



# Collaborating for freedom: anti-slavery partnerships in the UK

A research report from the  
Office of the Independent  
Anti-Slavery Commissioner and  
the University of Nottingham's  
Rights Lab



Photos © Amy Romer, The Dark Figure\*

The primary photographs in this report are from the innovative The Dark Figure\* project by Amy Romer, an award-winning British documentary photographer. The on-going series depicts UK neighbourhoods where victims have been held as modern day slaves. Powerful in their ordinariness and familiarity, these photographs show the geographical spread of slave labour across UK communities and challenges many of our assumptions that slavery couldn't possibly be taking place in our own towns and cities. Romer notes that she wants "people to be reminded of somewhere they have lived or visited; somewhere they feel safe." The series title refers to the estimated number of slaves living in the UK today, and the photographs contain with their landscapes numerous individual stories of the slave next door."



# Contents

<b>Glossary</b>	<b>5</b>
<b>Foreword: Kevin Hyland OBE, Independent Anti-Slavery Commissioner</b>	<b>6</b>
<b>Introduction</b>	<b>7</b>
Research methodology	8
Acknowledgements	8
<b>Executive summary of findings</b>	<b>9</b>
<b>Mapping anti-slavery partnerships in the UK in 2017</b>	<b>10</b>
What areas have developed multi-agency partnerships to address modern slavery?	11
What form and structure do multi-agency partnerships take?	12
Who leads and coordinates anti-slavery partnership work	13
What other organisations are involved?	15
What do partnerships do?	16
How do partnerships measure progress?	17
How is work funded?	19
Case studies	20
<b>Gaps, challenges and increasing partnership effectiveness</b>	<b>23</b>
What gaps are there in partnership work?	25
What do practitioners see as the key challenges?	27
How might partnerships be more effective in future?	29
What good work is happening now?	33
<b>Strengthening multi-agency anti-slavery partnership work: recommendations</b>	<b>34</b>
<b>Appendix 1: anti-slavery partnership arrangements in the UK (responding to April 2017 survey)</b>	<b>35</b>

# Glossary

CPS	Crown Prosecution Service
FBO	Faith Based Organisation
GLAA	Gangmasters and Labour Abuse Authority
Governance Documents	Documents describing the scope and activities of the partnership: for example, terms of reference, membership lists, action-plans, monitoring reports.
HMICFRS	Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services
HMRC	Her Majesty's Revenue and Customs
IASC	Independent Anti-Slavery Commissioner
Joint- Commissioning	Shared approach to commissioning a service or intervention
LA	Local Authority sometimes listed as TT (Top Tier) or 2T (Second Tier or District).
LGA	Local Government Association
MARAC	Multi-agency risk assessment conference: shares information on highest risk cases between representatives from different agencies.
MASH	Multi-agency safeguarding hub: structure to facilitate information-sharing and decision-making on a multi-agency basis, often (though not always) through co-location of staff from local authorities, police and health.
MSHT	Modern Slavery and Human Trafficking
NCA	National Crime Agency
NGO	Non-Governmental Organisation
NRM	National Referral Mechanism – a framework for identifying and referring potential victims of modern slavery and ensuring they receive support.
OPCC / PCC	Office of the Police and Crime Commissioner / Police and Crime Commissioner
4 P's	Prevent, pursue, protect, prepare: organising principles of the Home Office's national Modern Slavery Strategy.
PVVP	Preventing violence against vulnerable people.
'Second tier' or 'district' local authorities	Smaller local authorities which serve part of the population of a County Council, with responsibility for customer-facing-functions such as housing management, waste collection, leisure.
SPOC	Single point of contact
'Top tier' local authority	Includes County Councils, Unitary, London Borough and Metropolitan Borough Councils (MBCs). Responsibility for strategic functions including libraries, public health, transport and social services. (Unitary Councils, London Boroughs and MBCs also provide 'district' level services – see above).
UK	United Kingdom
UN	United Nations
UoN	University of Nottingham
VCS	Voluntary and Community Sector

# Foreword

**Kevin Hyland OBE,  
Independent Anti-Slavery  
Commissioner**



Modern slavery is a serious, often organised, crime that exploits human beings as commodities over and over again for the gain of others. Victims endure experiences that are horrifying in their inhumanity, including violence, rape and extreme abuse. Traffickers though, often operate with impunity seeing modern slavery as a low risk and high reward crime.

Tackling modern slavery requires a collective, coordinated and sustained effort from a range of actors. No one individual or organisation can bring an end to this crime alone. Effective partnership working between organisations, both statutory and non-statutory, is therefore imperative. Recognising this, one of my five key strategic priorities is to identify, promote and facilitate partnership working in the fight against modern slavery. To this end, I am delighted to be working with the University of Nottingham on this research to map out and scope multi-agency partnerships across the UK.

This important and innovative study shines a spotlight on the numerous existing anti-slavery partnerships that are currently in operation, ranging from those at the local level to those that operate nationally. I commend the efforts of the committed individuals and organisations working within these initiatives across the UK.

This report highlights the many benefits of working in partnership, including sharing of intelligence, raising community awareness and the commissioning of training for frontline staff. It also identifies ongoing challenges currently experienced by practitioners within existing multi-agency models. These include limited resourcing to undertake partnership work and a lack of strategic coordination, particularly at the national level.

Clear and helpful recommendations have been provided in this report for improving the effectiveness of multi-agency partnerships in the fight against modern slavery. I look forward to working with stakeholders over the coming year and beyond to encourage the implementation of these recommendations, and to continue promoting the use of effective partnership models and highlighting good practice to achieve our collective objective of supporting those who are vulnerable to this exploitation and eradicating the existence of this evil abuse.

A handwritten signature in black ink, appearing to read "KJ".

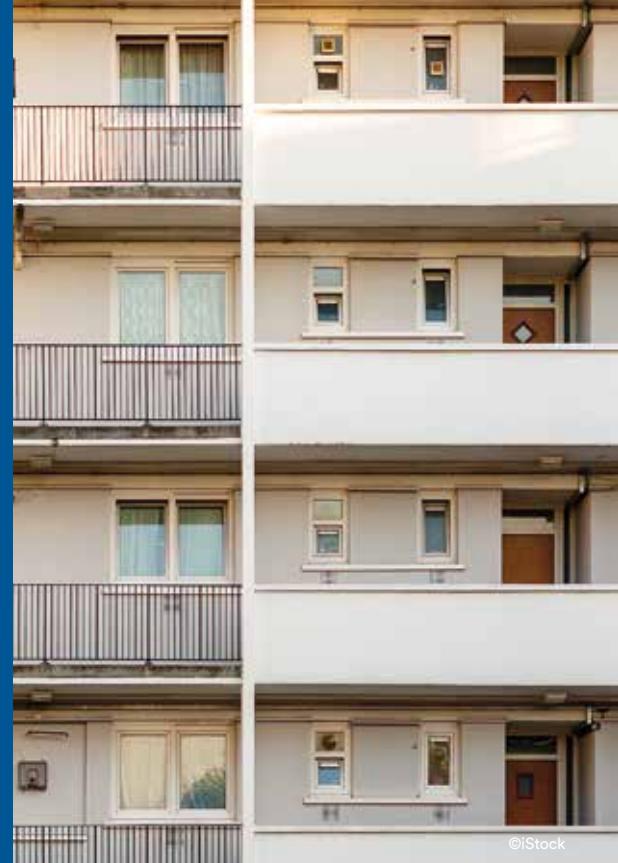
**Kevin Hyland OBE**  
UK Independent Anti-Slavery Commissioner

# Introduction

“

We need a radically new, comprehensive approach to defeating this vile and systematic international business model at its source and in transit, and we need to flex the muscle of all parts of the UK Government and collaborate with international partners (...) modern slavery will never be stopped if our police, borders and immigration agencies work in domestic silos. ”

Theresa May, 2016<sup>1</sup>



©iStock

Multi-agency partnership working is often highlighted as an essential aspect of the UK public policy response to modern slavery. The Home Office's (2014) Modern Slavery Strategy emphasises that effective partnership work is 'crucial' and must include 'greater awareness among frontline professionals, coordinated international activity, close working with the private sector and support from communities, including civil society and faith groups<sup>2</sup>'. Caroline Haughey's 2016 review of the implementation of the Modern Slavery Act also highlights that cohesive networks of stakeholders working together at local levels can make an 'immeasurable' contribution<sup>3</sup>.

However, despite the priority placed on partnerships by the UK Government, there has been little guidance to date on the form they should take, or how they might best identify and deliver shared goals and responsibilities. In the majority of cases there has also been no dedicated funding to facilitate partnership activity, and no means of monitoring what activity is in place. This means that until now, relatively little has been understood about the different partnership responses to Modern Slavery that are emerging across the UK.

This research report is part of a collaborative project between the Office of the Independent Anti-Slavery Commissioner (IASC) and the University of Nottingham. The aim of the work was to map multi-agency anti-slavery partnerships across the UK, identify potential examples of 'good practice' among them and understand the conditions that helped to facilitate success.

<sup>1</sup> May, Theresa. 2016 "My Government will lead the way in defeating modern slavery". *The Telegraph*, 30th July 2016.

<sup>2</sup> Home Office. 2014. Modern Slavery Strategy. HM Government: London 2014 p.27 Available at [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/383764/Modern\\_Slavery\\_Strategy\\_FINAL\\_DEC2015.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/383764/Modern_Slavery_Strategy_FINAL_DEC2015.pdf)

<sup>3</sup> Haughey, Caroline. 2016. The Modern Slavery Act Review: One Year On p.17. Available at <https://www.gov.uk/government/publications/modern-slavery-act-2015-review-one-year-on>.

# Research methodology

For the purposes of this research project, we were interested in identifying partnerships that were multi-agency (engaging both statutory and non-statutory partners) and strategic i.e. playing a role in developing or co-ordinating service delivery, rather than being solely consultative or focused on fundraising.

The research was conducted in two phases. In Phase 1, a short questionnaire was designed for completion by multi-agency partnership leads, and emailed out to partnerships via Police modern slavery SPOCs (single points of contact) in April 2017. Announcements were also made via a pinned tweet on the IASC twitter page and website, asking UK modern slavery partnerships to come forward with contact details. 51 responses were received from Police, local authorities, NGOs and faith based organisations across 40 force areas identifying 42 examples of individual partnerships or multi-layer networks dealing with modern slavery (see appendix 1) – although this represents a snapshot of a dynamic situation where new partnerships were in the process of forming, whilst more mature partnerships were sometimes being re-structured. Information was supplemented by feedback from practitioner networks including the National Network Co-ordinator's Forum. Survey data was coded to identify themes and emerging observations.

Phase 2 consisted of study visits and telephone interviews with a sample of partnership leads and members to explore themes in greater depth. The sample was selected to provide a cross-section

of different styles of partnership structure, including government leadership, NGO leadership, and local authority leadership. This data has been used to test and deepen the themes identified in Phase 1, and provide illustrative case studies and quotations for this report. Additional case studies on specific areas of promising practice have been drawn from the survey data and conversations with practitioners.

