



# fresh start

INTEGRATING SURVIVORS OF MODERN SLAVERY





““

**My Coach has helped me with the job centre, doctors, dentist, and food bank. He has helped me a lot. I really appreciate all his hard work. I only wish I could see him more but I understand he has other work to do.**”

““

**I want to say thank you for being the ones who believed in me.**”

**“City Hearts’ work has shown a way in which employers could support victims of human trafficking to get back to a normal life, or at least**

**to move on and have access to work which is an essential part of recovery and regaining self-worth and control.**

**In all the ways that City Hearts have engaged with private business they have demonstrated professionalism and understanding of how to work with them in partnership.”**

David Camp, Programme Lead,  
Stronger2Gether

Names (and images) of survivors referred to throughout this report have been changed to protect their anonymity



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# Introduction

**For those interested in tackling modern slavery and its legacies in an effective, sustainable and humane way, long-term outcomes for survivors are central and fundamental.** This is not only because of the importance of survivors' testimonies and cooperation in the often lengthy and complex process of bringing perpetrators to justice. It is because the harms created by modern slavery are overwhelmingly concentrated upon its victims and survivors and we know that the consequences of this are likely to be extremely long-term and life-changing. There is growing evidence that those who experience these crimes tend to experience serious post-traumatic effects: depression, anxiety and post-traumatic stress disorder

(PTSD) (Hossain et al, 2010); specific vulnerabilities mean that an absence of long-term monitoring and support can lead to a cycle of exploitation and abuse.

Research has identified serious weaknesses in long-term integration of survivors with problems after the ending of the 45-day statutory period of support made available through the National Referral Mechanism (NRM). This can be around accommodation, employability and involves a range of barriers faced by survivors that can lead to heightened risks of destitution and re-trafficking. A 2014 government review reported concerns that survivors were 'failed' at the point of exit from the NRM, and that 'many are still profoundly

vulnerable and are left to negotiate on their own a return home or re-integration into the community' (Oppenheim 2014: 34). A study by the Human Trafficking Foundation (HTF) concluded that "a significant proportion of survivors are failed after leaving Government funded safe houses" and that "this means either becoming homeless, going back to the control of traffickers or falling back into abusive or exploitative situations" (Beddoe et al 2015). Those findings echoed previous reports by the IOM (Jobe 2010) and the influential Centre of Social Justice (CSJ) report which warned that "survivors are vulnerable to isolation and even re-trafficking", accusing the government of "a lack of focus on complete reintegration" (CSJ 2013: 173).

## 1.1. About this research

**This report is an evaluation of one example of a long-term support system set up by City Hearts<sup>1</sup> in response to the challenges of long-term care for survivors of modern slavery.**

The programme was initially piloted in the North West of England with a small group of male survivors, and has since been extended to include men, women and families where there have been cases of modern slavery. The programme has been designed to provide longer-term support with defined outcomes based on core principles of connection to meaningful community and sustained income.

The research informing this report was carried out between December 2015 and June 2016 and was funded by a Knowledge Exchange grant from the University of Liverpool awarded to Dr Alex Balch, co-director of the Centre for the Study of International Slavery (CSIS) to work with City Hearts and evaluate their work. Archival research and interviews with City Hearts staff and volunteers were carried out by Carenza Arnold, a postgraduate student at the University of Liverpool.



**76%**

of victims of  
modern slavery  
in unknown  
circumstances<sup>2</sup>

### CSIS

The Centre for the Study of International Slavery is a collaboration between the University of Liverpool and the International Slavery Museum.

The rest of the report is as follows. The next section (2) provides a brief discussion and overview of the issues that complicate and frustrate efforts to recover and integrate survivors of modern slavery. These issues are placed within the overarching policy context following the launch of the government's Modern Slavery Strategy (MSS) (2014), the passage of the Modern Slavery Act (MSA) (2015) and the publication of the 2015-2017 strategic plan by Kevin Hyland – the UK's first Independent Anti-Slavery Commissioner. The focus of this section is on explaining how and why this particular group present unique and specific challenges for service providers around support and integration. Following this (section 3), there is a detailed examination of the City Hearts Integration Support Programme (ISP) including its development, rationale, key components, aggregate statistics and case studies. The final section (4) reflects on the potential for the ISP to address the issues raised in section 2, and concludes with recommendations.



<sup>1</sup> City Hearts provides accommodation and outreach support for men, women and families as part of the government's national support service

<sup>2</sup> See page 9

# The challenge of long-term support for survivors

**There have been longstanding concerns over provision of support for survivors of modern slavery in the UK from within the policy community (see, e.g. ATMG 2013, GRETA 2012, 2016 FLMG 2014), with the Centre for Social Justice (CSJ 2013) claiming elements were ‘not fit for purpose’.**

However, there has been a renewed political focus on the importance of this topic during the lead up and the passing of the Modern Slavery Act (2015) (MSA) and associated policy developments. The UK government’s 2014 Modern Slavery Strategy claimed that ‘protecting vulnerable people from exploitation

and providing enhanced support to victims is central to our entire response’ (HMG 2014: 9) and included the ‘reintegration of victims into society’ as one of its key aims, although recognising that this is a ‘long and complex process’. Likewise, the 2015-2017 strategic

**Despite specific mention of re-integration in the MSS there has, as yet, been no consistent or comprehensive tracking of this group of people beyond the NRM.**

plan from the UK’s Independent Anti-Slavery Commissioner made victim support<sup>3</sup> a top priority, making a distinction between ‘immediate’ and ‘sustained’ forms of support where the latter involves protection ‘from the risk of further abuse’ (Hyland 2015: 3).

<sup>3</sup> Those who experience, or have experienced, forms of modern slavery are frequently referred to as ‘victims’ or even ‘slaves’ in legal and policy documents, this report prefers to use the term ‘survivors’ to avoid unconsciously implying or confirming a sense of helplessness and to emphasise individual agency.

Details on how these aims might be achieved have been left largely unexplained, although within the MSS there was a promise made, that:

“We will work with our support organisations to make sure that those who do need to remain in the UK can transition more effectively from supported accommodation to living independently through accessing wider financial, social and psychological support.” (HMG 2014: 67)

While the MSA did bring a greater level of attention to issues around the support of those who have experienced forms of modern slavery, most energy has since been targeted

towards problems surrounding the initial period of support, during the 45-day period that survivors are entitled to support through the NRM. This is perhaps understandable considering the publication of estimates by the government that up to 80% of all those who may be experiencing forms of modern slavery in the UK are not successfully identified or referred to the NRM (Silverman 2014). The first steps in reforming the NRM have been in the form of pilot projects trialling new arrangements designed to improve decision-making and provision of services (see, e.g. Unseen 2016). While these relate to important issues around decision-making and support they leave unanswered questions

about sustainability or support over the medium and long-term.

