

# Modern Slavery, Trafficking and Exploitation (MSTE) Concept of Operations

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# Purpose of the plan

The purpose of the Gateshead Council Modern Slavery, Trafficking and Exploitation (MSTE) Concept of Operations (ConOps) is to provide a framework that supports a multi-agency approach to supporting people who have been subject to slavery, trafficking and exploitation in the following situations:

- Responding to acute/no notice incidents within normal service operating capacity
- Escalation to an emergency/major incident situation including the activation of a Victim Reception Centre under the Emergency Response Process

To complement this plan the following should also be read from the suite of documents:

- MTSE Pre-Planned Operation Response Plan [when required]
- MTSE Victim Reception Centre Plan [when required]

This plan should also be used in conjunction with:

- **Northumbria Police Modern Slavery/Human Trafficking Joint Protocol**  
The purpose of this protocol is to define the role of Northumbria Police, Newcastle, Sunderland, Gateshead, South Tyneside, North Tyneside and Northumberland Local Authorities (LA), the United Kingdom Borders Agency (UKBA) and safeguarding partners, and to agree a formal process when dealing with adults and children victims of modern slavery/ human trafficking.
- **Gateshead Council - Emergency Response Process and Action Cards**  
These documents provide details of Gateshead Council's arrangements for responding to emergency situations or a major incident
- **Gateshead Council - Community Tensions Framework**  
The framework set out how, as a Partnership, issues that have the potential to cause increased tensions within local communities are captured, monitored and acted upon.
- **Northumbria Local Resilience Forum Major & Critical Multi-Agency Incident Declaration Protocol**  
This protocol is for the Northumbria Local Resilience Forum Major or Critical Incident activation. It defines a Major Incident, Police defined Critical Incident and Civil Emergency and details the activation plan.

The Concept of Operations will:

- Describe agreed single and multi-agency aims and objectives
- Consider the response to MSTE within Joint Decision Model processes
- Identify appropriate powers, policies and procedures
- Describe access routes to agency services
- Provide an overview of council services for victims of MSTE
- Support the activation and staffing of a Victim Reception Centre
- Ensure Multi-Agency Organisations incorporate this within their own Emergency Plans

# Aims and Objectives

## **Multi-agency Strategic Aim**

To respond to offences of Modern Slavery, Trafficking and Exploitation (MSTE) within the Northumbria Police Area through the delivery of a multi-faceted and targeted response

## **Gateshead Council Strategic Aim**

To provide appropriate support to people who have been identified as having been victims of MSTE within Gateshead

## **Working strategy**

The strategic aims for Modern Slavery Operations are based on the following intention

- To investigate and prosecute individuals who exploit people by means of modern slavery and support those who are its victims

To achieve this, operations will:

- Rescue and safeguard victims
- Respond in such a manner as to increase the opportunities for evidential accounts and improve their lives significantly through the provision of an appropriate humanitarian response

## **Multi-Agency Operational Objectives**

The multi-agency operational objectives are:

1. Formulate and deploy a multi-agency approach that minimises the risks faced by as yet unidentified victims of MSTE through:
  - i. effective safeguarding
  - ii. promotion of initial and on-going welfare needs
  - iii. comprehensive investigation
2. Develop and implement a victim strategy that will provide professional, and if appropriate specialist support, to victims including referral to the National Referral Mechanism (ANNEX A)
3. Convene and support a Victim Reception Centre (VRC) if people cannot be housed within council emergency accommodation either because of their needs or numbers
4. Coordinate and manage investigations, ensuring that relevant evidence, intelligence and information relating to those investigations is appropriately linked to maximise investigative opportunities
5. Identify and bring to justice offenders that are linked through evidence and analysis to victims of MSTE
6. Ensure the impact on communities resulting from reports of Modern Slavery are properly assessed and that supporting actions are put in place through a Community Tension Assessment and Engagement Plan to mitigate the identified risks
7. Ensure that effective response and communication plans are in place to manage any approaches to agencies from other victims, offenders, witnesses and concerned members of the public.
8. Engage partner agencies to provide specialist advice and support
9. Ensure that emergency plans and policies are adjusted accordingly in the event of supporting a response
10. Ensure all agencies are properly briefed and kept updated
11. Develop and implement communication to address the requirements of the victims, the investigation, partner agencies, public reassurance and community confidence
12. Ensure that public confidence is maintained in the responding agencies through the deployment, conduct and professionalism of properly trained and suitably experienced staff
13. Ensure that organisational and individual learning is identified and disseminated at an appropriate juncture
14. Ensure the response to MSTE is undertaken within legislative and policy framework and consider powers, policies and procedures (ANNEX A)