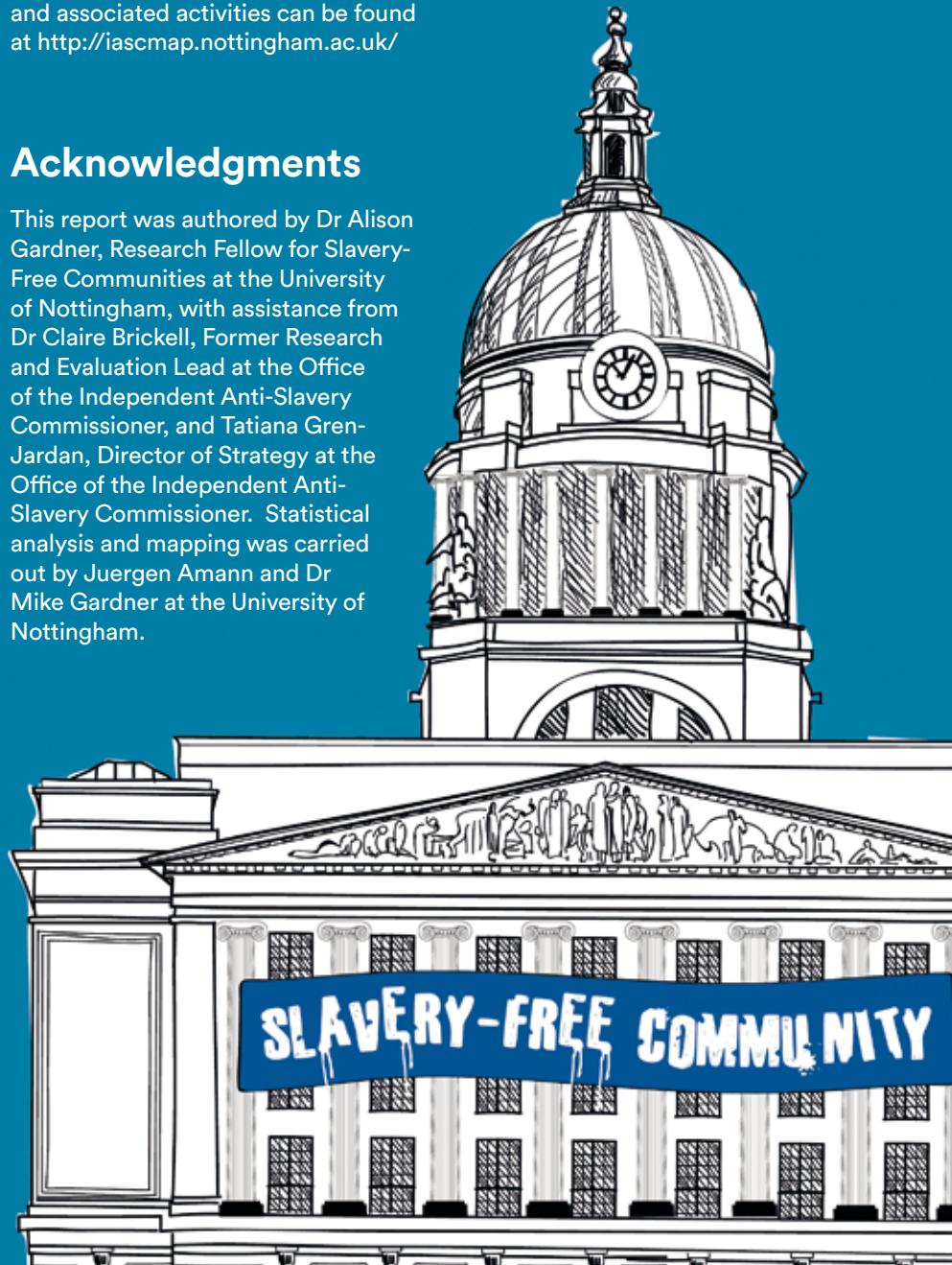
Interactive maps showing the different modern slavery partnerships across the UK, co-ordinator contacts and associated activities can be found at <http://iascmap.nottingham.ac.uk/>

We would like to extend our thanks to everyone who assisted with this research, particularly Devon and Cornwall Police who helped with survey distribution; all survey respondents, and those who offered their time for telephone or face to face interviews.

This research was funded by the University of Nottingham's Rights Lab, a Beacon of Excellence, and the report was launched at a conference funded by the ESRC Festival of Social Sciences and the Rights Lab.

## Acknowledgments

This report was authored by Dr Alison Gardner, Research Fellow for Slavery-Free Communities at the University of Nottingham, with assistance from Dr Claire Brickell, Former Research and Evaluation Lead at the Office of the Independent Anti-Slavery Commissioner, and Tatiana Gren-Jardan, Director of Strategy at the Office of the Independent Anti-Slavery Commissioner. Statistical analysis and mapping was carried out by Juergen Amann and Dr Mike Gardner at the University of Nottingham.



# Executive summary of findings

1. Most areas of the UK have some form of multi-agency partnership work in place to address modern slavery. However, there are wide variations in the maturity, consistency and coordination of partnership responses, which are likely - in turn - to be influencing the quality and effectiveness of services.
2. Most UK anti-slavery partnerships are chaired and co-ordinated by the Police and work on force boundaries. This reflects the responsibilities of the Police around this agenda, and possibly also some reticence on the part of other partners to take leadership roles. However, this may be a limiting factor on moving partnerships beyond an enforcement focus towards establishing wider community resilience.
3. Currently partnerships focus most effort on intelligence sharing, training frontline staff and community awareness raising. The majority of partnerships were not yet undertaking joint commissioning or looking at wider societal issues such as supply chains.
4. Governance of partnerships was relatively informal, with the majority of partnerships not yet having action-plans. Measures for monitoring and evaluation were in general very process-focused with little reference to measurement of outputs or outcomes from partnership work.
5. Most partnerships were funding work through the mainstream budgets of key partners and in-kind contributions. There was very little dedicated funding to promote joint planning of local anti-slavery activity.
6. Gaps, challenges and suggestions for improving effectiveness were all substantially interlinked. In particular there was a high demand for increased coordination of partnership work at a national, regional and local level.
7. Respondents also highlighted the importance of awareness, partner engagement and ownership in promoting improved partnership working. This was linked to a need to raise awareness of existing statutory responsibilities and powers, and to improve guidance and funding to enable partners to respond.
8. Respondents also highlighted the importance of awareness-raising, partner engagement and recommendations for policy-makers.

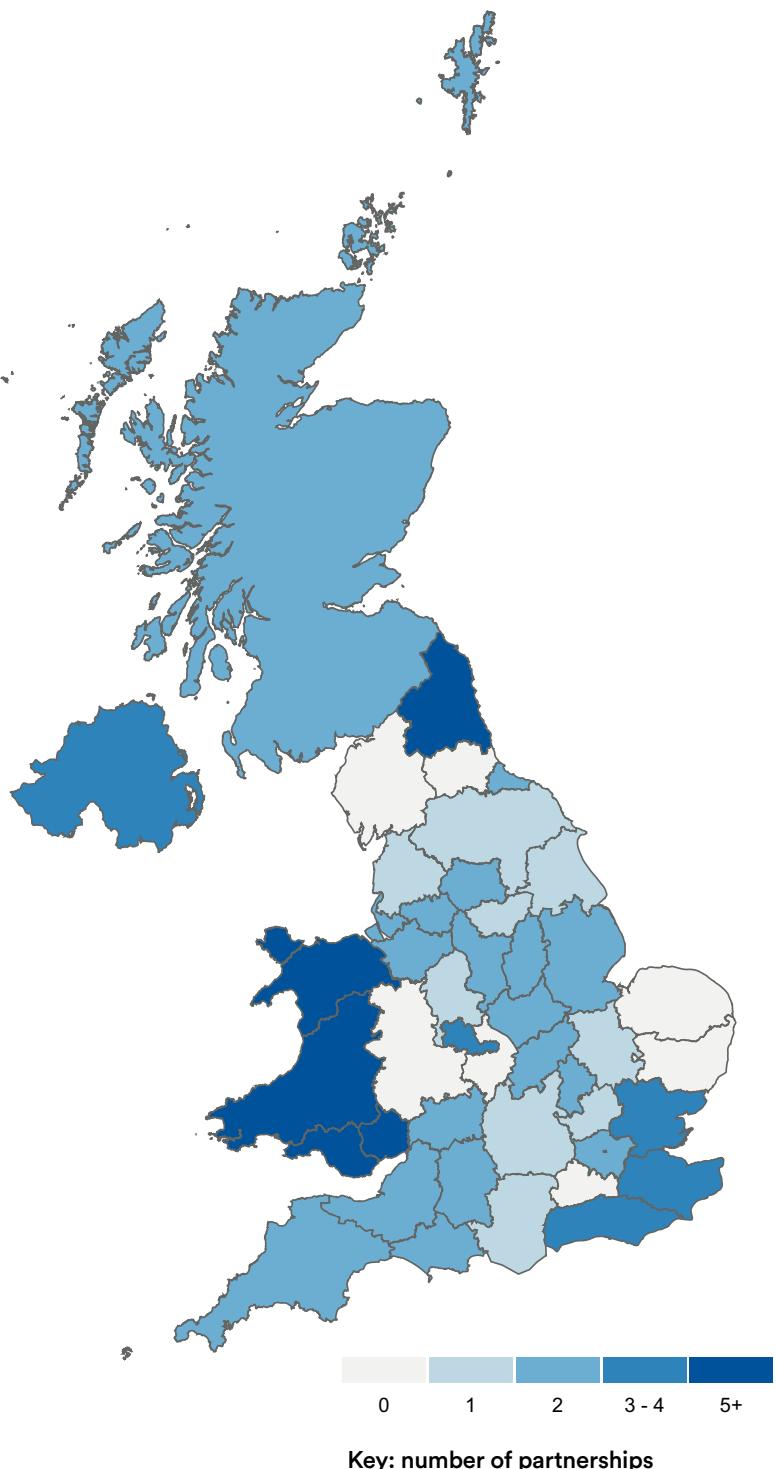
# Mapping anti-slavery partnerships in the UK in 2017

## What areas have developed multi-agency partnerships to address modern slavery?

With a few exceptions, most parts of the UK have some form of multi-agency partnership in place which is tasked with responding to modern slavery. However, the nature of the partnership work in place varies hugely in terms of structure, leadership, membership, activities, funding and the degree of formality in partnership arrangements.

Figure 1, below shows partnerships identified during our research process. Areas with darker colouring have multiple partnerships in place, often covering separate geographical or functional areas.

**Figure 1** All multi-agency anti-slavery partnerships in the UK spring 2017, by Police Force area.



We found examples of partnerships organised on national, regional, sub-regional and local boundaries. National-level partnerships were implemented by devolved administrations (for example, Wales). Regional partnerships spanned multiple Police force boundaries, along the line of former administrative regions, such as South West England, or the East Midlands. Sub-regional partnerships included those which covered one or two Police forces, often on county, or force boundaries. Local partnerships only included part of a wider Police force area, often organised on local authority boundaries.

- The most developed national arrangements are to be found in Wales where there are six national partnerships covering functions including leadership, operations, casework and training in addition to three regional partnerships (see Case Study page 21).
- Some regions, including the South West and East and West Midlands have regional-level networks in place (see figure 2 opposite). These regional networks are increasingly being underpinned by county or unitary local authority level partnerships for developing local operational responses. Regional partnerships are led by diverse actors (including NGOs, independent consultants and the Police) and vary in terms of their scope and the intensity of activity undertaken.

- Some sub-regional partnerships cross Police force or administrative boundaries, for instance, Kent and Essex. However, the majority work on County or Police force boundaries, such as West Yorkshire, the Pan-Sussex network, and Nottinghamshire. (See figure 3).
- In a few cases multi-agency partnerships have been initiated at a local level independently of wider sub-regional arrangements – for instance in Blackpool and Croydon. (See figure 4.)
- In some cases other types of liaison arrangement are in place – for instance Northumbria reported using multiple bilateral arrangements in place of a single anti-slavery partnership.

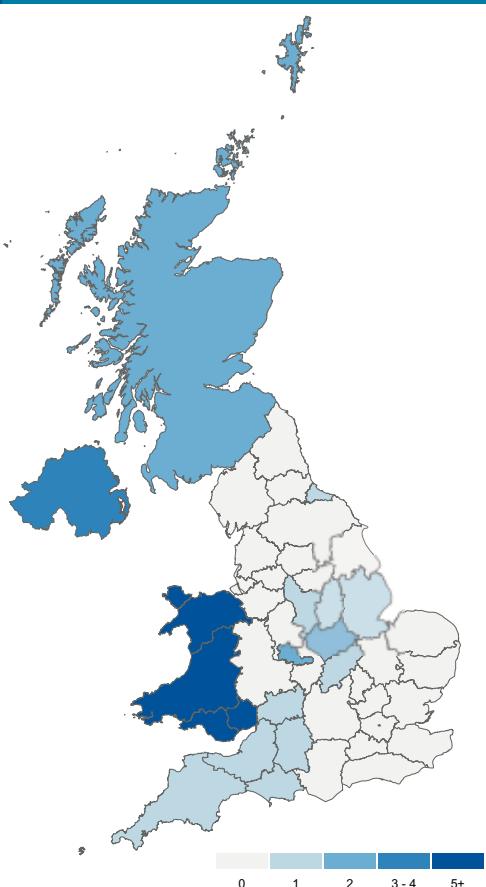
<sup>4</sup> See <http://webarchive.nationalarchives.gov.uk/20100529072327/http://www.gos.gov.uk/common/docs/239408/442543> for a map of former English regions.