This reflects an implicit assumption that the initial period of support should be finite, with a defined beginning and end, but that this will still be effective in providing a fresh start, and “in helping them move on in life” (HMG 2014: 67). Despite specific mention of re-integration in the MSS there has, as yet, been no consistent or comprehensive tracking of this group of people beyond the NRM, and **the ending of support has been likened to ‘falling off a cliff’** – where a high proportion of people leave the NRM without any certainty over their accommodation and ongoing support needs (Beddoe et al 2015, HTF 2016).

# 10-13,000

## victims of modern slavery

(Silverman 2014)



## In 2015 NRM figures show



Many of those identified as potential victims were not referred to NRM (figures for London for 2014 – 60/200 cases – (Beddoe et al 2015)

The number of Identified victims were

**40% higher**  
than 2014

## Fair compensation?

Human trafficking for sexual exploitation, just one form of modern slavery, is estimated to be a

**£116 bn**  
pound industry

(ILO 2014)

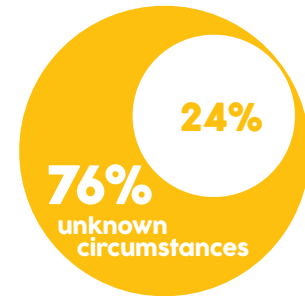
In the UK it is estimated to be at least

**£890 m**  
each year

(MSS 2014)

## What happens next?

A sample survey of clients that exited City Hearts' NRM support between 2011-2015 could only make contact with 24%



(sample size = 81)

Only

**£70 k**  
compensation for victims over 10 years

(2004 – 2014) (FLEX 2016)



## Barriers, roadblocks

**The specific difficulties in overcoming barriers to employment and integration for survivors of modern slavery can be traced to multiple causes.** The experience leaves many traumatised and dislocated from society, distrustful of others – particularly employers and the authorities – leading to a considerable range of challenges that may include long-term mental health issues (Yakushko, 2009). There are also significant structural and societal barriers that exacerbate and intensify social exclusion. For example many, although not all, of those that experience modern slavery in the UK are foreign nationals; there has been a recognition that immigration status can be a significant obstacle to access to support. Uncertain immigration status has been identified as a causal factor making individuals more vulnerable to exploitation (Dwyer et al 2010).

Significant challenges arise because of conflicts between competing government policy priorities. While it is a stated aim to protect survivors beyond the NRM, the system of support for non-UK citizens has been predicated on a clear preference on the part of the government for individuals to return to their countries of origin.



This is logical in the sense that it fits the overarching policy objective to reduce net migration flows that has been in place since the Coalition government of 2010, and continued following the election of a Conservative government in 2015. However, while return may be both the preferred and best option for some of those caught up in a trafficking situation, a large proportion of survivors express a preference to remain within the UK beyond the short term, as recognised by the government in the MSS.

In an ideal world the resources necessary for facilitating the integration of survivors would come through bringing to justice those criminals who had profited from their exploitation and abuse. However access to justice and compensation for survivors of modern slavery is severely limited, despite the widely understood importance of this for enabling the recovery process and deterring criminality. According to research carried out by FLEX, using criminal justice statistics, between 2004 and 2014, 211 persons were found guilty of modern slavery but this resulted in only eight compensation orders amounting to just over £70,000 in total (FLEX 2016).

One challenge for those seeking to support survivors has been the tightening of housing benefit for non-UK citizens. This means that **there is little access to accommodation after leaving the safe house**. A general tightening of immigration

controls since 2010 means that a status providing security of residence for immigrants has become increasingly difficult to obtain, especially in the context of a lack of stable/ legal employment and/or documentary evidence of previous work/address. Several administrative options remain to avoid homelessness and/or destitution, but each come with difficulties. One is to make an asylum claim, thereby providing the possibility of entry into the asylum support system.

### **There are also significant structural and societal barriers that exacerbate and intensify social exclusion.**

However, individuals would need to demonstrate a well-founded fear of persecution on return to their countries of origin, and not all survivors are eligible to make a claim – generally not a possibility for other-EU nationals.

The administrative compromise, as explained in the MSS, has been a growing use of Discretionary Leave to Remain (DLR) for those with conclusive grounds, but this does not cover all cases (for example those that are more complicated, individuals who do not

receive the conclusive grounds decision, or those who choose not to go into the NRM in the first place). This option has the obvious advantage of opening up eligibility for housing and support for subsistence. It is understood that this will normally be given only when there are 'defined health needs' directly arising from the trafficking experience, or if the person is helping the police allowing the victim to claim housing assistance. These vague criteria somewhat contradict recommendations from most international organisations involved in anti-trafficking work that support should not be made conditional upon cooperation with the police. Such recommendations are often repeatedly made to governments because of evidence that it is beneficial to provide support and necessary treatment first, as survivors are more likely to be willing and able to cooperate with the prosecution once they have been able to begin recovery from their trauma (Zimmerman et al, 2003).

## 2.1. From social exclusion to integration

**The limited quantity of research that has been carried out on the post-NRM experiences and outcomes for service-users suggests that, unfortunately, existing social support provision, i.e. universally available social services, may not be sufficient considering the unique circumstances and experiences faced by survivors of modern slavery (Beddoe et al 2015).** In this context a number of initiatives have been launched across the UK by organisations and others (often themselves connected to the provision of NRM support) to address the problem of long-term support. The City Hearts ISP is one such initiative, with other notable examples including the Snowdrop project,<sup>4</sup> based in Sheffield and the Adavu project,<sup>5</sup> based in the West Midlands. All of these recognise the complexity of the situations experienced by survivors of modern slavery, with each seeking to put in place systems of support that address this complexity and improve outcomes for individuals within a community context. These initiatives connect with, and are complemented by, the work other charities, notably the Helen Bamber Foundation,<sup>6</sup> which offers therapeutic care, medical consultation, legal protection and practical support to survivors of different kinds of human rights violations including those who have been trafficked.

What are the similarities and differences between the ISP and these other projects? In interviews with staff from Snowdrop, Adavu and City Hearts the similarities emerge strongly. Among and within the many organisations involved in support there is a shared vision for all those working to provide care: the hope and possibility of recovery, healing and restoration of the individual. As Phillip Clayton from City Hearts puts it:

**“We want to see people become the best that they can be, reach their full potential and live a life that is restored.”**

There is a consensus over the end-point, there is also a shared understanding of one of the key problems that needs to be addressed in the context of providing long-term solutions – the underlying condition of social exclusion.

