

Modern Slavery NRM Data for Birmingham: Yearly Report for 2023

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Background

This report provides an analysis of National Referral Mechanism (NRM) data for Birmingham. The analysis includes key results from national NRM statistics in order to provide an overall background, but mainly focuses on the cases relevant to Birmingham and covers the period from January 2023-December 2023.

The report covers the following topics:

1. Modern Slavery: Overview
2. National NRM: Key Results for 2023.
3. Birmingham NRM: Key Results for 2023.
4. NRM cases for Birmingham: Children.
5. NRM cases for Birmingham: Adults.
6. Key Observations & Recommendations.
7. Glossary



Modern Slavery...

Is an umbrella term which encompasses all forms of slavery, human trafficking and exploitation.

Broadly refers to a wide range of abuse and/or exploitation.

Is **always** a serious violation of a person's human rights.



Types of Exploitation



Sexual Exploitation

Individuals might be forced to sell sex or perform sexual acts (either online or in-person) against their will and/or without payment. This also includes forced pornography.

Criminal Exploitation

An individual's personal details might be used for benefits or financial fraud.

Individuals might be forced to beg, shoplift, commit violent crimes, or engage in the production, transportation, or selling of drugs (county lines). Individuals may be forced to work tending cannabis plants. Individual's property may be taken over by exploiters and used for criminal activities (cuckooing).

Labour Exploitation

Individuals might be forced to work for little or no payment. This could be in sectors such as construction, agriculture, and manufacturing.

Domestic Servitude

Individuals might be coerced into working in someone's home e.g. cooking and cleaning. This might have started consensually but then develops into exploitation.

Organ Removal

An individual's organs and/or tissue are forcibly and illegally removed without their knowledge and/or using coercion.

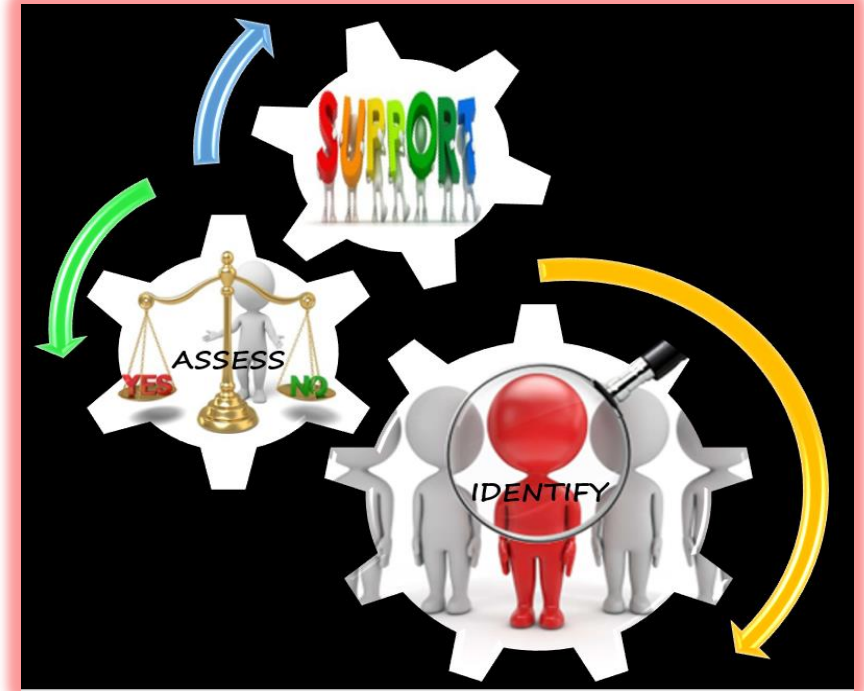


National Referral Mechanism (NRM) Key Information

The UK has legal obligations to identify and support victims of modern slavery. The NRM is the primary mechanism by which we identify victims:

“National Referral Mechanism (‘NRM’)” refers to the UK’s framework for identifying and supporting victims of modern slavery. It is one means of ensuring that adult victims receive the necessary support and assistance in the period immediately after their identification as a potential victim”

MSA 2015, Statutory Guidance



National NRM Statistics: Key Results for 2023



17,004 potential victims of modern slavery were referred to the Home Office in 2023, similar to the preceding year (16,921) but nonetheless the highest annual number since the NRM began in 2009.



The number of referrals for **females** (24%; 4,088) were at the highest on record whereas the number of referrals for **males** (76%; 12,903) saw a fall from the previous year.



The number of referrals for **child** potential victims (44%; 7,432) were at their highest on record, whereas the number for **adult** potential victims (51%; 8,622) saw a decrease from the previous year.