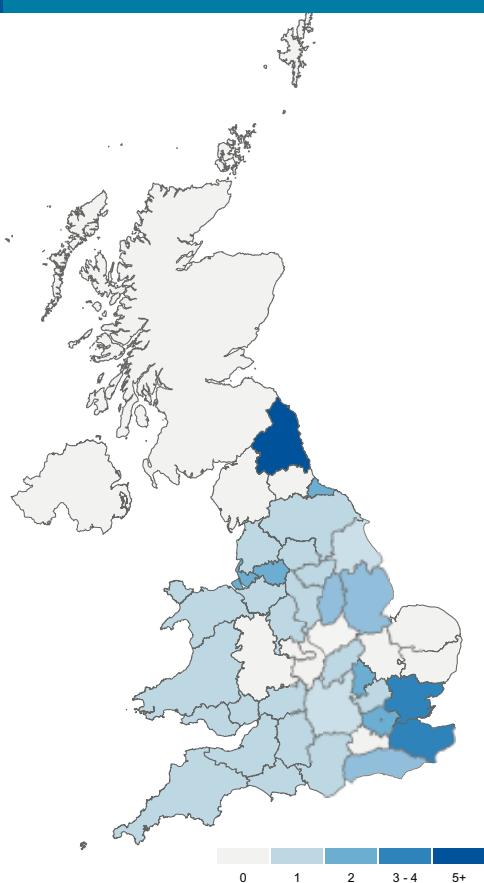
Photos © Amy Romer, The Dark Figure\*

**What has emerged is a patchwork of partnership arrangements, organised on differing principles across the UK, and in layers of varying complexity.**

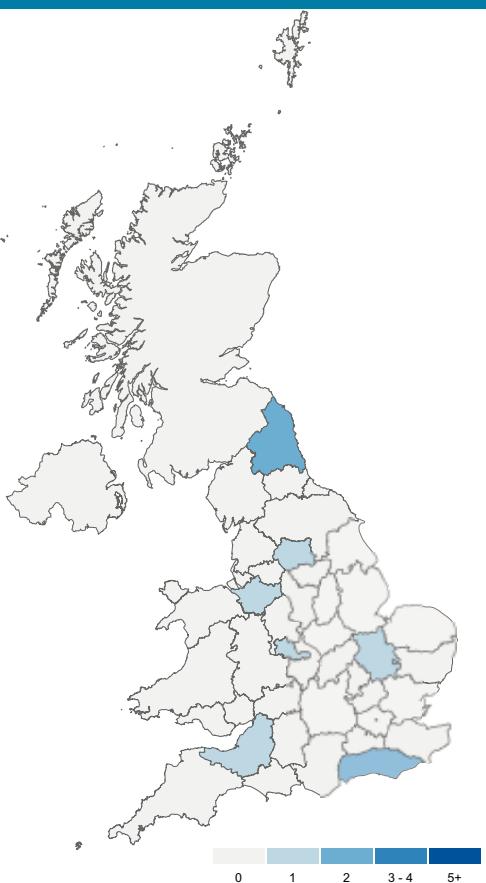
**Figure 2** National / regional partnerships (by force area)



**Figure 3** Sub-regional partnerships (by force area)



**Figure 4** Local-level partnerships (by force area)



# What form and structure do multi-agency partnerships take?

There was some evidence for partnerships changing form and structure over time as they gained maturity. Newer partnerships often took the form of an informal group or network. More mature partnerships exhibited a mix of wider network meetings and more operationally-focused sub-groups which were either organised by area (for example, on a local authority boundary) or function (such as joint operations or intelligence sharing).

In a number of cases partnership work to address modern slavery has been aligned to existing multi-agency partnership structures, such as local Safeguarding Boards, 'Preventing Violence to Vulnerable People' (PVVP) Boards, or multi-agency safeguarding hubs (MASH). Duplication or a lack of ownership was a risk if responsibilities were not aligned to existing structures, but respondents also acknowledged that there was no single natural fit:

'Modern slavery could fit within other local authority networks (i.e. Multi Agency Risk Assessment Conferences, MASH) but they've all grown somewhat organically and there is no one way of slotting it in. The result is the creation of another board / working group / network that key stakeholders have to feed into'

(survey response).

[Safeguarding] 'covers a multitude of sins... It doesn't gain the traction... You've got to keep it front and centre'

(Police interviewee).

From some perspectives it might be argued that this multiplicity of organisational models reflects a fruitful 'localist' approach to service delivery, which combines regional and local resources in creative ways in order to engineer a flexible and locally-appropriate response to modern slavery. However the variation in models and structures also means that there is limited consistency in the working arrangements that have emerged, which is - in turn - likely to be reflected in inconsistency in service responses. It also makes policy implementation and monitoring more difficult to achieve across the UK.

# Who leads and coordinates anti-slavery partnership work?

When we look at the organisations leading anti-slavery partnership work across the UK, it is clear that **the majority of existing partnerships are currently chaired by Police officers**. Top tier (County or Unitary) local authorities are the next most common chairs for partnerships (albeit at barely a quarter of the number chaired by Police), with remaining partnerships led by NGOs, independents, Government, the Crown Prosecution Service (CPS) and a few local Police and Crime Commissioners (OPCC). In some cases, partnership chairs were rotating between partners or yet to be

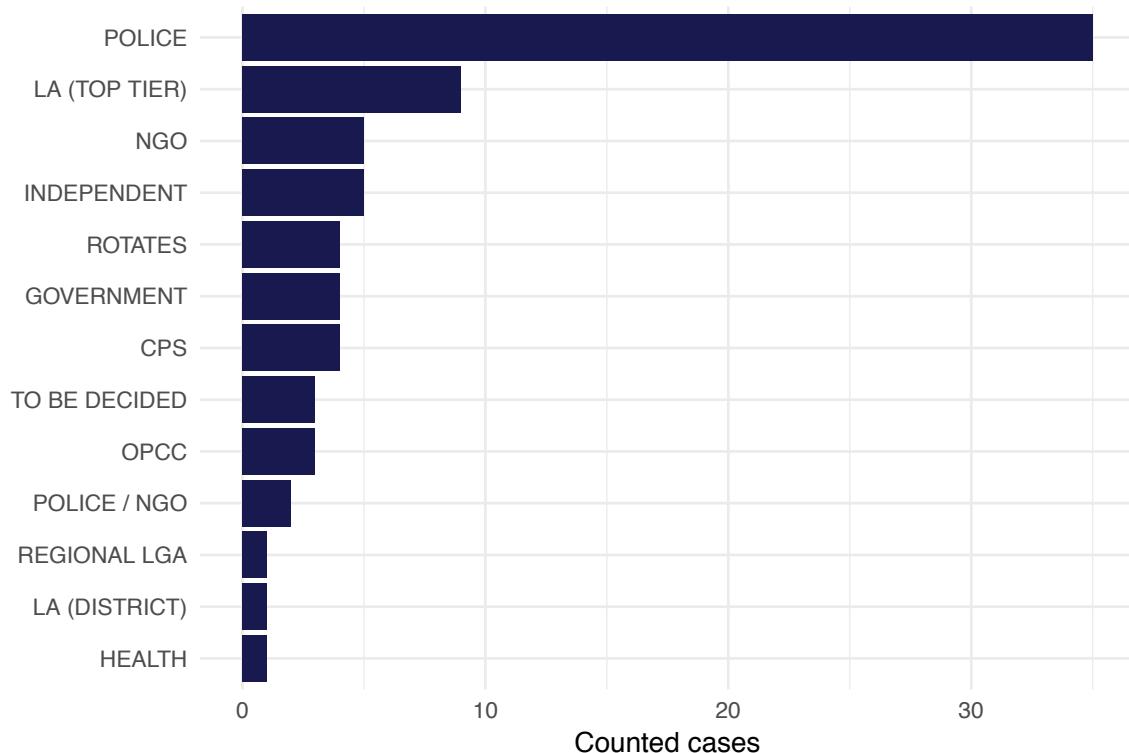
decided (TBD). There was one case each of a partnership being chaired by a Regional Local Government Association, a District local authority, and the NHS.

Looking at partnership coordination (i.e. the role of convening the partnership's meetings, and organising actions), a slightly different picture emerges. Again, operational Police officers are by far the most common co-ordinators of partnerships (indeed some of them were listed as chair and co-ordinator), but NGOs are the next most prominent partners, followed by

top tier local authorities. Remaining partnerships are again split between a similar list of organisations to those found acting as chairs.

Whilst this explains the propensity for partnerships to be organised on force boundaries, the prominence of Police officers in heading anti-slavery partnership work has some potential drawbacks.

**Figure 5** Which organisations chair multi-agency partnerships?



Several of our survey respondents and interviewees commented that the Police should not be in the lead on this agenda.

*'Nobody knows who is leading it or what each other's remit or capability is. Agencies are keen to offload work to each other and [there is] too much reliance on Police to lead the agenda'* (survey response).

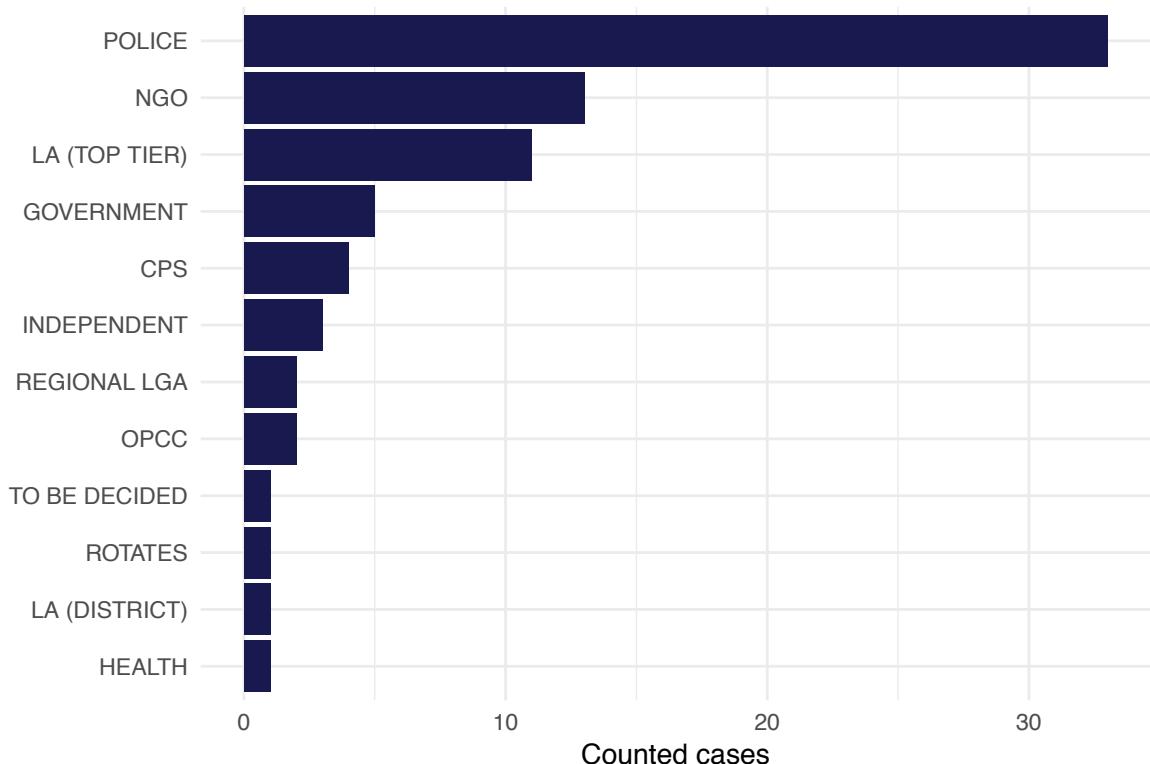
*'The Police tend to take the lead in organising this, however onus on the organisation should be passed round to get a better buy in from all'* (survey response).

UK anti-slavery policy and funding to date has principally focused on enforcement-related responses and a number of our survey responses and interviews indicated a need for activity and strategy to move 'beyond enforcement'. As one government interviewee put it, *'if we only ever say it's about prosecuting cases we will have lost our way'*. However this research also highlighted that engaging others in leadership could be a challenge (see also the section on gaps and challenges, below).

**'Nobody knows who is leading it or what each other's remit or capability is...'**

(survey response)

**Figure 6** Which organisations coordinate multi-agency partnerships?



# What other organisations are involved?

Figure 7 Members of modern slavery partnerships



More than 50 different types of organisation were engaged in modern slavery partnerships from the public, private, community, faith and voluntary sectors, although membership varied widely between partnerships. It is notable that the NHS and local authorities were usually represented in partnership membership, despite not generally taking a leadership role. The word cloud (above) provides an overview of the most commonly identified partners, including specific functions such as adults and children's social care, the Police, Fire service, Gangmasters and Labour Abuse Authority (GLAA), NGOs (both from national organisations and the local voluntary and community sector), immigration enforcement, and tax authorities (HMRC).

