Council modern slavery maturity matrix

This maturity matrix provides a framework for councils to assess their current progress and plan future activity on modern slavery.

• Progress levels are identified as basic first steps, early progress, substantial progress and mature. For **councils working at a mature level, it is assumed that the prior progress steps have been attained and remain in place** as these provide the foundation for mature working.

• The first two sections focus on how the council manages its modern slavery work by considering the themes of leadership, resources and capacity needed to effectively manage modern slavery work across a council.

• The subsequent sections focus on the four broad themes of council activity highlighted in the LGA guidance: identifying, referring and supporting victims, disruption and prevention and mitigating the risk of modern slavery in council supply chains.

• For each element within the different themes, councils can assess their current progress.

Council guide to tackling modern slavery

Leadership

Key elements	Progress levels				Council self-assessment
	1. Basic	**2. Early progress**	**3. Substantial progress**	**4. Mature**	
Strategy and planning	Modern slavery work managed and overseen through individual service plans.	Shared understanding of modern slavery terminology and local issues is established and shared. Development of interim council strategy to join up council-wide activity and supporting mechanisms. Recognition of different approaches to children and adults. Council senior officer lead identified to lead/oversee development of work on modern slavery.	Council wide strategy refined as practice develops and supported by action/delivery plan. Distinct approaches to children and adult are reflected and implemented. Council is exploring what a public health approach to modern slavery would mean for their council/area.	Council wide modern slavery strategy and action/delivery plan with active monitoring and evaluation. Strategic approach incorporates elements of public health approach to modern slavery. Senior lead officer for modern slavery in each department responsible for action plan and ongoing delivery.	
Governance	Some consideration of modern slavery issues at relevant partnership boards: Community Safety Partnership (CSP), Safeguarding Adults Board (SAB), children's Safeguarding Partners (SP).	Regular oversight via CSP, SAB and children's SP.	Clear processes for oversight and escalation of issues. Mechanisms for joining up of oversight and governance via different partnership boards.	Modern slavery is embedded into work of relevant portfolio holders and subject to routine oversight by partnership boards.	
Councillor engagement	Some members engaging in modern slavery/ attending national training sessions (e.g. LGA).	Modern slavery training and awareness sessions available for all councillors.	Councillor champion for tackling modern slavery identified and trained to focus on the issue.	Progress on modern slavery considered by full council and/or regular scrutiny.	

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Resources and capacity					
Key elements	**Progress levels**				**Council self-assessment**
	1. Basic	**2. Early progress**	**3. Substantial progress**	**4. Mature**	
Funding and staffing	No specific funding available – modern slavery work undertaken by staff as part of their existing roles.	Funding and/or staffing resource (Full Time Equivalent /Part-time Equivalent) identified to lead/undertake modern slavery work.	Funding available to supported dedicated modern slavery team and/or to commission victim support services.	Collaborative council/Police and Crime Commissioner (PCC) approach to funding and commissioning victim support services at pre- and post-National Referral Mechanism (NRM) stage.	
Cross-council coordination	Individual teams undertaking modern slavery work with limited coordination.	Council lead officer for modern slavery appointed and known across teams.	Lead officer chairs cross council working group of operational leads to coordinate activity and develop cross-council approach and processes. Handover processes ensure continuity of engagement/activity when lead officer or operational leads move roles. In two-tier areas, established links between relevant services in different councils (housing, community safety, adult and children's services, schools).	All relevant teams – including corporate services such as communications and legal teams – are engaged in modern slavery work. Established processes for sharing information and making referrals across the council. Embedded, coordinated council processes link in to multi-agency working through regular meetings and reviews.	

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Resources and capacity					
Key elements	**Progress levels**				**Council self-assessment**
	1. Basic	**2. Early progress**	**3. Substantial progress**	**4. Mature**	
Training and awareness	Some awareness of modern slavery in key services (housing, safeguarding, social care, children's services, community safety). Ad-hoc training delivered at the direction of different teams.	Basic level of training and guidance materials provided to all staff in key services. Coordination of training across teams, for example training delivered by lead officer/ through train the trainer approach, corporate e-learning modules developed	Training approaches are increasingly consistent, tailored and specific to the council, covering: basic awareness and indicators; understanding of NRM process, and pre/post-NRM challenges; NRM referrals; trauma informed practice; Equality, Diversity and Inclusion (EDI)/cultural competence, and council processes. Training is appropriate distinguished between child and adult victims of modern slavery. Assessment of training impact.	Agreed approach to continuing professional development and ongoing training for staff working with victims. Training delivered in a multi-agency context to establish links and ways of working. Quality and impact of training monitored and evaluated regularly.	

