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Project TILI intelligence report Oct – Dec 2020

What is project TILI?

Project TILI (Train, Identify, Learn – Intelligence) is funded by the Tampon Tax Fund and brings together partners from Northern Ireland, Wales and England to tackle modern slavery for women who are homeless, at risk of homelessness or vulnerably housed.

There are five partner organisations – Crisis, Hestia, BAWSO, Women's Aid Northern Ireland, and Shared Lives. One of the four sub-projects within TILI is the development of a database of cases of modern slavery across England, Wales and Northern Ireland

Why is this data being collected?

There is lots of anecdotal evidence of a link between modern slavery and homelessness, but there is still a limited understanding of the big picture and the scale of the problem across England, Wales and Northern Ireland. Insights from the database are aimed at improving the national understanding of the link between modern slavery and homelessness, and enabling the provision of better help for survivors.

How has this data been collected?

- Homelessness, housing and/or sex work organisations receive free TILI training on how to identify signs of modern slavery amongst homeless people. They then go on to collect data for the project's database.
- Project partners (Crisis, Hestia, BAWSO and Women's Aid) also collect data on cases of modern slavery and homelessness
- There were 32 organisations collecting data during this quarter (October– December 2020)

What comes next?

- Project TILI will be releasing a final, more substantial report in May 2021, drawing together all of the data collected over the year
- So far, project TILI has delivered training to 452 members of frontline staff, and will be continuing its training right until the end of March

Get in touch

The project can offer bespoke data analysis for people or organisations who might have a more specific use from this data - please get in touch with sam.parker@crisis.org.uk (for a full list of fields in the database, please see the appendix).

To find out more about project TILI, and see previous reports and a literature review, visit our webpage at: www.crisis.org.uk/ending-homelessness/project-tili/

About this data

In interpreting the data presented here, it is important to recognise that the project's data sources exert biases on certain factors. For example, the project does not have even coverage across all regions of England, Wales and Norther Ireland, so regional variations will affect the data. Equally, some organisations have certain criteria for who receives their support (for example, recourse to public funds, or if someone has been referred to the NRM). This means that the data displayed in this report should not be taken as a sample representative of the entire population of homeless people affected by modern slavery across England, Wales and Northern Ireland, and its findings should not be generalised. However, it can still make positive and consequential claims about the experience of survivors recorded in the database.

Data for the database has been collected since March 2020. This report is updated with data from Q3 (October to December), but considers all of the data collected since the start.

Key findings: Oct-Dec 2020

- There are currently 172 potential victims of modern slavery who are homeless or vulnerably housed in the database. Of these, 130 are women and 41 are men. Most are aged 44 and under.

- The three most common nationalities of people in the database are British, Albanian and Nigerian.

- Exploitation type is split noticeably along gender lines. Women make up almost all victims of sexual exploitation, domestic servitude and forced marriage, whereas men make up the majority of victims of labour exploitation and forced criminality.

- Exploitation type also correlates significantly with nationality. Everyone in the database from Europe outside of the EEA is an Albanian woman who experienced sexual exploitation. People in the database from Central and Eastern Europe (within the EEA) are predominantly men who experienced labour exploitation. Cases of domestic servitude in the database are predominantly experienced by African and Asian women, primarily from Nigeria or the Philippines. Almost everyone in the database who experienced forced criminality is British.

- People in the database who received support from the government's statutory support for victims of modern slavery, the National Referral Mechanism (NRM), were often able to access stable housing after this support ended with the help of Project TILI. However, some found themselves in unsuitable temporary accommodation after exiting NRM support, meaning they are potentially more exposed to re-exploitation.

- Data received from homelessness, housing or sex work organisations which have been trained by Project TILI only concerned EU/EEA citizens, and these people were much less likely to seek or accept support from the NRM. This suggests that there could be a number of homeless people who are exploited but do not figure in government statistics derived from the NRM.

- Data received from TILI slavery-specialist partners, who provide support to women who have received a positive conclusive grounds decision from the NRM, mostly concerned people seeking asylum, refugees, or people with limited leave to remain.

This suggests a correlation between a person's immigration status and their likelihood of accepting support from the NRM, and that migration is a crucial factor in understanding the links between homelessness and modern slavery.

Age and gender

There are currently 172 potential victims of modern slavery who are homeless or vulnerably housed in the database. Of these, 130 are women and 41 are men, with one unknown. This skew towards women is because over half of the data (58%) came from TILI partners Women's Aid, Hestia and BAWSO, and these services are specifically designed to support women who experience modern slavery. Crisis, along with organisations who have received TILI training and are collecting data for the project, collect data concerning both men and women.

Most of the people in the database are in the younger age groups of 18-24, 25-34 and 35-44, as shown in figure 1.