Survey responses highlighted that engaging the 'right' local partners could be challenging in some circumstances, and that not all areas were able to access the same levels of voluntary and community sector support:

*'There are limited opportunities in and around non-governmental organisations. This is in contrast with a significant number of urban police forces where there appears to be a multitude'*

*However, when wider support could be engaged, some partnerships found the results could be transformative:*

*'The voluntary and community sector (VCS) have an absolutely critical role to play. There's always a whole issue of distrust around statutory organisations, especially from the victims perspective, and so the VCS are best placed to be able to provide that specialist support, where they can build that trust and those relationships with victims to help them to move on...That's never going to be the council or the police who do that.... We've got a very rich VCS, many of whom sit around the table, who are always willing to go the extra mile' (Council interviewee).*

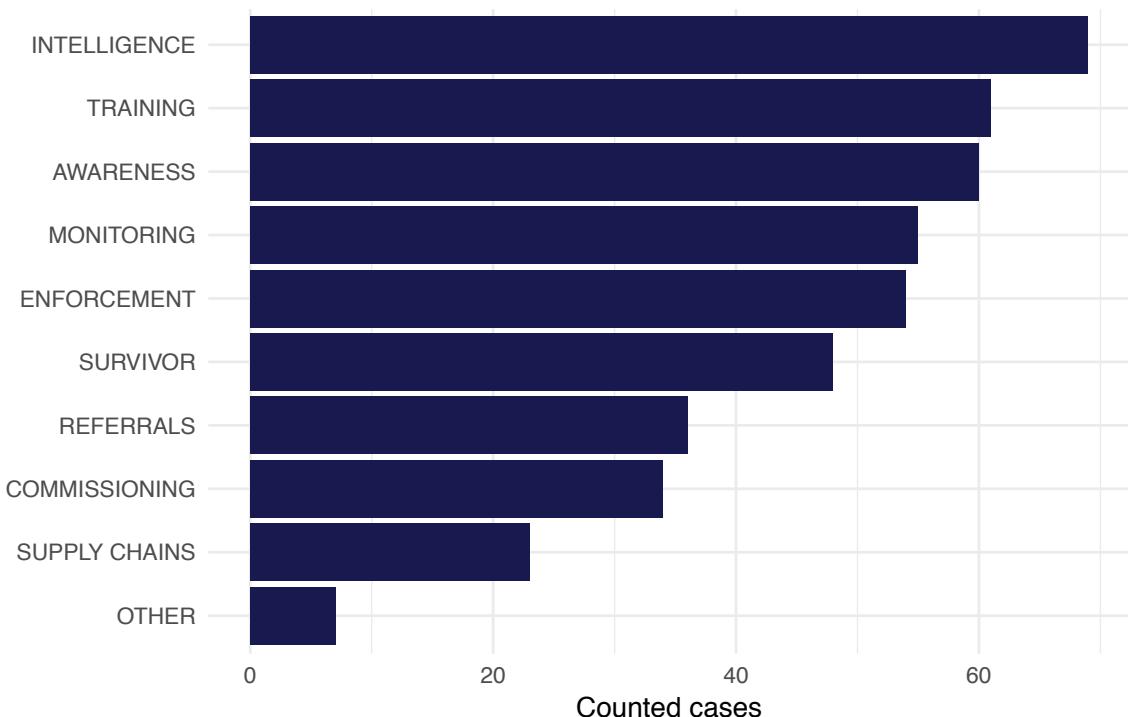
*'the VCS are best placed to be able to provide that specialist support, where they can build that trust and those relationships with victims to help them to move on...'*

*(Council interviewee)*

# What do partnerships do?

We asked respondents to indicate which activities their partnership engaged in, from a list that included intelligence sharing, training frontline staff, community awareness raising, monitoring and analysis of progress, planning for joint enforcement, survivor support, co-ordinating referrals, joint commissioning, and supply chains analysis. We provided a further column for partnerships to add additional activities.

**Figure 8** Activities undertaken by partnerships (frequency of occurrence of different types of activity)



It was interesting to see that for most partnerships, **key activities included intelligence sharing, training frontline staff and community awareness-raising**. Most claimed to be monitoring progress, but further analysis suggests that this process is not yet systematic across the UK (see section on monitoring, below). Joint enforcement was also a relatively frequently cited activity, as was survivor support. In contrast fewer partnerships were working together to joint-commission appropriate services for their area – possibly a reflection of a lack of formalisation in structures and absence of pooled

finance (see below for a discussion on funding). Supply chains analysis was also relatively uncommon, perhaps reflecting legal ambiguity on whether Section 54 of the Modern Slavery Act 2015<sup>5</sup> on transparency in supply chains applies to the public sector, and an as-yet limited engagement with the private sector.

Examples of other activities being undertaken by modern slavery partnerships included sex-worker support groups, monitoring of National Referral Mechanism (NRM)<sup>6</sup> referrals and intelligence from the NRM, and receiving updates from the national agenda.

<sup>5</sup> <http://www.legislation.gov.uk/ukpga/2015/30/part/6/enacted>

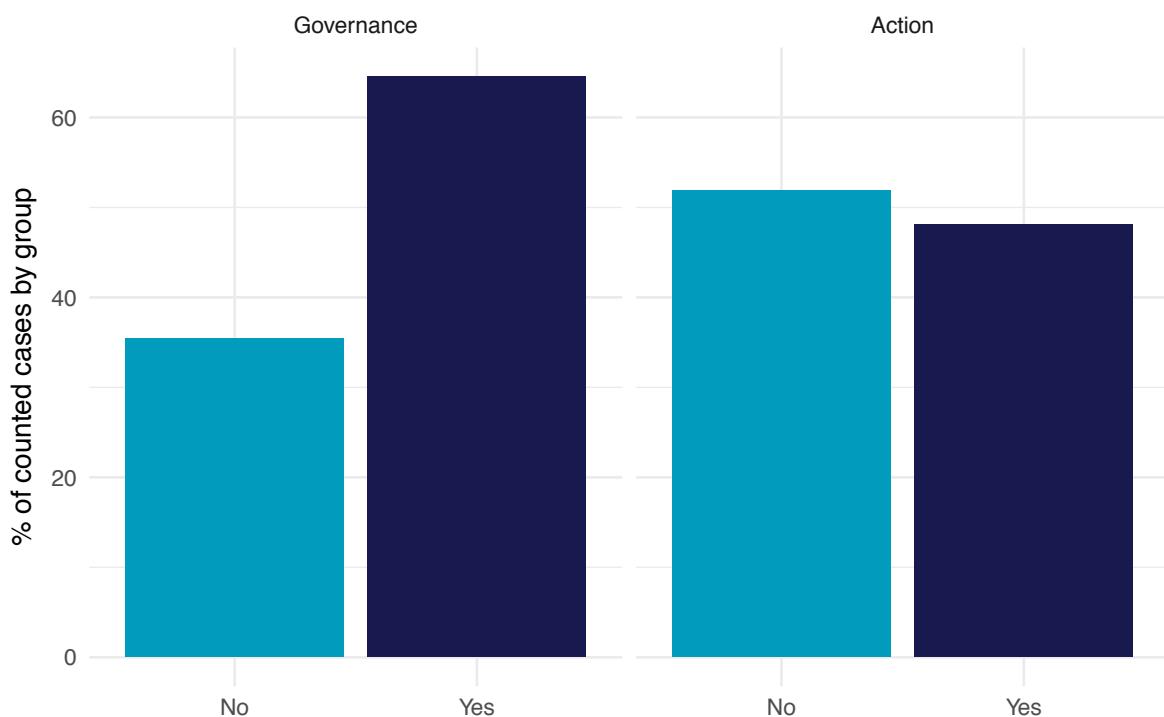
<sup>6</sup> The National Referral Mechanism or NRM is a framework for identifying and referring potential victims of modern slavery and ensuring they receive support. See <https://www.gov.uk/government/publications/human-trafficking-victims-referral-and-assessment-forms/guidance-on-the-national-referral-mechanism-for-potential-adult-victims-of-modern-slavery-england-and-wales>

# How do partnerships measure progress?

Although most partnerships claimed to be measuring their progress, some further exploration of this issue showed that progress monitoring was – as yet – relatively undeveloped.

As a starting point, whilst just under two thirds of partnerships had some type of governance documentation in place, more than half did not have action plans.

**Figure 9** Action plans or governance documents available



Only tiny numbers were exploring the use of output or outcome measures, looking at the immediate products of their work or the longer term impacts.



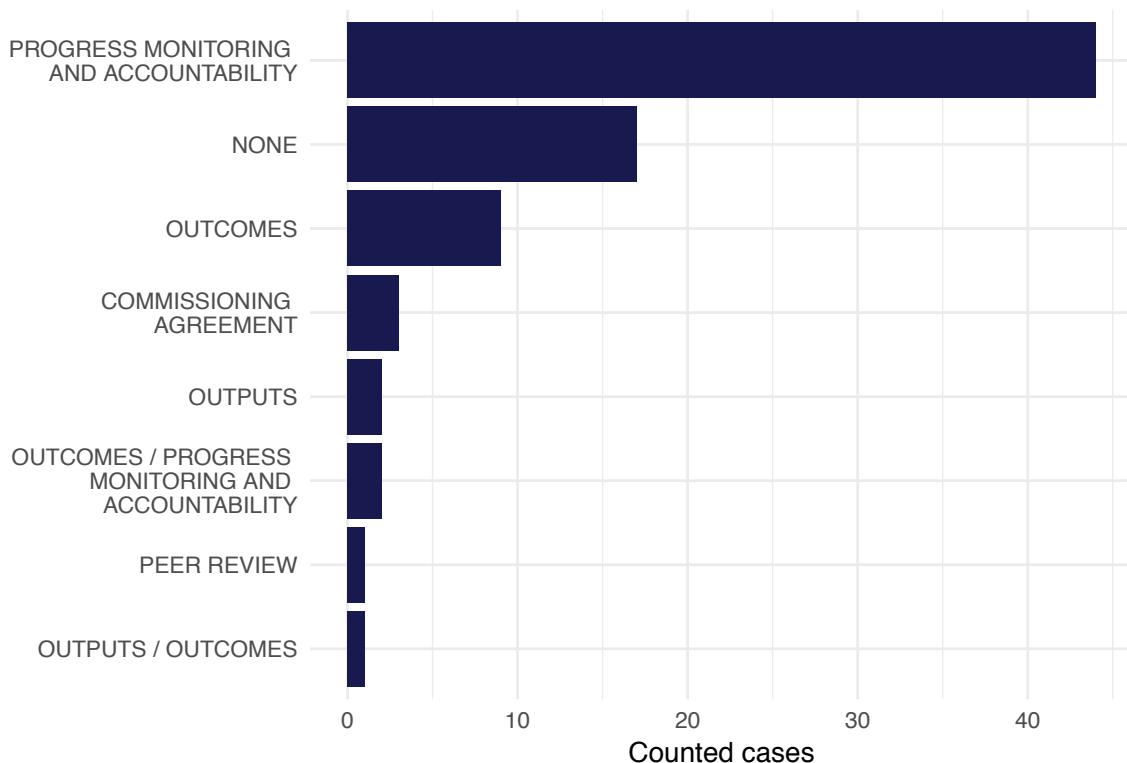
Photos © Amy Romer, The Dark Figure\*

A survey question on ‘*how do you measure whether the partnership is meeting its objectives?*’ showed that for most partnerships **the principal form of measurement was through recording minutes and actions for individual partners, and using meetings to ensure that individuals and groups were accountable**, either to the partnership itself, or a higher-level structure such as the local community safety partnership, or individual participating organisations. The next most common answer was that there was no progress

monitoring. Only tiny numbers were exploring the use of output or outcome measures, looking at the immediate products of their work or the longer term impacts. This is an area which would benefit from further development on a national basis, in order to inform better practice.

For further information see: <https://www.gov.uk/government/publications/human-trafficking-victims-referral-and-assessment-forms/guidance-on-the-national-referral-mechanism-for-potential-adult-victims-of-modern-slavery-england-and-wales>

**Figure 10** Measures



# How is work funded?

**For most partnerships the main source of funding for their work was the individual budgets and staff time of participating organisations.** This is referred to as 'mainstream' funding on the chart below. A few partnerships (principally in the devolved administrations) looked to central Government bodies to provide the major part of their funding. In a number of cases the Office of the Police and Crime Commissioner was providing funding, either solely or in partnership with other partners. NGOs, Local Authorities, the Health

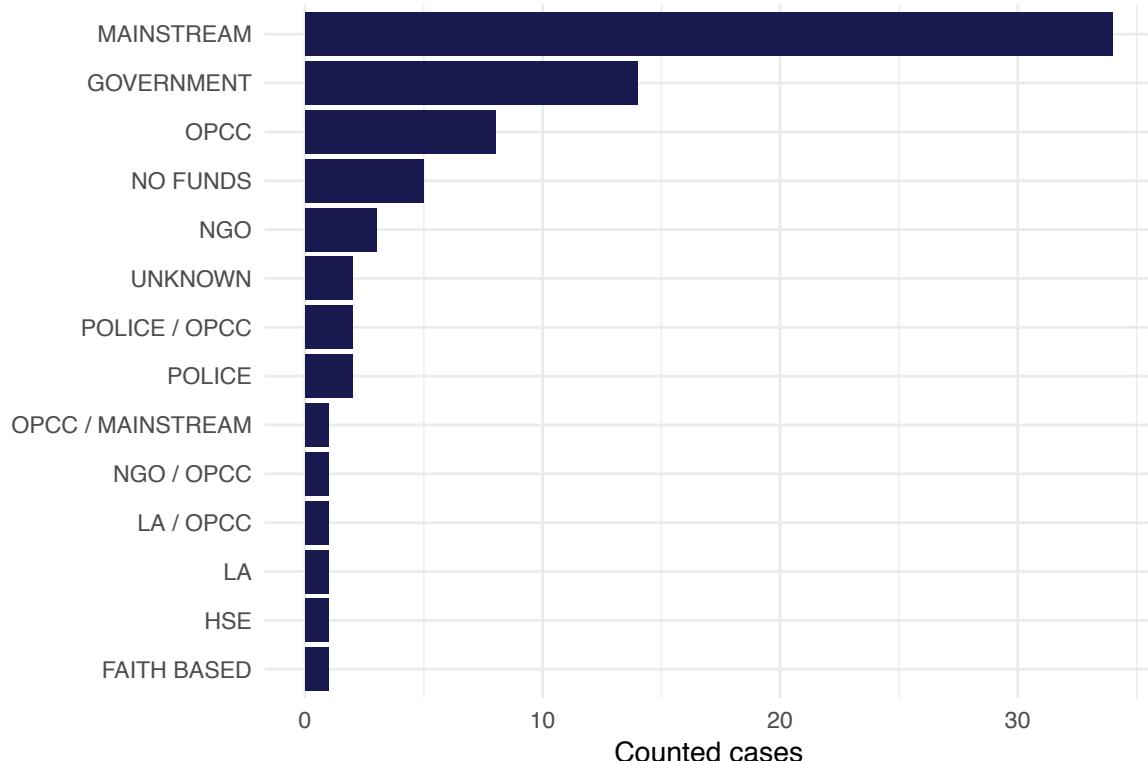
and Safety Executive, and faith based organisations were also named in individual cases as sources of funding.