# Roles and Responsibilities

## Multi-Agency Organisations

### Northumbria Police / National Crime Agency

- Overall lead of the operation
- Lead and manage the Victim Reception Centre
- Liaise within the Incident Room (if operational)
- Lead the Tactical Co-ordinating Group
- Ensure that regular briefings are made to update stakeholders as to what is happening.
- Co-ordinate public messaging and community engagement

### Hope for Justice

- Provide appropriate support for people who have been trafficked
- Inform the practice of all agencies providing services within the Victim Reception Centre

### Salvation Army

- The Adult Victim of Modern Slavery Care and Coordination Services can act as a first responder and make a referral into the NRM where a potential victim has not had any contact with any other first responder or is afraid to disclose information to an alternative first responder e.g. police.

We also provide the provision of support to adult victims in England and Wales that have entered the NRM, are eligible and requested support.

### British Red Cross

- Provide welfare, emotional wellbeing and first aid to victims within the Victim Reception Centre

### NHS England

- Identify and activates appropriate health resources for the Victim Reception Centre (e.g. nurse practitioners, community nurses, GPs etc)
- Address the immediate health needs of victims at the Victim Reception Centre
- Provide support in accessing replacement medication
- Liaise with the wider health economy and social care to support survivors as necessary, particularly those deemed to be more vulnerable

## Gateshead Council

### Adult Social Care, Gateshead Council

- Undertake an initial social care assessment for adults where necessary with referrals to Mental Health, Deprivation of Liberty Safeguards or Safeguarding Teams if required
- Adult Social Care would respond to human rights acts assessments for those who have no recourse to public funds and care act assessments for those who meet the threshold e.g. mental or physical impairment/condition or are elderly and an appearance of need (social care need not housing) or health

### Children and Families, Gateshead Council

- Undertake safeguarding and social care enquiries for children where necessary

### Communications Team, Gateshead Council

- Coordination of an external media response in conjunction with the lead agency if appropriate
- Monitoring of social media

# Roles and Responsibilities

## **Community Safety Team, Gateshead Council**

- Activate the Community Tensions Framework and assess the level of risk evident from the issues
- Contact all members of the Community Tensions Response Group with information relating to the incident to support the reassurance, enforcement and engagement process
- Depending upon the nature/severity of the issues, in conjunction with the police, undertake a Community Tension Assessment
- Identify how to provide feedback to communities and consider actions designed to improve community cohesion

## **Emergency Duty Team, Gateshead Council**

- Provide the Council's out of hours social care service for both adults and children

## **Emergency Response/Resilience Team, Gateshead Council**

- Act as a single point of contact and conduit for MTSE calls received by the Council and refer to relevant teams for support
- Establish a Communications/Engagement Plan using the Emergency Response Communication Protocol
- Support Northumbria Police to operate a Victim Reception Centre if needed and liaise with partner agencies to deliver appropriate support services
- Manage the coordination of Council Services in an emergency situation or major incident
- Activate the communications protocol in an emergency situation or major incident
- Support multi-agency decision making in the event of a Tactical Coordination Group being established

## **Environmental Health Team, Gateshead Council**

- Undertake environmental health inspections of private rented properties
- Initiate any actions with the Trading Standards Team around proceeds of crime implications

## **Housing Services, the Gateshead Housing Company**

- Provide free, confidential and impartial advice for people in housing need, in a potentially homeless situation or simply wishing to access different types of housing
- Identify appropriate accommodation for victims where appropriate
- Liaise with Adult Social Care if there is no statutory provision for a Human Rights Assessment to be undertaken looking at additional rights that someone may have

# Communication

Upon notification of a **planned operation/unplanned incident** of Modern Day Slavery or Human Trafficking, the Community Tensions Framework will be activated by Community Safety to help monitor and respond to tensions within local communities.

