

Estimating the Extent of Modern Slavery

Commissioned by





ESTIMATING THE EXTENT OF MODERN SLAVERY

Proposed Model and Formula for Thames Valley
Police and Crime Commissioner

ABSTRACT

This report provides a brief critical review of the ways in which national and global estimates of the extent of modern slavery have been calculated and offers a new model which can be used to calculate both regional and national estimates. One of the objectives in developing the model was to use a parsimonious method, which was based on direct indicators of victimisation. Additionally, rather than using statistical inferences to compute unknown figures, proportional estimates were garnered from empirical research on other forms of interpersonal crime that have commonalities with modern day slavery. In this report the model is used to provide an estimate of the extent of modern slavery in the Thames Valley region. Two estimates are produced here. One which over time will enable assessment of the criminal justice response to modern slavery and the other which will be beneficial in terms of service and resource planning for organisations working with victims. To overcome the difficulties in producing estimates a potential survey instrument is offered to capture primary data.

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Executive Summary

- 1) Existing estimates of the extent of modern slavery have not been based on primary research in the UK. Rather the figures that are currently most widely used as based on figures which are drawn from a survey of outward international trafficking conducted in five Eastern European countries and then the findings have then been extrapolated to provide a figure for the UK.
- 2) The consequence of this is that the figures currently in use may not be representative of the true extent of the problem.
- 3) A new model and formula is presented here that will allow for the annual assessment of the extent of, and official response to, modern slavery. The model is a development of one proposed by Aronowitz (2010).
- 4) The model is deemed to offer a parsimonious method for calculating the estimates which are based on simple calculations of proportions and percentages which begin with directly known indicators of modern slavery in the local region in 2016.
- 5) The first estimate is based on data drawn from criminal justice figures and the second estimate is based on the number of victims seeking/ being referred to / identified by, specialist services.
- 6) There were 19 crimes which can be directly identified as modern slavery that were recorded by Thames Valley Police in 2016
- 7) There were 80 referrals from the Thames Valley region to the National Referral Mechanism in 2016
- 8) The most conservative estimate based on criminal justice figures suggests that in the year 2016 there were likely to be 533 victims of modern slavery in the Thames Valley region.
- 9) Using data from service providers the estimated number of victims in Thames Valley in 2016 was 2,462 victims
- 10) Overall, using the 2016 NRM referral figures, it appears that 3: 10,000 people are recognised as being victims of modern slavery in the Thames Valley region.
- 11) Recommendations are made for how forthcoming data (e.g. Duty to Notify figures) might be used in future calculations.
- 12) It is recommended that a regional randomised community survey is conducted in order to establish an empirical basis for the calculation of the hidden figure of victimisation. A suggested methodology and questions are provided.

Estimating the Extent of Modern Slavery Survey in the Thames Valley Region

Rationale for this project

Planning for effective and efficient service development and delivery requires a valid estimation as to the likely number of clients who will be referred to and engage with the service. This is particularly important when a service, such as the Independent Trauma Advisor role, simultaneously delivers emergency crisis intervention for some new clients and the provision of on-going support and advocacy for existing clients who have high levels of need. Without this knowledge, service development can be hampered by a number of factors including:

- a) Having insufficient knowledge to judge the necessary capacity of a planned service
- b) The potentially unfounded fear of ‘advertising’ the service in case of being inundated with a deluge of referrals when there is insufficient staff capacity to respond safely and appropriately
- c) Agreeing to fulfil unrealistic targets requested by funders

Aim of this project

One of the deliverables from this Police Innovation Fund funded project was to provide a method for calculating a more informed estimate of the local extent of modern slavery.

Thus, the objectives of this report are to:

- a) Present a brief critical review of the literature which discusses the strategies used, and the issues inherent, in attempts to measure the extent of modern slavery
- b) Develop and propose a novel formula for estimating the extent either nationally or regionally which is based on known direct indicators of modern slavery or comparable forms of victimisation.
- c) Use the formula to offer an estimation of the extent of modern slavery in the Thames Valley area.
- d) Offer advice as to how forthcoming sources of data might be used to refine the formula
- e) Create a survey instrument that would assist in capturing data which could be used in the formula to enhance the accuracy of the estimates provided.

Background

Gaining a valid estimate of the extent of modern slavery is essential for policy makers and service providers in order to; assess the effectiveness of policies and interventions (Wise & Schloenhardt, 2014), to monitor change in trends and to substantiate applications for resources and funding (Guth, Anderson, Kinnard & Tran, 2014). However currently, there appears to be a paucity of primary data which can be considered reliable, representative, replicable and scientifically robust, particularly in the UK, on which to base these estimates. Despite this lack of research evidence, a number of estimates have been proffered and exchanged which have infiltrated discourse on the topic. Furthermore, there is a wide disparity in the estimates produced by NGOs working with victims and governments (Wise & Schloenhardt, 2014). For example, the two dominant estimates that have gained wide acceptance among different audiences are the Global Slavery Index and that produced by the International Labour Organisation. The Global Slavery Index (2013) whose numbers are seen as most representative by victim advocates and service providers estimated prevalence rates of 29.8 million people living in slavery across the globe during 2013. Alternatively, the International Labour Organisation (2012) proposed a more conservative estimate of 20.9 million victims worldwide. Both figures contrast markedly with the US Department of State's 2004 global estimate of just 600,000 victims. It has been argued that the disparity in figures might have arisen as a consequence of the mandate or ideology that has driven their compilation and as such they may fail to be an objective assessment of the problem (Lindquist, 2013). One potential consequence of the failure to produce valid estimates is the negative impact this can have on the development of progressive and effective responses for victims and against perpetrators (Tyldum & Brunovskis, 2005).

Timoshkina (2012) discussed two different indicators of prevalence rates for human trafficking that can be used in calculations; direct and indirect indicators. Where direct indicators can be drawn from figures related to the investigation and prosecution of cases and file analysis of records held by service providers on the number of victims they have identified and with whom they have successfully engaged. Indirect indicators in the context of modern slavery might include figures related to missing persons, recorded crime and convictions for kidnapping, bribery, child sexual exploitation, abduction, domestic violence, interpersonal violence, identity fraud etc. Both these groups of indicators appear to help quantify known victims of modern slavery and whilst the indirect indicators offer some representation of the unknown victims (e.g. missing persons), they do not necessarily capture the full extent of the dark figure.

A number of different methods have been used or proposed as having potential to elucidate the extent of hidden victimisation including; expert opinion, capture-recapture techniques, surveys of current victims, retrospective surveys of former victims, household surveys which assess victimisation of other family members (Wise and Schloenhardt, 2014) and statistical extrapolation from secondary data sources (e.g. Datta & Bales, 2014). Expert opinion has often used the views of front line service providers regarding the scale of the problem within their geographical region and the scaling up of this estimate to provide figures for the whole country. The problem with using this method is that it is biased towards only considering victims who are known to the service providers.

Capture-recapture is a method used in the biological sciences to calculate the prevalence of a particular species within a defined geographical area, which Tyldum and Brunovskis (2005)

proposed might be applied to estimating hidden populations. The method assumes that the population under study are evenly spread over a geographical area and that the individual members move about frequently. Taking these assumptions as given, calculations can be based on the number of individuals identified only once and those who are found repeatedly. Indeed, the International Labour Organisation employed this method to estimate the number of victims of forced labour in 2004 (ILO, 2005), although their method was never subjected to peer-review. However, Wise and Schloenhardt (2014) argue that this method would be inappropriate for uncovering the hidden figure of trafficking (and by extension modern slavery) for two reasons. Firstly, for many victims their exploitation remains hidden and thus is not counted. Secondly, once a victim is identified it is likely that attempts will be made to rescue the individual from the adverse circumstances, thus removing the likelihood that they will be recounted at some later date.