In a few cases interviewees commented that partnerships required relatively little funding, that this was every-day business for the partners engaged. The practice of funding work from mainstream budgets also gave a certain agility to partnership activity, which in many cases remained in a relatively fluid network configuration, rather than becoming formalised around

governance structures and processes (for example see the West Yorkshire case study page 21).

However, many respondents saw a lack of specific funding as a barrier (see section on gaps and challenges below), which meant that some work was vulnerable to local funding cuts, and co-ordination of activity was limited.

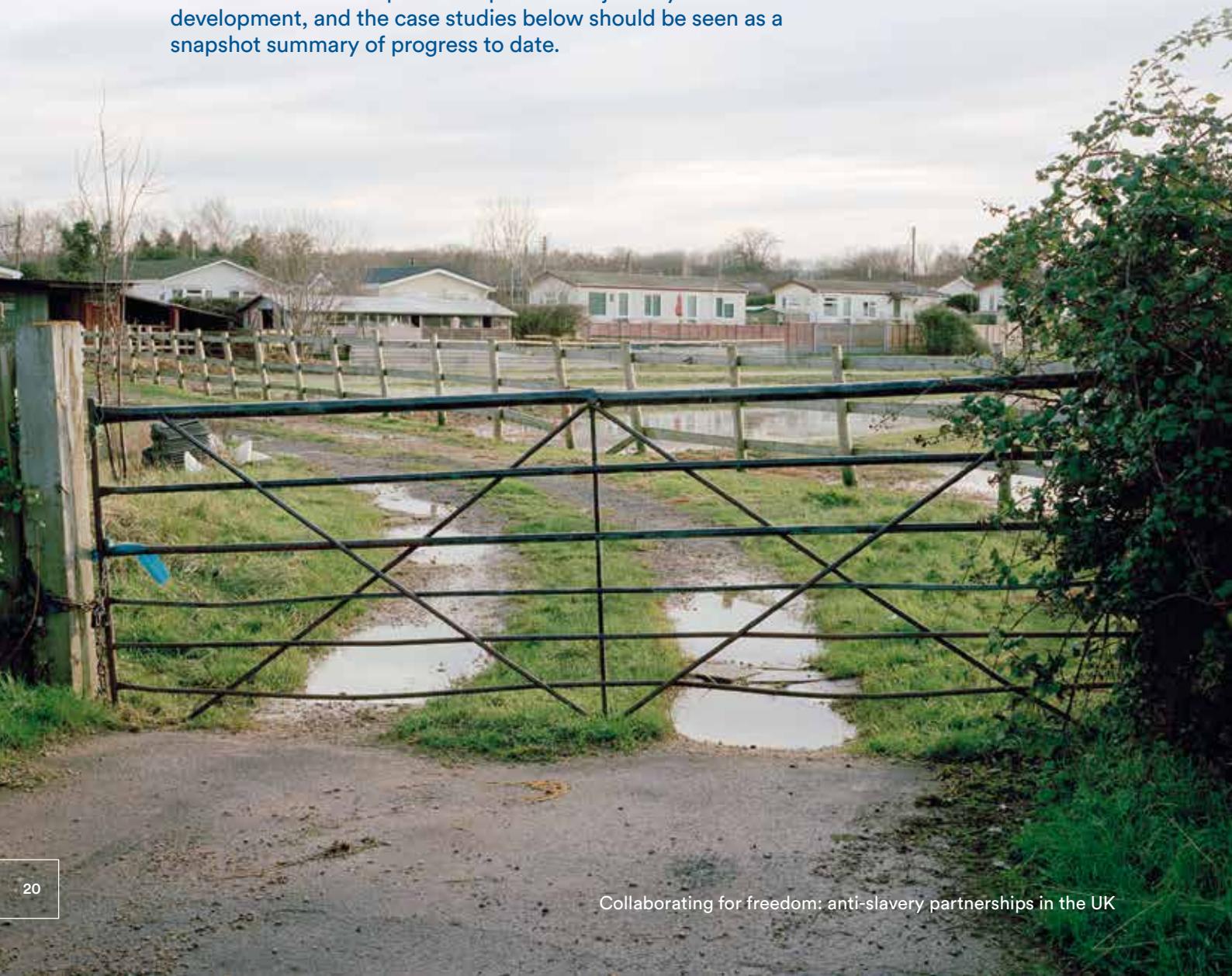
**Figure 11** Funding sources



## Case studies

To summarise this first section of the report, it is clear that multiple models of partnership work have emerged across the UK. These vary in terms of structure, leading organisations, activities and resources. In one sense this shows great innovation and resourcefulness on the part of practitioners, who have started to put important elements of a response to modern slavery in place with minimal information and funding. However, it also suggests that partnerships have variable capacity to deliver. Moreover, until deeper work is conducted into how best to monitor progress and outcomes, little will be known about the effectiveness of their work.

The case studies that follow are offered as examples of more - and less - formalised ways of working at both regional and local levels, which all have their own advantages and limitations. Most partnerships are on a journey of development, and the case studies below should be seen as a snapshot summary of progress to date.



## Wales: a structured and formalised approach to partnership working

Wales has a multi-layered partnership structure, led by a dedicated anti-slavery co-ordinator who is funded by and accountable to the Welsh Government and working to a published delivery plan with strategic objectives. The Wales Anti-Slavery leadership group provides strategic direction, representing all the key partners from the public, private and voluntary sector, including a number of 'members by exception' who are free to participate when they wish. Sub-groups include; the Wales Threat Group for Modern Slavery; the Wales Anti-Slavery Casework Review Group; Wales Anti-Slavery Training Sub-Group and the Wales Sex-Worker Support Group. Underpinning the Leadership Group is the Wales Anti-Slavery Operational Delivery Group which co-ordinates the six regional anti-slavery groups that mirror the Leadership Group at a sub-regional level, tasked with implementation of delivery-plan strategic objectives, as well as information and intelligence sharing and sharing good practice.

Although this partnership structure is relatively well-developed, most of the staff and resource commitment comes in-kind from partner organisations. Respondents also emphasised that money was not the key factor in driving activity; '*you don't need a lot of money. What you need to do is get people to do what they should be doing*'. However, the advantage of driving partnership work from a central perspective lay in the ability to maintain a consistent focus on victims, gaining partner engagement and providing clear lines of accountability: '*we are able to do that because we are government*'.

## West Yorkshire: statutory and voluntary sectors in a flexible partnership

West Yorkshire Anti-Trafficking and Modern Slavery Network was established in 2014 after a local high profile case of modern slavery hit the headlines. Police and Crime Commissioner Mark Burns-Williamson secured a £200,000 grant from the Ministry of Justice to initiate a multi-agency partnership network and train front line West Yorkshire police officers and staff to spot the signs of human trafficking and modern slavery. In 2016 this local work was complemented by establishment of the National Anti-Trafficking and Modern Slavery Network. This structure enables the Police and Crime Commissioners of England and Wales to engage with the National Police Chiefs Council, the Office of the Independent Anti-Slavery Commissioner (IASC), Home Office and the Modern Slavery Police Transformation Programme.

The anti-trafficking charity Hope for Justice was locally-based in Bradford and had already developed contacts with Police through assistance in some complex cases. Hope for Justice were subsequently approached to organise the West Yorkshire Anti-Trafficking Network, which engages more than 35 representatives of statutory, non-statutory and third sector organisations who contribute to addressing human trafficking and modern slavery. A total of 1,500 police officers were also trained by Hope for Justice.

The network does not have any statutory or governance role, but provides a 'strategic meeting framework' to identify the roles and responsibilities, capabilities and capacities of each agency and organization. It meets quarterly to facilitate shared expertise, share

information, intelligence and best practice, and plan joint training and action.

Originally the network's activity focussed at a regional level, but although there was attendance from various agencies, the partnership struggled to get active engagement. Now there are five local fora (Leeds, Bradford, Wakefield, Kirklees and Calderdale) which have established their own anti-trafficking forums and developed their plans in line with the UK's '4P's structure<sup>7</sup>. As one partner put it, this local engagement 'makes it a bit more alive'.

The network is currently operating on minimal budget and is described by one partner as '*a formal setting that allows for informal association*'. The advantages of this flexibility are enormous, '*you wouldn't have a format to do the variety of activities*'; agencies and NGOs have different specialities to bring to the table. It is an agile model, and shares responsibility; '*no one voice should be louder*'.

<sup>7</sup> 'Prevent', 'Pursue', 'Prepare' and 'Protect', *organising principles of the UK's Modern Slavery Strategy* (Home Office 2014)

## Wolverhampton: a grassroots partnership moving to more formalised activity

Wolverhampton anti-slavery partnership (WASP) was initiated by Linda Boyle as a response to some of the frontline challenges that she encountered through her work with the Gangmasters Licensing Authority (now Gangmasters and Labour Abuse Authority). Linda found that multiple resources were needed to help victims and successfully pursue enforcement – from a safe place for initial meetings, to translation services, support into employment, debt and legal advice. She decided to establish a 'motivated group

to get things done', which initially included the GLA, West Midlands Police, Immigration Enforcement, Hope for Justice, and Transforming Communities Together, a joint project between Church Urban Fund and the Lichfield Diocese.

The partnership grew 'organically', with strong voluntary and community sector engagement, and a focus on action, as one partner commented, 'it wasn't going to be just a talking shop'. Small sub-groups focused on training, intelligence and the 'victim pathway' into support. Activity at this time was initiated mainly through strong personal relationships and good will, which had the advantage of avoiding bureaucracy, but also meant that there were no formal agreements in place for data-sharing or funding, and limited links into wider statutory-sector services.

A recent review of the partnership's activity has led to some formalisation of WASP's status, with fresh attention to terms of reference and ensuring that organisations are represented at an appropriate level of seniority. Two main items are brought to each partnership meeting, including intelligence updates from West Midlands police. There is also increased engagement from Wolverhampton Council and clearer links with the wider Community Safety Partnership. The partnership has set an action-plan, working jointly on an improved local modern slavery profile. Interviewees felt that opportunities for the future included improving engagement with partners from health and business, but there was also a degree of caution from interviewees on how much could be achieved whilst frontline services continue to be under-pressure from spending cuts and funding remains ad-hoc.

## Nottingham and Nottinghamshire: a new partnership with an ambitious agenda

Nottingham and Nottinghamshire Modern Slavery Partnership was established in late 2016 as a sub-group of the Safer Nottinghamshire Board. It is chaired by the Chief Executive of Gedling Borough Council, and the District council also provides coordination for the partnership's quarterly meetings.

The focus of early meetings has been on building the partnership, establishing governance arrangements, and commissioning training for frontline staff (provided by Hope for Justice and funded by the local Police and Crime Commissioner). The partnership now includes representation from the Police, Fire and Rescue, GLAA, County, District and City Councils,

the local Chamber of Commerce, Red Cross, NHS, HMRC, Salvation Army and University of Nottingham, and also receives updates from Nottingham's City-based Modern Slavery Forum, which raises awareness with the local voluntary and community sector.

An ambitious place-based action plan has been set, focused on making Nottingham and Nottinghamshire 'slavery-free'. This aspiration is being practically developed through work on multiple fronts, including engaging local civic and community leaders through a pledge and full council debates (see below), raising public awareness, training frontline staff, working towards slavery-free supply chains (including statements and analysis by a number of the public sector partners) and developing clearer pathways for support of victims and survivors. A local awareness campaign is planned to share the vision and engage further community partners in the ambition.