Figure 1: Age breakdown of cases in the database
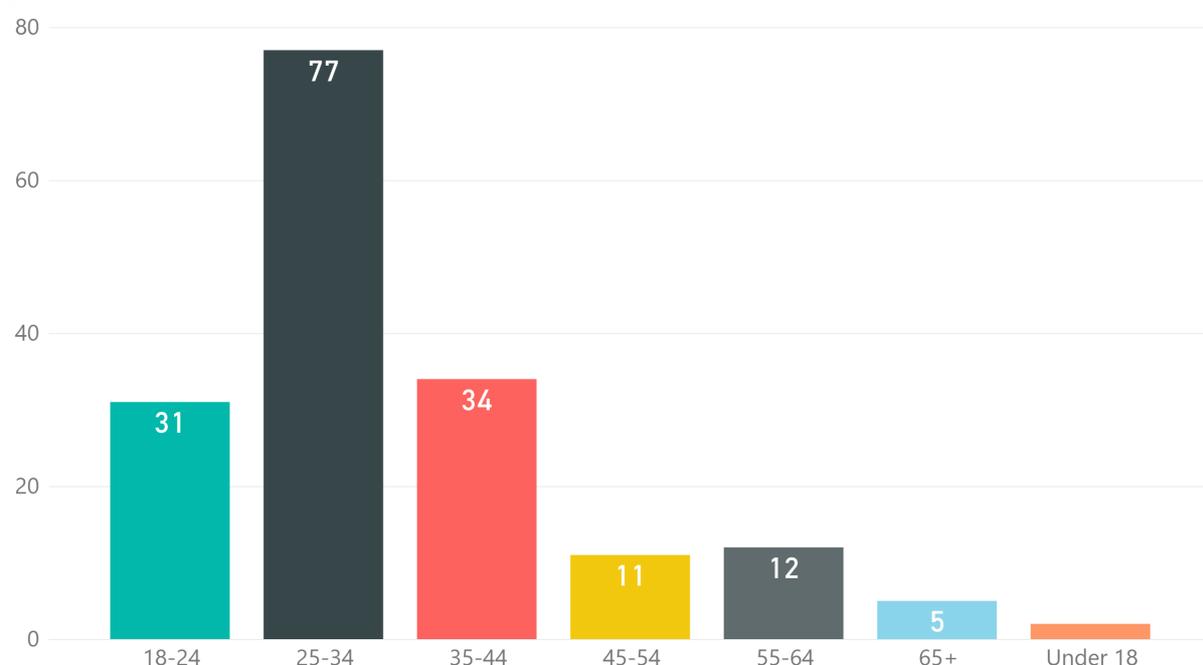
Geography

The three most common nationalities of people in the database are Albanian, British and Nigerian, as shown in figure 2. The Home Office reports that the three most common nationalities of people referred to the National Referral Mechanism (NRM) in 2019, in order, were British, Albanian and Vietnamese.[1] This difference is likely explained by the biases introduced from particular data sources. As TILI does not have even geographical coverage over England, Wales and Northern Ireland, regional variations in nationality of trafficked peoples might mean that some nationalities appear more or less frequently than in the NRM statistics. This could also be affected by cultural variations in the types of exploitation

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[1] Home Office (2020). *National Referral Mechanism Statistics UK, End of Year Summary, 2019*. Available at: <https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/876646/national-referral-mechanism-statistics-uk-end-of-year-summary-2019.pdf>

experienced by different nationalities, and the subsequent likelihood of victims making contact with the types of organisations contributing data to Project TILI.

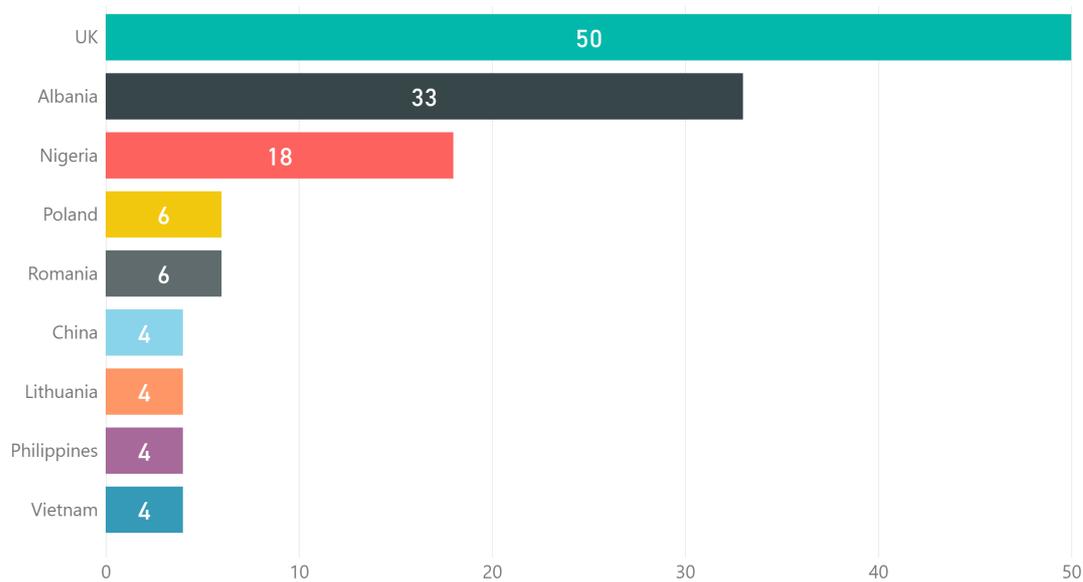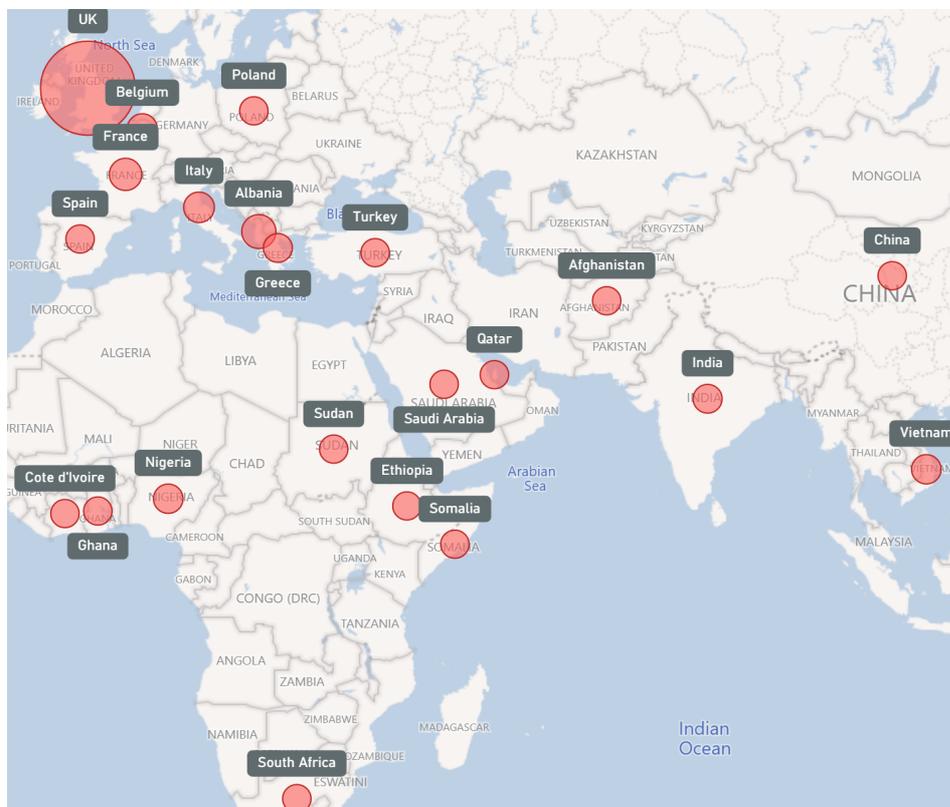Figure 2: Most common nationalities of people in the database