As part of this process, the resilience team will activate the Emergency Response Communication Protocol to share information on the incident with relevant/affected stakeholders (e.g. Councillors, Corporate Management Team, Leader of the Council and Chief Executive etc.). This is to provide an overview at a Strategic level of any potential issues for the Council to be highlighted and standby arrangements to be implemented within teams if required.

In a planned operation, a specific Operational Response Plan will be developed that will provide key delivery arrangements, communications, engagement and key contacts.

A briefing will be provided to the Leader, Deputy Leader, Chief Executive, Corporate Management Team and the chair of the Safeguarding Adults and Local Safeguarding Children's Boards prior to the **STRIKE PHASE** of any planned operation by the Resilience Team. This will be on a need to know basis.

**In an out of hours situation, or if an emergency situation / major incident is declared** the Emergency Response Communications Protocol will be activated and this will be led by the Emergency Response Team. The identified Incident Controller will lead on communication and arrange for the Leader, Deputy Leader and affected Ward Councillors to be informed. The Community Safety Team will be informed as part of this protocol to help and monitor any tensions, and then take the lead the next working day to provide progress updates once the emergency/major incident is scaled down.

In the event of an **emergency situation/Major Incident** to support the development of a shared situational awareness, the Incident Room will produce and circulate agency Situation Reports [frequency to be determined] during its period of the operation where appropriate.

If the Incident Room is non-operational, Situation Reports will be developed and circulated to partners, Corporate Management Team and Leadership Team by the lead HQ Co-ordinator from the Emergency Response Team. Where appropriate any information briefings for all Councillors will be provided by the Coms Officer within the Incident Room as part of the Communications Protocol of the Emergency Response Team.

## Accessing Gateshead Council Services

Victims of MSTE may present in a number of different ways:

- Self-presentation to a statutory or voluntary agency
- Agency identification through their
  - normal business activities e.g. police investigations
  - multi-agency road traffic collision response
  - supply chain transparency investigations
  - social care activity
- Discovery during an organised police raid

It is the responsibility of the presenting organisation to inform Northumbria Police of the situation through business as usual routes. If local authority support is required, the following contact processes should be used whether issues are reported during working hours, out of hours or as part of a Major Incident or Emergency Situation:

# During Working Hours

Northumbria Police identify someone who is thought to be a victim of modern slavery/and or exploitation and contact Adult Social Care Direct on 433 7033.

## Information required by the Council

- How many people have either self presented or been rescued?
- What is needed immediately e.g. adult or child safeguarding assessment, capacity assessment or emergency housing?
- Do their circumstances suggest that they might be eligible for the National Referral Mechanism?
- Is this an on-going incident and are more people likely to be self presenting/rescued in the next few hours/days?
- If appropriate, contact Care Call who will activate the Emergency Response Team

Contact the Emergency Response Team who undertake intelligence gathering using Intel Template

Adult Social Care Direct  
0191 433 7033

Housing Services  
0191 433 2642

Children & Families  
(if children involved)  
0191 433 2653

Community Safety  
0191 433 3243  
For community tension monitoring

## Information needed for a housing assessment

- Client Information
- Nationality, Immigration Status
- Last accommodation details
- Local connection details
- Support needs and medical details
- Physical health issues
- Substance use
- Employment
- Personal Documentation
- Institutional History
- Housing History
- Historical / Current housing issues
- Mental Health Needs
- Are an elderly person
- Ex Offender
- Welfare benefits and income

EDT should also be made aware at the end of the working day



# Out of Hours

Northumbria Police identify someone who is thought to be a victim of modern slavery/and or exploitation and contact Care Call on 477 0844.