### Pledge to become a slavery free community

As leaders in Nottinghamshire we, the undersigned, commit to doing everything in our power to make our City and County free of modern slavery. We will work proactively with national and local government, law enforcement agencies, businesses, the voluntary and community sector, faith bodies and our local communities to:

- Demonstrate strong local leadership for anti-slavery initiatives;
- Raise awareness amongst our staff, associates and the people we serve on a daily basis;
- Train our staff to recognise and respond appropriately to potential signs of slavery;

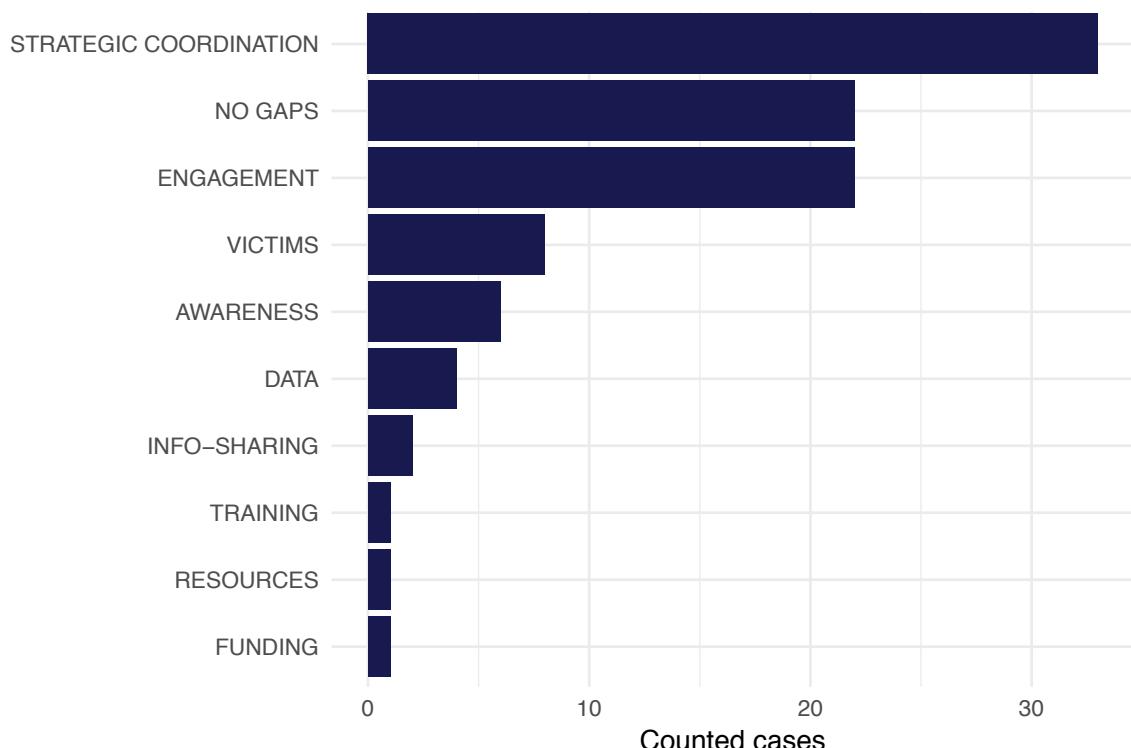
- Share intelligence and information to help detect slavery and ensure it cannot take root;
- Support victims and survivors in our communities;
- Remove slave-based labour from our supply chains;
- Contribute to building a prosperous and slavery-free local economy.

In this way, Nottinghamshire stands in support of the United Nations Global Sustainable Development Goal 8.7, to take immediate and effective measures to eradicate forced labour, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labour by 2030.

# Gaps, challenges and increasing partnership effectiveness

There were clear connections between the gaps, challenges, and suggestions for improved effectiveness of partnership work identified by practitioners, many of which were closely connected to each other, signalling a need to work on multiple agendas simultaneously. Some of the issues needed resolution at a national, rather than regional or local level.

**Figure 12** What gaps are there in partnership work? (Common identified gaps)



**Practitioners focussed most often on the need for better strategic coordination at a national level, and between national, regional and local levels.** One survey respondent explained that his local partnership '*has no strategic governance and little involvement from key stakeholders with strategic ownership. It is not funded in any way and lacks coordination into the regional or national picture*'. Another commented that '*There are now multiple agencies involved in modern slavery, both government and NGOs. These require*

*coordination otherwise there will be a significant duplication of effort*'.

One interesting issue raised is whether there is a natural lead agency, NGO, Government department or office, around which anti-slavery work can be coordinated. In some parts of the UK (for instance Wales) Government has stepped into this role, but in other areas (particularly parts of England with informal or absent regional structures) the lead is less clear.

Interestingly the next most-common response in relation to gaps was that there were **no gaps** in partnership work. These responses tended to relate to areas where regional structures were in place, potentially showing the value of regional-level coordination. However, they also tended to come from stakeholders with an organising role in those structures. More research would be needed to test whether frontline practitioners in these areas had similar experiences.

Equally frequent was a suggestion that **engagement** of particular partners was a challenge. The difficulties varied between partnerships, in different cases the observation related to local authorities, health, businesses or the voluntary and community sector (VCS): ‘*Some agencies are more involved and engaged in MS work compared to others. This varies across our force area and the region’* (*survey response*). In other cases the emphasis was on engaging more effectively with the general public, closely linked to the need to raise awareness with specific groups, such as homeless people, asylum seekers and emerging communities.

Services for **victims and victim support** were also cited as a gap, particularly pre and post NRM and also for those individuals who did not wish to enter the NRM. It was also suggested that aspects of victim support, such as training for staff, reception centres and safe houses, could be provided at a regional or national level. However, this was felt by some interviewees to be sensitive work which needed an element of vocation; ‘*Victims need time, tender loving care*’ (*Police interviewee*) ‘*Emergency Planning is often taking the lead – they have a logistics focus – this isn’t the right motivation...You need a partnership response*’ (*Partnership co-ordinator*). Very few partnerships talked about constructive engagement with survivors to shape their services, although in some cases there was felt to be good practice around pro-active engagement with sex workers.

Other areas that arose as gaps included general public awareness, finding appropriate mechanisms for **data collection**; ensuring that **information-sharing** was effective; accessing **training**; **resources** (for coordination and planning) and **funding**. More detail on these issues is highlighted in the following section on challenges.

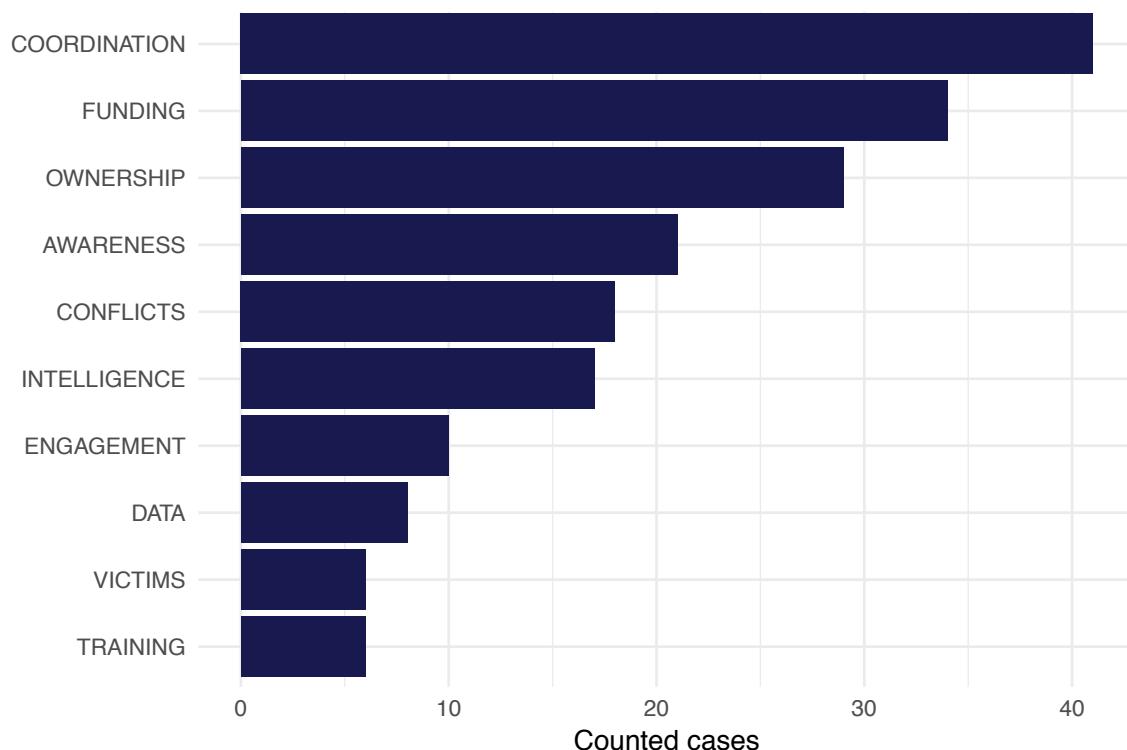


Photos © Amy Romer, The Dark Figure\*

# What do practitioners see as the key challenges?

The most frequently cited challenge for practitioners was also co-ordination, but again, challenges were essentially interlinked.

**Figure 13** Common identified challenges



For some respondents this was about a more consistent approach to the set-up and reporting from partnership networks and structures. At a national level one identified problem was '*different enforcement agencies working to their own agendas or calendars without this being joined up or thought out*' (survey response). Locally, respondents saw '*silo mentalities, a lack of sharing information and different areas having different resourcing structures to deal with this crime*' (survey response).

**Training** also needed to be consistent: '*the provision of training to public bodies and 3rd sector organisations needs to be standardised as there are instances of other organisations charging for training that is out of date and misleading. There is a need*

*for a national register of what is being delivered*' (survey response).

Coordination resource was also cited as important for providing time for all partners to engage and provide a unified approach locally, within the region and nationally. A lack of coordination led to '*inefficiencies and duplication. There does not appear to be a lead agency. Lots of passion, but not being translated into tangible results or action*' (survey response).

Other respondents made a more direct link with a requirement for **funding**, claiming that there was '*a general challenge around time and resources if we are to do anything more than pay simple lip service to the modern slavery and human trafficking*

*agenda*' and highlighting the need for '*dedicated teams both within the force and other partners*' (survey response). Funding also had an important role in ensuring '*focus and drive to respond to the growing problem; some partner agencies have little awareness and MDS is clearly not a high priority on their agenda*' (survey response). This could impact on the willingness of partners to pick up specific problems, such as support for victims. For one survey respondent '*finding a common approach across all local authorities to share the cost of victim support in initial stages prior to the NRM is an issue*'. Another Police interviewee commented '*You can't say you are here for modern slavery victims if you won't put finance in place*'.

**The challenge of ownership and partner engagement also arose frequently, and had multiple links to other factors including awareness.** One respondent considered that ‘some agencies can be resistant to take on a new area of work and are reluctant to engage with partnerships. This may be due to lack of resources, lack of understanding or an unwillingness to accept the issue’. In particular local political engagement was seen by some interviewees as important to ownership, engagement and funding.

Awareness-raising was also critical to overcome a ‘lack of understanding of these crimes and the impact within a community’. Another respondent argued ‘Awareness is the key. Many partners we have engaged with were not aware of the impact or volume of such offences within our communities’. However providing data and evidence to convince partners could be an obstacle: one survey response commented ‘there is little data available to reinforce the scale of the Modern Day Slavery and this in turn leads to mixed messages between organisations and a sometimes lack of buy in from key organisations’. A Police interviewee put it more starkly ‘the problem is the lack of ability to find a problem.... Dare you turn the stone? You’ll be scared of what you find’.

**For a number of respondents engagement was connected to a need for greater statutory responsibility:** ‘Modern slavery is one of many vulnerability areas which statutory partners have had to move into service provision, staff training and awareness-raising over the past 5 years. It is the one where they see the least statutory responsibility and so generally play a more peripheral role when compared to the police’.

Other respondents argued that a better understanding was needed of powers and legislation that were already in place. The onus was not solely on statutory partners however, and several respondents pointed to insufficient ‘buy-in’ and contribution from all sectors, including the private sector.

**Conflicts between partners’ objectives were frequently cited as a challenge.** ‘Different local authorities and police have different priorities and agendas’ commented one survey respondent, whilst for another ‘Immigration enforcement have very different priorities as they are very much target driven’.

Intelligence and information-sharing were also important to some survey respondents; ‘Enforcement agencies linking effectively with other partners particularly NGOs to drive support and intelligence towards the right enforcement issues at the right times’. Again this linked with issues of coordination and shared values: one barrier was ‘all agencies having their own agendas and not being willing to use other agency’s data’.

