery of almost £1m in civil penalties. In October 2021 a new Policing Organised Immigration Crime group was created on Knowledge Hub, which will provide a one stop shop for officers to access accurate and up to date information on OIC. The site is still in its infancy but over time will be a valuable tool for police officers to use.

In September 2021, the NCA issued all police forces with a tasking under section 5 of the Crime and Courts Act 2013. This required police forces to recognise OIC as a priority crime and to improve their response to clandestine incidents, increase intelligence collection and dissemination and increase the number of proactive operations targeting OIC.

The Programme completed an OIC Benchmarking exercise with all 43 Forces and 9 ROCUs in order to provide a comprehensive picture for each force and ROCU in relation to OIC. This has provided the programme with a basis for their ongoing engagement with forces and assist them in their response to the NCA OIC tasking.

Improving forces' operational response to clandestine events

Planned Outcome: Increased awareness of OIC in forces and more accurate threat assessment for OIC.

Inland Clandestine Event Script

Work has continued with Immigration Enforcement's National Command and Control Unit (NCCU) mainly focusing on the Inland Clandestine Event Script. The script is used when police officers contact NCCU and improving its completion rate and effectiveness is recognised as a key method in enhancing the police response to clandestine incidents. Four versions of the script are now available resulting in a more accurate picture of OIC in the UK and officers are better informed of the type of clandestine events in their area.

The Programme has also delivered awareness raising sessions to NCCU call handlers to outline some of the main issues police officers face when dealing with inland clandestine events. The positive feedback from these sessions will lead to the creation of a guide for call handlers to refer to when dealing with future events. Parallel to this, the MSOICU developed a presentation for police forces that explains the importance of the Script and the NCCU's role.

National Response Plan

The National Response Plan for inland clandestine events was refreshed during the year to provide guidance to forces and further enhance their response to clandestine incidents, which is a key component of the NCA tasking.

Partner Engagement

Partnership working has continued throughout the year, most notably with Immigration Enforcement (IE). Together with IE and the CPS, the Programme has developed a typologies guide which offers practical advice and guidance to investigating officers regarding evidential opportunities and potential charges. This guidance will require further review if planned legislation in the Nationality and Borders Bill is passed.

The MSOICU developed a one-day workshop with IE aimed at its Midlands Criminal and Financial Investigation (CFI) department. The course encourages CFI and police leads to improve their response to inland clandestine events and encourage joint working. The pilot workshop took place in late March 2022 and is being rolled out regionally in the new financial year.

Throughout 2021-22 the Programme continued to deliver OIC Awareness sessions and an immersive learning experience (Hydra) for inspectors/detective inspectors. Both of these utilise CFI in their delivery and have enabled local officers to engage with their CFI counterparts. This year a total of 20 OIC Awareness Sessions have been delivered reaching 392 officers from 17 different police forces along with partner agencies such as TOEX, Harbour Police, Ports Police, and the National Highways Agency. (See Engagement for more details)

Senior Investigating Officer (SIO) 'Hydra' OIC Courses were delivered in Merseyside, Surrey, South Wales, Avon and Somerset and Cheshire. 36 investigators were trained on the courses from 7 different forces and Immigration Enforcement CFI Teams. Feedback from these courses has been very positive and has shown the importance of developing strong local relationships with IE and CFI in particular.

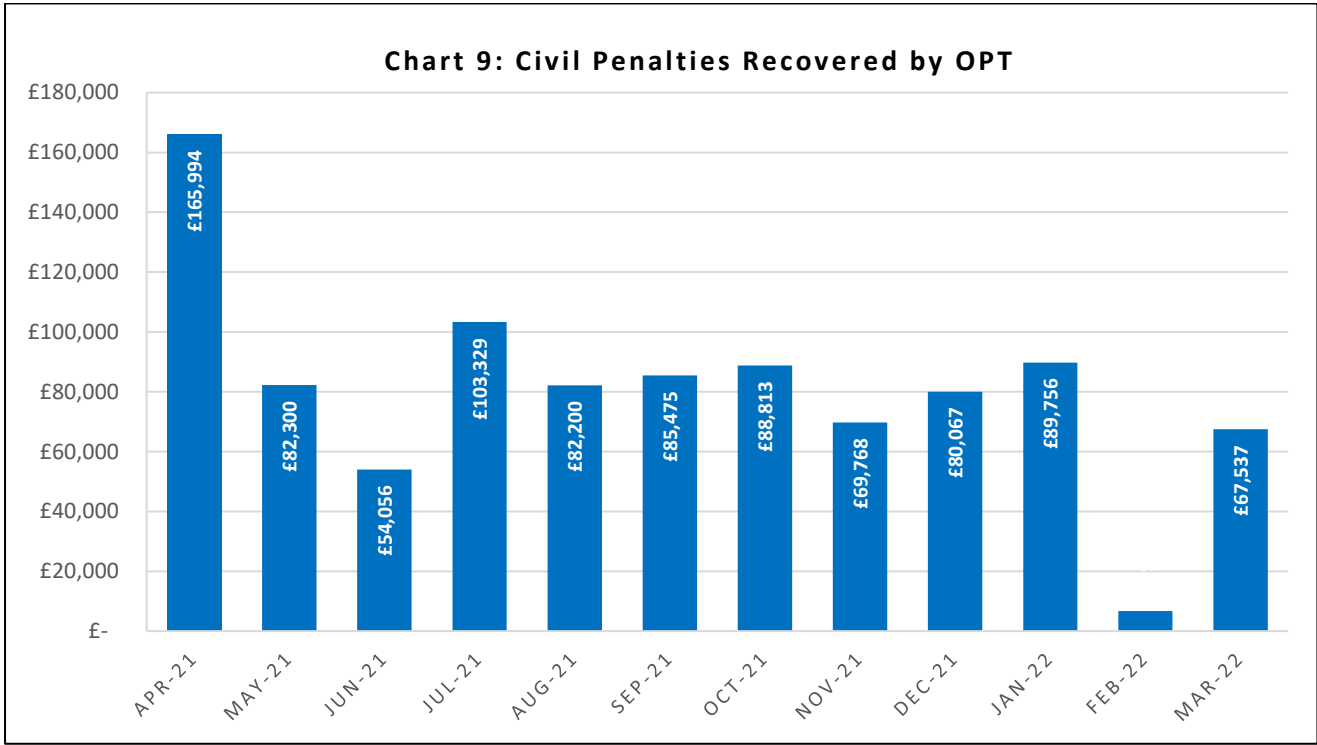
The OPT were able to support 115 Multi Agency Operations, which increased forces' awareness of OIC and improved partner agencies' ability to respond to it. The operations improved officers' skills and encouraged the formation of collaborative relationships with their partners.