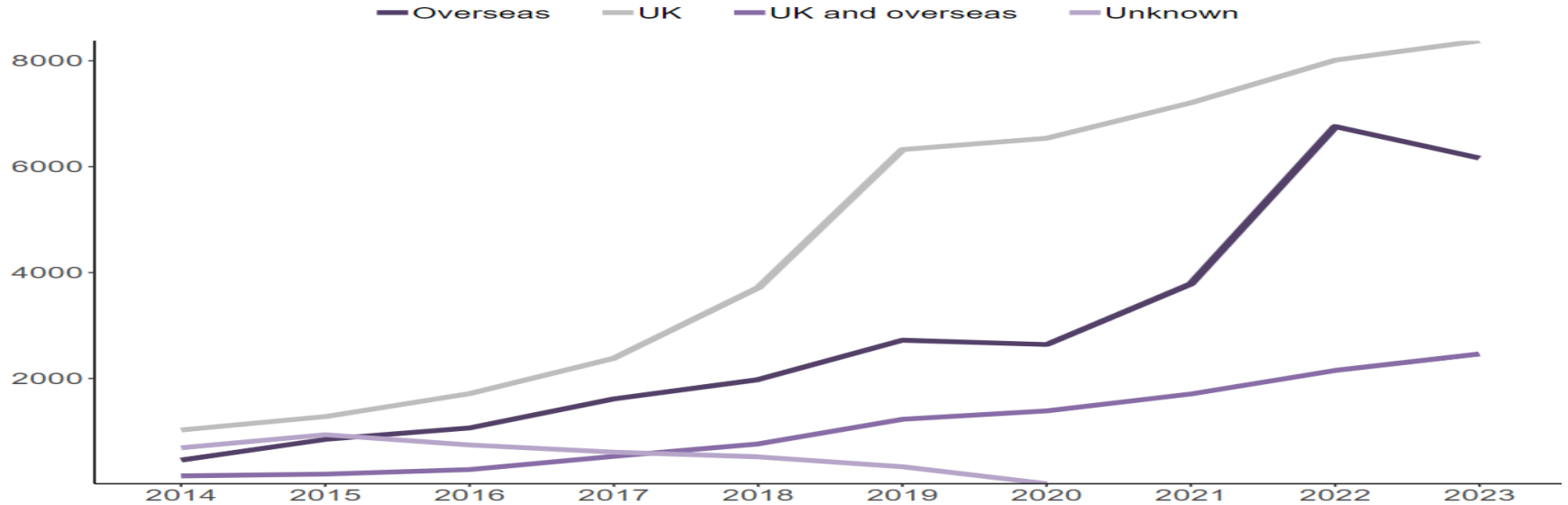


The most common nationality referred was **UK** (25%; 4,299), whose numbers were at their highest for any year since the NRM began; the second most referred nationality was **Albanian** (24%; 4,052) and third was **Vietnamese** (6%; 991).



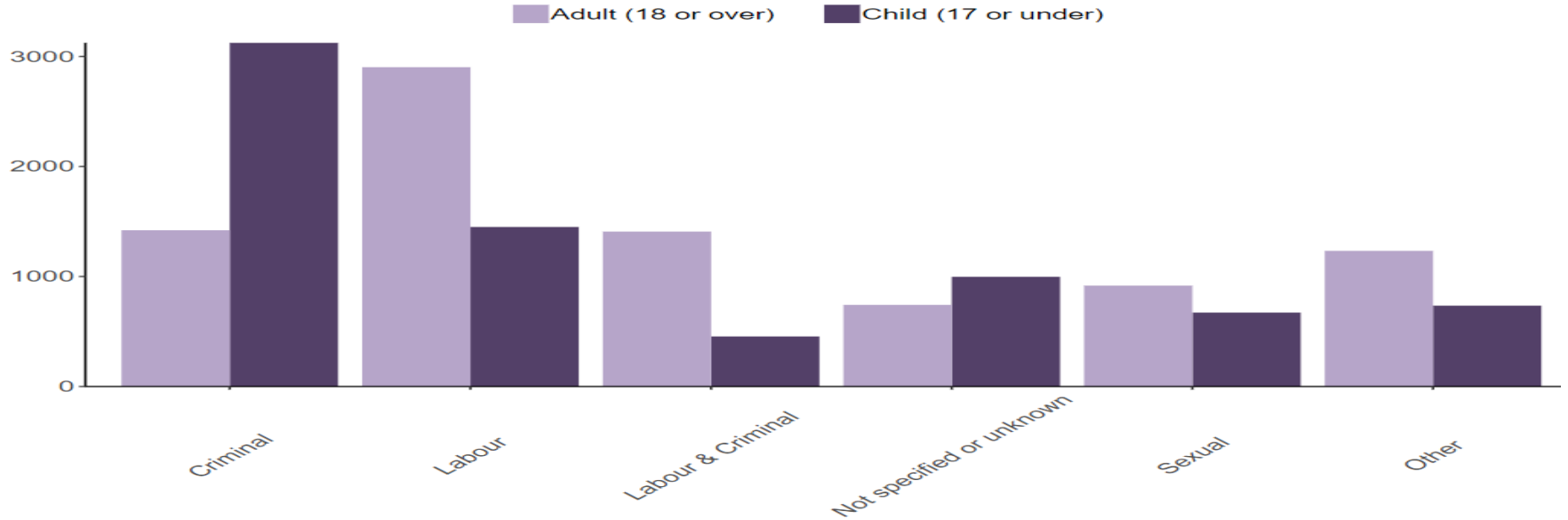
National NRM Statistics: Key Results for 2023

Number of NRM referrals by location of exploitation



National NRM Statistics: Key Results for 2023

Number of NRM referrals, by exploitation type and age group



Birmingham NRM Data: Key Results for 2023



There were **539** cases reported to NRM in which exploitation took place in Birmingham and/or Birmingham City Council acted as a First Responder to the NRM. This number includes Duty to Notify (DtN) cases, where consent to enter the NRM system has not been given, but the First Responder had serious concerns around modern slavery. Nonetheless, this number does not represent the full picture of exploitation in Birmingham, as frequently modern slavery cases are underreported.