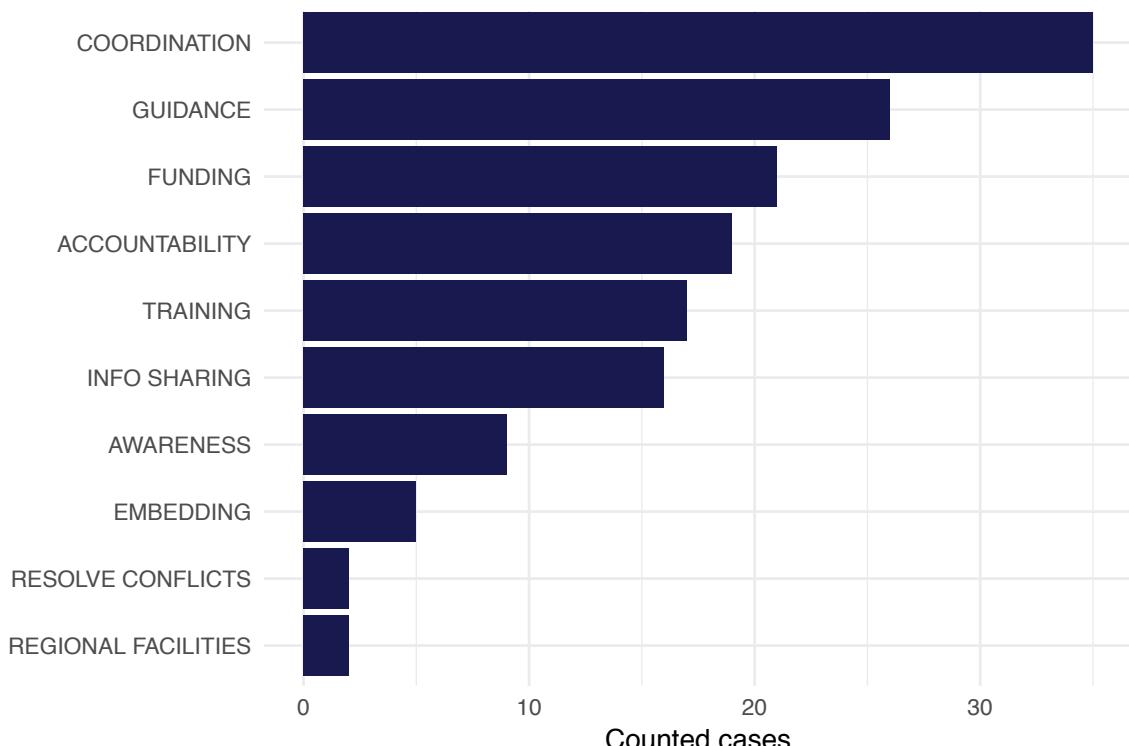


Photos © Amy Romer, The Dark Figure\*

# How might partnerships be more effective in future?

A question about ‘what would make partnerships more effective?’ drew out respondents’ perceptions of how the current situation could be improved.

Figure 14 What would make partnerships more effective?



Top of the list was dedicated resource for the coordination of partnership work, but there were differing ideas about the form coordination should take at a local level. Some respondents just wanted ‘all the right people round the table’, others pointed to multi-agency enforcement teams or co-location in ‘hubs’ as the right solution for their area.

Accordingly the desired resource also varied from ‘*a designated co-ordinator role*’ to a ‘*senior partnership lead to focus and direct actions*’. A recurring theme, though, was that coordination should not necessarily be Police led.

**There was also a desire for guidance on partnership work,** providing ‘*a clear, central mandate for partnership*’. Not everyone wanted a national ‘template’ but

there was an expressed need for clarity of leadership and ‘*clear lines of reporting from local, regional to national structures that are already in existence*’, a theme also picked up in responses relating to **accountability**.

**One area that guidance needed to address was engagement by local authorities and the NHS.** For some survey respondents this meant statutory guidance or a new duty for local authorities ‘*The 2015 Modern Slavery Act does not provide a statutory footing for partnership working. Legislation would make everyone accountable and promote a more joined up approach*’. However for other respondents this related more to **embedding** work within powers and structures already in place and improving **accountability**

within individual organisations’ strategic priorities. Measures suggested included simple process changes (such as providing a tick box asking if the NRM form was filled out on safeguarding forms); or more comprehensive measures such as:

‘*a more general Vulnerability theme, so that statutory partners could properly resource the consequent smaller number of meetings and step up to the plate in terms of statutory and non-statutory service provision to victims. Within these forums, there might still be a partnership modern slavery champion or expert who would ensure modern slavery was sufficiently considered amongst all the various vulnerabilities and exploitation types*’.

There was also a call for greater clarity about responsibilities of first responders under the NRM, and for outcomes of the NRM pilots (the Government has since announced a package of NRM reforms, starting with a new centralised assessment process, independent review panel and digital support system).<sup>8</sup>

**Funding emerged as a further theme, especially for improved coordination, and to adequately fund the roles of individual partners** (local authorities and the VCS received specific mentions). One interviewee particularly highlighted the need for resources for Adult Safeguarding of victims *'if they say every victim has care and support needs it's a massive resource responsibility'*. Funding was also suggested for educational resources, or to help promote regular awareness campaigns (some respondents wanted a nationally agreed awareness raising strategy that all bodies could work towards.) Interviewees also suggested that certain facilities, such as reception-centres and safe houses, should be provided **regionally**.

Training was again highlighted, including specialist enquiries training, and standardised basic training *'that includes duty to notify and the role of a first responder'*. (survey response).

There were also further references to the need for *'greater trust between agencies and more of a willingness to share information. This would lead to the identification and recovery of more potential victims of modern slavery'*. Linked to this was a need to resolve conflicts, including 'national

alignment of calendars of business across agencies so that *'National Crime Agency 'Project Aidant' work is not at odds with 'Immigration Op Magnify' and GLAA focus, but all agencies are focused on the same area of intelligence gathering to support appropriate periods of action'* (survey response).

In some ways it was also interesting what potential solutions did not emerge from practitioner insights. For instance very few partnerships mentioned moving beyond awareness-raising with communities to looking at new ways of co-producing a more resilient anti-slavery environment, although interviewees agreed that communities were essential to dealing with the challenges of modern slavery. Community-based projects such as The Clewer Initiative<sup>9</sup> potentially provide new opportunities to take this issue forward.



Photos © Amy Romer, The Dark Figure\*

<sup>8</sup> <https://www.gov.uk/government/news/modern-slavery-taskforce-agrees-new-measures-to-support-victims>

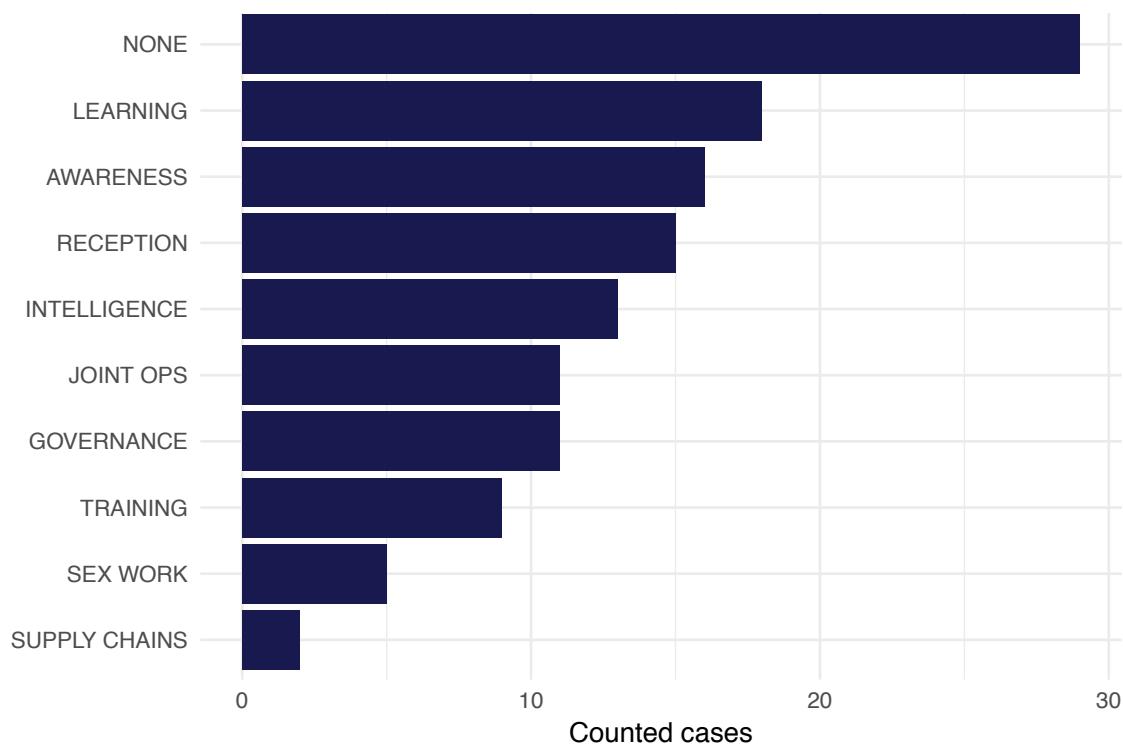
<sup>9</sup> The Clewer Initiative is a Church of England project which aims to mobilise faith communities to advance local anti-slavery action <https://www.theclewerinitiative.org/>.

# What good work is happening now?

It is perhaps a reflection of the early stage of development of UK modern slavery partnerships that the most common response to 'is there good practice, innovation or examples of success arising from the partnership's work that you would like to share?' was a nil response or 'not yet'. In the absence of consistent evidence measures and effective networks for sharing information, practitioners clearly do not feel confident about the progress they have made to date. One interviewee from a regional partnership said there was a problem understanding '*what good looks like*'; '*no one is committed to answering that question*'. The interviewee was also sceptical on whether this could presently be answered by inspectorates such as HMICFRS '*I wonder whether their understanding of the problem is clear?*'

However there were some common themes and emerging areas of promising practice that different partnerships were prepared to share, and these are described in more detail below.

**Figure 15** Common areas of good practice



## Learning

Many partnerships were starting to learn from their own experience and that of others, and this process could be facilitated further by regional and national networks. For instance Wales started the first anti-slavery casework review group in the UK and their model has since been shared with all Crown Prosecution Service areas in (England & Wales) as well as in Northern Ireland and Scotland. In the South West, learning has been collated in shared toolkits, and there is regular reporting and sharing of good practice between force level anti-slavery partnerships.

Individual areas were also promoting their own learning. In Cleveland the force has requested that Hope for Justice conduct a 'peer review' of the force's approach to tackling trafficking and modern slavery. This will provide an external 'health assessment' of the force's approach to modern slavery and human trafficking.



Photo © Amy Romer, The Dark Figure\*

## Awareness raising

In Lincolnshire, the NGO 'Just Enough', who educate school children about modern slavery, have been requested to focus their efforts on local schools. Lincolnshire has also established a business accreditation partnership which been welcomed by the larger and small labour suppliers within Lincolnshire.

In Northern Ireland, a group has been established to formalise engagement on modern slavery between statutory

## Case study: awareness-raising in Kent and Essex

In Kent and Essex new publicity materials have been created for Essex Police and Kent Police to assist with raising awareness. Information on the key indicators of modern slavery and human trafficking is included within all material, and reference is also made to the 'Stop the Traffik' app. A third awareness-raising campaign has been completed and was carried out in multiple languages including Albanian, Vietnamese, Polish, Romanian and Lithuanian. In addition, a modern slavery corporate statement was completed by Kent Police and Essex Police supported and signed by both Police and Crime Commissioners. Approximately 5,000 frontline individuals from

the business sector, private sector, public sector and third sector have been trained by the partnership in recognising the indicators of these crimes, knowing how to report them and to encouraging data sharing. This has resulted in an increase in awareness across a number of roles such as taxi drivers, hoteliers and counsellors. All the Safeguarding Boards have implemented new procedures in relation to modern slavery and human trafficking. Conferences specifically for social care professionals, nurses and senior leaders show an increase in the understanding of the legislation and procedures applicable to these roles. This action saw a quadrupling in victims being identified in 2016 compared with the previous year.

bodies and NGOs, and to help inform policy. The engagement group is chaired by the Department of Justice and includes the Police Service of Northern Ireland, plus representatives from multiple NGO and faith partners. Significant work has been taken forward by the Engagement Group to train frontline staff to recognise and respond to potential cases of modern slavery or trafficking and engage with key sectors in society that are most likely to come into contact with potential victims. The Engagement Group also supported the development of an educational resource on human trafficking for post primary schools and assisted in the roll-out of an age-appropriate resource pack for primary school children.

Various initiatives have taken place to raise awareness with the wider public so that they know how to recognise suspicious signs and how to respond safely and appropriately. For example, Engagement Group members have displayed the UN Gift Box at events across Northern Ireland to encourage the public to discuss the issue.

## Reception centres and victim support

A number of areas were experimenting with improving support to victims and survivors of slavery, although many partnerships were struggling with issues relating to the lack of welfare rights, funding and legal protections experienced by victims.

In Dorset, facilities for reception centres and emergency provisions for NRM referrals are now being shared. The West Midlands anti-slavery partnership was also exploring provision of pre-NRM support across multiple local authority borders.

Derby and Derbyshire Modern Slavery Partnership are working with the British Red Cross and YMCA with some support from faith groups to provide 'Your Space', a five-day support and accommodation service aimed at men and women who are considering entering the NRM but also open to those who have chosen not to enter. Pre-NRM 'safe houses' are also available in a number of other force areas including Essex and Greater Manchester.