Civil Penalties

The OPT operations also help the Prevent strand of tackling serious and organised crime by utilising CECPT information and collecting non-payment of fines.

Referrals to the Border Force Clandestine Entry Civil Penalty Team (CECPT) has also continued to increase over the last year and OPT operations have increased the amount recovered from outstanding clandestine civil penalty fines. The work of the OPT has also driven an increase in the number of civil penalties issued as a result of police referrals.



Outcomes:

- As a result of improvements to the script and increased awareness of OIC in forces, there has been an increase in the proportion of fully completed clandestine scripts from 10% in Jan 2021 to 94% in Dec21.
- As a result of working with forces to align their response to the NRP and improved training and joint working with CFI, there has been an increase in the number referrals for civil penalties (from x to y) during 2021/22 compared to 2020/21
- OPT Operations resulted in £975,988 being recovered from outstanding clandestine civil penalty fines.

Improving the quality, volume and routing of intelligence flows

Planned Outcome: Improved intelligence flows leading to a better understanding of the OIC landscape.

The Programme worked with the Gateway Multi-Agency Hub (MAH) and the NCA to develop a recognised system for sharing intelligence with the police. Improved intelligence flows will lead to a better understanding of the OIC landscape and investigations based on better intelligence packages. Due to the complexities involved in OIC, this is still very much a work in progress, but information shared has already resulted in disruption opportunities as well as potential investigative options.

The Programme collaborated with Immigration Intelligence to develop a debriefing protocol that avoids duplication, complements each agency, and aids in the formation of a more detailed picture of the OIC landscape. The NCA Tasking emphasises intelligence and the Programme will be able to advise forces on how to approach debriefings once a process has been agreed upon with Immigration Intelligence.

The MAH receives intelligence gathered during operational activity to help improve the response to OIC at the border and inland.

Outcomes:



Encouraging forces to embed a 3Ps approach to OIC

Planned Outcome:

All forces have an approach to OIC which includes a planned response under Prevent, Protect and Prepare so that forces are not only focusing on Pursue-related activity and outcomes.

In June 2021 Border Force re-launched Project Kraken and Project Pegasus. The Programme has provided support to Border Force to develop police activity as part of the re-launch. The Programme has identified best practice and worked with Devon and Cornwall Police in collaboration with local policing teams in other forces to engage more effectively with the general maritime and general aviation communities.

The Programme has worked with the Clandestine Channel Threat Command to develop a new inland clandestine entry campaign, with the goal of incorporating Operations Kraken and Pegasus in all law enforcement agencies as an integral part of their operational activity.

Over the last year the Programme has played a key role in the preparation, planning and delivery of the Road Haulage Group. This group continues to bring together key partners working towards a national TAP, highlighting key work streams and the implementation of Task and Finish Groups to address specific areas of OIC business are then fed back into the group. Over the last year several partners have provided inputs for

this group including the Driver Vehicle Standards Agency and Justice and Care’s Victim Navigators. Work has been undertaken with partner agencies under project HIDE regarding changes to legislation to allow for inland detention and seizure of vehicles found to have purpose built hides.

Outcome:

- Two Op Kraken CPD events held with 135 attendees from 6 Forces/Agencies.



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Project Kraken is a joint law enforcement operation tackling maritime border crime in the UK