## Information required by the Council

- How many people have either self presented or been rescued?
- What is needed immediately e.g. adult or child safeguarding assessment, capacity assessment or emergency housing?
- Do their circumstances suggest that they might be eligible for the National Referral Mechanism?
- Is this an on-going incident and are more people likely to be self presenting/rescued in the next few hours/days?
- Care Call to use 1.9 Care Call check list (METHANE template)

Care Call contact the Emergency Response Team who will pass on to The Emergency Duty Team for social care or the Housing Options Officer, depending on the issues

### Emergency Duty Team

0191 477 0844 for the  
Emergency Duty Team for  
Assessments

### Housing Services

0191 433 2642

## Information needed for a housing assessment

- |  |  |
|--|--|
| <ul style="list-style-type: none"><li>- Client Information</li><li>- Nationality, Immigration Status</li><li>- Last accommodation details</li><li>- Local connection details</li><li>- Support needs and medical details</li><li>- Physical health issues</li><li>- Substance use</li><li>- Employment</li></ul> | <ul style="list-style-type: none"><li>- Personal Documentation</li><li>- Institutional History</li><li>- Housing History</li><li>- Historical / Current housing issues</li><li>- Mental Health Needs</li><li>- Are an elderly person</li><li>- Ex Offender</li><li>- Welfare benefits and income</li></ul> |
|--|--|

## EDT should also be made aware at the end of the working day

- Emergency Response Team complete intelligence template
- Adult Social Care/Children & Families informed
- Community Safety Team

# Emergency or Major Incident Situation

If issues escalate or the responding service assesses the situation to be more than operational capacity, and is developing into an emergency situation, Care Call should be contacted to alert the Emergency Response Team.

**Activate**  
Emergency Response Process

**Lead**  
Incident controller with support  
from the Emergency Response Team

Consider declaring a  
**COUNCIL EMERGENCY  
SITUATION**  
or **MAJOR INCIDENT**

If a Police Critical Incident, Major Incident or Major Incident Standby is declared, Care Call will Immediately contact the Emergency Response Team

# Council Considerations

Following a request for council support for people thought to be victims of MSTE, Adult Social Care, Children's Services or the Emergency Duty Team should consider the following issues:

1	How many people require support and what assistance is required?	
2a	Does the requested support require recipients to be eligible for access to the public purse?	
2b	If the victim doesn't have recourse to public funds, what support can be provided	
3	What timescale are Northumbria Police working to:	
3a	Evidence of trafficking and/or exploitation has been discovered during un-related police activity and the victim (s) require immediate social care support - <b>Immediate support is required</b>	
3b	People have self-presented and require emergency housing and/or social care whilst investigations are on-going - <b>Urgent support is needed, but people are in a place of safety</b>	
3c	People have self-presented and their condition requires immediate health interventions and subsequent council support - <b>Support is needed but people's immediate needs are being met</b>	
3d	An urgent police strike is expected to take place within the next few hours - <b>Planned support is needed for potentially large numbers of people about whom little is known</b>	
3e	A planned police strike is expected to take place within the next few days - <b>Planned support is needed for potentially large numbers of people about whom some is known</b>	
3f	For each service involved in the delivery of the requested actions consider the following questions	
	Can the support be provided with currently deployed resources? If it can't:	
3fa	<ul style="list-style-type: none"> <li>• where can additional resources be found</li> </ul>	
3fb	<ul style="list-style-type: none"> <li>• who needs to agree to the re-allocation or procurement or additional resource</li> </ul>	
3fc	<ul style="list-style-type: none"> <li>• how long would it take for the resources to be made available</li> </ul>	
4a	What could be the impact on business as usual be if the requested level of support was provided?	

# Council Considerations

4b	If the impact is significant, consider whether existing continuity arrangements provide appropriate resources to maintain agreed service levels	
4b	Identify who can sign off the:	
	acceptance of a time limited reduction of council services in line with agreed continuity or surge plans	
	offer of reduced support that would not compromise our statutory obligations	
	refusal of requested support to Northumbria Police	
4c	Consider contacting the Emergency Response Team [via Care Call] to declare an Emergency Situation if the support needed cannot be fulfilled by business as usual or a corporate response is required due to the size and nature of the request	
5	If the impact is moderate discuss the potential for the incident to escalate with Northumbria Police and service managers and consider preparing to provide for increasing or prolonged support	