Great majority of referrals, **71%** (382) related to **male** potential victims, whereas referrals for **female** potential victims constituted **29%** (157) of all referrals. There were no referrals made under any other type of gender identity.



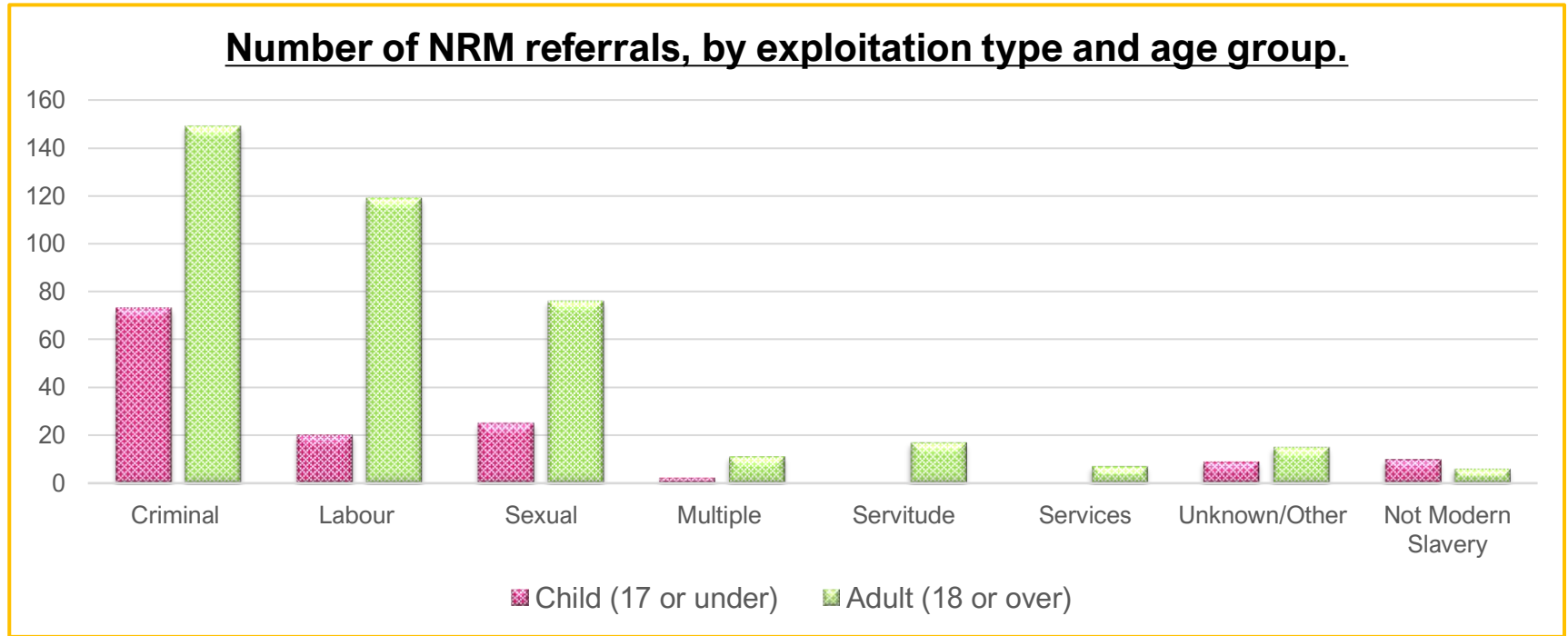
26% (139) of the referrals were for **child** potential victims and **74%** (400) of the referrals related to **adult** potential victims. This data suggests quite big variation from the national data, where the ratio of adult to child referrals was 51% to 44%.



The most common nationality referred was **Albanian** (**28%**; 153), the second most referred nationality was **UK** (**23%**; 123) and third was **Vietnamese & Romanian**, both representing (**8%**; 41) of all referrals.