Border Force



ACT

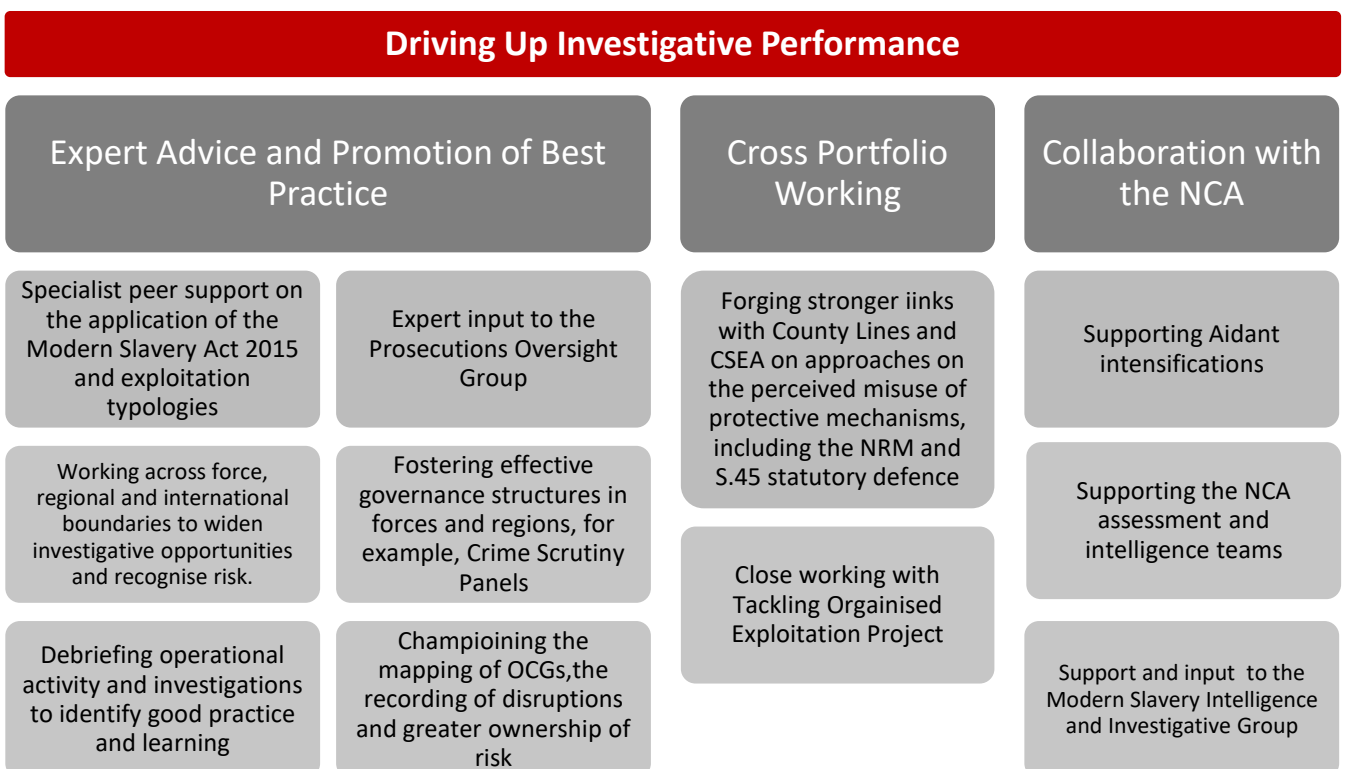
ACTION COUNTERS TERRORISM

7. Regional Coordinators: Maintaining Momentum on Criminal Justice Outcomes for Modern Slavery and OIC

The primary objective for the Regional Coordinators has been to improve investigative performance in forces in order to better protect victims, increase referrals to the CPS, and secure effective Criminal Justice outcomes.

The Regional Coordination team has evolved over the life of the programme. There are ten Regional Coordinators in the nine Regional Organised Crime Units (ROCU) and an additional one in the Metropolitan Police Service. The Regional Coordinators are hosted by each of the ROCUs and managed by a National Delivery Manager. It is critical to recognise that the unique selling point of the Regional Coordination team is their ability to reach into policing at a local level whilst still being able to reach up through the NPCC MSHT and OIC portfolio into the NCA and other agencies. The commitment, tenacity, expertise, and relationships developed by the Modern Slavery and Organised Immigration Crime Regional Coordinators account for a large part of their success. Senior Officers, peers, their respective ROCUs and colleagues in a variety of other agencies rely on and respect the team for their support and specialist knowledge. Regional Coordinators have had over 9,573 interactions with forces and partners including peer review of investigations, provision of training etc. Details can be found on page 33.

As our understanding of the threat's scope and complexity grows, so does our ability to respond. Organised Crime Groups engaged in trafficking and exploitation are also involved in other poly-criminality. Investigations can involve offenders and victims from many different nationalities and involve interlinked organised crime groups. Working across force, regional, and international boundaries, as well as achieving greater alignment for upstream investigation opportunities, is not without its difficulties and highlights the need for specialists to assist investigators manage these complex investigations. Several the coordinators have worked on Joint Investigation Teams (JITs) in Romania and the Czech Republic.



The following is a summary of some of the activities that regional coordinators have been engaged in and completed during the year:

- ❖ Advertising on adult services websites (ASW's) is recognised as a key enabler of the trafficking of women for organised sexual exploitation. The Regional Coordinators have facilitated an initiative funded by the Home Office for forces to purchase more licences for web scraping tools to secure greater capacity, resilience and capability in forces going forward. This will assist in meeting the National ASW 2022/23 Action plan objective of embedding UKLE activity into business as usual.
- ❖ Assisted in promoting best practice on Slavery and Trafficking Risk Orders
- ❖ Worked closely with forces and CPS colleagues in the regions on difficult issues in relation to the Modern Slavery Act 2015 S45 defence.
- ❖ Championed the mapping of OCGs, the recording of disruptions and greater ownership of demand.
- ❖ Focused on upstream intelligence opportunities from modern slavery investigations. This includes work on the involvement of professional enablers.
- ❖ Taken forward work on different exploitation types prevalent in their regions, this includes significant work on Domestic Servitude and the Exploitation of Women and Girls.
- ❖ Provided expert advice on criminal business models and appropriate disruption tactics with a particular emphasis on criminal finances.
- ❖ Active in providing and facilitating training for forces and partners.
- ❖ Created strong links to NGOs within their regions and this enables them to work collaboratively to improve the delivery of support to victims of modern slavery
- ❖ Worked closely with the PCCs in their regions to support preventative work and support for victims.
- ❖ Promoted victim navigator posts, including assisting to secure an additional post in the East Midlands.
- ❖ Support several active and vibrant partnership working groups.

Taking Forward Policing's Approach to Organised Immigration Crime

As part of their revised remit this year, Regional Coordinators have been working with Forces and regions to raise awareness of Organised Immigration Crime. Improving intelligence flows by collaborating with port officers, local Immigration Enforcement teams, and Border Force at airports. To ensure a consistent approach across the region, the Eastern Regional Coordinators have recently implemented a seven force OIC scanning process for clandestine events. This is work in progress but it should improve understanding clandestine events, provide opportunities for intelligence development, and allow the region to identify OIC intelligence gaps. This has also improved collaboration with the Operational Policing Teams and force analysts.

The following is a summary of some of the activities that have been completed during the year:

- ❖ Promoting the role of OIC Tactical Advisers in each force
- ❖ Supporting the rollout of specialist OIC training to selected forces
- ❖ Supporting forces' work with local airport and ports
- ❖ Developing OIC intelligence opportunities from modern slavery investigations
- ❖ Supporting safeguarding work in relation to vulnerable migrants, in particular support to the Operation Innerste programme to uplift the safeguarding of unaccompanied migrant children
- ❖ Working with the NCA and Home Office agencies to extend intelligence sharing and disrupt Western Balkan and Chinese organised crime groups.

Improving identification of victims to enable better safeguarding measures

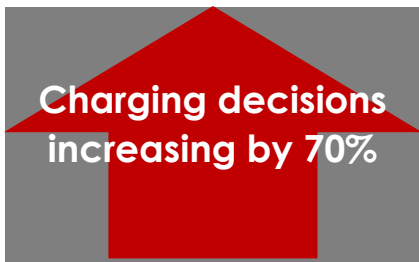
Planned Outcome: Better outcomes for the victims and increasing the likelihood of victims supporting law enforcement activity against MSHT offenders.

The East Midlands Coordinator aided in the negotiation of a two-year agreement with Justice and Care to provide two Victim Navigators for the East Midlands Region.

Following the identification of missing migrants from contingency asylum accommodation, the Northwest Regional Coordinator continues to communicate with service providers and the NPCC Missing Persons portfolio. These incidents involving asylum seekers, many of whom arrived across the channel on small boats, are highly likely to have ties to organised immigration crime, and missing people are at risk of being exploited. Improved reporting processes to law enforcement have allowed for early detection of exploitation risks and the implementation of safeguarding procedures.