The ISP approach is to focus on employability and financial security as a means of addressing social exclusion. This recognises that social exclusion is the common, if not defining, feature of both victims and survivors of modern slavery. There has been much debate over the comparability between ‘old’ and ‘new’ types of slavery,<sup>7</sup> but a dominant theme in definitions of slavery is extreme levels of social exclusion or ‘social death’ (Patterson 2013). Social exclusion manifests

in a variety of ways but **it is common for survivors to lack a stable and safe living situation, financial resources and/or an adequate support network**, and this represents a formidable challenge for those seeking to help them find a job and integrate into society. Their experiences might lead to ongoing physical and mental health issues and there can be significant difficulties in overcoming or obtaining redress (judicial and/or financial) for the crimes they have experienced. The traumatic and often tragic circumstances experienced by those who have experienced modern slavery present a particularly wide range of demands for those constructing and delivering support systems to achieve this goal. Many of these same issues overlap strongly with known barriers negatively affecting employability. In particular this relates to the practicalities of applying for jobs and going through recruitment processes, and acting strategically and successfully in a competitive labour market (see Graphic: Navigating the maze: barriers to employability and integration).

<sup>4</sup> <http://snowdropproject.co.uk/what-we-do/>

<sup>5</sup> <http://www.adavu.org.uk>

<sup>6</sup> <http://www.helenbamber.org>

<sup>7</sup> This is not least because of the dubious basis for using the term ‘slavery’ in the modern context considering the absence of legal forms of ownership of human beings. The definition also raises a range of practical problems, e.g. because victims are unlikely to self-identify as ‘slaves’.



## Stable and safe living conditions

Access to good quality housing, subsistence, transport, secure legal status



## Employability

Personal/financial (transportation, subsistence), legal (immigration status, criminal record), health/emotional (mental health, self-esteem, dealing with stress/depression/addiction), strategic (setting goals, career planning), knowledge (language, cv-writing/interview techniques, job market understanding, access to training/education)

## Support network

Friends, advice, services, health (mental health, self-esteem, dealing with stress/depression/addiction), healing (resolving, overcoming previous injuries, redress and justice, compensation)

# The Integration Support Programme (ISP)

## 3.1. Development and evolution

**The ISP was set up by City Hearts to aim to provide a sustainable solution to the challenge of long-term support.** Its approach has been to seek collaboration between the business and voluntary sector offering survivors a clear pathway to a more stable, secure and fulfilling future through one-on-one coaching and a system leading to guaranteed job interviews. Key to this approach has been the specific targeting of barriers to integration, facilitating connections to communities and sustainable income. This research did not involve direct interviews with survivors (see 'About this Research'), but we asked integration coaches to collect feedback about

the programme from those participating. The following quotes are a selection of the responses that we got:

- “The Support I have been given makes a big difference, having someone to be accountable to helps me to do things and keep making changes”
- “Thank you for meeting and talking with me its really helpful just to talk”
- “I want to say thank you for being the ones who believed in me”
- “Thank you for all your support, for not giving up on me.”

The following sections explore the story behind the programme and how it has developed as a system.

## Phase one

**The ISP began in 2013 and has moved through two phases.** In its first year it included a sample of five male EU citizens, and five male non-EU citizens. At this point the programme initially encompassed a wide range of services, before a preliminary evaluation was conducted to rationalise and maximise the benefits for service-users. The services developed by City Hearts in this first iteration of the programme included one-on-one coaching (Integration Coaches), work placements, classroom teaching half a day a week including ESOL (English for Speakers of Other Languages) training and IT skills as well as weekly attendance at a drop-in service.

The drop-in sessions take place once a week at the same time and the same place in a central city-centre location and provide a valuable connection to ongoing peer support. They are divided into male-only and female-only groups. These aim to provide individuals with a familiar environment and to begin building a peer support group. The drop-in service is a relaxed, non-intensive, safe environment for socialising with a mixture of City Hearts staff, volunteers and service-providers. It is designed as an opportunity

for individuals to meet other people and form friendships. It also provides a continuous and consistent place for individuals to access support when and if they need it.

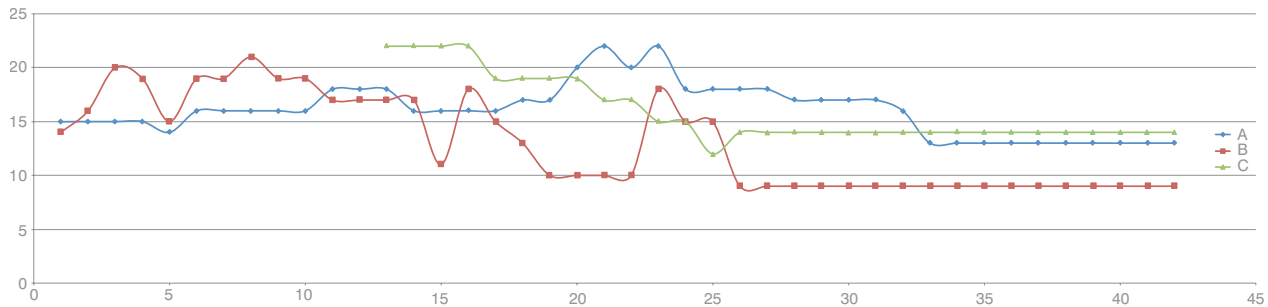
Upon exit from the NRM, all City Hearts' clients (not only those who are enrolled in the ISP) are encouraged to continue to access the drop-in sessions, and, if their level of English allows, are able to receive one-on-one coaching support. Clients are encouraged to start attending the drop-ins whilst within the NRM in order to ease the transition from NRM into post-NRM support. This aspect of the ISP is envisaged to last almost indefinitely, with individuals able to access the drop-in service whenever they feel necessary, even after exit from the ISP.

The key tool for measuring and supporting the process through the Integration Coaches is a weekly review document. This is filled in and signed by both the client and the Integration Coach and is used to record relevant activities, issues, targets and objectives. It also asks for an assessment of level of need (on a scale of 1-5, where 5 is high needs and 1 is low needs) alongside space to explain this. This is divided into several specific areas - relating to realistic future targets, personal development and support, engagement with the community and financial security - that can then constitute markers that, over time, help demonstrate a direction of travel and highlight or alert about potential problems.

From a reflective, analytical perspective, these records also allow an exploration and indication of when, how and why change occurs, providing a very rich data source in terms of understanding long-term integration and employability.