Figure 3 shows the different countries where people were primarily exploited. Most of the exploitation (64%) experienced primarily[2] took place in the UK.

Figure 3: Map showing countries where exploitation primarily happened

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[2] For some people, exploitation occurred in more than one country. This figure concerns the country in which exploitation primarily took place
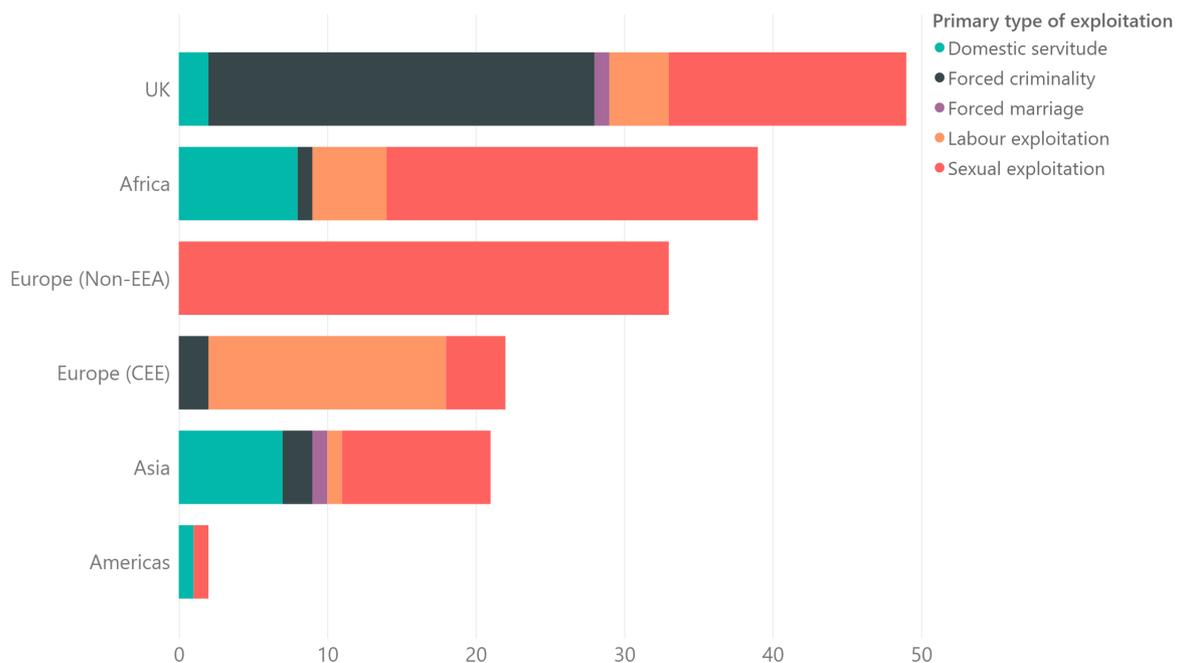
Exploitation

As figure 4 shows, exploitation is heavily split along gender lines. Women make up almost all victims of sexual exploitation, domestic servitude and forced marriage, whereas men make up a majority of victims of labour exploitation and forced criminality in the database.

Figure 4: Primary exploitation type of cases in the database, split by gender

Exploitation type also correlates noticeably with nationality. The following chart shows how people from different regions of the world experienced different types of exploitation.

Figure 5: Proportions of different nationalities who experienced each exploitation type

- Everyone from Europe outside of the EEA is an Albanian woman who experienced sexual exploitation

- People in the database from Central and Eastern Europe (within the EEA) are predominantly men who experienced labour exploitation.
- Domestic servitude is something predominantly experienced by African and Asian women in the database, primarily from Nigeria or the Philippines.
- Almost everyone in the database who experienced forced criminality is British.