The Eastern Regional Coordinator worked with multi-agency law enforcement partners to safeguard ten Romanian prospective victims who disembarked in separate groups from an inbound flight. The group were linked as their passenger locator forms had the same phone numbers and addresses. Following debriefings, it was discovered that they were all vulnerable, illiterate and likely to be exploited across the UK. Their entry into the UK was refused, and they were returned to Romania, where processes allow officers to meet them and provide additional safeguarding as needed.

Outcome: This work has contributed to



Overcoming the barriers to successful MSHT prosecutions and other criminal justice outcomes

Planned Outcome:

Through the crucial coordination of support provided by police and partners, including NCA, Immigration Enforcement, and TOEX, the Northwest Regional Coordinator continues to support several sexual exploitation investigations on a national, regional, and local level. The NW MSOIC team organised Operation Overlook, which targeted foreign national offenders who were using the road system. Positive outcomes include the recovery of a large sum of money hidden in a vehicle and the identification of people who entered the UK illegally without proper documentation.

The West Midlands Regional Coordinator has delivered awareness-raising training sessions at various levels throughout the region, ranging from SIO courses to Neighbourhood Teams, to raise awareness of the issues surrounding MSHT and the specific legal requirements when conducting these investigations. Investigators have received training in both planned and real-time scenarios, including accompanying officers on numerous warrant executions involving these crime themes. In terms of sexual and criminal exploitation, awareness has been raised about Chinese and Southeast Asian organised crime. This has revealed far more national and international connections than previously thought, as well as significant insight into the criminal organisations' business and financial operating models. A large-scale engagement with the Chinese community has also been funded through an international NGO, which will enable forces in the region to better identify and respond to community concerns. Wider access to central training and resources for

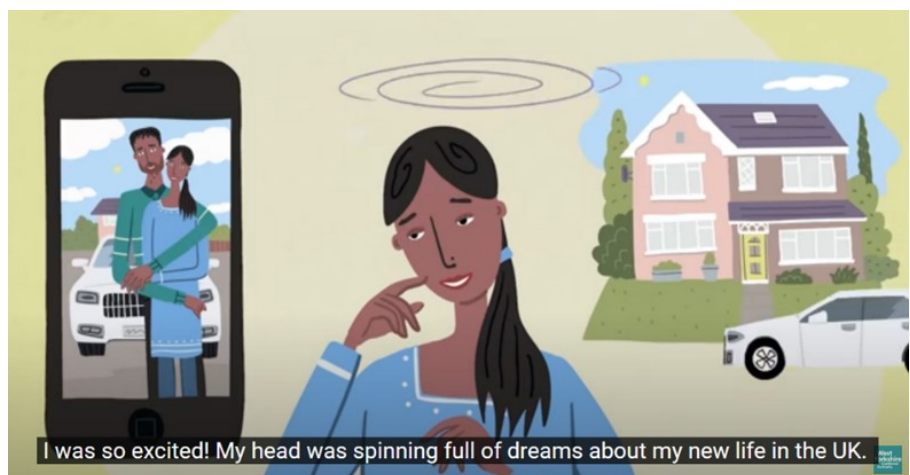
financial investigation into MSHT crimes has also been made possible, as has the seizure of numerous criminal assets.

Over 350 staff were trained by the Eastern Regional Coordinators in two sessions, one at the national level and the other at regional level. Europol, JMLIT, and the GAIN network all gave presentations. Hertfordshire Police, with the help of EUROPOL, was able to successfully apply for ISTRO extensions for two nominals who had returned to Romania and were now permanently residing there. Since the presentation, there has been an increase in the use of SIENA, the GAIN network (for example, Beds Operation Makalu), and JSTAC in the Eastern area.

Domestic Servitude

The Regional Coordinator for Yorkshire and Humber has maintained their commitment to recognising and combating domestic servitude in the region. Over 850 frontline officers have now received specialised training to help them spot this kind of abuse.

An awareness video in Urdu, Punjabi, and Bengali has received over 4,000 views so far. As a result of this increased awareness, domestic servitude cases increased by 70% in 2021 compared to 2020. Specialist investigators are now receiving training to ensure that every opportunity is taken to prosecute these cases. The first of its kind in Yorkshire and Humber, the first test case investigated by the specialist



West Yorkshire Modern Slavery Team is now with CPS. Additionally, the Home Office funded a Deep Dive Review with victims to understand the challenges of maintaining their involvement the criminal justice system up to and including trial. This work is now being shared in other regions.

MSIIG

The Modern Slavery Intelligence and Investigative Group (MSIIG), a subgroup of the national Modern Slavery Pursue Board, is working with the ROCUs and the NCA to improve operational coordination. The Regional Coordinators play a key role in feeding important jobs in the pipeline, from Forces intelligence to Tier 1 operational status, and ensure capability and resources are in the right place. An Operational Update meeting is held every two weeks with the MSOIC National Delivery Manager, the ROCTA, and other NCA managers to increase agency cooperation and ensure that everyone has a better understanding of MSHT's operational performance and emerging threats.

Regional Governance Structures

Several Forces and Regions are now holding Exploitation Type Scrutiny Panels with the help of the Regional Coordinators to identify emerging themes for improvement opportunities and develop appropriate governance and structures. Several Regional Coordinators are vital members of CPS-led MSHT groups in their respective regions. A one-day MSHT CPD training has been developed in the Eastern region, with the CPS assisting in the presentation of evidence-based investigations. This has been delivered to DIs and DCIs across the region. The goal of the day is to raise MSHT awareness and improve the quality of investigations. An MSHT presentation to the Eastern Region judiciary was also held, with over 130 people in attendance, including lawyers and judges.

Operation Aidant

The Regional Coordinators play a key role in Operation Aidant intensifications, generating activity within forces, acting as a catalyst for the wider uplift in law enforcement activity and response to Modern Slavery. The National Delivery Manager provides a crucial link between the NCA, UK Law Enforcement and other agencies in shaping the delivery of the objectives and facilitating appropriate activity to better inform the threat picture.

Adult Services Websites

Adult services websites (ASWs) advertising is widely recognised as a key enabler of women's trafficking for sexual exploitation. The National Delivery Manager is a key member of the National ASW working group, representing UK policing and reporting in and out of the group on a quarterly basis. In Q4 2022, the National Delivery Manager and Regional Coordinators led an initiative supported by grant funding from the Home Office to enable forces to purchase more web scraping tool licences in order to ensure greater capacity, resilience, and capability in the future. To encourage Forces to be more proactive in order to achieve our National ASW 2022/23 Action Plan goal of integrating UKLE activity into daily operations. The impact of forces access to these tools will be evaluated during 2022-23.