In the context of other forms of hidden victimisation (such as child sexual abuse, sexual assault, domestic violence etc.) the 'dark figure' of victimisation (Skogan, 1977) has been calculated by examining the differences between the number of victims who report to the police within a one year period and the number of victims who report incidents for the same 12-month period on a victimisation survey, such as the Crime Survey for England and Wales (formerly the British Crime Survey). Such surveys tend to use a random household sampling frame, which should allow for a sample that is largely representative of the population under scrutiny. Unfortunately, these surveys do generally fail to capture the experiences of those who are most vulnerable and marginalised in society (i.e. individuals who live in residential care, who are currently homeless, an in-patient in hospital or psychiatric unit or who are incarcerated). Consequently, the strict application of 'household' survey method for sampling would mean that those most likely to be affected by, or to have witnessed, child abuse, domestic violence, sexual assault or modern slavery are least likely to be represented in the sample.

Other problems associated with some of the generic victimisation surveys includes;

- a) viewing victimisation as a discrete event(s) rather than as long-term processes,
- b) sampling issues related to the inaccessibility of victims who are held in psychological, if not physical, captivity.
- c) the reluctance to report due to unfounded sense of shame or self-blame, particularly when they have engaged in criminal or behaviour that is outside of their own moral boundaries

Whilst surveys such as the Crime Survey for England and Wales have not included duration of victimisation, this has been incorporated into surveys assessing the life-time prevalence of child maltreatment (e.g. Cawson et al., 2000). It maybe that the attempt to capture rates of victimisation in a 12-month period, complicates asking about duration. In so much that the onset of exploitation may have begun outside of the start date for inclusion in the survey or may be on-going and thus the full duration remains unknown. This problem is less evident when retrospective studies of child maltreatment are conducted as the period of time under scrutiny (childhood) has ended and this particular form of victimisation thus cannot be on-going), and so an estimate of the full duration can be offered by the respondents.

Specifically, in the context of assessing prevalence of modern slavery Datta and Bales (2013) argue that the key limitation of using the victimisation survey methodology is that in most cases the victim is unreachable or they are unable to engage with the research process due

to the level of control over their activities exerted by the perpetrators. Whilst this might be true for a significant proportion of individuals who at the time of the proposed survey are entangled within slavery, it is not necessarily true for all victims. For example, a significant number of victims of child sexual exploitation remain living in local authority care during the period of their enslavement. So, whilst they are psychologically enmeshed in exploitative relationships they do have some freedom of movement and activity.

Datta and Bales (2013) contend that estimating prevalence of modern slavery is further compromised by the fact that many victims might be reluctant to report their experiences due to an irrational sense of shame or self-blame, and this might be particularly impactful amongst those who have been sexually exploited. Due to the relatively high incidence of forced criminality and debt bondage that comes from perpetrators intentionally facilitating victims to develop dependencies on illegal substances, reticence to report might also come from fear of prosecution and not feeling like a deserving victim. However, the research in the field of sexual victimisation has found that the impact of the sense of shame on reporting victimisation experiences can be minimised where the data collection is conducted in a way that maintains the individual's total anonymity (e.g. on-line surveys or audio computer assisted self-interviews) (e.g. DiLillo et al., 2006; Read et al., 2009). And that anonymity during data collection increases the trustworthiness of the responses given in response to socially sensitive questions (Durant, Carey & Schroder, 2002; Le & Vu, 2012).

A further issue might be that a significant proportion of victims of modern slavery may not recognise their victim status (Carrington and Hearn, 2003) either during their period of exploitation and even afterwards in the cases of those who are rescued (or abandoned). Again, a similar issue has been found in the sexual violence literature in that there is a general reluctance on the part of the majority of victims of sexual violence to label their experience as rape or sexual assault (Orchowski, Untied & Gidycz, 2013). One way that has been found to overcome this problem is to use questioning that examines specific behaviours and contexts rather than directly asking about experiences in terms of their criminal labels (Koss et al., 2007).

Despite the reported limitations of victim surveys in relation to modern slavery, Pennington, Ball, Hampton and Soulakova (2009) were given permission to add three questions to an existing large household-based, cluster survey conducted in Eastern European countries. Their aim was to capture an approximation of the extent of international trafficking out of the country. The countries included in this survey included Ukraine, Romania, Moldova, Belarus and Bulgaria. The survey received responses from 5,500 individuals across all the countries. The following questions were included:

- 1) How many members of your family have travelled abroad because they were offered a domestic or nursing job, but upon arrival were locked up and forced to work for no pay?
- 2) How many of your close family members travelled aboard because they were offered a job, but upon arrival they were locked up and forced to work at an enterprise/ on construction /in agriculture for little or no pay?
- 3) How many members of your close family have travelled aboard because they were offered employment, but upon arrival to the country of destination had their passport taken away and they were forced to work in the sex business?

The authors note that the questions did not ask the respondents to limit their responses to within a specified time-period (e.g. 12-months or 3 years) and thus the responses obtained may not represent the number of people whose trafficking experience was recent or current. To calculate the prevalence of trafficking in the surveyed countries Pennington et al. used the information from the responses to these questions in combination with information about the mean family sizes, the estimated number of families in the country and the number of families who reported trafficked family members.

Datta and Bales (2013) propose that Pennington et al.'s survey results can be commended on their greater reliability and validity than previous estimates. Indeed, they extrapolate from these findings an estimation of the extent of modern slavery in the UK (Bales, Hesketh & Silverman, 2015). However, Pennington et al.'s survey data is unable to capture even a close approximation to the true extent of modern slavery in those countries surveyed and it is unlikely that the findings from Eastern European countries can be readily generalised to the UK. The key limitations of Pennington et al.'s questions include; a) that they only capture a limited range of forms of exploitation (e.g. excludes forced criminality, cuckooing, debt-bondage etc.) and b) only include externally trafficked persons (which excludes those who are internally trafficked or those whose experience of modern slavery do not involve trafficking). Considering in this instance an understanding of the extent of modern slavery in this local area is sought to inform the estimation of resources needed and to plan for effective service delivery, these questions appear less than helpful in understanding the extent of the issue. That is, the victims identified under this line of questioning would not be in this country and thus would not form part of the potential pool of service users.

Another survey of modern slavery has been conducted by the Walk Free Foundation and the results from this are now used in their estimations given in the Global Slavery Index. According to Guth et al. (2014), the goal of the Global Slavery Index (2013), was to collect primary data, however, initially it relied on secondary sources. Computation of each country's score on the index relies on the combination of three weighted factors:

- a) Estimated prevalence within a country (95% of the weighting)
- b) Numbers of in and out migration for the individual country (2.5%)
- c) The number of child marriages within a country (2.5%)

The more recent survey questions asked by the Walk Free Foundation were:

1. Have you or has anyone in your immediate family ever been forced to work by an employer?
2. Have you or has anyone in your immediate family ever been forced to work by an employer to repay a debt with that employer?
3. Have you or has anyone in your immediate family ever been offered one kind of work, but then were forced to do something else and not allowed to leave?
4. Have you or has anyone in your immediate family ever been forced to marry?