A regular review with numerical scores for needs levels allows for the progress of each individual to be plotted over time – where the ideal situation is for a downward sloping line (i.e. where the aggregate needs score reduces from 'high' to 'low') (see diagram).

An internal evaluation of this first phase found that the ISP had delivered positive results – a majority of participants successfully entering into employment and others continuing to maintain regular contact with City Hearts via the drop in.



Weekly progress chart

## Points of learning from initial pilot phase:

### Some key learning points came out of the pilot.

- Scheduled class room sessions were not sustainable and often interrupted by job centre or other appointments. The elements that saw the most engagement where the one-on-one coaching and drop-in service as well as some kind of work placement or volunteering
- Establishing a system of one-on-one coaching was challenging because of some difficulties in recruiting enough suitable volunteers; it needed to link with existing volunteering networks and also had to include some flexibility week to week to fit around varied and changing schedules
- The drop in service provided an important platform and context by being a fixed two hour period each week; this provided a consistency through a reliable time/place for social interaction and peer support
- The work placements and volunteering proved to be helpful in filling gaps in a CV and gaining skills but what was really needed was a clear pathway to a sustained and sufficient level of employment.

## Phase two

**It was after the phase one pilot, and to address the issues that this raised, that the second phase took shape.** This can be characterised as being more fundamentally linked to the two cornerstones of connection to community and the goal of sustained income. In addition it was decided that considering the problems of long-term support were not unique to male victims of human trafficking, the ISP should be opened up to female and family referrals.

### Sustainable income

The importance of a secure, steady income for survivors was underlined in discussions with Integration Coaches and City Hearts staff. The second phase of the ISP recognised the crucial role played by employment and this meant more focus on the provision of work placements. This was done through City Hearts' networks seeking partnerships with the business community. The ISP approached the Co-Operative food group through 'Stronger Together'<sup>8</sup> which led to the piloting of an in store 'back to work' programme. This programme is two days a week for four weeks giving the individual experience in a number of areas of the store and back office including computer work. After which a guaranteed job interview is offered. Through the Co-Op other avenues with local and national businesses have since been explored.

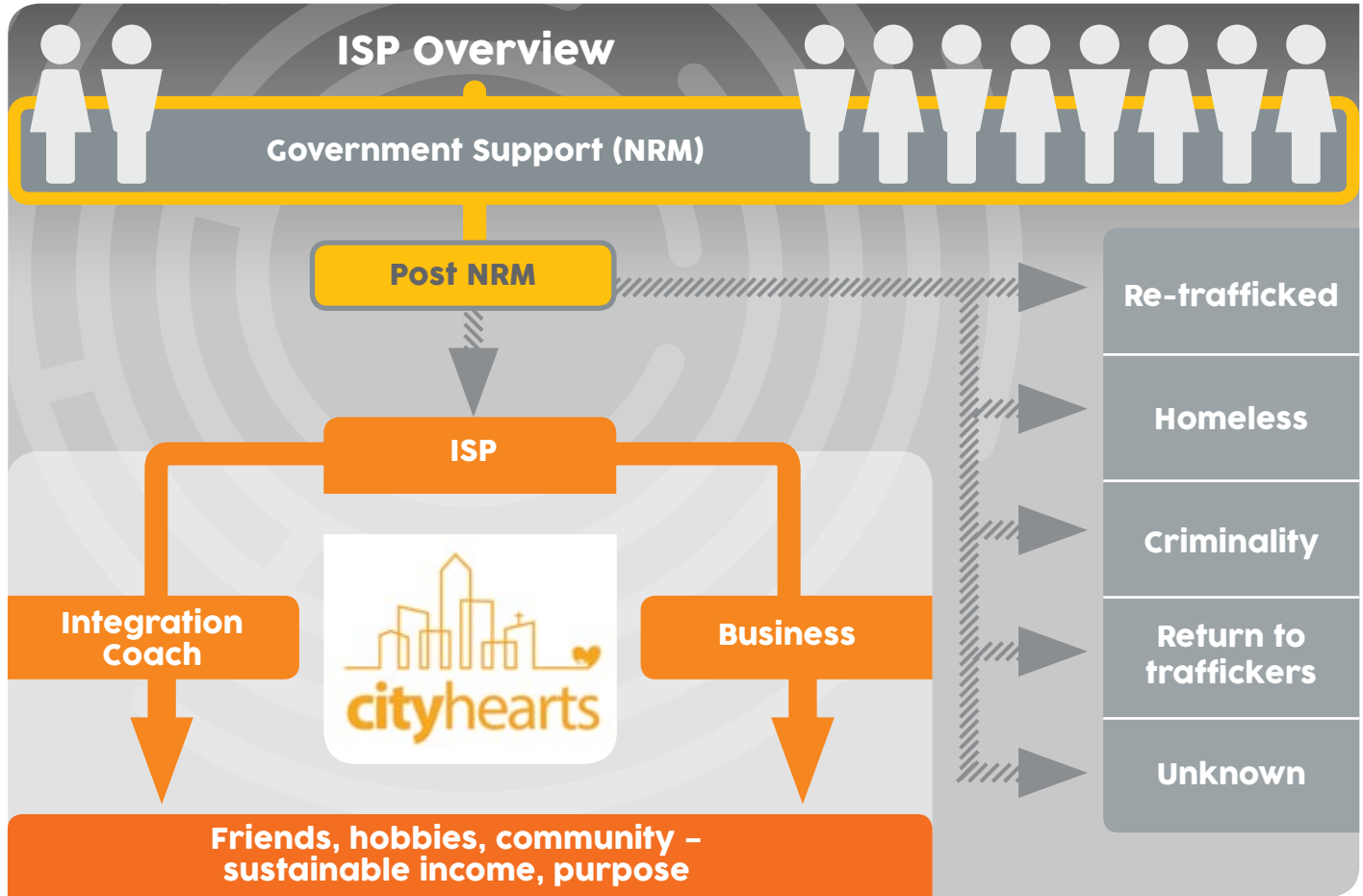
<sup>8</sup> See [Stronger2gether.org](http://Stronger2gether.org) – a multi-stakeholder initiative to tackle modern slavery in supply chains

### Meaningful connection through community.

The vision behind exploring longer term support is that the programme could lead to the creation of a larger system open to a wider referral base. To do this the development of Integration Coaches was broadened to explore working with other established volunteering programmes such as those through the Salvation Army that led to the identification of a number of new volunteers, many already pre-vetted and experienced with working with vulnerable groups.



Phase two defined the working model (see diagram below)



## 3.2. Eligibility criteria

To access the ISP City Hearts applied the following criteria:

1

The individual has been identified through the NRM system as a potential victim of Slavery.