The Regional Coordinator in South Wales continues to support regional work on sexual exploitation, having secured local funding for all forces and the ROCU to have licenced access to a web scraping tool to aid in identifying the threat and intelligence development from proactive use on Adult Service Websites. Over the last year, this has had success in identifying and disrupting OCGs involving Chinese nationals through two proactive investigations affecting South Wales and Gwent and extending nationally to both England and Scotland. The Regional Coordinator worked with the Welsh Government agency Rent Smart Wales (RSW) to raise awareness among their 47,000 registered landlords and letting agents and produced a booklet highlighting the criminal use of property in sexual exploitation cases, which was presented at the RSW regional partnership meeting, promoted through RSW mailshots and website, and later shared with letting agents in England via the UK Association of Letting Agents.

Outcomes:

- **The work detailed above has contributed to an increase in charges of 70% between Q1 FY 2020/21 and Q4 FY 2021/22.**
- **Home Office funding provided to 36 police forces to improve resources to tackle sexual exploitation. Monitoring of the use and impact of these resources in forces will continue into 2022-23.**
- **Recorded domestic servitude cases increased by 70% in 2021 compared to 2020 in West Yorkshire.**

Improving the understanding of the links between OIC and Modern Slavery and to increase the number of upstream disruptions (H)

Planned Outcome: Increased awareness of Modern Slavery and OIC issues across policing leading to increased disruptions for Moderns Slavery and OIC

The Regional Coordinators can identify missed opportunities to build an intelligence picture and target and dismantle OCG networks by looking across law enforcement systems and forces. On Operations Morris, Tibbermore, Ajaxis, Seville, Ozone, and Achilles, the Eastern Regional Coordinators used TOEX to improve intelligence development. This activity informed wider discussions with Forces regarding ownership for MSHT/OIC investigations, the mapping of OCG's and engagement with the Federated Tasking Team via SOC system tasking.

Finding support for intelligence development in forces and ROCUs against competing priorities such as combating drug distribution and firearms has been challenging this year. Recognising intelligence, capability, and capacity gaps while still striving to improve Force performance and serve as a threat advocate. The East Midlands Regional Coordinator demonstrated this with Operation Rohtang which relates to Albanian MSHT/OIC, cannabis cultivation/poly-criminality and abuse of the NRM process. Working with TOEX the vulnerability assessment and MoRiLE score were completed as part of the intelligence development process. Work on development is still ongoing with one archived OCG reactivated from development work and links to several other OCGs discovered. Regional Coordinators provide informed leadership by participating in regional strategic governance and tactical tasking forums.

In response to the NCA's OIC Tasking, the West Midlands Regional Coordinator devised a comprehensive plan for the region using the '4P' model, Pursue, Prevent, Protect and Prepare. This included a review of organised crime mapping processes as well as increased community engagement. Other components include front-line training and collaboration with the Home Office to maximise the use of new and emerging policy and legislation to more effectively remove high-risk foreign national offenders. Cooperation with partner law enforcement agencies has also increased, allowing for a better understanding of OIC and a more effective response.

The Northeast Regional Coordinator has been assisting Cleveland Police officers in dealing with a number of cannabis farms where gardeners have been discovered. Modern slavery was suspected to be a problem after several gardeners were discovered missing from asylum hotels across the UK after arriving on small boats across the channel. As a result, Operation Tungsten was formed with the goal of identifying any criminals involved in facilitating their entry into the United Kingdom and providing labour to local criminals. The Regional Coordinator is now acting as a broker between national, regional, and local policing to ensure a coordinated response. Operation Tungsten investigations by NERSOU staff with support from Immigration Enforcement, TOEX, and the NCA were successful in bringing together several investigations. The Regional Coordinator and NCA Modern Slavery Tactical Advisors are continuing to assist in identifying and safeguarding victims, as well as securing all available evidence. This is an excellent example of local and national law enforcement cooperating to combat organised immigration crime and modern slavery.

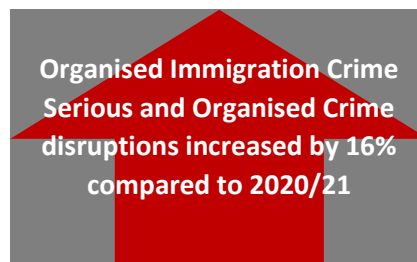
The Northeast Regional Coordinator chairs a quarterly Organised Immigration Crime threat group that includes partners from Immigration Enforcement, Border Force, PD Ports Harbour Police Unit, and Special Branch Regional Ports Policing, as well as the three forces of Cleveland, Durham, and Northumbria. The group is accountable to the regional SOC Strategic Governance Group and has established a strategic 4P action plan. The group's success is now being replicated within the forces to drive local implementation of the plan. Work is now being done to raise awareness and provide training to frontline teams, as well as to ensure that command-and-control systems are configured to engage the national clandestine response plan and the Operation Innerste safeguarding protocols.

Cumbria, Cheshire, Greater Manchester, Merseyside, Lancashire, and North Wales, along with partners from the Home Office Immigration Enforcement, Border Force, Multi-Agency Hub, UKVI, and NCA, convene a quarterly Regional Organised Immigration Crime Strategic Governance Group which is facilitated by the Northwest Regional Coordinator. The group is unique in that the Chair is from Immigration Enforcement, recognising HOIE's expert knowledge and skill set in this area while also leveraging the collective skills of a variety of partners. The group has established a term of reference, and work is now underway to provide training to police forces to increase OIC awareness and refer partners who can provide expert multi-agency support for the 4P plan.

The Regional Coordinator for London collaborates on joint projects with the City of London Police and British Transport Police, such as Operation Aidant and strategic Intelligence meetings, to bring the combined resources and knowledge of the Metropolitan area and beyond to bear on such aspects of modern slavery as

criminal exploitation seen in County Lines. This was recently demonstrated in a joint operation that combined the three Forces' CCTV, intelligence, and specialist capabilities to combat juvenile begging and child exploitation in and around tourist destinations and transportation hubs throughout the Metropolis. The Regional Coordinator has fostered good working relationships with our international partners throughout the year and this has led to an initiative to seek police officers from Poland, Lithuania, and Romania to work in London alongside UK police officers. A further international element has been successful in securing the support of countries beyond Europe, including a strong link with the USA through joint conferences at the American Embassy in London. As a result, the Regional Coordinator is working on several projects to better understand different country's capacity and capability when dealing with international OCGs.