Respondents were asked to report on instances that had occurred within the past five years. The questions are heavily weighted towards forced labour and exclude instances of cuckooing and sexual exploitation. It is unclear from the questions whether positive responses would relate to domestic or international trafficking and thus would not give an indicator of the likely number of victims currently in the country.

Datta and Bales (2013) contend that wherever a community is complicit in allowing slavery as an industry to thrive, the existence of victims will be known to a greater number of

people than just the perpetrators and the victims. They therefore propose that this information might be collected in a systematic way. To ask the general public about their awareness, suspicions and actions in relation to modern slavery might also be helpful in uncovering the hidden figure of victimisation. Assessing this repeatedly would also indicate whether awareness rising campaigns are effective in promoting the public to become capable guardians to victims who are unwilling or unable to seek help for themselves.

Problems identified with current attempt to assess the extent of modern slavery

Specific issues that have been found in relation to the existing estimates of modern slavery have included:

- a) The failure to offer a clear and consistent definition of modern slavery which leads to non-comparable data (Ogrodnik, 2010). For example, Aronowitz (2010) highlighted the disparity between definitions used by law enforcement agencies and service providers; the former being couched in national laws and the latter being more perceptive of sub-criminal victimisation and regional/emerging forms and patterns of exploitation.
- b) Thresholds and stage at which victims of modern slavery are officially labelled as victims - e.g. where an individual has been targeted by a perpetrator and the grooming process has begun but the progression of the exploitation is curtailed by the victim seeking help or escaping the situation.
- c) The lack of a central reporting system in some countries (e.g. equivalents of the Duty to Notify and the NRM).
- d) The conflation of international trafficking and modern slavery. For example, the articles by Datta and Bales, 2013 and Bales et al. 2015 both refer to modern slavery in their titles, but then switch between referring to trafficking and modern slavery, and their estimates of the extent of the problem centre on Pennington et al.'s survey findings which only relate to outward international trafficking.
- e) The failure to adopt robust methodology and a paucity of peer-reviewing
- f) The lack of transparency regarding the methodology (Aronowitz, 2010; Schloenhardt, Beirne & Corsbie, 2009) which prevents both critique and replicability
- g) The use of relatively small sample sizes
- h) The tendency to confuse guesstimates with estimates,
- i) Barriers to information sharing within and between organisations that would permit more effective capture, collation and integration of data (Timoshkina, 2012) and reduce the risk of double-counting (Aronowitz, 2010)
- j) The lack of comparability of the data used in country-by-country estimates used in the computation of global estimates (e.g. some countries count life time prevalence, whereas other countries only include the number of new victims within a given year (Makkai, 2003; Timoshkina, 2012).

Within the UK estimates have been based on extrapolation from secondary data [e.g. the surveys conducted by Pennington et al. (2009) that measure the extent of trafficking out of

a country] which are limited both in terms of their inclusion of all forms of modern slavery and their cross-cultural generalisability.

The Way Forward

In light, of the limitations discussed regarding criminal justice data and the NRM referrals, and the current shortage of primary victim survey data, the strategy devised here for estimating the extent of modern slavery in the UK adopts an adapted version of Aronowitz's (2010) model of known and unknown victims. Aronowitz (2010) proposed a model that could be used for estimating the overall extent of human trafficking which represented the extent of known and unknown victimisation as levels on a pyramid. The highest point of the pyramid, which represents the smallest proportion of victims, refers to those victims who have both cooperated with the authorities and who the authorities have officially recognised as victims. Each subsequent layer is demarcated by a diminution of the level of official recognition and/or victim co-operation with the authorities, with the lowest and largest layer being seen as the victims who have no contact with the authorities and thus who represent the unknown dark figure of victimisation. Other than this lowest layer, all other layers are not mutually exclusive and the lower layers will include all the individuals represented in the higher layers. Whilst Aronowitz, did not use the model to provide an estimate, she did propose the types of information that might be useful in the calculations, much of which was not available in the UK at the time of her writing. This model is used in combination with a process similar to that employed in highlighting the points of attrition from the criminal justice system in cases such as sexual or domestic violence (e.g. Daly & Bouhours, 2010; Kelly, Lovett and Regan, 2005). For example, starting at the lowest level, what proportion of crime goes unreported, what proportion of victims report the crime, what percentage of reported cases are recorded by the police, what proportion of recorded offences are proceeded against and what percentage of prosecutions lead to a conviction. The lower down the pyramid that we can attach meaningful numbers to the equation, the closer we will be to estimating the true extent.

The next section will explore and critique the directly known data (Timoshkina, 2012) that is currently available in order that it can be used in the final calculation.

Direct Indicators of the extent of Modern Slavery

Direct indicators of modern slavery can be drawn from a range of different sources including;

- a) the number of potential victims who are identified by the official first responders and are brought to the attention of the Home Office under the 'duty to notify' – Section 52 in the Modern Slavery Act,
- b) the number victims who referred by competent authorities to the National Referral Mechanism (NRM),
- c) the number of potential victims referred to the NRM whom receive a positive conclusive decision,
- d) the number of convictions for modern slavery and human trafficking offences, and
- e) the crime figures for these offences recorded by the police.

Each of these data sets has its own strengths and limitations when used in estimating the true extent of the problem, but in combination they help to build an early picture, albeit one which is likely to be a considerable underestimate.

Criminal justice statistics

Crime figures recorded by the police.

Using the open access data set on Recorded Crime by Police Force Areas from March 2013¹ the following breakdown of recorded crimes most likely to be related to modern slavery are presented in the table below. This demonstrates a year-on-year increase in crimes related to modern slavery being recorded since 2014-15. Whilst this might be expected in light of the introduction of the Modern Slavery Act 2015, the first rise does not appear to be specifically attributed to crimes being classified under this heading.

Table 1: Crimes related to Modern Slavery recorded by Thames Valley Police

	2013-14	2014-15	2015-16	2016-17
Abuse of children through sexual exploitation	0	4	6	6
Exploitation of prostitution	5	2	4	7
Modern Slavery	N/A	N/A	1	6
Trafficking for the purpose of sexual exploitation	3	0	0	0
Total crimes	8	6	11	19

¹ <https://www.gov.uk/government/statistics/police-recorded-crime-open-data-tables>

There are a number of limitations of the crime figures with regards to their utility in providing an estimate of extent of modern slavery. Such limitations include:

- 1) Not all crimes are reported to the police. Indeed, which the rate of reporting has not yet been established for victims of modern slavery. However, such figures do exist for crimes such as sexual and domestic violence which share some commonalities with modern slavery.
- 2) Not all crimes reported to the police are recorded². The HMCI (2014) inspection report suggested that on average across all crimes and across all forces in England and Wales 19% of reported crimes are not recorded as such. The rates of non-recording were found to be highest in sexual (26%) and violent (33%) crimes.
- 3) Some of the crimes related to modern slavery would have been classified under different crime headings
- 4) The number of crimes recorded does not give any indication of the number of victims or perpetrators.

Convictions

In order to estimate the number of convictions for crimes related to modern slavery all of the sentencing records held on the legal resource 'Lawpages.com'³ were examined using search terms; modern slavery and trafficking. The quality and thoroughness of the sentencing data recorded in this system is highly varied. In some instances, it gives details of the number, ages and ethnicity of the victims and details of the crimes committed. In other cases, this information is missing.