Birmingham NRM Data: Key Results for 2023

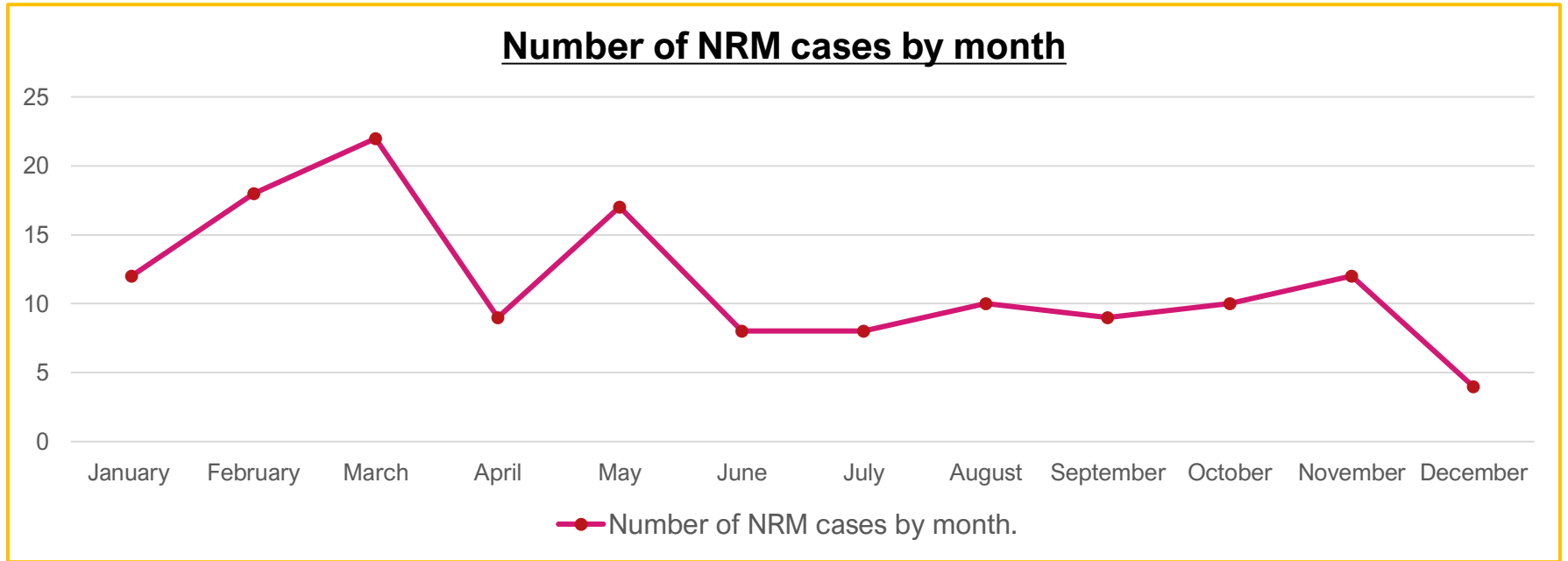


Birmingham NRM Data for Children (2023)

In 2023 there were **139** cases for children, referred to the NRM in which the exploitation took place in Birmingham and/or Birmingham City Council has acted as a First Responder into the NRM.



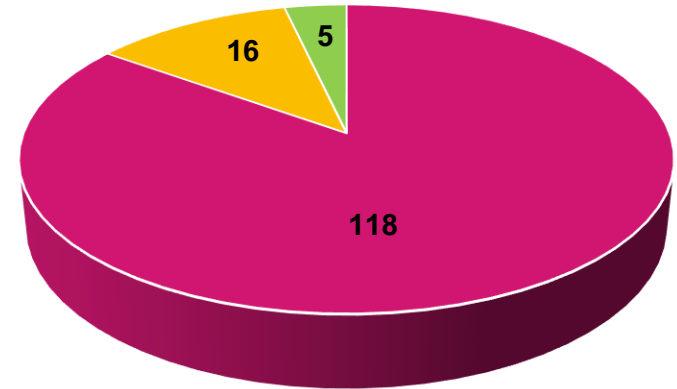
Birmingham NRM Data for Children (2023)



Birmingham NRM Data for Children (2023)

Out of the total 139 cases, Birmingham was reported as a place of exploitation in **118 cases (85%)**. **16 cases (11%)** recorded overseas as the place of exploitation and in **5 cases (4%)** the exploitation took place outside of Birmingham but within the UK.

Exploitation by place



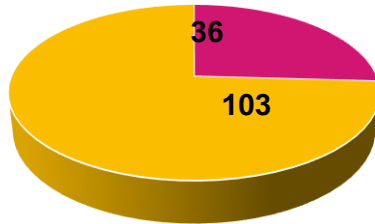
■ Birmingham ■ Overseas ■ UK (other)



Birmingham NRM Data for Children (2023)

In terms of gender breakdown, there were **103** cases (74%) relating to male and **36** cases (26%) relating to female individuals.