2

He or she has basic or communicative level of English language skills (due to no funding for interpretation services).

3

Has a support need post NRM with a desire to move forward.

4

Is committed and motivated to work alongside an Integration Coach.

5

Has the right to reside, or is in the process of claiming asylum.



## Integration Coaches

Enrolment into the ISP following the end of NRM-support involves each individual being assigned an Integration Coach. The Integration Coach is recruited through volunteer networks and trained by City Hearts, completing the usual non-disclosure and criminal Disclosure and Barring Service (DBS) checks. Once these stages have been completed an initial meeting is set up, usually at the drop-in session where there are a number of other support staff present.

An induction pack is completed which includes ongoing informed consent. After which together a support plan is put together which focusses upon identifying the client's hopes, dreams and aspirations. **The plan includes event-focused goals, aiming to motivate, inspire, and support** the client towards achieving each goal; with each goal being a step closer to an independent and sustainable life with regular income and community integration.

Individual arrangements are then made for regular meetings to take place where the conversation will include the completion of a weekly review document (see below, section 3.6. Supporting and Measuring Progress).

This individualised support allows flexibility and encourages each client to pursue their interests and set their own goals.

## Integration Coaches are trained to avoid performing tasks for the individual, rather to inspire and motivate the individual to find a solution and perform it themselves.

Integration Coaches are trained to avoid performing tasks for the individual, rather to inspire and motivate the individual to find a solution and perform it themselves. This was a feature Diane Payne (Salvation Army) identified as vitally important to ensure individuals maintain their own agency and enhance their independence. However, Integration Coaches perform another, equally important, role in encouraging and enabling clients to pursue interests and hobbies, engage in social activities; whether, for example, that is, by attending church, joining a sports team or baby and mother groups.

## Partnerships

The aim of socio-economic integration requires partnership – with communities but also with businesses as potential employers. For the former, the ISP incorporates the social element of community engagement through the availability of drop-in sessions and the allocation of Integration Coaches that connect individuals to the community, in order for clients to create friendships and build support networks. For the latter, City Hearts has been able to engage with the business sector to create opportunities for training and employment for clients.

## Business partnership case study: The Co-Operative Group



### **One of the first businesses joining the ISP was the Co-Operative Group.**

The development of this partnership is integral to the objectives of the

ISP to motivate and accelerate individuals into achieving their goals. A tailored training programme for City Hearts clients has been constructed together with the Co-Op that is focused upon providing a defined route to employment. This is integrated within the rest of the ISP through the involvement of Integration Coaches who discuss the option of the training programme and prepare the client as part of the regular review system. The Co-Op have developed a gradual step-by-step training programme that begins with a half-hour 'meet and greet' with a Store Manager. This is followed by a day where the client 'shadows' the proposed role to get a full understanding of what will be expected

should they continue in the programme. If the day of shadowing is successful, a six-week training programme is initiated, with a guaranteed job interview at the end. City Hearts have one client undertaking the Co-Op training programme. Although it is still within early development stages, City Hearts are optimistic that this could lead the way for other national businesses that are interested in efforts to tackle modern slavery. This could have significant potential considering the recent developments around the Modern Slavery Act and its requirements for businesses (over £36m turnover) to report on what steps they are taking to ensure their supply chains are free of slavery. While not directly necessary, involvement in the ISP as a form of redress could be seen as an example of best practice – an opportunity for businesses to go 'above and beyond' the legal requirements of the MSA and make a practical difference for those who have experienced modern slavery.



## The survivor's journey: The perspective of the ISP Coach

Our interviews with Integration Coaches consistently underlined the positive experience of meeting and working with survivors, and the difference that these volunteers can make, as the following excerpt illustrates: "We were having our weekly meeting as usual in a café in town to discuss how George was getting on and he was a bit down because of news of another job interview which didn't pan out. George had been through so much since his trafficking ordeal and was struggling to see the way forward with all the disadvantages he felt that were weighing against him. He told

me he was about to give up and return to the life he once lived. I reacted to his news telling him that it would be OK, reminding him he had come so far since we first met and overcome so much. I told him that I was sure other opportunities would crop up, and that I believed in him: he would make it.

**His reaction that day was incredible - I saw something in him, his demeanour, that showed me something really positive.**

Two weeks later George was given a full time job in the kitchen of a respected and well known restaurant chain. It felt like he had made a great step forward in rebuilding his life.

It surprised me that what for me was a few small words for George were life changing. The importance of encouragement, to know that someone really expected him to succeed, and could see his potential..."

### ISP System summary

- The main aim of the ISP is to maximise the socio-economic integration of survivors and this is conceptualised as being built on two pillars, namely **engagement with community** (integration coaches) and **sustainable income** (jobs, or long-term benefits).
- It works by providing a stable and comprehensive **support environment** that incorporates a single-point of contact

and the maintenance of support through innovative techniques and regular reviews, and comprises two core services: the drop-in sessions and the one-on-one coaching.

- Implementation is through a simple and systematic **process**: The programme incorporates measurable indicators that identify achievements in small steps as a means of recording and evaluating progress on the part of the service-provider, but even more importantly on the part of the service-user to

create the sense of momentum and progress. These goals or benchmarks are highly practical but deliberately kept manageable to reduce the possibility of failure.

- The outcomes are co-constitutive of the development of successful **partnership**: the ISP is able to maximise the socio-economic integration of individuals through business collaborations in order to enhance employability skills, and through community-based support (Integration Coaches).

### 3.4. ISP aggregate statistics

**In the period June 2015- June 2016 14 clients received one-on-one Integration Coach Support within the ISP.** The ages of current clients vary widely, with the youngest current client at age 21, and the eldest at 57. This is however, indicative of the huge variation in survivors of human trafficking. At time of writing there were 8 male and 6 female clients within the ISP receiving one-to-one coaching. Within the sample of clients within the ISP, there are 12 different countries of origin with one client from each; with Slovakia being the exception - the country of origin for three current clients.

In the first phase of the ISP, the survivors

who participated all successfully secured accommodation and income via housing benefit and/or JSA (Job-Seekers Allowance). From this group three were able to gain employment while the other two maintained stability in their lives with the help of the benefits system. Together with their Integration Coaches this stability has provided the opportunity for them to work towards improving their employability and building up skills, for example by joining volunteer programmes.

If those joining the ISP in the second phase are included, all of the clients have secured income and accommodation via asylum services or housing benefit and job seekers. Due to this second phase incorporating asylum seekers, a higher percentage were

legally unavailable to work. Of the smaller number of EU clients in the second phase one family and one individual were able to find permanent work. The others maintained benefits with the help of their coach and continued to improve their employability, for example by learning English.