Since 2011 until 22 April 2017, in England and Wales there have been 97 persons convicted of human trafficking offences that predominantly relate to trafficking for the purposes of sexual exploitation and 34 persons convicted of modern slavery and domestic servitude offences. However, these figures are unlikely to capture the full extent of modern slavery as other offenders will have been convicted for a range of other categories of crime, despite their overall behaviour being indicative of modern slavery. For example, a further four convictions for arranging and facilitating child prostitution were found for Oxford Crown Court, and the Old Bailey (investigated by Thames Valley Police) between 2011 and 2017. Importantly, the original seven convictions in 2011 relating to Operation Bullfinch were not identified in any of these searches, and thus the classifications for the crimes must be outside of the search terms used here.

Specifically, in relation to the Thames Valley region, two co-defendants were convicted of international trafficking for the purposes of controlling prostitution and four convictions (of co-defendants) were made in 2014 relating to the domestic trafficking and rape of minors relating to Operation Bullfinch. Additionally, with regards to Thames Valley cases identified as modern slavery in 2014 there was one case tried at Aylesbury Crown Court involving one defendant and two victims. In 2015 there were two cases tried at Oxford Crown Court, one

² HMIC (2014) Crime-recording: Making the victim count: The final report of an inspection of crime data integrity in police forces in England and Wales. (November 2014) ISBN: 978-1-78246-660-4

³ <http://www.thelawpages.com/court-cases>

involving four defendants and two victims and the other involving one victim and one defendant. In 2016 there was another case tried involving one victim and three defendants.

Thus, in the Thames Valley area, between 11th August 2011 and 2nd February 2017, using the sentencing data for cases successfully prosecuted under laws pertaining to trafficking and modern slavery, 15 persons have been convicted for such offences and at least 10 victims have been officially recognised by the criminal justice system.

Table 2. Successful Prosecutions in Thames Valley for crimes labelled as modern slavery or trafficking

Year	Court	Number of convicted perpetrators	Number of victims considered at the trial	Type of exploitation/duration
2011	Oxford	2	?	International trafficking - controlling prostitution
2014	Old Bailey	4	3	Internal trafficking - child sexual exploitation
2014	Aylesbury	1	2	Slavery - 6 months
2015	Oxford	4	2	Slavery 2 years
2015	Oxford	1	1	Slavery 5 years
2016	Oxford	3	1	Slavery 13 years

Limitations of using conviction data in attempt to calculate the extent of modern slavery includes:

- a) There may not have been sufficient evidence to prosecute all the suspects in a particular case
- b) Due to the vulnerabilities and trauma experienced by some of the victims and the grooming techniques used by the perpetrators, not all the victims will have reported to the police or have felt able to offer evidence in court, and thus they will not be included in the calculation of the number of 'official' victims.
- c) The sentencing data does not include cases that have been or are being investigated and are awaiting court proceedings to take place or sentencing decisions to be reached.

National Referral Mechanism Referrals

Table 3: National and local referrals to the NRM from 2013 to 2016

	All Referrals	Adults	Minors	Male	Female	Trans-gender	Domestic Servitude	Labour Exploitation	Sexual Exploitation	Other
2016										
UK	3805	2527	1278	51%	48%	1%	429	1575	1313	487
England	3499	2295	1204	49%	51%	<1%	387	1432	1227	453
Thames Valley Police	32	29	3	53.1%	46.9%	0	2	27	32	0
Thames Valley Region	80									
2015										
UK	3266	2284	982	46%	54%	<1%	422	1183	1080	576
England	2934	2033	901				2	27	3	0
Thames Valley Police	24	17	7	50%	50%	0	0	16	5	3
Thames Valley Region	36									
2014										
UK	2340	1669	671	38.7%	61.2%	<1%	305	788	830	415
England	2114	1487	627	37.7%	62.3%	<1%	278	688	766	380
Thames Valley Police	23	17	6	47.8%	47.8%	<1%				
2013										
UK	1746	1295	450	36%	64%	0	186	634	725	201
England	1556	1155	401	36.1%	63.9%	0	173	567	639	176
Thames Valley Police	12									

Overall, the figures indicate that there has been an incremental increase in the number of people referred to the NRM each year. However, when considering the number of positive conclusive decisions in relation to the number of cases that had firm decisions at the end of year report stage, it is evident that there has been a year-on-year decrease in the likelihood of a positive conclusive decision being made. Whilst the rate of positive decisions was 47.7% for 2013, this has dropped to 36.2% by 2016.

Table 4: Percentage of positive conclusive decisions from final decisions completed

Year	2013	2014	2015	2016
No. of referrals	1745	2340	3266	3805
No. of positive decisions	824	900	1028	635
No. of final decisions made	1729	2028	2421	1752
Percentage of positive decisions from decisions made	47.7%	44.4%	42.5%	36.2%

Prevalence of victimisation based on referral rates to the NRM

Using the figures for population size for each of the force areas given in Allen and Dempsey (2016)⁴, the annual prevalence rate of new victims referred to the NRM was calculated. The figures given in the last column of Table 6 over leaf, represents the number of victims per 10,000 people. The average prevalence rate across England and Wales for 2016 was 4:10,000. The range was from 1 – 19: 10,000. The force areas with the highest prevalence for NRM referrals were Bedfordshire (0.00019) and Metropolitan Police (0.00018). The lowest prevalence rate of 0.00001 was found in nine of the force areas including; Devon and Cornwall, Cleveland, Dyfed-Powys, Gloucestershire, Humberside, Lancashire, North Yorkshire, Suffolk and Wiltshire. Three if these force areas were involved in the NRM pilot project.

The prevalence rate for new referrals of victims from the Thames Valley region to the NRM in 2016 was approximately 0.0003 (3 people in every 10,000). Analysis of the file data for the ITA services suggests that approximately 6.5% of the potential victims encountered by the services were referred to the NRM in 2016.

⁴ These relate to population figures for mid-2014 presented in the Crime Survey for England and Wales

Table 6: Comparison of NRM referrals in 2015 and 2016 and annual prevalence rates by Force area