Gender



■ Female ■ Male

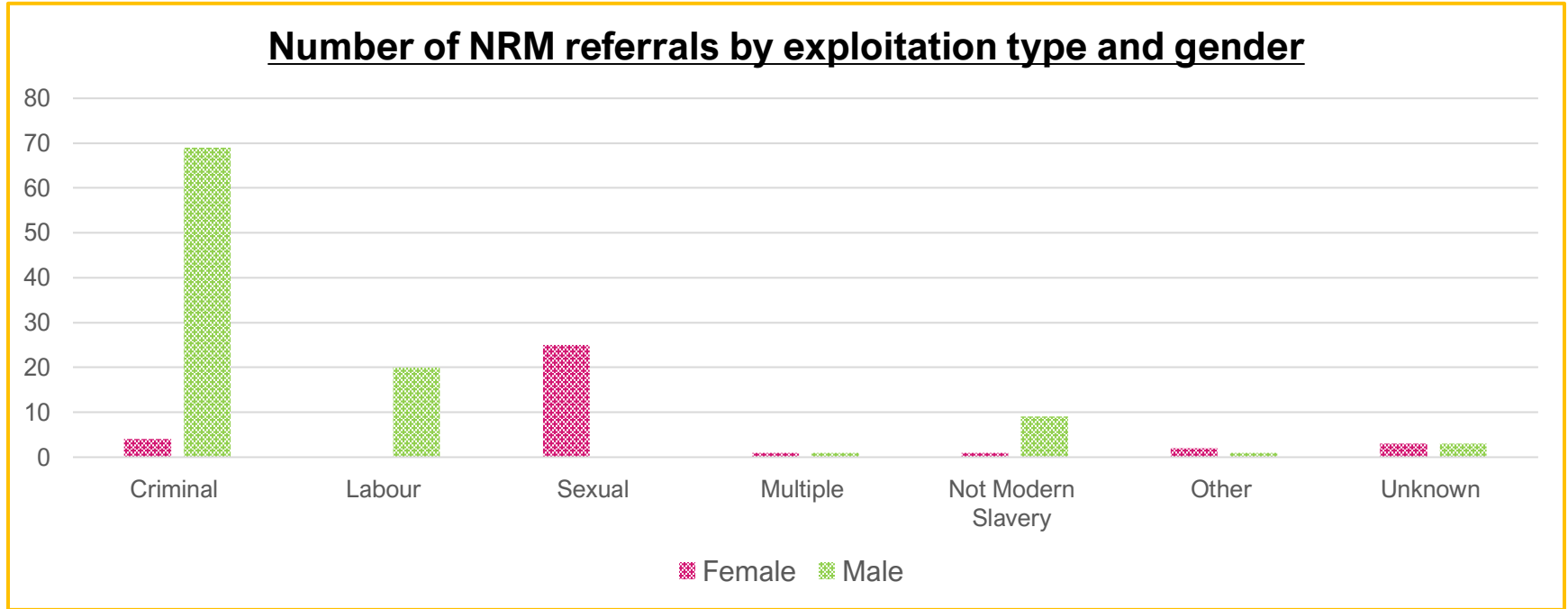
Referrals by Nationality

The most common nationality referred was **British** representing almost **60%** of the referrals. The second most referred nationality was **Romanian (9%)** and the third **Afghan (6%)**.

Nationality	Number
British	82
Romanian	12
Afghan	8
Eritrean	6
Sudanese	5
Albanian	4
Citizen of Bosnia and Herzegovina	3
Iranian	3
Central African	2
South Sudanese	2
Unknown	2
Vietnamese	2
Pakistani	2
Swedish	1
Bangladeshi	1
Algerian	1
Chinese	1
Italian	1
Indian	1
Total	139



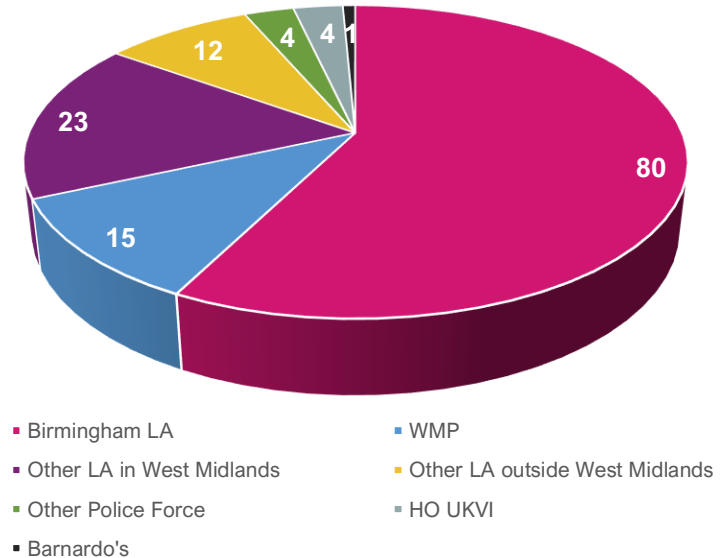
Birmingham NRM Data for Children (2023)



Birmingham NRM Data for Children (2023)

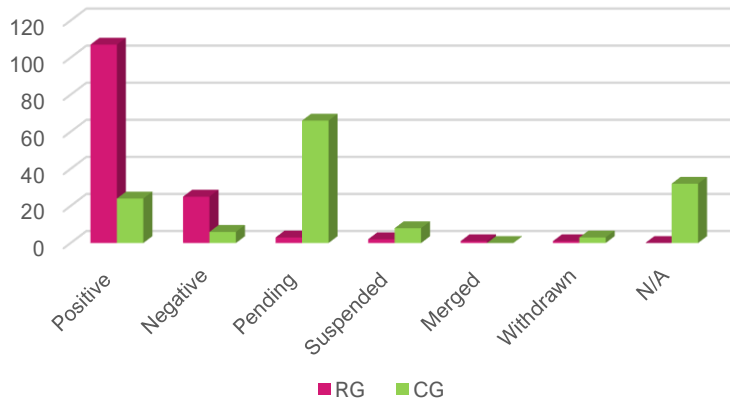
Birmingham City Council acted as a First Responder into the NRM for 80 cases (58%). In the remaining cases, the following organisations acted as First Responders: Other LAs in the West Midlands 23 cases (17%), WMP 15 cases (11%), Other LAs outside of West Midlands 12 cases (9%), Other Police Force 4 cases (2%), HO UKVI 4 cases (2%) and Barnardo's 1 case (1%).

First Responder to the NRM



Birmingham NRM Data for Children (2023)

NRM Reasonable and Conclusive Grounds Decisions (RG & CG)



Reasonable Grounds decisions have been made in 132 cases out of the total 139 reported cases. Of these 81% are positive and 19% are negative. Most of the Conclusive Grounds decisions have yet to be made (pending) but of those made (30 cases) 80% are positive and 20% are negative. If a case receives a negative RG decision, is suspended, merged with another case or withdrawn, it will not go on to receive a CG decision and will be represented in the N/A column.