Council guide to tackling modern slavery

Resources and capacity					
Key elements	**Progress levels**				**Council self-assessment**
	1. Basic	**2. Early progress**	**3. Substantial progress**	**4. Mature**	
Data and intelligence	Key data / metrics held in teams.	Agreed processes ensure that key data (council NRM referrals, other modern slavery cases and reports) is collected and reported centrally. Intelligence about possible cases/ locations is mapped.	Modern slavery flags included in relevant systems and databases across the council. Council (and partner) data/ intelligence is analysed to identify local crime profiles and risk areas and estimate numbers of victims. Data reports are developed.	Regular data reporting to council leaders and partners based on council data and intelligence reports. Intelligence is routinely analysed and used to drive activity and data is used to inform commissioning of support for victims. Modern slavery data is reflected in local Joint Strategic Needs Assessment (JSNA), relevant duties/crime profile (e.g. serious violence).	

Council guide to tackling modern slavery

Resources and capacity

Key elements	Progress levels				Council self-assessment
	1. Basic	**2. Early progress**	**3. Substantial progress**	**4. Mature**	
Partnership working	Ad-hoc engagement with core partners such as the police in relation to specific cases, or councils in relation to victims from other areas.	Council is engaged in local anti-slavery partnership if one exists. Links are developing with broader set of partners. Consideration of mechanisms for working with councils/agencies on a cross-boundary basis.	Processes and pathways being developed with range of partner organisations not just statutory agencies: police, health, Voluntary and Community Sector (VCS), Modern Slavery Victim Care Contact (MSVCC)/ anti-trafficking sector, community groups; Gangmasters and Labour Abuse Authority (GLAA)/HMRC nationally. Coordinated activity between council lead officers link into local anti-slavery partnership and wider council working group. Council has approach for how it works with councils and other partners on a cross-boundary basis. Regular evaluation and impact monitoring of modern slavery activity is systematically embedded to inform ongoing development of strategy and action plan.	Established relationships based on agreed processes, pathways and meeting schedule, not reliant on individual relationships. Data sharing agreements and guidance in place and data regularly shared. Agreements and processes reflect cross-boundary nature of modern slavery and trafficking and can adapt to account for this. Strategic engagement supports operational activity (e.g., PCC/ councillor engagement, CSP).	

Resources and capacity

Key elements	Progress levels				Council self-assessment
	1. Basic	**2. Early progress**	**3. Substantial progress**	**4. Mature**	
Monitoring and evaluation	Activity and outcomes reviewed in line with team processes.	Impact of modern slavery training sessions routinely collected by teams. Monitoring approaches being developed for other strands of activity.	Victim insight is sought consistently to assess service impact. Monitoring and evaluation data is collected centrally to inform corporate approaches.	Regular evaluation and impact monitoring of modern slavery activity is systematically embedded to inform ongoing development of strategy and action plan.	

Council guide to tackling modern slavery

Identifying and supporting adult victims					
Key elements	**Progress levels**				**Council self-assessment**
	1. Basic	**2. Early progress**	**3. Substantial progress**	**4. Mature**	
Service design	Basic awareness of duty to notify under the Modern Slavery Act but no specific service considerations for victims of modern slavery.	Recognised approach to managing victims of modern slavery is beginning to develop within and across teams.	Specific service approach for victims of modern slavery, which may or may not involve support beyond normal eligibility criteria, with core cohort of staff upskilled to lead on modern slavery cases. Modern slavery is considered/reflected in relevant service commissioning. Consideration of approach to transitioning and efforts to strengthen this. Overall approach recognises distinct needs of victims who are pre-or post-NRM, or No Recourse to Public Funds, and takes account of this.	Strategic agreement with partners (statutory and non-statutory) on filling gaps in provision. Specialist, dedicated team to handle modern slavery cases sits alongside other services such as housing, social care. Specific, agreed approach to support victims transitioning from children's services.	