Data Sources

The project's data comes from both TILI partners Crisis, Hestia, BAWSO and Belfast and Lisburn Women's Aid (BLWA), and from external organisations whose frontline staff have received training from Project TILI. These sources can be divided into two groups with very different biases:

- Data from TILI slavery-specialist partners Hestia, BAWSO and BLWA. These organisations record data about the people that they support through Project TILI. These people are:
  - all women
  - almost all have a positive 'conclusive grounds' decision [3] from the government's statutory support framework, the National Referral Mechanism (NRM), and are receiving post-NRM support (although some pre-NRM support is also offered by the project).
- Data from homelessness, housing or sex work organisations whose frontline staff have received training from Project TILI on identifying homeless victims of modern slavery. This data is about people:
  - of any gender
  - who may or may not have been referred to the NRM
  - who may not have received any pre or post-NRM specialist support.

  Although Crisis is technically a TILI partner, the data collected from Crisis Skylight centres better fits this description, and so in this report Skylight centres are also considered to be 'trained organisations'.

It is important to consider these two groups of people when interpreting this data. For example, when looking at NRM outcomes, a large section of people in the database have a predetermined NRM outcome because most people supported by project TILI organisations have a positive conclusive grounds decision as a precondition of their referral to this support.

In the database currently, there is data for 100 people from TILI slavery-specialist organisations Hestia BAWSO and BLWA, and data for 72 people from trained organisations.

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[3] A 'conclusive grounds' decision is when, after considering a person's case in more detail, the Home Office decides, that someone is 'more likely than not' a victim of modern slavery, entitling them to further support. Please see next section "The National Referral Mechanism" for more details.

Figure 6: The proportions of data which came from TILI slavery-specialist partners, or external organisations that have received training from Project TILI
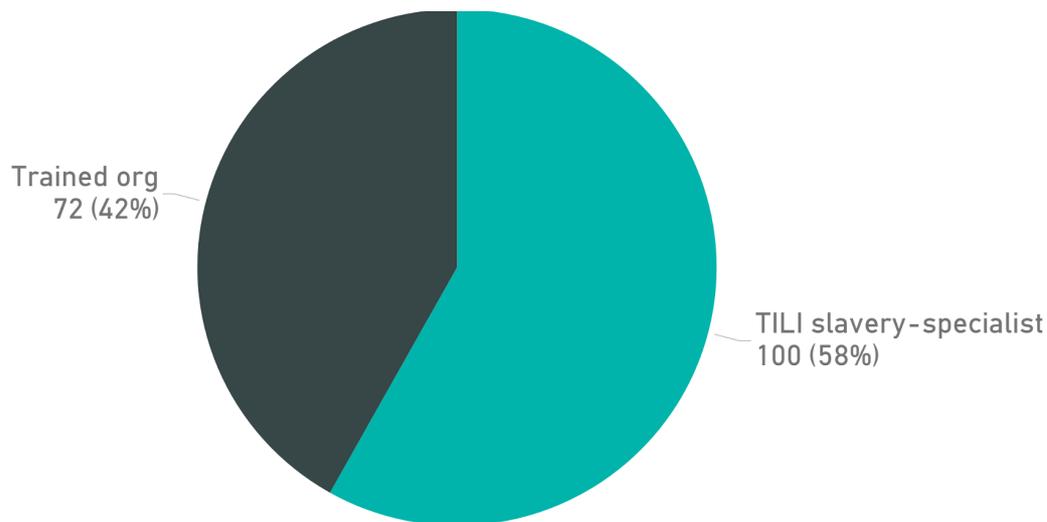
Aside from the conditions mentioned above regarding gender and NRM outcome, there are also strong trends exhibited between these two groups.

Figure 7: Region of the world in which exploitation occurred, split by data source type
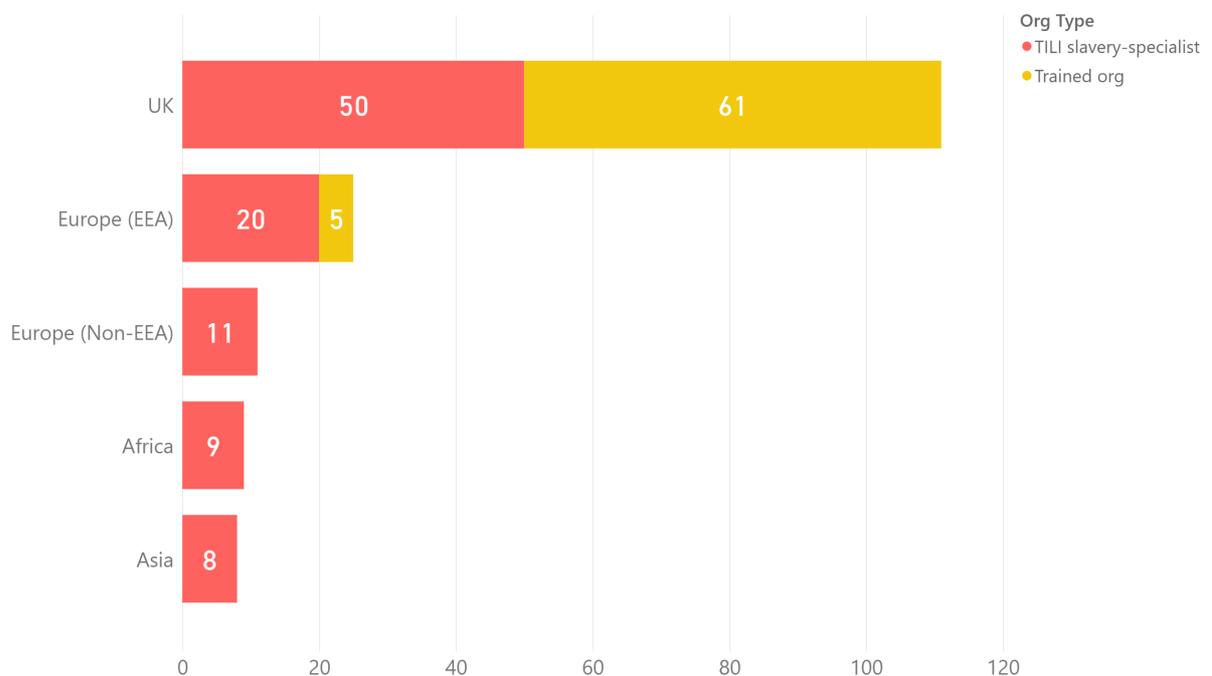
Trained organisations only identified people who had been exploited in the UK or very occasionally Europe (within the EEA). Data for everyone who was exploited outside the UK was from TILI slavery-specialist partners.