Outcomes:



8. Engagement with Police and Partners

Training

Despite the impact of Covid and the challenges to conduct face-to-face training, the Programme has adapted and produced a number of virtual workshops and training courses to maintain the direct delivery of training and CPD activities. Victim Liaison Officer training, Operation Innerste training, and Organised Immigration Crime training have all been part of this. When Covid restrictions allowed in person training was also delivered at venues across the UK. Over 50 training sessions for both policing and partner organisations had been held by the end of March 2022, with over 1000 people trained.

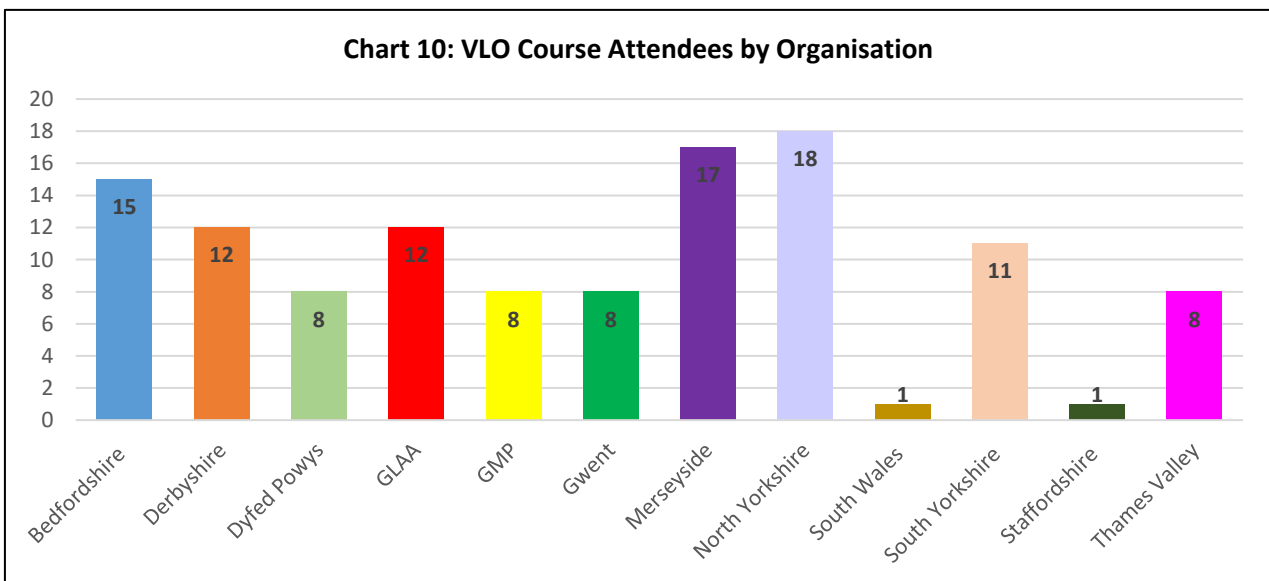
From the 1st April 2021 to the 31st March 2022 the following courses were delivered:

Operation Innerste

488 people were trained in 21 sessions, with 44% of them coming from policing. Due to the demand for a multi-agency response for the identification of migrant children, it was critical that this was run as a multi-agency session.

Victim Liaison Officer

The Programme has delivered 11 sessions to 12 different organisations, with 119 people completing the training giving them the skills to become a Modern Slavery Human Trafficking Victim Liaison Officer.

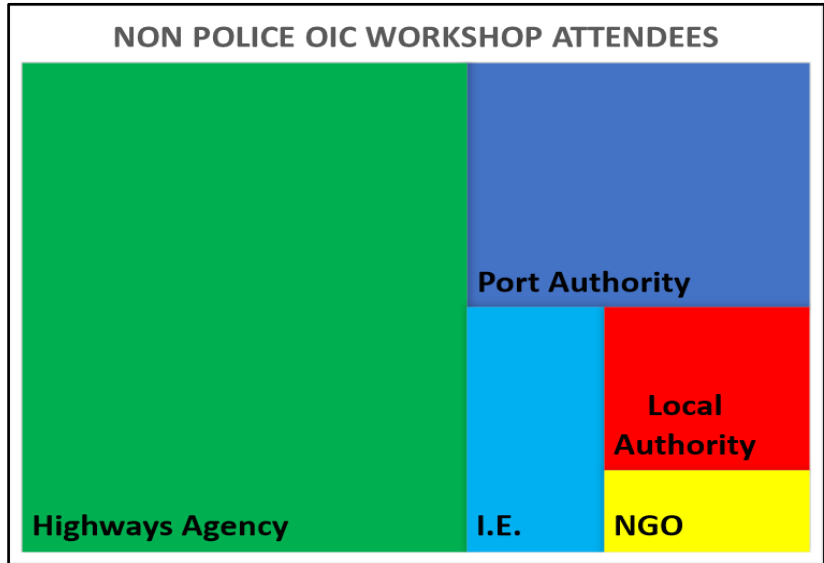


Train the Trainer Modern Slavery Investigator Course

The Programme delivered two Train the Trainer sessions at the College of Policing in Ryton for the Modern Slavery Investigator Course. A total of 65 officers from 35 different police forces attended the sessions. These forces now have the capacity to deliver the four-day Modern Slavery Investigator Course to their officers and staff. A third Train the Trainer session is being planned for 2022-23 to accommodate forces that were unable to attend either of the two previous events.