Council guide to tackling modern slavery

Identifying and supporting adult victims					
Key elements	**Progress levels**				**Council self-assessment**
	1. Basic	**2. Early progress**	**3. Substantial progress**	**4. Mature**	
Multi agency working	Individual staff are able to identify and respond to modern slavery cases as and when they arise, working with partners on ad-hoc basis.	Reactive partnership working with other agencies and organisations to respond to individual victims.	Established Multi-Agency Risk Assessment Conference (MARAC)/other multi-agency approaches for responding to modern slavery victims.	Proactive collaborative work with partner organisations, including VCS, to identify and support victims, along-side MARAC approach.	
Referral pathways	Normal service pathways used.	Specific internal referral points between council services/statutory partners beginning to emerge.	Referral pathways into and between key council services (including transition from children's to adult services) developed through engagement with relevant teams and senior managers. Pathways are integrated into existing processes rather than standalone, and are not reliant on individual relationships, and available to local partners. Pathways have been agreed and publicised internally and externally, with all staff aware of them and their role within them.	Dedicated referral processes for trusted partner organisations, including VCS, to make referrals directly. Reciprocal arrangements between different councils to draw on where necessary.	

Council guide to tackling modern slavery

Identifying and supporting child victims

Key elements	Progress levels				Council self-assessment
	1. Basic	**2. Early progress**	**3. Substantial progress**	**4. Mature**	
Service design	Basic awareness of duty to notify under the Modern Slavery Act but no specific service considerations for victims of modern slavery. Some elements of contextual safeguarding are being used.	Recognised approach to managing child victims of modern slavery is beginning to develop. Key strategies in place (missing children etc) and reviewed.	Specific service approach for child victims of modern slavery (including covering transition) with core cohort of staff upskilled to lead on modern slavery cases. Modern slavery is considered/ reflected in relevant service commissioning. Overall approach recognises distinct needs of victims who are pre- or post-NRM, and depending on types of modern slavery experienced, such as Child Criminal Exploitation (CCE) or Child Sexual Exploitation (CSE). Contextual safeguarding approach being implemented. Joined up approach across services and oversight boards to modern slavery, CCE and linked issues such as serious youth violence. Full engagement with Independent Child Trafficking Guardians (ICTG) model if available.	Contextual safeguarding approach embedded across the council. User/family input is a core part of service design. Engagement with devolved decision-making pilots or consideration of how this could be applied. Transitional approaches governing switch from children to adult's services in place and operating well.	

Council guide to tackling modern slavery

Identifying and supporting child victims					
Key elements	**Progress levels**				**Council self-assessment**
	1. Basic	**2. Early progress**	**3. Substantial progress**	**4. Mature**	
Multi-agency working	Individual staff are able to identify and respond to modern slavery cases as and when they arise.	Reactive partnership working with other agencies and organisations to respond to individual victims.	Established MARAC/other multi-agency approaches for responding to modern slavery victims. Multi-agency safeguarding arrangements have a clear strategy to tackle modern slavery.	Overall, systemic collaborative and proactive work with partner organisations to support victims, including VCS, at both a strategic and operational level.	
Referral pathways	NRM referrals are made, but through normal service path-ways.	Specific internal referral points between council services/statutory partners beginning to emerge. 'Reachable moments' where modern slavery can be considered are identified.	Confirmed referral pathways into and between key council services not reliant on individual relationships. Transitional safeguarding procedures govern pathways into adult social care.	Dedicated referral processes for trusted partner organisations to make referrals. Local referral pathways reflect reachable moments when modern slavery can be considered, such as absences from school, exclusion, A&E visits, arrests etc.	

Disruption and prevention

Key elements	Progress levels				Council self-assessment
	1. Basic	**2. Early progress**	**3. Substantial progress**	**4. Mature**	
Awareness and overall approach to disruption and prevention	Awareness of/links to disruption activity centred in community safety/ children's services teams (for child victims).	Understanding of modern slavery is developing in other frontline enforcement/ environment services.	Awareness of modern slavery mainstreamed in community safety, Antisocial Behaviour (ASB)/ environment and regulatory services teams (see training) and related work. Ongoing assessment of different disruption techniques and tools and most appropriate for each scenario.	Strategy for council disruption and prevention activity has been developed, distinguishing between work with victims, communities and perpetrators and reflecting specific requirements when targeting each. Evaluation of disruption approaches and outcomes.	