Figure 8: Immigration status of people in the database, split by data source
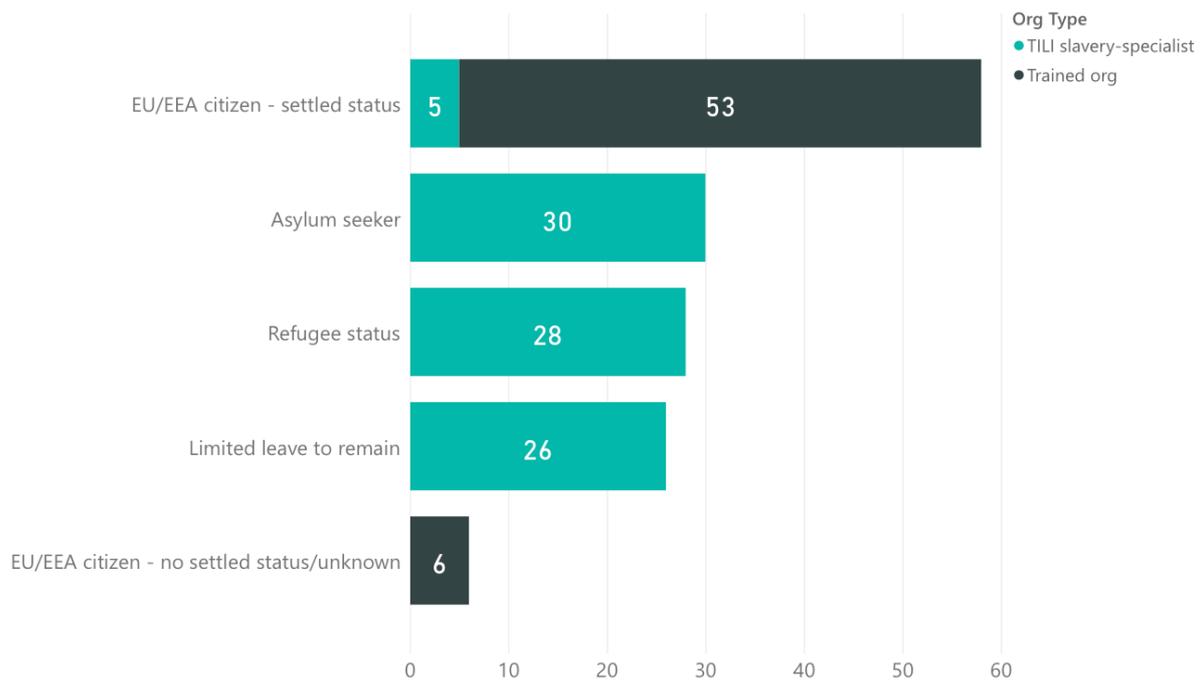
As figure 8 shows, the split between these two data sources is also reflected in terms of people's immigration status (and therefore nationality) as well.

In summary, data coming from TILI slavery-specialists concerns:
- as many people who were exploited outside of the UK as within it
- mostly people who are claiming asylum, have refugee status or limited leave to remain
- mostly people of African, Asian or European (outside EEA) origin

Whereas data coming from trained organisations concerns:
- mostly people who were exploited in the UK
- are either British or from Central and Eastern Europe (within the EEA)
- are British or EU/EEA citizens

It is important to bear in mind that data comes from these two different source groups when considering the data as a whole.

This also suggest that immigration status, particularly the asylum system and recourse to public funds, are important factors to consider when trying to understand the links between homelessness, modern slavery and the NRM.

The National Referral Mechanism

The National Referral Mechanism (NRM) is the government's statutory support for people who experience modern slavery.

Once someone has been referred to the NRM, they will receive a 'reasonable grounds' decision which determines whether it is suspected that they might have been a victim of modern slavery. A positive reasonable grounds decision entitles a person to at least 45 days of support termed a 'recovery and reflection period'. This support may include access to relevant legal advice, accommodation, protection, and independent emotional and practical help.

When their case has been further considered, they will receive a 'conclusive grounds' decision which determines whether it is more likely than not that someone is a victim of modern slavery. A positive conclusive grounds decision entitles someone to 45 days of further support.

However, not everyone who is exploited receives support from the NRM, and so the database captures whether or not homeless people are referred to and engage with the NRM.