Two clients were eventually put forward to join the Co-Op's fresh start programme but unfortunately they were unsuccessful in gaining employment. One decided that the role was not suitable for them, and the other was deemed to lack the requisite English and customer service skills that were essential to the role. Further candidates are being put forward and the Co-Op are exploring ways to extend employment opportunities into warehousing and clerical roles.

## Countries of origin of current clients



Albania



Democratic Republic  
of the Congo



Pakistan



United Kingdom



Ethiopia



Slovakia



Cameroon



Lebanon



Sudan



Czech Republic



Nigeria



Vietnam

### 3.5. Case studies

Two case studies have been selected from the individuals participating in the ISP to demonstrate the ways in which the programme has helped to rebuild stability and security and the clear need of these individuals for ongoing, consistent support. The examples of Robert and Emma are stories of survivors of modern slavery who have been able to transition away from their ordeals. They have been able to use the opportunities that they now have - in the context of a freedom from control - to reconstruct their lives and move towards a more connected and secure future. Their cases show that from tragedy and hopelessness there can be transformation and revival; where the goal of mere survival can be replaced by others such as the priority of family, the pursuit of individual goals and careers; where progress can be made by survivors of modern slavery towards a safe, sustainable and high quality of life.

#### Case study 2: 'Robert'

Robert is a husband and father who found himself in a foreign country controlled by traffickers facing a terrible situation threatening the lives and safety of himself, his wife and children. His family eventually became one of the first housed by City Hearts. Robert was promised a job in a car wash and somewhere to live. After a while Robert invited his wife and children over to join him in the UK. Robert initially felt that things were going well and was happy to have a job and somewhere to live. However, the traffickers were claiming benefits on his behalf, and after a while, stopped paying him any money at all. Further, despite Robert's wife being pregnant with twins, the traffickers would not allow her to see a doctor. Eventually, her medical needs meant that she was finally allowed to visit a hospital and during her visit, a nurse referred the family to the Salvation Army who then went on to refer them to City Hearts. Robert's wife gave birth to their twins in the safe house not long after their arrival.

Robert joined the ISP in May 2015, and from the outset, he had high aspirations and was keen to find a job to support his wife and six children, and to further improve his English language skills. As the weeks within the ISP passed, Robert quickly gained more and more confidence, and within a month was arranging his own appointments and organising his own meetings. Robert benefited greatly from the weekly drop-in sessions provided by City

Hearts and thoroughly enjoyed socialising with others.

Robert is extremely family orientated and in one sense he was content, following his experience of being trafficked, to stay at home with his family - particularly considering some of his children are so young. However, **the Integration Coach persevered and continued to motivate** Robert to find employment. Robert agreed that finding a part-time job would be an essential step towards his longer-term goals and aspirations being realised. Robert, with help from his Integration Coach, secured a job interview in November 2015, and a few weeks later, Robert had secured a job. In January 2016, he was offered a permanent contract at his job, and later, in March, was offered a full-time contract.

The Integration Coach helped Robert secure a job through working alongside him in writing a new CV, searching for suitable employment opportunities, and through developing skills to improve both his job searching ability and employability skills. He also acted as a personal reference for Robert and helped him practice his interview skills and gain confidence in his ability to be a successful interviewee.

At last contact, Robert and the rest of his family were happy in their home and together with all their children. Robert recently visited City Hearts drop in service with a gift for his coach to say thank you for their help and support, and he is very positive and excited for his and his family's future.



## Case study 2: 'Emma'

Emma, like Robert, had been the victim of ruthless traffickers, but was able to escape and survive her situation before arriving at City Hearts through the NRM. She became an ISP client in May 2015, and from the start, was extremely ambitious and motivated towards achieving her goal of completing a nursing degree and becoming a nurse. Emma's Integration Coach worked alongside her in order to help her gain experience and skills to help propel her towards her end goal of nursing, through the exploration of other employment such as becoming a healthcare assistant or home visitor. Within Emma's first few weeks within the ISP, she had an interview for a home visiting role as a carer and was successful. This success greatly boosted Emma's confidence and morale, and Emma remained very excited and motivated for her future.

Although Emma was extremely happy to secure a job relatively quickly, it did not give her enough income and she did not want to give up her longer-term career ambitions. The value of the ISP was that her Integration Coach was able to continue their relationship and work alongside Emma to maintain a focus upon the end goal of becoming a trained nurse. Together they explored the requirements and what her options were to gain the necessary educational qualifications. In August 2015, Emma signed up to Maths

and English classes at a local college. This step was a significant one for Emma and was a huge encouragement, constituting an integral step towards joining a pre-access course for a full nursing qualification.

While Emma reported that she thoroughly enjoyed her home visiting role, financial pressure meant that alongside her plans to become a nurse, she needed to look for an additional job. This search led to her successfully applying for a job in a local care home as a care worker. Emma saw this as clear evidence that her career ambitions were achievable and saw it as another stepping stone to meet her goals.

Thanks to ongoing support from her Integration Coach, Emma has been able to meet the challenge of balancing and juggling a number of things: training for the care worker job and continuing her work towards Maths and English qualifications, as well as maintaining her role as a home visitor. In December 2015, Emma received confirmation from college that her Maths and English assessments went well, and that she can move up to the next level. In early 2016, she had an interview with the NHS and was offered a chance to train as a clinical support worker. For Emma, the idea of becoming a fully trained nurse at one point seemed an impossible dream, but with all her efforts, and **with the help of the ISP she has been able to bring her dreams closer to reality.**



### 3.6. ISP impacts

**The ISP seeks to do many things: encourage independence, but also to inspire the individual towards sustainable living; to connect people to a community and to have a stable income stream that then provides the freedom to make the right life choices; to ensure there are people around to help if things don't go as hoped or expected.** From the perspective of the service provider it also has the more practical aim of creating something that avoids the need to have a fully structured system of 'support services' on an ongoing and indefinite basis. Instead the aim is to replace this with a more personalised system characterised by regular and frequent dialogue and feedback that aim to give survivors a real and practical sense of progress and achievement.

How can we assess the impacts of the ISP? As the aggregate data and individual case studies of Robert and Emma show, the ISP can gradually help connect individuals to their communities and move them towards a more fulfilling and sustainable way of life, based on a stable source of income. The case studies represent two of the more successful examples of longer-term support leading to better outcomes, but even in these stories there were numerous challenges and setbacks along the way. Thanks to the monitoring of the programme the impacts

of the ISP can be traced through the weekly reviews – records that are not just important for the internal monitoring of progress, but also as evidence of impact. They provide a detailed picture of how the whole programme has been able to make a difference. Alongside interviews with City Hearts staff and Integration Coaches this information has allowed us to identify key benefits of the programme, which will be discussed further in the next sections, and also the key concrete outcomes for each individual in terms of employment, accommodation, support services accessed, etc.