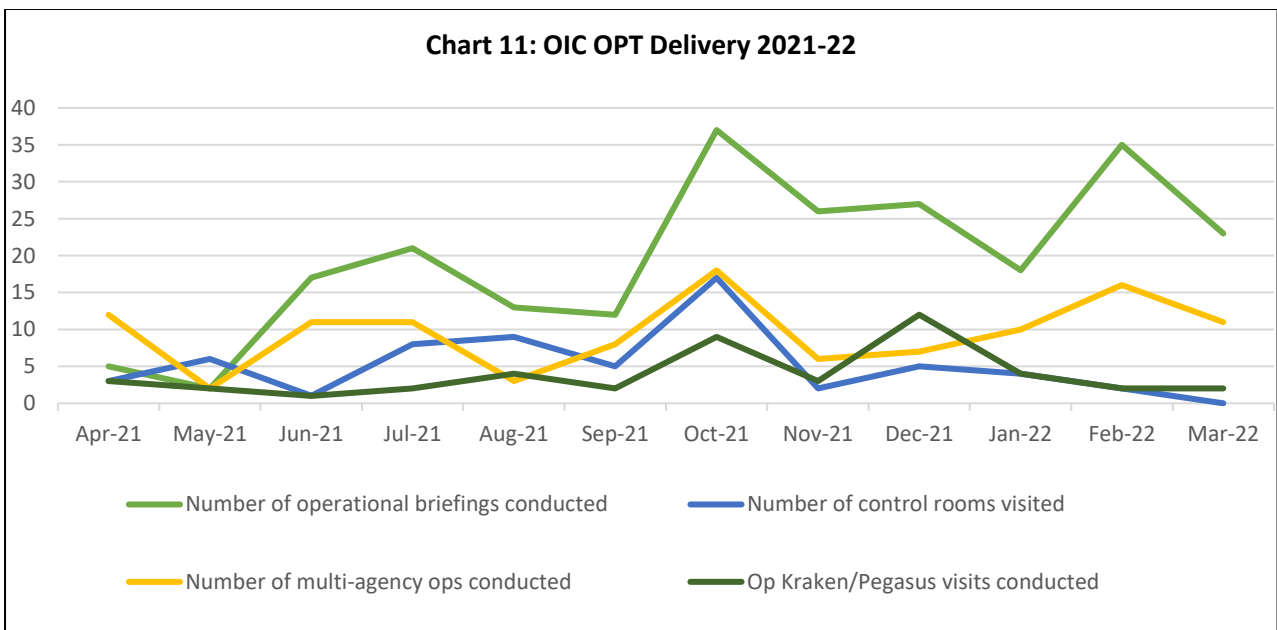
Organised Immigration Crime Awareness Workshop

To improve the knowledge and skills of front-line staff and officers responding to an incident of Organised Immigration Crime, 22 sessions of the OIC Awareness Workshop were delivered to 374 people from policing and another 19 people from other organisations.



OIC Operational Policing Team

In June 2021 the OIC Operational Policing Team expanded from seven to fifteen forces across the UK. This team were responsible for many engagement tasks including upskilling, providing operation briefings and conducting multi-agency operations. The OPT has reached a wide audience within each of their forces both briefing and conducting operations. Over 7000 officers and staff have been briefed on various aspects of operational OIC delivery and 115 multi-agency operations were conducted.

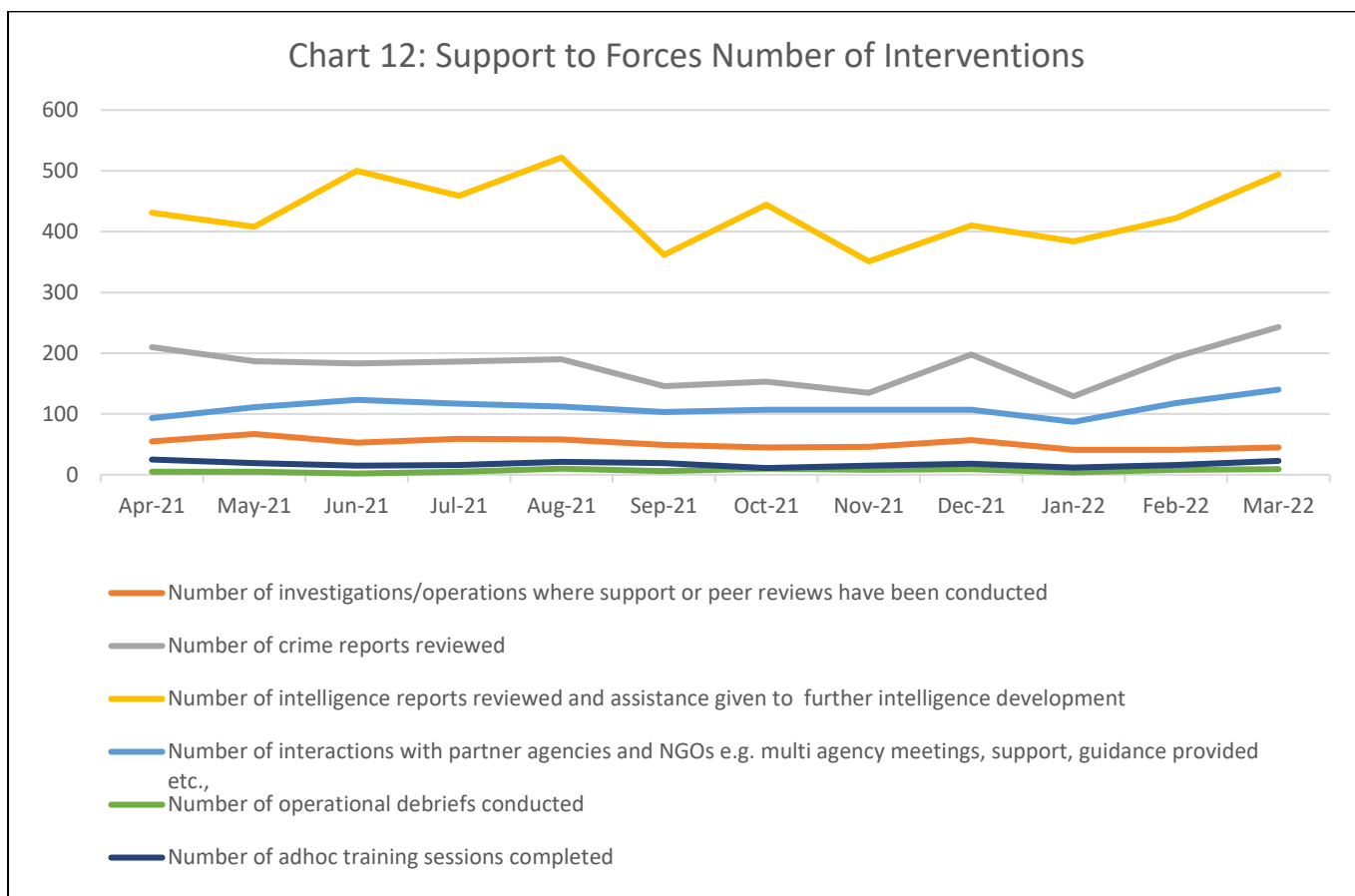


Products and support

Over the last year the MSOIC Programme have continued to produce a vast array of products and documents which have been shared across a range of audiences as well as providing direct support. 300 different documents have been produced including Investigation Overviews, OIC newsletters and guidance for various roles and responsibilities across law enforcement. These have generated over 17,500 downloads.