Figure 9: Sankey diagram showing how many victims identified by trained organisations entered received NRM support (n=72)
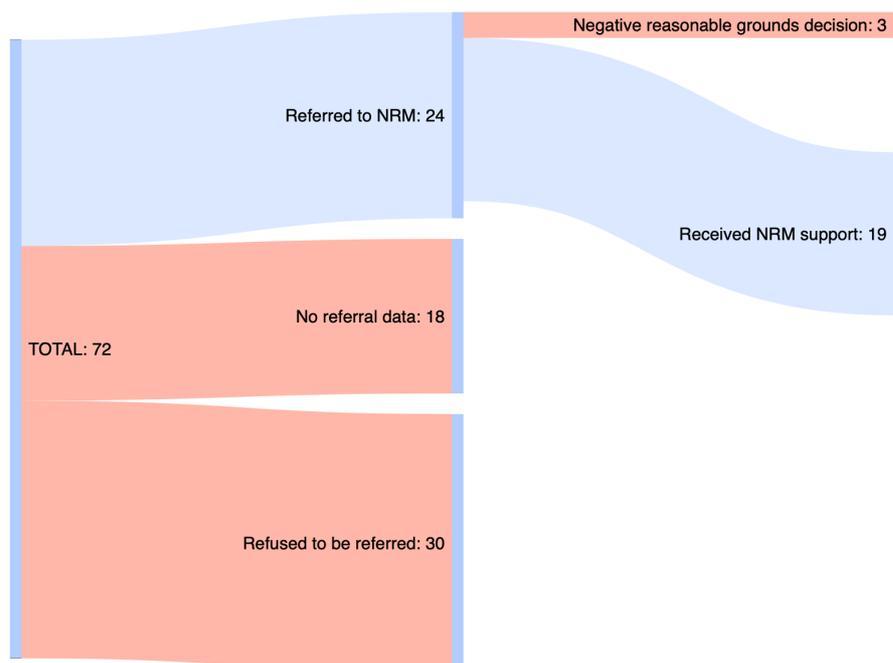

Figure 9 shows only data submitted from trained organisations, because the vast majority of people supported by TILI slavery-specialists have a positive conclusive grounds decision from the NRM as a precondition of their support, which would significantly skew the data.

Here we can see that, of 72 people identified as a potential victim of modern slavery by trained organisations, only 19 received some support from the NRM (this does not necessarily mean they remained engaged until the process was completed). The most common reason for not receiving the support was refusing to be referred – this accounts for 30 people. For 18 people, there is no indication that a referral has been proposed or attempted, and for three people, their conclusive grounds decision was negative, meaning they were not entitled to support.
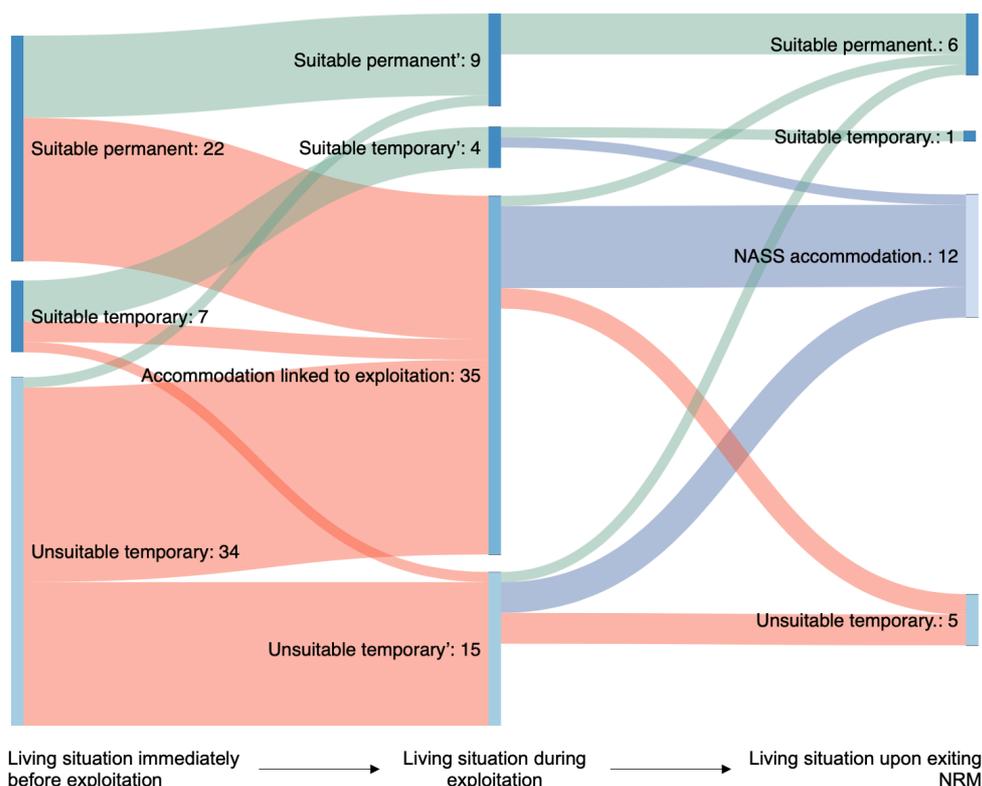
Homelessness

Homelessness and modern slavery can be linked in two directions. Being homeless might make somebody more exposed to exploitation. Equally, being exploited can make somebody more exposed to homelessness.

To understand the ways that homelessness can expose people to exploitation, the database captures, where possible, a person's living situation immediately before they began to be exploited. That is, where they were living at the point they began to be 'recruited' or coerced into modern slavery.