It also allowed us to identify the main challenges that appear to reduce the potential positive impact of ongoing support. In all the cases of individuals taking part in the ISP, a significant barrier to employment and connection to community that stands out is the lack of a good level in English language. In addition there are organisational limitations that prevent the impact from being greater. The most obvious is the limited number of people that can be included: the main barriers to expansion of the programme are straightforward – management resources to train and develop volunteers and time to develop business relationships. In addition coaches reported that they were sometimes hampered by lack of focussed ESOL provision and interpreting services. Essentially, until the language barrier can be overcome all other services are harder to access and thus the integration of individuals can be slow.



Finally, the programme's use of eligibility criteria is important to note here, because the ISP is not necessarily suitable for all those who have entered the NRM, or all those who have experienced modern slavery. There could be, for example, a situation where the client would prefer to be returned to another country, or requires a greater level of care through social services because they meet the threshold due to more challenging ongoing physical or psychological needs.

For those that have joined the programme, a crucial factor in successful outcomes is the mutually reinforcing relationship of the client with the Integration Coach. Time and again this proves to be a significant way of encouraging and sustaining individual motivation and directing energies towards the most effective outcomes possible. As one City Hearts staff member noted, enrolment in the ISP can itself be no guarantee of success – without the motivation of the individual, progress will be almost impossible. The ISP is dependent upon the active participation of clients such that “without long-term commitment, there is no long-term change”<sup>9</sup>. Of course this

dependence upon a real commitment applies to all participants – survivors, coaches, and those in partner organisations. A key managerial challenge is therefore to develop a sufficiently supportive environment, together with robust processes, that allows for the combination of individuals to work together; the reassurance that there is such a clear and understandable system in place is enormously important.

City Hearts, like other organisations providing NRM support, has been given the responsibility to provide essential support services for survivors of modern slavery for 45 days, but has been faced with the dilemma of what to do about survivors in the medium to long-term with limited resources. The ISP has emerged as its response, and has been the result of a phased development that has put together key components (Integration Coach, Drop-in Session, partnership with employers) combined with established expertise in managing and supporting the process. This includes background knowledge regarding the identification of key challenges and needs for clients: the barriers they will face and how to

address them. The enthusiasm of City Hearts' staff has driven the organisation to try and do more than just that which is necessary under the exigencies of the NRM; it has also enabled them to take the leap and set to work on the practical business of creating a sustainable system that has requisite capacity to make a difference in the context of their clients facing a 'cliff-edge' of support.

### **There is clear evidence that this approach has a positive impact for survivors of modern slavery.**

These impacts can be related to all of the main components of the ISP: the creation and maintenance of a regular drop-in session in a central location, the recruitment, training and preparation of Integration Coaches, and the development of professional working relationships with employers. The next section reflects on the main challenges in terms of next steps and recommendations.

<sup>9</sup> City Hearts case worker, Interview with authors, March 2016

# Analysis and Recommendations

## 4

### 4.1. Key benefits

1. The ISP represents a comprehensive and resilient system that has capacity to provide track-able, measureable progress of individuals following their exit from the NRM.
2. The data collected by ongoing monitoring and support provides an invaluable source of information for those seeking to improve outcomes for survivors of modern slavery in the long-term.
3. The ISP can be linked to concrete results for the individuals that have been enrolled, especially considering the risks associated with an absence of support.
4. It was designed to prevent destitution, homelessness, or re-trafficking; all of which have been identified as outcomes for those who have experienced modern slavery after their exit from the NRM.
5. Thus far, the ISP can demonstrate to have achieved progress on reducing these

issues, providing an effective system for avoiding risks, leading to many clients living stable, happy and full lives, either pursuing, or attending, education and employment.

6. Considering the likely costs to the taxpayer of unemployment, homelessness, destitution – and the very real risk of re-trafficking (potentially resulting in another period of support through the NRM), the ISP can claim to be an extremely cost-effective initiative.
7. It can also be argued that the ISP is beneficial regarding the need to improve prosecution rates. Without long-term support, many key witnesses go missing or fail to maintain contact with legal and police authorities. As Phillip Clayton argues 'prosecution is a key part of the dismantling of modern day slavery in the United Kingdom, and a key part of any prosecution is key witnesses', therefore longer-term support is crucial in ensuring those witnesses are still available.



## 4.2. Next Steps/ Recommendations

**The ISP has been run in a relatively small geographical area and for a limited time-period. It is therefore difficult to predict how possible it would be to increase the programme to a national scale.** Even at its current size, managing the ISP presents a series of challenges, around recruitment and retention of volunteers to become Integration Coaches, and in terms of overcoming the considerable barriers faced by survivors of modern slavery when attempting to integrate into society. The next section of this report puts forward a number of recommendations on improving the evidence base to develop the programme further, alongside recommendations about making the ISP a sustainable, national-scale programme.

### Improving the evidence base

1. While the ISP case studies outlined here provide very promising evidence of positive effects, the numbers involved remain relatively small when compared with government statistics and estimates regarding the number of victims in the UK.
2. There needs to be more systematic evidence of the problems faced by survivors of modern slavery across the UK to back up the growing amount of evidence emerging from anecdotal and regional accounts.
3. If the government demanded that the Salvation Army monitor and record follow-on information we could know what percentage of clients go on to experience homelessness, destitution, or re-trafficking.
4. In order to explain or intervene to change these numbers, knowledge about outcomes needs to be integrated with detailed research leading to a deeper understanding of how outcomes relate to different systems, processes and levels of support. This means comparing outcomes in the ISP with other initiatives in development across the country.