Region	2016	2015	Percentage change	Population Mid 2014	Prevalence 2016 Per 10,000
Avon and Somerset	29.00	20.00	45.00	1645800.00	2
Bedfordshire	121.00	83.00	45.90	644000.00	19
Cambridgeshire	25.00	39.00	-35.90	830300.00	3
Cheshire	20.00	8.00	150.00	1039200.00	2
Cleveland	8.00	20.00	-60.00	560900.00	1
Cumbria	9.00			497900.00	2
Derbyshire	17.00	21.00	-19.00	1032300.00	2
Devon and Cornwall	23.00	18.00	27.80	1707400.00	1
Dorset	44.00	6.00	633.00	759800.00	6
Durham	11.00	12.00	8.30	623100.00	2
Dyfed-Powys	3.00	2.00	-50.00	516700.00	1
Essex	61.00	46.00	32.60	1773200.00	3
Gloucestershire	9.00	3.00	200.00	611300.00	1
Greater Manchester	133.00	144.00	-7.60	2732900.00	5
Gwent	10.00	9.00	-11.10	580400.00	2
Hampshire	61.00	54.00	13.00	1939600.00	3
Hertfordshire	19.00	12.00	58.30	1154800.00	2
Humberside	8.00	11.00	27.30	923900.00	1
Kent	84.00	88.00	-4.50	1784400.00	5
Lancashire	10.00	14.00	-28.60	1472000.00	1
Leicester	18.00	8.00	125.00	1043600.00	2
Lincolnshire	19.00	10.00	90.00	731500.00	3
Merseyside	154.00	128.00	20.30	1391100.00	11
Metropolitan Police	1521.00	1104.00	37.70	8538700.00	18
Norfolk	20.00	15.00	33.30	877700.00	2
North Wales	22.00	9.00	144.40	694000.00	3
North Yorkshire	9.00	4.00	125.00	806000.00	1
Northamptonshire	21.00	27.00	-22.20	714400.00	3
Northumbria	65.00	30.00	116.70	1434700.00	5
Nottinghamshire	19.00	18.00	5.50	1115700.00	2
South Wales	97.00	107.00	-9.30	1300900.00	7
South Yorkshire	123.00	64.00	95.20	1365800.00	9
Staffordshire	30.00	32.00	-6.30	1111200.00	3
Suffolk	11.00	8.00	37.50	738500.00	1
Surrey	46.00	13.00	253.80	1161300.00	4
Sussex	65.00	38.00	71.10	1649200.00	4
Thames Valley	80.00	36.00	122.20	2339300.00	3
Warwick	18.00	11.00	63.60	551600.00	3
West Mercia	22.00	5.00	340.00	1242100.00	2
West Midlands	357.00	314.00	13.60	2808400.00	13
West Yorkshire	199.00	235.00	-15.30	2264300.00	9
Wiltshire	5.00	13.00		698900.00	1

The Duty to Notify (Clause 35) In the Modern Slavery Bill: Section 52 of the Modern Slavery Act

The duty to notify was introduced in the Modern Slavery Act as a process that would facilitate the computation of a more accurate estimate of the magnitude of the problem. This placed a duty on all official first responders (i.e. police, UK Visas and Immigration, Gangmasters and Labour Abuse Authority, National Crime Agency and local authorities) to provide the Home Office with information about any potential victims so that the National Crime Agency could co-ordinate the police response. The aim of the process is distinct from the NRM which focuses on the provision of care and support to victims rather than contributing to the estimation of prevalence calculation. Rather the purpose of the 'duty to notify' is to improve the quality and accuracy of the data used by law enforcement so that they might better understand the problem in order that they can develop effective ways of tackling it.

The section endorses the principle of victim choice and thus permits the submission of anonymised data and the duty was not extended to NGOs working with potential victims. There is no assumption that victims must agree to be referred to the NRM to have their experience recorded for the duty to notify. According to Clause 35, the information that it proposed should be passed to the NCA in anonymised cases was only to include the victim's nationality, the type of exploitation, the location and the dates. It is surprising that additional details that would aid police investigation, particularly crime linkage were not included (e.g. the method of approach or entrapment, gender of the victim and perpetrator(s), relationship to perpetrator(s) etc.). However, the current MS1 form used to notify the Home Office of a potential victim of modern slavery includes additional information such as; the victim's gender, whether they are over or under 18 years of age at the onset of their exploitation etc. In cases where the victim is a child or an adult victim who gives consent, their personal details and further information can be submitted. The individuals tasked with completing the form are requested to liaise with other agencies regarding their engagement with the individual identified as a potential victim prior to submitting the form. If this instruction is followed, this process will prevent the double-counting of victims.

It is unfortunate that figures that emerge from the 'duty to notify' have not as yet been published, at least not in the public domain. Additionally, it is also anticipated that the first wave of data collated from the duty to notify submissions will misrepresent the number of victims identified since the process is new and many people who are responsible for completing this task are not fully aware of their role or the procedure. However, given time, this will be a valuable resource.

Estimation of the extent of modern slavery in Thames Valley based on direct indicators

Using a development of Aronowitz's (2010) pyramid model for calculating the extent human trafficking, here a formula for assessing the extent of modern slavery in the UK is proposed. In this adapted model (represented in figure 1 overleaf) it is posited that using currently available (and soon to be available) data, it is possible to calculate the numbers of; officially recognised victims, individuals recognised as victims by themselves and/or service providers, presumed victims encountered by knowledgeable authorities and assumed victims (the dark figure). The model provides two estimates, one based on criminal justice data which sets the most stringent criteria for assessing the extent and the other based on the number of victims seeking support from service providers, but who may not necessarily enter the criminal justice arena. Both calculations begin with directly available and known figures. They then use information drawn from either empirical research or national auditing processes to calculate the proportional representation of these figures of the larger category of victims in the lower layer of the pyramid, of which these are a subset. Both of these calculations will inevitably produce numbers that are likely to be an underestimate of the true prevalence of the problem. But in terms of service planning, the calculation based on the number of victims coming to the attention of service providers will provide the best estimate for assessing any increase in demand for services that might arise from interventions and practices that enable more of the currently hidden victims (presumed and assumed) to become recognised victims. With regards to assessing the efficacy of the criminal justice response to modern slavery, a reduction in the disparity between the two estimates could be used as an indicator of improvement in response. As could finding a reduction in the justice and punishment gaps between the number of crimes reported and the number of convictions over the coming years (Aronowitz, 2010).

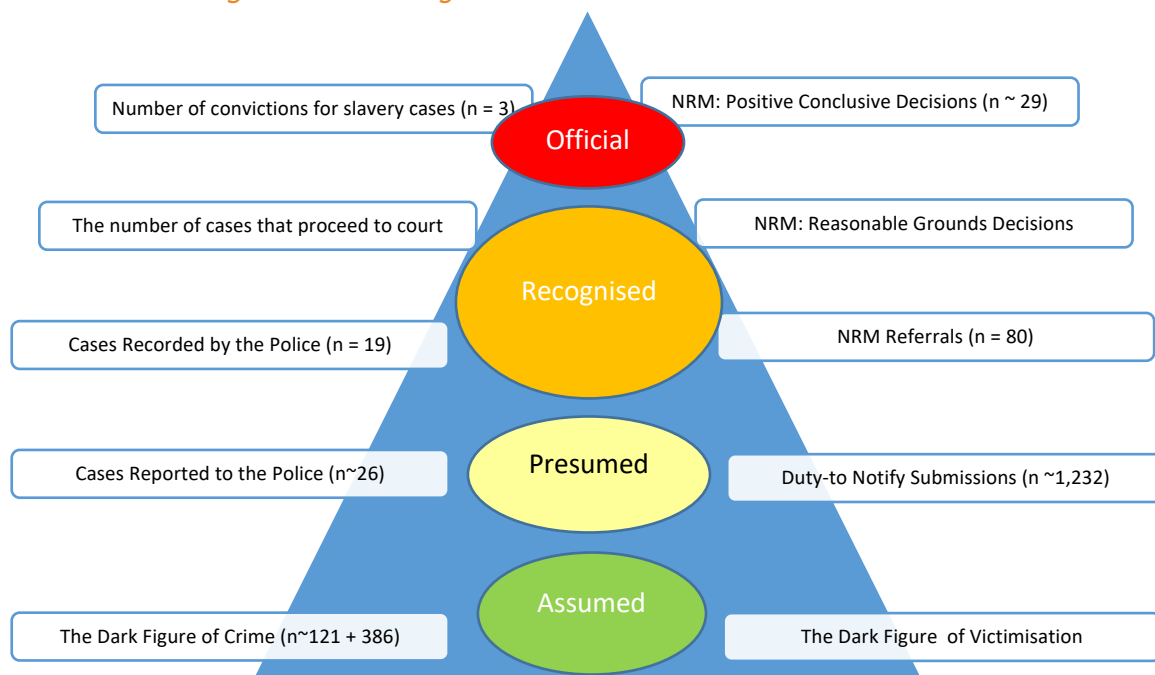
Importantly, in this model the calculations are transparent and are based on information drawn from contemporaneous victimological research. Therefore, the formula is modifiable once greater understanding of the problem has been gained from additional research and on-going auditing of practices. The first estimate is based on the left-hand side of the pyramid where the data used relates to officially recorded data generated by the criminal justice system. This will produce the lowest estimate. The right-hand side of the pyramid refers to data that is, or might be available in the future to generate an estimate based on the number of individuals who present at, or are identified by services.