Figure 10 shows how people's living situation changed at different points relative to their exploitation. The database has the 'before exploitation' data-point for only 63 of the 172 people, and this data predominantly came from trained organisations rather than TILI slavery-specialist partners.

Figure 10: Living situation immediately before exploitation (left), during exploitation (centre), and after exiting the NRM (right) (n=63)

The chart shows that over half of these people were in unsuitable temporary accommodation (where 'suitability' is defined in terms of homelessness[4]) when they began to be exploited or coerced – situations like rough sleeping, staying in a hostel or sofa surfing[5] - suggesting that homelessness is correlated with an increased exposure to exploitation.

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[4] 'Suitability' here refers to homelessness. If a living situation is fit for long-term habitation (even if the stay is temporary) it is considered suitable, whereas if it would cause a person to be considered homeless, it is considered unsuitable.
[5] See appendix for a full definition of accommodation categories used in this report

Figure 10 also shows that when exploitation happens, homelessness increases, with a large number of people who were in suitable accommodation moving into accommodation linked to their exploitation. As this accommodation is by definition unsuitable by being tied to an exploitative situation, we can say that for these people, exploitation was a cause of homelessness.

We can also see that, for the people shown in figure 10 who do get support from the NRM and are represented by the right-hand side of the graph, there are some improvements in living situation, but some people still find themselves in unsuitable temporary accommodation after NRM support ends. Furthermore, amongst the people shown in figure 10, a majority have not received support from the NRM (which is why the right-hand side of the graph does not add up to the rest).

There were 86 people in the database who did receive support from the NRM – most of this data came from slavery-specialist TILI partners Hestia, BAWSO and BLWA who provide post-NRM support to many victims. Figure 11 shows that for people who go through the NRM, there is a marked improvement in living situations, with the number of people in unsuitable temporary or National Asylum Support Service (NASS) accommodation decreasing, and the number of people in suitable accommodation increasing. However, a number of people remain in unsuitable temporary accommodation, and therefore are potentially more exposed to re-exploitation.

Figure 11: Living situation during NRM support (left) to living situation upon exiting NRM support (right) (n=86)
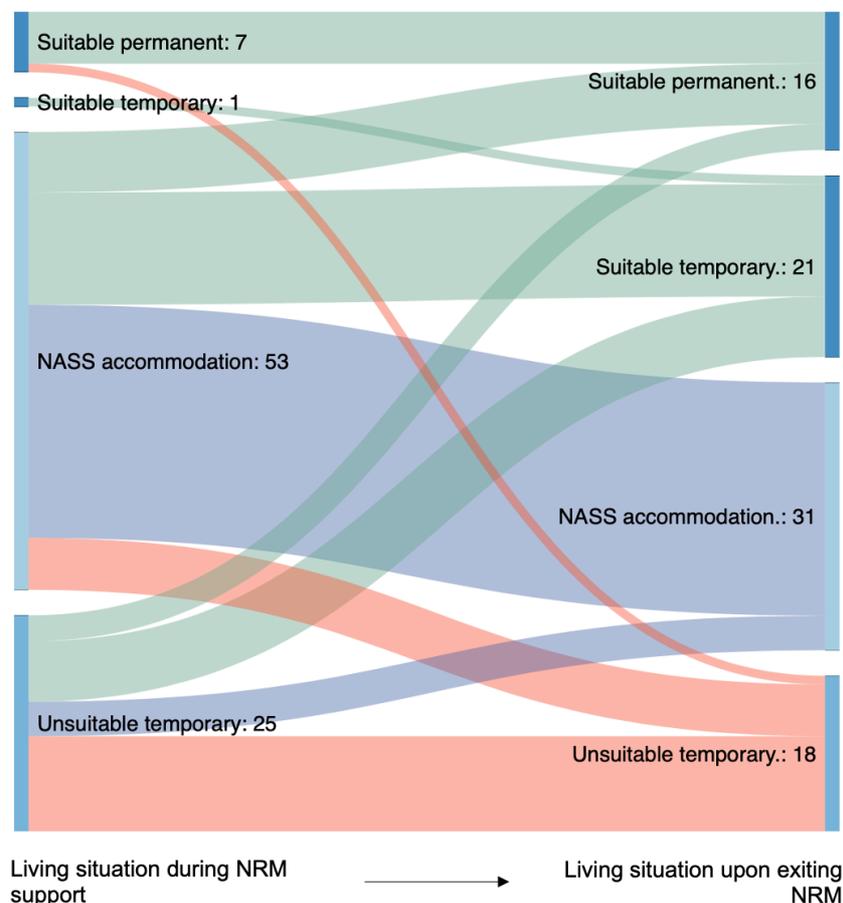
Thanks

We would like to thank the following for working with us:

- New Futures
- Porchlight
- Doorstep
- East London Housing Partnership
- Hestia
- BAWSO
- Belfast & Lisburn Women's Aid
- Crisis Skylight Centres in Birmingham, Coventry, Croydon, Merseyside, Oxford and South Yorkshire
- WHAG
- Oxford Gatehouse
- Safer Methyr Tydfil
- The Welcome Organisation
- Cyfannol Women's Aid
- Harbour Housing
- Nelson Trust
- Hightown Housing Association
- The Bond Board
- Community Links
- Horton Housing
- We Are With You
- Making Space
- Elim Housing
- Richmond Fellowship
- Foundation
- Shelter Slough

Appendix

Appendix A – accommodation classification

Accommodation category	Accommodation types
Suitable permanent	Own your own home, renting from private landlord, renting from housing association/council, supported housing
Suitable temporary	Temporary accommodation - social housing, temporary accommodation - private rented accommodation
Unsuitable temporary	Night or winter shelter, rough sleeping, staying with family/friends, bed and breakfast, hostel, women's refuge, squatting, sleeping in tents, cars or public transport,
NASS accommodation	Accommodation provided by National Asylum Support Service
Accommodation linked to exploitation	Accommodation provided by perpetrators while exploitation is ongoing

Note: 'Suitability' here refers to homelessness. If a living situation is fit for long-term habitation (even if the stay is temporary) it is considered suitable, whereas if it would cause a person to be considered homeless, it is considered unsuitable. So, a women's refuge, which might be the best thing for someone in the short-term, would still be considered unsuitable temporary accommodation, as it isn't fit for long-term habitation and would mean that someone is considered to be experiencing homelessness.