### Scalability

1. One of the most obvious limitations of the ISP is scale – in its current state it can only offer regional coverage.
2. The NRM moves individuals across the country, much in the same way as the asylum system. It therefore makes sense for long-term support to enable mobility among survivors – to take advantage of opportunities, or to re-join friends/family.
3. There is a strong argument for the ISP to be enlarged to have national, and ideally European, coverage.
4. Enlarging the scale of the programme raises questions about effective and efficient coordination, however, that must be addressed.
5. These include: what kind of management structure would be most suitable, how this would be funded, and how a sufficient pool of volunteers could be identified and trained in order to provide the crucial one-on-one coaching.
6. The recommendation here would be to explore the option of delegating the organisation and monitoring of post-NRM outcomes and support through the emerging system of regional anti-trafficking networks.<sup>10</sup>

<sup>10</sup> See the The National Network Co-ordinators' Anti-Slavery and Human Trafficking Forum (NNCF) <http://www.humantraffickingfoundation.org/national-network-coordinators-forum>

## Sustainability

1. It could be argued that City Hearts have gone 'over and above'<sup>11</sup> what is expected of them in their investment in long-term support. While this demonstrates a real commitment to service-users in a challenging environment, it raises the question of sustainability.
2. There is a strong case for an extended, or at least more graduated and progressive, reduction in support following the end of the NRM period, to avoid the 'cliff-edge' scenario.
3. Sustainability for the ISP currently needs to be secured through access to non-government sources of funding.
4. Considering the policy context of continued austerity and the likely unwillingness of government to extend support beyond that offered through the NRM the key sources are likely to be a mixture of charitable and private-sector funding.
5. Following the passing of the Modern Slavery Act there is an increased appetite for all sectors of society to get involved in tackling modern slavery and its legacies, presenting an important opportunity to build a sustainable ISP.
6. Business has demonstrated its willingness to participate through the pressure applied on the government by a number of companies to include a 'Transparency in Supply Chains' (TISC) clause in the Modern Slavery Act. This clause, which requires companies over a certain turnover (currently £36m) to make a slavery statement, opens the possibility for a range of ideas and initiatives that could include resources for long-term support of survivors. For example, Unseen.org has set up a central registry of company statements which is funded through a small fee for those participating.
7. The need to produce such statements has led to a number of organisations developing training packages, adding to existing initiatives such as Stronger2Gether (in the retail/ agricultural sector) with a range of new training schemes appearing that are dedicated to helping supply chain experts, ethical managers and procurement specialists comply with the new legislation. Companies are already turning to research organisations (e.g. the John Lewis Partnership and the Hull University's Wilberforce Institute) to help draw up their policies and slavery statements.
8. Together these developments present significant opportunities for cross-funding of research and revenue from business services with social support that can offer real and tangible impacts at the societal level.

<sup>11</sup> Diane Payne, Salvation Army, Interview, 3rd March 2016

### 4.3. Conclusions

**Following the initial 45-days of support provided by the NRM, individuals that have survived a human trafficking situation are left with few choices, and limited options for ongoing support.**

Individuals remain profoundly vulnerable<sup>12</sup>, often left to negotiate alone a return home or integration into their new community, or even facing destitution, homelessness, or the risk of become re-trafficked. Therefore, there are increasing concerns amongst Non-Governmental Organisations (NGOs), academics, and even the Home Office; with their 2014 'Review of the National Referral Mechanism for Victims of Human Trafficking' concluding that **there is a "significant need for ongoing support beyond the 45-day reflection period"**<sup>13</sup>. However, thus far, there has been no increase in the minimum requirement of support within the UK. As Phillip Clayton explains, 'the short-term nature of that support leads to significant problems when that support comes to an end... transition creates fractures in individuals'<sup>14</sup>

**The short-term nature of that support leads to significant problems when that support comes to an end... transition creates fractures in individuals.**

<sup>12</sup> Home Office (2014) Review of the National Referral Mechanism for Victims of Human Trafficking. Available from: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/467434/Review\\_of\\_the\\_National\\_Referral\\_Mechanism\\_for\\_victims\\_of\\_human\\_trafficking.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/467434/Review_of_the_National_Referral_Mechanism_for_victims_of_human_trafficking.pdf) (Accessed 22 April 2016).

<sup>13</sup> Home Office (2014), p. 35

<sup>14</sup> Phillip Clayton, Interview, 29 January 2016

This report finds that the Integration Support Programme (ISP) developed by City Hearts offers an innovative and effective post-NRM support initiative for survivors, enabling individuals to transition from a life some describe as modern slavery to one which more closely resembles the kind of freedoms most of us take for granted. It addresses the void created by the problem of only short-term provision of support in a systematic way, offering continuous and consistent support for individuals. The ISP contains a small number of core elements within a comprehensive support system that includes community engagement and partnership with employers. At the centre of this lies the combination of one-on-one coaching and regular contacts with wider networks through drop-in sessions.

The NRM has become synonymous with supporting victims and survivors of modern slavery in the UK, but also associated with many of the weaknesses in this support system (CSJ 2013, Unseen 2016). It was initially designed as a framework for the

United Kingdom to identify victims of human trafficking, or modern slavery, ensure that they receive suitable support, and maximise the chances of successful prosecution of offenders. The NRM was never designed to deliver long-term integration – the 45-days of support are described as a ‘recovery and reflection’ period, via safe house accommodation or an outreach support worker. Despite this, it has since become clear that the NRM has, perhaps unintentionally, created a cliff-edge of support.

The evidence presented in this report shows that we do not necessarily need to provide such a bleak future for survivors of modern slavery. As the Human Trafficking Foundation has recognised, there are many individuals already working within organisations providing excellent support and services beyond the 45 days of the NRM. They are doing all they can to make a difference, but this does not resolve or fully address the urgent need for ‘cohesive policies, structures and move-on protocols’ (Beddoe et al 2015: 37).

The development of the ISP by City Hearts is an important step towards meeting this need: it provides a template for mitigating the risks of the cliff edge and for improving levels of integration amongst survivors. It also presents a series of challenges for policymakers. It demonstrates the value of improving the evidence base and developing services based on the practical barriers faced by those leaving the NRM. **There are growing numbers of individuals passing through the NRM but for the most part we know little about what happens to them next.** Even if you have been identified as a victim and survived the horror of modern slavery in the UK you are likely to move into an extremely uncertain and unknown future after a short period of state-funded support. The ISP is a practical and workable solution and has great potential to mitigate the substantial risks that this situation represents, but there remain a series of challenges regarding management and sustainability if it is to meet that potential and be scaled up beyond the regional to the national level.



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“

It was been a joy to see B connect with a local church. She has connected well with this community which now provides her with another vital network of support. It was a privilege to go with her to this local church the first week and to introduce her to a group of believers who have supported her and encouraged her in her faith and support her in very practical ways.

I believe that my involvement with B has helped her to know that she is not alone and that someone cares about her and will support her as she tries to manage her everyday life.

It is a humbling experience to know that a couple of hours of my time make such a difference to B. I try to encourage her and give her someone to be accountable to in every day tasks. ”

“

The Support I have been given makes a big difference, having someone to be accountable to **helps me to do things and keep making changes.** ”

“

Thank you for all your support, for not giving up on me. ”

“

Thank you for meeting and talking with me its really helpful just to talk. ”

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