## Guidance for victims who have no recourse to public funds

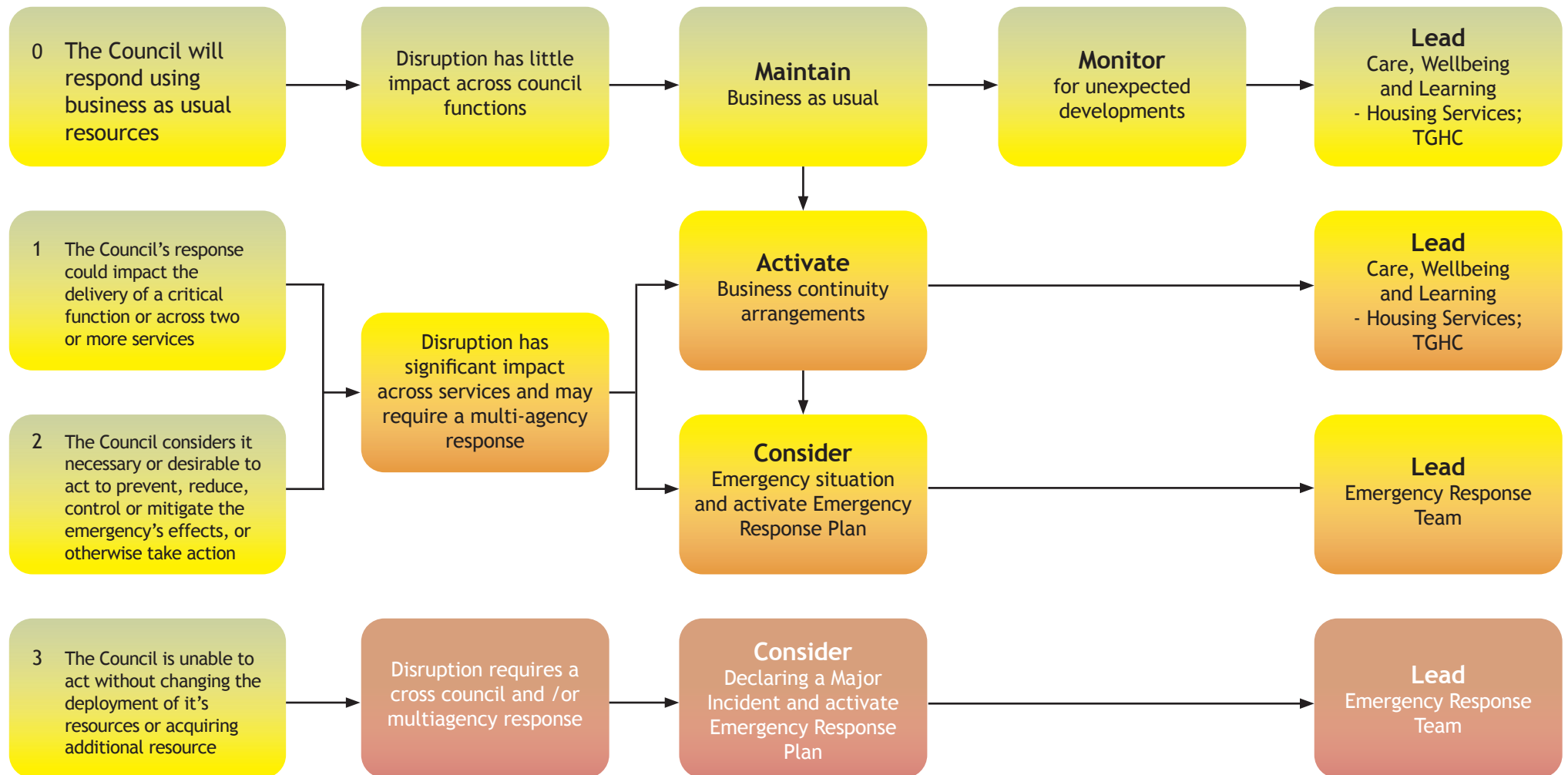
If there is no statutory provision for a Human Rights Assessment to be undertaken looking at additional rights that someone may have. Adult Social Care would respond to human rights acts assessments for those who have no recourse to public funds and care act assessments for those who meet the threshold e.g. mental or physical impairment/condition or are elderly and an appearance of need (social care need not housing) or health.