The estimate based on criminal justice figures

Steps in the formula relating to the left-hand side of the model (the criminal justice estimate) include:

- 1) The number of crimes recorded by the police divided by the proportion of crimes reported by the public that are recorded by the police. Then times this by 100.
- 2) The number of crimes reported by the public to the police divided by the proportion of victims who are estimated to report to the police. Then times this figure by the proportion of victims who are estimated not to report to the police.
- 3) The proportion of people who are reported missing each year for reasons that might be associated modern slavery.
- 4) Add the outcomes from steps one to three

Figure 1: Conceptualising the existing and forthcoming sources of data that could be used to calculate the magnitude of slavery



NB ‘=’ denotes a known figure and ‘~’ denotes an approximation based on research findings

In performing this calculation, the key known figure is the number of crimes recorded by the police which are likely to be related to modern slavery. From the 2016 figures that are used in this computation, the crimes included in the analysis are:

- Abuse of children through sexual exploitation
- Exploitation of prostitution
- Modern slavery
- Trafficking for the purpose of sexual exploitation.

It is recognised that a range of other crimes may be recorded for victimisation that might in reality be classified as modern slavery. However, in this instance only those crimes that clearly fall under the heading of modern slavery are entered into the analysis.

From this figure, it is possible to estimate the number of crimes that are reported to the police and thus adds the instances of victimisation that may have been no-crimes by the police. Calculation of this figure was computed using the data from the HMIC (2014) report on the national average no-criming figures. The rate for no-criming of sexual assault was 26% and thus this figure was used to estimate the number of cases reported to the police. Since modern slavery is likely to share a number of characteristics in common with both domestic violence and sexual assault reporting, using the lower rate of no-criming rate found for sexual assault (26% vs 33% for domestic violence) is likely to produce a very conservative estimate. This was calculated using the formula:

$$\left(\frac{19}{100-26} \right) \times 100 = 26 \text{ (rounded figures)}$$

In order to calculate the dark figure of modern slavery two sources of data have been used: the rate of reporting domestic violence to the police and the number of people who are

reported missing each year for reasons that might be associated with modern slavery. The rate of not reporting domestic violence is used as an approximate measure of the proportion of victims of modern slavery whose victimisation does not come to the attention of the police. In the context of domestic violence for the Thames Valley force area, on the basis of reported crime, the police figures suggest a prevalence rate of 1.1% (11:1000 people) for reports of domestic violence in 2016. Conversely, the average annual prevalence of people experiencing domestic violence within the Thames Valley area between 2013 and 2016 was reported by the Crime Survey for England and Wales (2016) to be 6.2%. Thus, of all individuals who live in households in the Thames Valley region who indicate that they are experiencing domestic violence, 17.7% report to the police. Thus, this part of the hidden figure for Thames Valley was therefore calculated as follows:

$$\left(\frac{26}{17.7} \right) \times 82.3 = 121 \text{ (rounded figures)}$$

It must be noted that victims of modern slavery are one of the least likely groups of people to be living in households. Many recent victims are homeless, living in hostels, local authority care, psychiatric institutions or prison. However, the Crime Survey for England and Wales currently draws its sample from individuals living in households. Consequently, victims not living in households will not have contributed to the data and thus those most at risk are unlikely to have been counted. Furthermore, currently the survey only samples individuals aged 16 to 59, thus misses the experiences of younger and older victims. Finally, the rate of reporting to the police is for people living in England and Wales; countries in which the police are viewed as legitimate authorities who are generally trusted by the public, which might contrast with the views of the public in the countries from where victims of modern slavery may have been trafficked. Consequently, the rates of willingness to report to the police may be lower for internationally trafficked victims.

In light of the issue related to the household sampling, the other data used in this formula is the proportion of missing people who are likely to go missing due to reasons associated with modern slavery. The figures for missing persons in Thames Valley were drawn from the National Crime Agency's UK Missing Persons Bureau: Missing Persons Data Report 2014/2015. Unfortunately, the link for access to the most recent report (2015/2016) was broken at the time of writing this report. To begin, in order to calculate the percentage of individuals who go missing for reasons that might be linked to modern day slavery, the reasons given on the aggregated national data were used and then transposed onto the Thames Valley data. The reasons selected that were included in the analysis were:

- Trafficking = 0.07%
- Sexual Exploitation = 3%
- Abduction = 1%
- Drugs and alcohol = 11% (only half of this is used in the estimate) - 5.5%

Therefore, at a conservative estimate 9.57% of missing persons may be missing due to modern slavery. The report indicates that the total number of people for this period who went missing in Thames Valley was 7,059, 3,335 of whom were children. One thousand of these individuals remained absent for the period of reporting.

Using the 9.57% estimate of persons missing due to modern slavery, it is plausible that about 676 individuals in the Thames Valley area who are identified as missing were

potentially victims of modern slavery. Since some of these people may also be included in counts of victims identified by services and law enforcement only 50% of this figure is entered into the dark figure computation. However, of the 1000 who remained missing (and thus not accessing services or reporting to the police during that period) 96 are individuals who may have been victims of modern slavery and all are included in the computation. It must be noted that calculations using the data for missing persons will not include the exploitation of people who are trafficked into the country for the purposes of slavery. This part of the calculation used the following formula:

$$\left[\frac{7059 - 1000}{100} \right] \times 4.78 + 96 = 386 \text{ (rounded up)}$$

Being cognisant of the limitations of the data used in this formula, particularly that it is biased towards recognising domestic victims, a very conservative estimate of new/current victims of modern slavery in the Thames Valley area is 533. This figure should be considered as representing the absolute minimum of victims in the region.

Estimate based on NRM referrals

In attempting to construct an estimate of the extent of modern slavery using the newly emerging data from first responders and service providers it is possible to create another transparent estimate based on evidence that we have to-date. This figure is more likely to be representative when calculating resource needs for effective service delivery.

For 2016, the NRM report does not provide the proportion of positive conclusive decisions for each force area, but it does report the number of referrals coming from each area and it is this figure that is used as the starting point in the calculation. Next using the calculation of the proportion of positive conclusive decisions made nationally in 2016 in Table 4 (36.2%) we can estimate the number of victims officially recognised by the NRM in 2016 (n = 29).