## Case study: City Hearts integration support programme

City Hearts is a charity which is active in serving survivors of modern slavery and human trafficking in the North of England. Their 'Integration Support Programme' has been built on a long-standing commitment to providing services to victims and survivors of modern slavery and human trafficking beyond the limits of the National Referral Mechanism. The current programme was launched in January 2017, and in June 2017 was serving 92 survivors, of 27 different nationalities.

Two core principles guide the City Hearts integration support programme; connecting survivors

to meaningful communities, and connecting them to a stable income. The support that City Hearts offers to achieve this starts with a pathway assessment, to explore how survivors can best be connected through friends, family, and community, and routes to improving income. Each client then has a tailored plan of support, which includes a monthly pathway review, drop-in sessions at support centres (focussed on fun, food and friendship), fortnightly phone-call support, crisis intervention (in partnership with the Red Cross) and a fast track to work for those that are ready, in partnership with the 'bright future' programme run by the Co-op. If survivors disengage from the ISP there is also a flagging mechanism to ascertain the individual's safety. The programme is available to

survivors for as long as they wish to engage with it, regardless if they move to other parts of the UK or beyond.

A six month review of the programme's progress since January showed that 10 survivors had been helped into employment, 25% were regularly attending drop-ins, and the pick-up rate for calls was 73%. Where calls are not answered, enquiries have shown it is frequently because clients are busy at work or in education. City Hearts is one of very few organisations currently attempting to comprehensively track survivor progress which makes the charity's data and experience extremely valuable for all those seeking to improve survivor outcomes.

## Intelligence gathering

In Greater Manchester, increasing contact has been provided between NGOs and Greater Manchester Police Victim Liaison Officers (95 across the force), leading to a doubling in referrals into the Modern Slavery Unit from NGO's in 2016 compared to 2015. Partnerships have also been forged with vulnerable and hard to reach communities such as the Roma charity 'Kaskosan'.

In Hampshire and the Isle of Wight, a 'pursue' group within the partnership brings all of the law enforcement partners together bi-monthly, and has been particularly successful in co-ordinating and raising the level of intelligence and proactive activity, embedding the modern slavery agenda within Neighbourhood Policing through a network of district SPOCs.

## Case Study: West Yorkshire's approach to intelligence gathering

West Yorkshire Anti-trafficking and Modern Slavery Network reviewed local challenges on the reporting, processing and dissemination of modern slavery information and intelligence, and found that they needed greater consistency in terms of front-line awareness of reporting procedures, information capture, evaluation and analysis, and information sharing, as well as better feedback loops on action taken.

All five district forums have now established their own soft intelligence reporting mechanisms

for front line agencies and NGOs to report concerns regarding modern slavery. The Modern Slavery Helpline is being promoted as a single number for advice and reporting, and an agreement with the helpline's NGO parent organisation, 'Unseen' ensures that the Helpline feeds back on local referrals and intelligence, thus tightening up information capture and answering the question of 'what happens to my data?'.

West Yorkshire Police are also working with the Banking industry to examine information relating to the force area, combining this intelligence with other local data to help identify potential serious organised crime networks.

## Joint operations

Joint multi-agency operations were used by an increasing number of areas to target particular areas of risk, such as car-washes, nail bars and suspected brothels. Staffordshire felt that the practice of involving all partners with an active interest in visiting premises worked particularly well. ‘When all partners are involved this clearly raises the interest of everyone concerned, it fosters better working relationships and generates enthusiasm within the subject area’.

## Governance

Hertfordshire have recently established a modern slavery partnership. They started their journey as a small team made up of the Police, Office of PCC, a charity (Shiva Foundation) and local authority, which ‘allows for the work to be divided where appropriate and a good working relationship amongst the agencies’. An initial conference was held with delegates invited from a wide range of agencies, which enabled networking with a range of partner agencies and provided a good understanding and feel for those individuals who wanted to be involved and would be influential in helping form the steering group.

## Training

A number of innovative approaches are being taken to extend the training of statutory partners. In Warrington an online survey was carried out across all statutory partners to establish a baseline for training needs. In Humber ‘train the trainers’ sessions have allowed member agencies to send representatives to free training sessions. These representatives are then given a copy of the training programme which they can disseminate to their own organisation. This allows for the retraining of staff, or training of new staff to be managed by each agency.



Photo © Amy Romer, The Dark Figure\*

In Essex all final year students on designated courses (doctors/nurses/social workers) will have a training session on modern slavery and human trafficking.

Wales has established an organised crime and modern day slavery course, and has introduced a quality assurance framework for training. Training courses are approved by the Welsh Government Training Framework to appropriate core competency level. Materials are held on the Cabinet Office i-cloud Direct. This ensures all materials are kept up to date and are secure for trainers to download. Every trainer return has a section for identification of disclosures made during training courses so that this can be included in the intelligence gathering picture. This work has been recognised as good practice and as a result was recognised by the UK Threat Group for Modern Slavery and has now led to the creation of the UK Modern Slavery Training Delivery Group to mirror the Welsh approach.

In October 2016, the Independent Anti-Slavery Commissioner in partnership with South east England Councils and NHS England produced a set of three videos<sup>10</sup> aiming to raise awareness of front line professionals about their vital role in spotting the signs and identifying victims of modern slavery. In October 2017, a Modern Slavery training resource page<sup>11</sup> was created on the Government web-site to provide easy access to training materials.

## Support for sex workers

Support for sex workers was another area where different partnerships were developing new approaches. In Warrington, sexual health advisors have been supporting work with Eastern European sex workers and work is ongoing to develop and provide information and advice packs. Meanwhile Bristol’s Operation Breakthrough engages specialist sex-work liaison officers in multi-agency visits, and has developed a guidance manual to assist officers, including a toolkit of tactical options.

Changing Lives are co-located within the Northumbria Police victim hub for child sexual exploitation and slavery. They offer programmes for men and women, as well as sexual health screenings for sex workers. They have supported victims to ensure they are safeguarded, and offered training to anti-trafficking and slavery teams.

## Supply chains

The Welsh Government has published a code of practice for ‘Ethical Employment in Supply Chains’ available at <http://gov.wales/topics/improvingservices/bettervfm/code-of-practice/?lang=en>

In Nottinghamshire a pilot research project is being undertaken between the University of Nottingham and Nottinghamshire County Council to understand the risk of slavery in social care labour supply.

<sup>10</sup> Videos for local councils, health professionals and emergency services are available at <http://www.antislaverycommissioner.co.uk/resources/>

<sup>11</sup> <https://www.gov.uk/government/publications/modern-slavery-training-resource-page>

# Strengthening multi-agency anti-slavery partnership work: recommendations

## Leadership

- Establish a national / local coordination protocol and communications to improve coordination and joint work between national initiatives and regional/local anti-slavery leadership and action.
- Review what actions and functions of an effective anti-slavery response are most effectively led nationally, regionally and locally.
- Distribute leadership: engage local politicians, community and business leaders in the anti-slavery agenda.

## Engagement

- Review and clarify statutory responsibilities for local authorities and the health service, and, where necessary, consider amending legislation to remove conflicting objectives.
- Consider specifying a lead agency at local level with accountability for ensuring local partnership work to support anti-slavery initiative is in place.
- Consider establishing a statutory duty to engage in anti-slavery partnerships for CCGs, Acute Trusts and Local Authorities.
- Encourage a higher level of engagement and co-production with local communities
- Build survivor input into local programmes and policies wherever possible.

## Accountability

- Work with practitioners to come up with consistent, meaningful and useful progress measures that could assist in assessing progress and effectiveness.
- Monitor progress of partnerships on at least an annual basis and share emerging best practices.

## Funding

- Provide a basic level of ring-fenced resource for local partnership coordination and / or activities at force level.
- Provide resources and assistance for public sector partners to meet their statutory responsibilities.

# Appendix 1: anti-slavery partnership arrangements in the UK (responding to April 2017 survey)

## Local

1. Brighton and Hove Modern Slavery Group
2. Bristol based Operation Breakthrough
3. Blackpool Anti-Slavery Partnership
4. Croydon Anti-Slavery Partnership
5. Fenland Partnership Taskforce
6. Gatwick Modern Slavery Partnership
7. Nottingham Modern Slavery Forum
8. Warrington Anti-Slavery Network
9. Wolverhampton Anti-Slavery Partnership

## County/Sub-regional

1. Avon and Somerset Anti-Slavery Partnership
2. Bedfordshire Against Modern Slavery / Bedfordshire Police MS&HT Partnership Development Group
3. Cheshire Anti-Slavery Network
4. Derby and Derbyshire Modern Slavery Partnership
5. Devon and Cornwall Anti-Slavery Partnership
6. Dorset Anti-Slavery Partnership
7. Gloucestershire Anti-Slavery Partnership
8. Hampshire & Isle of Wight Modern Slavery Partnership
9. Hertfordshire Modern Slavery Steering Group
10. Humber Modern Slavery Partnership
11. Kent and Essex Strategic Leadership Anti-Slavery Group / Tactical Anti-Slavery Sub group / Regional Anti-Slavery sub-group / Charities and Volunteer Sector Anti-Slavery sub-group
12. Lancashire Modern Slavery Partnership (planned, new)
13. Lincolnshire Police Modern Slavery Partnership / Business Accreditation Partnership
14. Human Trafficking & Modern Slavery London Working Group (LWG)
15. Greater Manchester Modern Slavery Coordination Unit (includes multi-agency co located internal partnership, and Modern Slavery Response Network with external partners)
16. Merseyside Human Trafficking and Modern Slavery Meeting / Merseyside Slavery Network
17. Nottingham and Nottinghamshire Modern Slavery Partnership
18. Northamptonshire Modern Slavery Group
19. North Yorkshire Anti-Trafficking Practitioners Working Group
20. South Yorkshire Anti-Slavery Practitioners Group (currently no NGO representation)
21. Staffordshire Anti-Slavery Partnership
22. Sussex – Pan-Sussex Partnership, and safer West-Sussex Partnership

23. Swindon and Wiltshire Anti-Slavery Partnership
24. Thames Valley Anti-Slavery Networks (encompasses Berkshire Anti-Slavery Network, Buckinghamshire Anti-Slavery Network, Milton Keynes Anti-Slavery Network and Oxfordshire Anti-Slavery Network.)
25. West Yorkshire Anti Trafficking and Modern Slavery network (encompasses anti-slavery networks in Leeds, Kirklees, Calderdale, Bradford, and Wakefield)

## Regional

1. East Midlands Regional Human Trafficking and Modern Day Slavery Tactical Meeting / East Midlands Anti-Human Trafficking Partnership meeting
2. South West Region Anti-Slavery Partnership
3. West Midlands Anti-Slavery Network (WMASN) / WM Panel for the Protection of Trafficked Children / WM Preventing Violence against Vulnerable People (PVVP) Board

## National

1. PSNI Joint Agency Cross Border Task Force / PSNI Engagement Group on Human Trafficking / PSNI Organised Crime Task Force Immigration and Human Trafficking Subgroup / PSNI Regional Practice Network on Trafficked and Separated Children
2. Scottish Government Strategy Implementation Group / Police Scotland Human Trafficking Champions Meeting
3. Wales Anti-Slavery Leadership Group / Wales Anti Slavery Operational Delivery Group / Wales Threat Group for Modern Slavery / Wales Anti-Slavery Casework Review Group / Wales Anti-Slavery Training Sub-Group / Wales Sex Worker Support Group / Wales Regional Anti-Slavery groups: Cardiff & the Vale of Glamorgan, Cwm Taf, Western Bay

## Other arrangements (bi-laterals etc.)

1. Cleveland Serious and Organised Crime Partnership Group / Cleveland Strategic Vulnerable Exploited Missing and Trafficked Partnership Board (VEMT) / Cleveland Regional Clandestine Entry Group
2. Northumbria Police: Bi-laterals with Hope for Justice, Community Safety Partnerships, Local authorities, Immigration / Border Force, Policing partners, DWP / HMRC, HSE, Changing Lives, NGOs



Photos © Amy Romer, The Dark Figure\*



For further information, please contact:

**Rights Lab**  
University of Nottingham

 [rightslab@nottingham.ac.uk](mailto:rightslab@nottingham.ac.uk)

[nottingham.ac.uk/rights-lab](http://nottingham.ac.uk/rights-lab)

Photos © Amy Romer, The Dark Figure\*, [www.thedarkfigure.co.uk](http://www.thedarkfigure.co.uk)  
Cover, p4 and 6 © iStock.

The Dark Figure\* is an on-going photo project that documents UK  
neighbourhoods affected by modern slavery.

University of Nottingham has made every effort to ensure that the  
information in this brochure is accurate at the time of printing.  
The most up to date information can be found on the University of  
Nottingham and Independent Anti-Slavery Commissioner websites.

© University of Nottingham and the Independent Anti-Slavery  
Commissioner 2017. All rights reserved.

Printed October 2017.