## Pre-Planned Operations

In the event of a pre-planned operation an addendum 'Operational Response Plan' will accompany this document which will provide specific details for that operation of:

- Operational Delivery Arrangements
- the Victim Reception Centre (if required)
- Roles and Responsibilities of Multi-Agency Partner Organisations within that operation
- Command and Control Structure
- Key Contacts (with named individuals and points of contact)
- Strike Information

# Escalation Process



# Response Levels (numbers are indicative values only)

	About the people who need support	Response initiated by	Leadership will be provided by	Support will be provided by
<b>Business as Usual</b>	<ul style="list-style-type: none"> <li>• 1-5 people who have no safeguarding concerns</li> <li>• 1-3 people who need accommodating</li> <li>• Emergency accommodation can be provided using existing resources</li> </ul>	<ul style="list-style-type: none"> <li>• Adult Social Care Direct</li> <li>• Children and Families</li> <li>• Housing Options Team</li> <li>• Emergency Duty Team during a shift</li> </ul>	<ul style="list-style-type: none"> <li>• Business as usual contact</li> </ul>	<ul style="list-style-type: none"> <li>• Existing resources within the Children, Adults and Families and The Gateshead Housing Company</li> </ul>
<b>Emergency Situation</b>	<ul style="list-style-type: none"> <li>• 6-10 adults who have no safeguarding concerns</li> <li>• Emergency accommodation support can only be provided using external resources</li> </ul> <p>(numbers are indicative values only)</p>	<ul style="list-style-type: none"> <li>• Adult Social Care</li> <li>• Children and Families</li> <li>• Housing Options Team</li> <li>• Emergency Duty Team during a shift</li> <li>• Care Call</li> </ul>	<ul style="list-style-type: none"> <li>• Emergency Response Team (in and out hours)</li> </ul>	<ul style="list-style-type: none"> <li>• Existing resources within the Children, Adults and Families and The Gateshead Housing Company</li> <li>• Emergency Response Team to coordinate</li> </ul>
<b>Major Incident</b>	<ul style="list-style-type: none"> <li>• Numbers exceed the availability of emergency housing support</li> <li>• 3+ victims who do not have access to support from the public purse</li> <li>• 11 + adults who have limited safeguarding concerns</li> <li>• 5+ adults who have moderate or significant safeguarding concerns</li> <li>• 5+ adults who have been trafficked for sexual exploitation</li> <li>• 5+ adults who have significant safeguarding concerns</li> </ul> <p>(numbers are indicative values only)</p>	<ul style="list-style-type: none"> <li>• Adult Social Care</li> <li>• Children and Families</li> <li>• Housing Options Team</li> <li>• Emergency Duty Team during a shift</li> <li>• Care Call</li> <li>• Emergency Response Team</li> </ul>	<ul style="list-style-type: none"> <li>• Emergency Response Team (in and out hours)</li> </ul>	<ul style="list-style-type: none"> <li>• Existing resources within the Children, Adults and Families and The Gateshead Housing Company</li> <li>• Emergency Response Team to coordinate</li> </ul>

# The Victim Approach and Working Practice

## Victim Reception Centre

Depending upon the severity of the issues and number of victims involved, a Victim Reception Centre may need to be implemented with the purpose of:

- Providing a place of safety for people who have been directly involved in an incident but who do not need immediate acute hospital treatment
- Facilitating the provision of immediate humanitarian assistance and first aid
- Providing short term accommodation for up to 5 days
- Enabling the delivery of emotional support
- Providing information to victims about what is happening
- Facilitating the collection of witness statements for Northumbria Police
- Directing victims on to further assistance

The Victim Reception Centre (VRC) will be located in an appropriate building agreed between Gateshead Council and Northumbria Police and is managed by Northumbria Police.

## Core Team Support

Upon activation of the Victim Reception Centre, consideration should be given by the Victim Centre Manager (an officer from Northumbria Police) of establishing a core team to support the operation of the centre where appropriate. This should include:

- British Red Cross
- Salvation Army
- Hope for Justice
- NHS England
- Gateshead Council - Adult Social Care, Children and Families, Housing Options Team
- Site Incident Officer from the Emergency Response Team

This will be the decision of the Victim Centre Manager to activate.

An addendum 'Victim Reception Centre Plan will accompany this document which will provide specific details and information for pre-planned operations after details and information.