Since the 'Duty to Notify' is a relatively recent directive, to-date no data have been published on this. However, in future computations, this will eventually serve as an important figure, particularly since strategies are in place to prevent the double-counting of victims. In place of this, it is possible to calculate the number of people identified as potential victims from the proportion of clients encountered by the ITA (who are assumed to be victims) yet who choose not to enter the NRM. From the 92 recorded clients from the second wave of data collection (January 16th 2016 to March 2017) only six clients were referred to the NRM during this period. From this we see that only 6.5% of the potential victims who came to the attention of the ITA were referred to the NRM during this timeframe. This figure is slightly less than the proportion of potential victims identified by Kalayaan who agreed to being referred to the NRM in 2013. The Anti-Trafficking Monitoring Group's 2014 report indicated 16 of the 90 victims (17.8%) of trafficking identified by Kalayaan were referred. The difference in referral rates might be partly attributed to the different types of clients encountered by the two organisations. That is, Kalayaan's figures only representing victims of trafficking prior to the introduction of the broader categories of

modern slavery established by the Modern Slavery Act which would have been included in Thames Valley's 2016 data. Thus, the referral rate for the two ITA services is used here as a proxy for the Thames Valley referral rate. Using this figure, it is estimated that 1,231 victims a year might be recognised by professionals as potential victims, but not all will engage with the service providers or agree to being referred to the NRM.

Since there is no empirical research on the proportion of victims who come to the attention of the service providers, in this current calculation the dark figure of crime is based on a guesstimate that maybe 50% of victims will not be seen by first responders (and that this will include the 386 potential victims who 'go missing').

Thus, using a combination of the NRM referral data, the proportion of the potential victims identified by the ITA services, the proportion of missing persons who go missing due to reasons that might be associated with modern slavery and a guesstimate of the number of victims not identified by first responders, the estimated number of victims in Thames Valley in 2016 is 2,462.

It is proposed that this figure is likely to be a more accurate reflection of the current magnitude of the problem in the Thames Valley region in comparison to the figure generated using the criminal justice figures. However, robust data collection, and discovery of the proportion of victims who are recognised by services will assist in the refinement of this formula for the estimation.

Currently, we lack proxy measures for calculating the proportions of victims who:

- a) Who come into contact with professionals, but their exploitation remains both undisclosed and unsuspected.
- b) Do not come into contact with first responders.

One way to calculate approximations for these proportions would be to conduct a victimisation survey in which people are asked to report experiences which equate to modern slavery and to inquire how many of those who reported victimisation have been approached by professionals asking them about possible or risk for exploitation, and how many victimised individuals had contact with professionals during their exploitation, and either they did not disclose or the professionals did not enquire about victimisation.

In attempt to further refine this guesstimate it might also be worth surveying the public about their observations and reactions in response to potential modern slavery. It might be worth considering asking a representative sample of the public whether in the past year they have seen anyone who they thought might be being held in slavery or being exploited by others, and if they did so, what action did they take (e.g. reporting this to a potential first responder). This would then offer an indicator of the proportion of victims who might come to the attention of professionals and be reported through the duty to notify, but who the victims themselves may not have been aware of the professionals' awareness of their plight.

Proposed Survey Methodology

In order to overcome some of the issues highlighted in this report, an anonymous randomised, community survey is proposed. This should not only sample from households, but also attempt to directly access a proportion of care-leavers and individuals who are currently experiencing homelessness.

The survey will attempt to capture four different perspectives of the problem which overcomes some of the limitations of using just a single perspective. These are:

- a) Self-report current/recent victimisation
- b) Retrospective self-reports
- c) Proxy informants regarding recent and historic victimisation of family members
- d) Bystander perspectives - exploring the experiences and responses of members of public who observe or suspect modern slavery

The data would ideally be collected by means of an on-line survey in order to protect anonymity and encourage disclosure of experiences that might be shame provoking. It might be possible to find a method for using spoken rather than written instructions and responses for the survey which would enable those with literacy problems to participate.

By putting the survey on-line, it would also be possible to reproduce the instrument in a number of different languages so that it can be more easily completed by those whose first language isn't English.

A list of support organisations would need to be provided to those completing the survey and those organisations should know in advance when the survey is to be distributed so that they can plan for a possible increase in calls/referrals. The study would not only be a means of capturing data, but it could also be used as a means of educating the public about the issue (even if inadvertently). It should therefore be anticipated that some people will inevitably come to a new understanding of their own (or others) circumstances just by participating in the survey and thus it is essential that support can be available in a timely fashion for these individuals. Additionally, the debrief should also direct members of the public to where they can report instances should they become suspicious about particular individuals and circumstances.

Proposed Questions for Random Sample Survey

- 1) In the past 12 months, have you or any members of your close family travelled abroad because you/they were offered a domestic, care or nursing job, but upon arrival were locked up and forced to work for little or no pay?

No

Not in the last 12 months, but it happened to me in the past

Not in the last 12 months, but it happened to someone in my family in the past

This almost happened to me in the last 12 months

This almost happened to someone in my family in the last 12 months (Please specify their age and gender)

This almost happened to me in the past

This almost happened to someone in my family in the past (Please specify their age and gender)

Yes - this happened to me

Yes - this happened to a family member (Please specify their age and gender)

Would you like to add any further comment?

- 2) In the past 12 months, have you or any members of your close family moved somewhere else in the UK because you/they were offered a domestic, care or nursing job, but upon arrival were locked up and forced to work for little or no pay?

No

Not in the last 12 months, but it happened to me in the past

Not in the last 12 months, but it happened to someone in my family in the past

This almost happened to me in the last 12 months

This almost happened to someone in my family in the last 12 months (Please specify their age and gender)

This almost happened to me in the past

This almost happened to someone in my family in the past (Please specify their age and gender)

Yes - this happened to me

Yes - this happened to a family member (Please specify their age and gender)

Would you like to add any further comment?

- 3) In the past 12 months, have you or any members of your close family accepted the offer of a domestic, care or nursing job, but upon arrival were locked up and forced to work for little or no pay?

No

Not in the last 12 months, but it happened to me in the past

Not in the last 12 months, but it happened to someone in my family in the past

This almost happened to me in the last 12 months

This almost happened to someone in my family in the last 12 months (Please specify their age and gender)

This almost happened to me in the past

This almost happened to someone in my family in the past (Please specify their age and gender)

Yes - this happened to me

Yes - this happened to a family member (Please specify their age and gender)

Would you like to add any further comment?

- 4) In the past 12 months, have you or any of your close family members travelled aboard because you/they were offered a job, but upon arrival you/they were locked up and forced to work at an enterprise/ on construction /in agriculture for little or no pay?

No

Not in the last 12 months, but it happened to me in the past

Not in the last 12 months, but it happened to someone in my family in the past

This almost happened to me in the last 12 months

This almost happened to someone in my family in the last 12 months (Please specify their age and gender)

This almost happened to me in the past

This almost happened to someone in my family in the past (Please specify their age and gender)

Yes - this happened to me

Yes - this happened to a family member (Please specify their age and gender)

Would you like to add any further comment?

- 5) In the past 12 months, have you or any of your close family members moved somewhere else in the UK because you/they were offered a job, but upon arrival

you/they were locked up and forced to work at an enterprise/ on construction /in agriculture for little or no pay?

No

Not in the last 12 months, but it happened to me in the past

Not in the last 12 months, but it happened to someone in my family in the past

This almost happened to me in the last 12 months

This almost happened to someone in my family in the last 12 months (Please specify their age and gender)

This almost happened to me in the past

This almost happened to someone in my family in the past (Please specify their age and gender)

Yes - this happened to me

Yes - this happened to a family member (Please specify their age and gender)

Would you like to add any further comment?