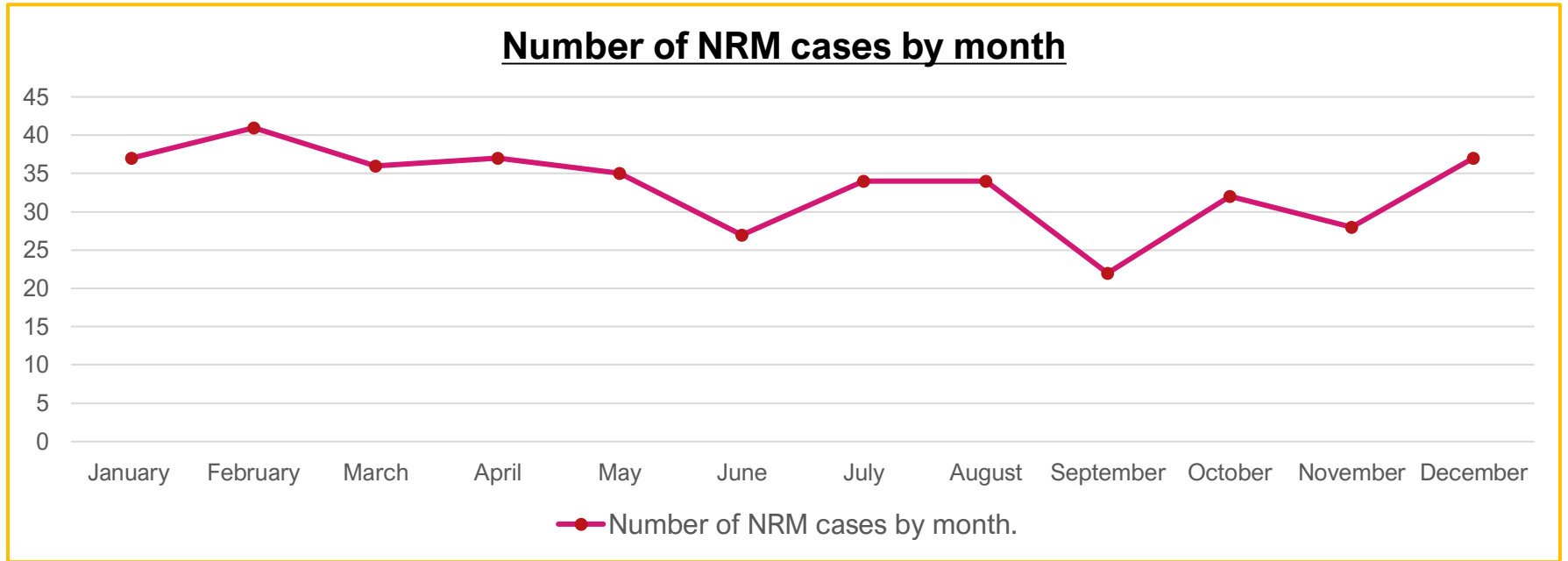


Birmingham NRM Data for Adults (2023)

In 2023 there were **400** cases for adults, referred to the NRM in which the exploitation took place in Birmingham and/or Birmingham City Council has acted as a First Responder into the NRM.

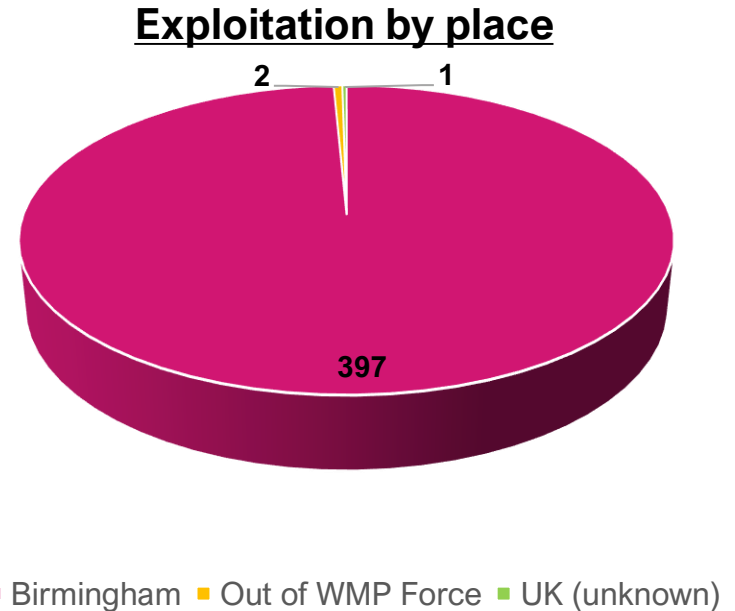


Birmingham NRM Data for Adults (2023)



Birmingham NRM Data for Adults (2023)

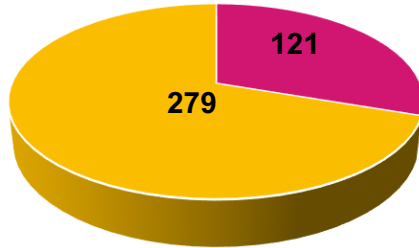
Out of the total 400 cases, Birmingham was reported as a place of exploitation in **397 cases (99%)**. In **2 cases** (less than **1%**) exploitation took place outside of WMP force and in **1 case** (less than **1%**) the exploitation took place in the UK but in an unknown location.



Birmingham NRM Data for Adults (2023)

In terms of gender breakdown, there were **279** cases (70%) relating to male and **121** cases (30%) relating to female individuals.