Council guide to tackling modern slavery

Disruption and prevention					
Key elements	**Progress levels**				**Council self-assessment**
	1. Basic	**2. Early progress**	**3. Substantial progress**	**4. Mature**	
Operational disruption activity and partnership working	Ad-hoc council engagement in specific operations to target slavery cases.	Community safety teams are closely linked into local partnership working. Information sharing across council departments and referral processes are being developed to support cross-council working. A common language on disruption and prevention is developing across agencies.	There is a shared language across councils and local partners supported by established local partnership mechanisms and processes / an intelligence led operational tasking group for disruption work involving council lead, community safety, police, fire, regulatory services etc. Engagement with national partners such as GLAA/ HMRC/Department for Work and Pensions (DWP)/ National Crime Agency (NCA). Welfare of victims and their immediate support needs is a consideration in all disruption work.	Pooled intelligence across council and other partners is regularly used to target resources for pro-active disruption efforts. Council participates in NCA programmes of activity. Trauma informed/ safeguarding approach is taken to disruption with the needs of adult/child victims at the forefront: reception centres established, and short-term support available, long term support plans discussed. Consideration given to needs of victims who may be victims and perpetrators of crime as a result of their exploitation.	

Disruption and prevention

Key elements	Progress levels				Council self-assessment
	1. Basic	**2. Early progress**	**3. Substantial progress**	**4. Mature**	
Preventative activity	Ad-hoc sharing/ signposting to modern slavery resources by frontline services. Occasional team media activity highlighting modern slavery work raises awareness.	Collation of awareness raising materials in different languages for dissemination by frontline services. Involvement of council communications team in planned awareness raising. Developing children's services approach to safeguarding those at risk	Data/intelligence informed approach to awareness raising with community groups and specific sections of the community who may be at risk. Public awareness campaigns highlighting risk areas and indicators. Engagement with business and other stakeholder groups. Work by children's services, schools and youth services (including targeted work with individuals and their families) highlights risks of grooming/risks of modern slavery. Contextual safeguarding approach focused on community risks and understanding of these.	Evaluation and impact monitoring of targeted/ public awareness work; approaches refined as required. Adoption of 'slavery free city/town' approach and joint work and action plan with businesses/business groups to underpin this.	

Council guide to tackling modern slavery

Procurement and commissioning					
Key elements	**Progress levels**				**Council self-assessment**
	1. Basic	**2. Early progress**	**3. Substantial progress**	**4. Mature**	
Training and awareness raising	Some limited awareness among staff procurement commissioning staff.	Transparency In the Supply Compliance (TISC) training developed for procurement and commercial teams, corporate and service lead commissioners.	In depth training for staff in key roles. Supplier engagement on modern slavery to set out expectations.	Ongoing training approach embedded. Regular supplier engagement and awareness raising with local businesses more widely.	
Policies and procedures	Modern slavery transparency (TISC) statement in place but little underpinning action.	Modern slavery considerations being introduced into procurement/ commissioning processes: contract selection, contract management and KPIs, remediation plans in place.	Modern slavery considerations embedded into procurement processes and standard contract management practices. New suppliers' credentials checked and assessed. TISC statements checked and reviewed. Embedding a regime of supplier assessment via tools such as the Modern Slavery Assessment Tool (MSAT) to assess potential and existing suppliers. Robust KPIs in place, discussed, agreed with suppliers and monitored regularly.	Modern slavery statement updated annually to reflect new practices and activity, available on council website and shared on government online Modern slavery statement registry. Fully embedded contract management processes with regular supplier assessments Requirements in place that suppliers carry out their own due diligence on their own lower tier suppliers and assessing and monitoring this information. Targeted audits, deep dives, and visits to identify risks and assess compliance. Procedures in place to respond where modern slavery / exploitation identified in supply chains.	

Council guide to tackling modern slavery

Procurement and commissioning					
Key elements	**Progress levels**				**Council self-assessment**
	1. Basic	**2. Early progress**	**3. Substantial progress**	**4. Mature**	
Supply chain mapping and activity	Aware there are different levels of risk to certain goods and service but don't adjust procedures to reflect this.	Basic supply chain mapping identifying the medium to high sectors.	Supply chain mapping undertaken at strategic level allocating resources and extra due diligence to high-risk sectors, goods and services and countries identified in the process. An understanding that the risks will exist further down the supply chain where there is less visibility and regulation of working practices, and that contracts UK based suppliers also present modern slavery risks.	Working closely with Tier 1 suppliers to build a complete picture of the full supply chain. Requesting and monitoring information from the Tier 1 suppliers on how they manage their own supply chain to address modern slavery risks Embedding research to see if there have been any previous reports of issues with the suppliers or that sector. Gathering more information on the labour force in the supply chain through social audits and on-site visits.	