All forces across England and Wales have been supported by a team of Regional Coordinators providing advice and guidance in relation to a range of topics and encouraging partnership support and engagement. This has included the review of crimes and intelligence and support for developing strategies for intelligence

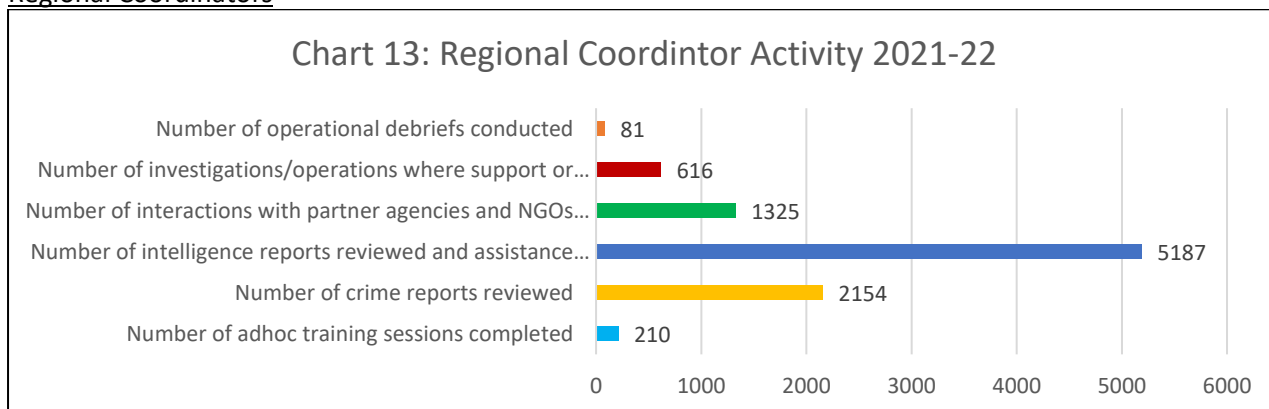
development or investigation. During this last year over 2,000 crimes and almost 5,200 intelligence reports have been reviewed and advice given for progressing them. Over 1,200 partnership support and engagement sessions have been facilitated or supported by the team of regional coordinators.



Knowledge Hub

The Programme hosts a thriving community on the Police Knowledge Hub site and facilitates two groups focused on MSHT and OIC. The OIC group was created in October 2021 to support forces to deliver on the national OIC tasking and includes a comprehensive and extensive source of thematic guidance available to police forces in England and Wales. In addition to this, the community message board allow users to post queries which can be answered by the programme or other practitioners who are a part of the group.

Regional Coordinators



9. National Anti-Slavery Network

As the elected voice of communities for the delivery of policing and community safety, Police and Crime Commissioners (PCCs) play an important role in raising awareness of modern slavery and exploitation at a local level. Their unique understanding of the needs and issues within their communities, are consistently informed of the force threat picture allowing them to work collaboratively with forces and partners to safeguard those who would be vulnerable to exploitation, abuse and hold their perpetrators to account.

The National Anti-Slavery Network was launched in 2016 by West Yorkshire PCC, Mark Burns-Williamson OBE to provide a platform bringing PCCs and senior leaders together. Its focus has been on raising awareness of modern slavery, the role of policing in tackling this crime and in supporting PCCs to hold their respective chief constables to account for tackling modern slavery locally and in discharging their own responsibilities with regards to supporting victims of crime.

In 2021/22 the programme has provided support to PCCs nationally through its funding of the Network Co-ordinator role for the National Anti-Slavery Network (the Network). The Co-ordinator has played an important role in supporting the programme's overall work in several key areas:

Raising awareness: building understanding amongst PCCs of the challenges associated with modern slavery and organised immigration crime has continued to be a key focus of the Network both through direct briefings and through facilitating PCCs engagement with national experts and stakeholders including the National Anti-Slavery Partnerships Network and the Independent Anti-Slavery Commissioner. Following the May 2021 PCC elections which saw a considerable volume of new PCCs and Deputy Mayors take up office the Network delivered a programme of engagement with PCCs and their offices to raise awareness of these horrible crimes. This programme has included the development of briefing materials and the hosting of three bespoke awareness events for new PCCs.

Best practice and skills: supporting PCCs to carry out their role has been a key part of the Network's activities during the year and this has included a particular focus on the National Referral Mechanism (NRM). The Network has worked with PCCs offices from across the country to increase their understanding and focus on NRM and Competent Authority processes and transformation as well as providing them with best practice and skills support in areas such as victim service commissioning.

Engagement and policy development: the Network has worked to support the Home Office in its Devolved Decision-Making Pilot for Children and has continued to engage with Home Office colleagues to co-ordinate PCC engagement and input into police development. This has included the facilitation of workshops to support the development of an updated Modern Slavery Strategy and the hosting of workshops with PCCs and their offices on the New Plan for Immigration and the Nationality and Borders Bill.



10. Look Forward for 2022-23

The Modern Slavery and Organised Immigration Crime Unit has been working with forces for over 5 years, helping them improve their response to Modern Slavery and more recently Organised Immigration Crime. The success of this strategy is demonstrated by the ongoing improvements in the relevant metrics as set out in **Section 4** of this report.

In relation to Modern Slavery, 2021/22 was planned to be a transitional year with forces embedding practises into business as usual. However, given that the government is currently reviewing the Modern Slavery Strategy, and given the upcoming commitments made therein, policing will continue to be at the vanguard of a renewed effort to combat trafficking and exploitation, protect victims, and bring offenders to justice.

Organised Immigration Crime remains a priority for the Home Office and law enforcement agencies, including police forces. The work of the Programme will continue to focus on improving the policing response in accordance with the national tasking.

The Home Office have allocated funding in 2022/23 for both Modern Slavery and Organised Immigration Crime.