Gender



■ Female ■ Male

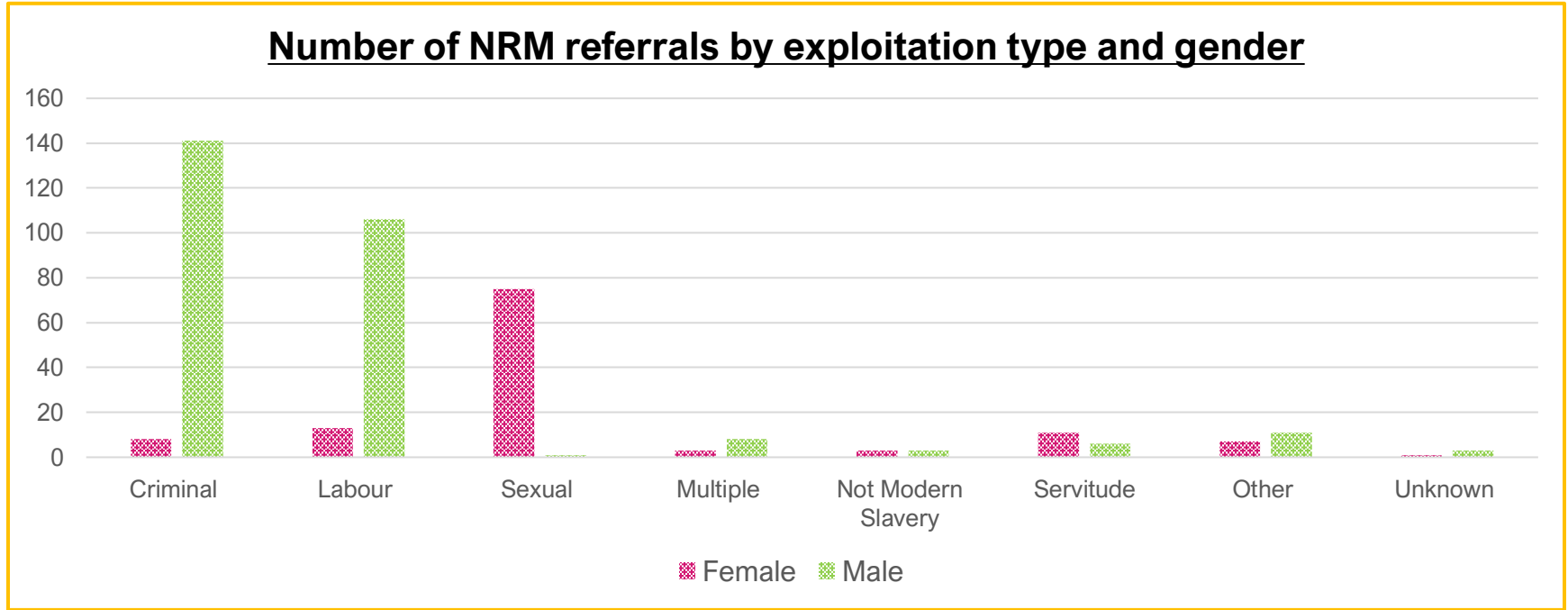
Referrals by Nationality

The most common nationality referred was **Albanian** representing almost **37%** of the referrals. The second most referred nationality was **British (10%)** and the third **Chinese and Vietnamese (almost 10%)**.

Nationality/Number			
Albanian	149	Afghan	2
British	41	Cameroonian	1
Chinese	39	Iranian	1
Vietnamese	39	Sri Lankan	1
Romanian	29	Burmese	1
Indian	21	Slovakian	1
Pakistani	20	Jamaican	1
Iraqi	16	South African	1
Thai	8	Portuguese	1
Bangladeshi	6	Tanzanian	1
Nigerian	5	French	1
Unknown	3	Hungarian	1
Polish	2	Montserratian	1
Slovak	2	Latvian	1
Algerian	2	Lithuanian	1
Somali	2		
Total			400



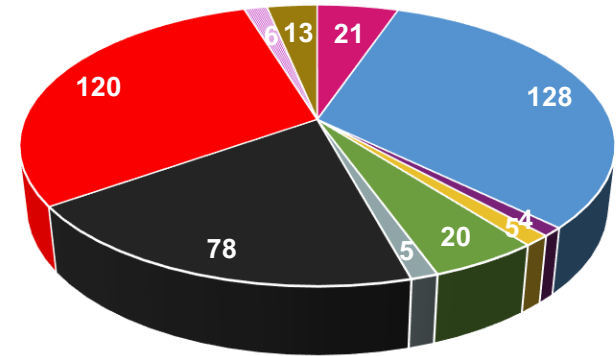
Birmingham NRM Data for Adults (2023)



Birmingham NRM Data for Adults (2023)

Birmingham City Council acted as a First Responder into the NRM for 21 cases (5%). In the remaining cases, the following organisations acted as First Responders: WMP 128 cases (32%), HO IE 120 cases (30%), HO UKVI 78 cases (20%), Other Police Force 20 cases (5%), NGOs 13 cases (3%), UK BF 6 cases (2%), NCA 5 cases (1%), Other LAs outside of West Midlands 5 cases (1%), Other LAs in the West Midlands 4 cases (1%).