Appendix B – TILI database fields

The following table shows all of the fields in the TILI database:

Field	Description
Local authority	In which local authority area did you make contact with this person?
Age bracket at initial contact	Which age bracket does this person fall into?
Gender	What gender does this person identify as?
Sexuality	What is this person's sexuality?
Nationality	Which country is this person from?
Living situation at initial contact	What was this person's living situation when your organisation first made contact with them?
Main source of income	What is this person's main source of financial income?

Other source of income	What is this person's secondary source of financial income, if they have one?
Benefits claimed 1	Which benefits are this person receiving?
Benefits claimed 2	Which benefits are this person receiving?
Immigration status	What is this person's immigration status?
Number of dependents	How many dependent children does this person have?
Family ties in UK?	Does this person have any relatives also living in the UK with whom they are in contact?
Disability	Does this person have a physical or learning disability, or both?
Primary support need	What is this person's main support need?
Secondary support need	What is this person's second most significant support need?
Tertiary support need	What is this person's third most significant support need?
How was this person identified as a potential victim?	It is important that we are able to measure whether receiving TILI training makes a difference to identifying people as potential victims of slavery. There is a separate option for Hestia/BAWSO/Women's Aid NI as they won't receive the TILI training, being already modern slavery specialist organisations.
Is this person currently being exploited?	Is this person currently or very recently experiencing exploitation?
Was this person within the NRM at initial contact?	Was this person at some stage within the NRM process when you made initial contact with them?
Has a new NRM referral been made since initial contact?	Has a new NRM referral been made since you made initial contact with this person?
Primary type of exploitation	What was the main way in which this person was exploited?
Secondary type of exploitation	If they were also exploited in another way, record it here.
For labour exploitation or forced criminality, please provide a brief description of the work:	Some examples might be: Fruit picking, nail bar, car wash, marijuana cultivation, county lines drug trafficking
Primary LA of exploitation	What was the local authority area in which this person's exploitation mostly took place?
Secondary LA of exploitation	If their exploitation also took place in another

	local authority area, record it here.
Primary country of exploitation	In which country did this person's exploitation mostly took place?
Secondary country of exploitation	If their exploitation also took place in another country, record it here.
Living situation immediately prior to exploitation	What this person's living situation when they first made contact with their perpetrators prior to beginning their exploitation?
Living situation (during most recent/current exploitation)	What was this person's living situation when they were most recently or currently being exploited?
Referred to specialist support from TILI partners?	Has this person accepted specialist support from one of the TILI project partners (Hestia, BAWSO or Women's Aid NI)?
Police involvement?	Are the police currently involved with this person exploitation, or have they been in the past?
Did this person refuse to be referred to the NRM?	Was this person offered to be referred to the NRM, but refused to let the referral go ahead? For example, they might be wary of coming into contact with the Home Office because they are unsure of their immigration status.
First responder that made referral	Which first responder made the referral to the NRM?
Reasonable grounds	What was the outcome of this person's "reasonable grounds" decision under the NRM?
NRM support accepted	Did this person accept the support from the NRM?
NRM support type	Was this person accommodated by the NRM, or just provided outreach support?
Disengaged from NRM support after accepting?	Did this person initially accept the NRM support after receiving a positive reasonable ground decision, but then disengage from the support?
Conclusive grounds	What was the outcome of this person's "conclusive grounds" decision under the NRM?
Living situation (at time of NRM refrerral)	What was this person's living situation at the time of the NRM referral?
Living situation (during NRM support)	What was this person's living situation whilst they were receiving NRM support?

Living situation (upon exiting NRM support)	What was this person's living situation after NRM support had ended?
Living situation (if NRM support declined/disengaged)	What was this person's living situation after they had been referred to the NRM but declined the offer of NRM support?
Has this person been re-exploited or continued to be exploited during NRM support?	Thinking about the current or new NRM referral: did this person continue to be exploited, or start being exploited again, during NRM support? This could be either by the same perpetrators as before, or a new type of exploitation
Has this person been exploited historically?	Has this person undergone an episode of exploitation before you made contact with them, which has now ended?
Has this person been through the NRM before?	Has this person been through the NRM in the past?
Type of exploitation last time	What type of exploitation did they experience?
Relationship to current exploitation	If this person is also currently being exploited: how is their past exploitation related to their current exploitation? It could be the same perpetrators, or a different type of exploitation.
Living situation (immediately before exploitation last time)	What this person's living situation when they first made contact with their perpetrators prior to beginning this episode of exploitation?
Living situation (during exploitation last time)	What was their living situation during this episode of exploitation?
NRM outcome last time	What was the eventual outcome of this person's past NRM referral?
Living situation (upon exiting NRM last time)	What was their living situation once they exited or disengaged from the NRM?