- 6) In the past 12 months, have you or any of your close family members accepted the offer of a job, but upon arrival you/they were locked up and forced to work at an enterprise/ on construction /in agriculture for little or no pay?

No

Not in the last 12 months, but it happened to me in the past

Not in the last 12 months, but it happened to someone in my family in the past

This almost happened to me in the last 12 months

This almost happened to someone in my family in the last 12 months (Please specify their age and gender)

This almost happened to me in the past

This almost happened to someone in my family in the past (Please specify their age and gender)

Yes - this happened to me

Yes - this happened to a family member (Please specify their age and gender)

Would you like to add any further comment?

- 7) In the past 12 months, have you or any of your close family travelled aboard because they were offered employment, but upon arrival to the country of destination had

your/their passport taken away and you/they were forced to work in the sex business?

No

Not in the last 12 months, but it happened to me in the past

Not in the last 12 months, but it happened to someone in my family in the past

This almost happened to me in the last 12 months

This almost happened to someone in my family in the last 12 months (Please specify their age and gender)

This almost happened to me in the past

This almost happened to someone in my family in the past (Please specify their age and gender)

Yes - this happened to me

Yes - this happened to a family member (Please specify their age and gender)

Would you like to add any further comment?

- 8) In the past 12 months, have you or any of your close family moved somewhere else in the UK because you/they were offered employment, but upon arrival you/they were forced to work in the sex business?

No

Not in the last 12 months, but it happened to me in the past

Not in the last 12 months, but it happened to someone in my family in the past

This almost happened to me in the last 12 months

This almost happened to someone in my family in the last 12 months (Please specify their age and gender)

This almost happened to me in the past

This almost happened to someone in my family in the past (Please specify their age and gender)

Yes - this happened to me

Yes - this happened to a family member (Please specify their age and gender)

Would you like to add any further comment?

- 9) In the past 12 months, have you or any of your close family entered into a relationship with someone who forced you/them to work in the sex business?

No

Not in the last 12 months, but it happened to me in the past

Not in the last 12 months, but it happened to someone in my family in the past

This almost happened to me in the last 12 months

This almost happened to someone in my family in the last 12 months (Please specify their age and gender)

This almost happened to me in the past

This almost happened to someone in my family in the past (Please specify their age and gender)

Yes - this happened to me

Yes - this happened to a family member (Please specify their age and gender)

Would you like to add any further comment?

- 10) In the past 12 months, have you or has anyone in your close family found yourself/themselves in a situation where you/they are being made by someone else to keep drugs or other illegal items in their home and to deliver or sell them to other people?

No

Not in the last 12 months, but it happened to me in the past

Not in the last 12 months, but it happened to someone in my family in the past

This almost happened to me in the last 12 months

This almost happened to someone in my family in the last 12 months (Please specify their age and gender)

This almost happened to me in the past

This almost happened to someone in my family in the past (Please specify their age and gender)

Yes - this happened to me

Yes - this happened to a family member (Please specify their age and gender)

Would you like to add any further comment?

- 11) In the past 12 months have you or anyone in your immediate family ever found yourself/themselves in a situation in which you/they have been encouraged by

someone through threats or actual violence, gifts or empty promises, to provide sexual favours to people who are not a personally chosen intimate partner?

No

Not in the last 12 months, but it happened to me in the past

Not in the last 12 months, but it happened to someone in my family in the past

This almost happened to me in the last 12 months

This almost happened to someone in my family in the last 12 months (Please specify their age and gender)

This almost happened to me in the past

This almost happened to someone in my family in the past (Please specify their age and gender)

Yes - this happened to me

Yes - this happened to a family member (Please specify their age and gender)

Would you like to add any further comment?

- 12) In the past 12 months, have you anyone in your immediate family ever found themselves in a situation where other people have, without invitation, taken to using your/their home for drug dealing or other illegal activity.

No

Not in the last 12 months, but it happened to me in the past

Not in the last 12 months, but it happened to someone in my family in the past

This almost happened to me in the last 12 months

This almost happened to someone in my family in the last 12 months (Please specify their age and gender)

This almost happened to me in the past

This almost happened to someone in my family in the past (Please specify their age and gender)

Yes - this happened to me

Yes - this happened to a family member (Please specify their age and gender)

Would you like to add any further comment?

- 13) In the past 12 months, have you or anyone in your immediate family ever found themselves in a situation where someone has offered them a loan or drugs and then

forced them to pay them back, but no matter how much they pay back the debt never goes away?

No

Not in the last 12 months, but it happened to me in the past

Not in the last 12 months, but it happened to someone in my family in the past

This almost happened to me in the last 12 months

This almost happened to someone in my family in the last 12 months (Please specify their age and gender)

This almost happened to me in the past

This almost happened to someone in my family in the past (Please specify their age and gender)

Yes - this happened to me

Yes - this happened to a family member (Please specify their age and gender)

Would you like to add any further comment?

If you have answered yes to any of the above questions, and it happened to you...

Would like to say what happened to you?

How old were you when you entered this situation?

At what point did you realise that the situation was not what you had anticipated?

How long were you in this situation?

If the situation you are referring to is in the past, how did you get away from the situation?

Who were the perpetrators?

Was this reported to the police or any other authorities?

Did you or are you seeking help from any services in relation to this?

If yes, were you referred to the National Referral Mechanism?

What type of service have you accessed?

Were you aware of anyone else who was in the same position as you?

If yes,

How many others?

What happened to them?

If you answered yes to any of the questions above and it happened to someone in your immediate family:

Who was the family member?

Please give state their age at the time they entered this situation,

Their gender

How long they were in this position?

Is it still on-going?

Who was/were (is/are) the perpetrator(s)?

Was this reported to the police or any other authorities?

14) In the past 12 months, have you seen someone in your neighbourhood who you suspected might:

a. Be being forced to working for very little or no pay

i. Yes

ii. No

iii. No sure

1. If yes - did you tell anyone official about this?

a. If yes - who?

Please can you give some details (e.g. when was this, where was this, who was it and what made you suspicious?)

b. Be being sexually exploited or forced into prostitution

i. Yes

ii. No

iii. No sure

1. If yes - did you tell anyone official about this?

a. If yes - who?

Please can you give some details (e.g. when was this, where was this, who was it and what made you suspicious?)

c. Have been moved to this country to work, but is living in overcrowded conditions and in a state of poverty.

i. Yes

ii. No

iii. No sure

1. If yes - did you tell anyone official about this?

a. If yes - who?

Please can you give some details (e.g. when was this, where was this, who was it and what made you suspicious?)

- d. Be having their home and life inappropriately ruled by other people
 - i. Yes
 - ii. No
 - iii. No sure
 - 1. If yes - did you tell anyone official about this?
 - a. If yes - who?

Please can you give some details (e.g. when this was, where was this, who was it and what made you suspicious?)

- e. Be repaying an unreasonable debt to an individual which never seems to get smaller and this results in them being unable to meet their own everyday needs
 - i. Yes
 - ii. No
 - iii. No sure
 - 1. If yes - did you tell anyone official about this?
 - a. If yes - who?

Please can you give some details (e.g. when this was, where was this, who was it and what made you suspicious?)

Demographic details

Town

Age

Gender

Marital Status

Dependents

How many close family members do you have?

Ethnicity

Level of education

Employment status

Experience of homelessness

History of living in local authority care

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