First Responder to the NRM

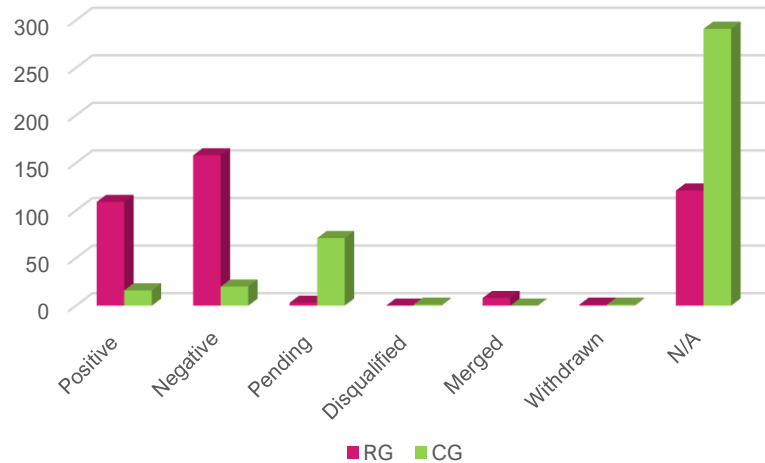


- Birmingham LA
- WMP
- Other LA in West Midlands
- Other LA outside West Midlands
- Other Police Force
- NCA
- HO UKVI
- HO IE
- HO UKBF
- NGOs



Birmingham NRM Data for Adults (2023)

NRM Reasonable and Conclusive Grounds Decisions (RG & CG)



Reasonable Grounds decisions have been made in 267 cases out of the total 400 reported cases. Of these 41% are positive and 59% are negative. Most of the Conclusive Grounds decisions have yet to be made (pending) but of those made (36 cases) 44% are positive and 56% are negative. If a case receives a negative RG decision, is disqualified, merged with another case or withdrawn, it will not go on to receive a CG decision and will be represented in the N/A column. The N/A column also includes referrals under the Duty to Notify (DtN) which are not subject to any decision-making process.



Key Observations: Birmingham Data



539 potential victims of modern slavery were referred to the Home Office in 2023 with the following connection: exploitation took place in Birmingham and/or Birmingham City Council was a first responder to the NRM. This number is similar to the preceding year (534) but nonetheless the highest annual number for Birmingham since the NRM began in 2009.



In **96%** of the recorded cases, the exploitation took place in Birmingham.



Contrary to the common assumption that victims of modern slavery are mainly foreign nationals, the data clearly illustrates that **British** nationals are highly affected by this issue. According to the national data, UK was the most commonly referred nationality in 2023 and, locally, the second most referred nationality for Birmingham related cases.



41% of all cases (Children and Adult) related to criminal exploitation.



30% of the eligible cases were reported as a Duty to Notify. This means that statutory first responders, supporting the individuals, had major concerns in relation to modern slavery, but the potential victims did not consent to be referred into the NRM system.



Birmingham City Council has acted as a First Responder into the NRM for only **5%** of the Adult NRM cases. Majority of these referrals were however undertaken by the Children Trust Team (**67%**). In contrast, for Children cases Birmingham City Council made **58%** of the referrals (via Children Trust Team).



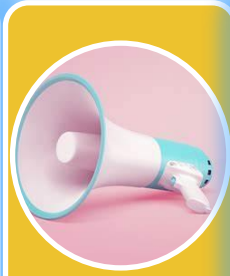
Key Recommendations



Ensure more proactive and preventive response, by building operational capacity within the Birmingham City Council in the area of modern slavery.



Establish clear referral pathway, for adult cases, to NRM First Responder Service within Birmingham City Council and ensure that effective monitoring systems are in place.



Raise awareness of modern slavery within the council's staff by implementing competency-based training that will include mandatory, basic modern slavery training for all staff.



Work in a partnership with WMP to implement multi-agency modern slavery conference for Birmingham cases.



Raise awareness of support available under the NRM and develop support pathways for those who decided not to enter the NRM system.



Glossary

Term	Explanation
National Referral Mechanism (NRM)	Refers to the UK's framework for identifying and supporting victims of modern slavery. It is one means of ensuring that adult victims receive the necessary support and assistance in the period immediately after their identification as a potential victim.
Reasonable Grounds (RG) Decision	Is a decision taken by the competent authorities as to whether the decision maker agrees there are reasonable grounds to believe, based on all available general and specific evidence but falling short of conclusive proof, that a person is a victim of modern slavery (human trafficking or slavery, servitude, or forced or compulsory labour).
Conclusive Grounds (CG) Decision	Is a decision taken a competent authority as to whether, on the balance of probabilities, there are sufficient grounds to decide that the individual being considered is a victim of modern slavery (human trafficking or slavery, servitude, or forced or compulsory labour).
Duty to Notify (DtN)	Is the duty placed on public authorities in England and Wales by section 52 of the Modern Slavery Act 2015 to notify the Secretary of State when encountering a potential victim of Modern Slavery. In practice, this is discharged by informing the Home Office.
Overseas Exploitation	Refers to modern slavery cases where the exploitation took place outside of UK's borders.
Suspended Cases	Refers to cases that have been referred into the NRM process but were suspended before the final, Conclusive Grounds, decision was made. Most of the suspended cases will result from transition from children to adult NRM as when a minor enters NRM no consent is needed, however if a person reaches 18 years old, consent will be required in order to remain in the NRM. If no consent is given in such cases and NRM has not been withdrawn the cases will be marked as suspended.
Services (Exploitation Type)	This term has been used to describe a range of cases such as cuckooing, forced marriage, use of bank account and others.



If you would like to find out more about modern slavery, please visit our website:

[Overview | Modern slavery | Birmingham City Council](#)

For any modern slavery related enquiries, please visit:

[Your enquiry | Community safety enquiry \(birmingham.gov.uk\)](#)

Or contact our dedicated mailbox:
Modern.Slavery@birmingham.gov.uk



 **RESET**

 **RESHAPE**

 **RESTART**