## Gather information and intelligence

### Preparation

Northumbria Police will lead on the gathering and analysis of intelligence relating to MSTE operations. This information will be shared with partner agencies in a timely and appropriate manner. This will include contacting the Emergency Response Team to undertake any necessary local authority checks using the information sharing template at ANNEX B. This should then be provided to the lead Police Officer to feed into the overall intelligence picture.

If other agencies become aware of information relating to MSTE during the course of their everyday activities, it should be reported to the police on 101 x 62553 or 101 x 66442 or if in immediate danger 999.

During an emergency situation / Major Incident, or in the preparation phase of a planned operation, the Emergency Response Team will co-ordinate data and intelligence sharing between council services, partner agencies and Northumbria Police.

## **Interpreters**

Interpreters for interviewing potential victims will be provided by Northumbria Police using their existing contractual framework agreements.

Interpreters maybe required by other partner organisations and these should be sourced using each organisations agreements or by utilising the Gateshead Council Corporate Commissioning and Procurement Framework.

## **Implementation**

When responding to an ad hoc report of MSTE, information and intelligence will be shared and stored using business as usual processes.

During a planned operation, or following the declaration of an emergency situation or Major Incident, information and intelligence gathering from within the council will be co-ordinated by the Emergency Response Team.

This will be shared with Strategic Coordination or Tactical Coordination Groups through the Gateshead Council Incident Controller [IC]. This will be in conjunction with the Emergency Response Process and the Northumbria Local Resilience Forum Major Incident Declaration Protocol.



## Assess risks and develop a working strategy

Different responder agencies may see, understand and treat risks differently. Each agency should carry out their own 'dynamic risk assessments' but then share the results so that they can plan control measures and contingencies together more effectively.

By jointly understanding risks and associated mitigating actions, organisations can promote the safety of responders and reduce the impact that risks may have on members of the public, infrastructure and the environment. This is demonstrated in ANNEX E.

## Definitions

If incidents occur as a result of MSTE action, all agencies recognise that an emergency situation or a Major Incident as defined within the Gateshead Council Emergency Response Process - ANNEX C.

The issues may also be presented by the Police as a Critical Incident (CI) which is defined as any incident where the effectiveness of the police response is likely to have a significant impact on the confidence of the victim, their family and/or the community. However this is not a recognised definition within the Gateshead Council Emergency Response Process and issues should be responded to as an Emergency Situation.

## Decision Making

Single and multi-agency decision making will follow this general pattern of the JESIP principles:

1. Working out what's going on (Situation)
2. Establishing what needs to be achieved (Direction)
3. Reflecting on operational and agency values and purposes (Ethics)
4. Deciding what to do about it (Action)

These activities will be supported by the Joint Decision Model (JDM) of the JESIP Framework - ANNEX E and ANNEX F.

## Briefings

Briefings will be carried out in a way that can be easily understood by those who will carry out the actions or support activities. To ensure all those involved in an activity covered by this plan, the IIMARCH principles will be used to develop the messages. Where possible, briefings should be multi-agency to ensure consistent activities during the response. The template is attached as ANNEX D.

## Action and Review

As actions within the operation are implemented, the delivering agency will review their impact in real time and make the necessary adjustments to ensure the agreed outcome is delivered

If the response has triggered the council's Emergency Response Plan, the Emergency Response Team and the Major Incident Room (if operational) will record the actions, desired and actual outcomes within the digital Incident Log. A retrospective review will be undertaken as part of the North East Debrief Protocol by the Resilience Team.

If partner agencies are concerned about the outcome of any action (or the potential impact of future activities) they should express their concerns immediately through their management chain for consideration and review.

# Key Contacts

Team	Contact no
Resilience & Emergency Planning Team, Gateshead Council	0191 433 2807 0191 433 3986
Adult Social Care, Gateshead Council	0191 433 7033
Care Call, Gateshead Council (out of hours contact all other enquiries)	0191 478 7665 0191 478 7666 0191 477 0844 (alternative out of hours number)
Children and Families, Gateshead Council	0191 433 3983 0191 433 3989
Emergency Response Team (to activate the team in an emergency or Major Incident situation)	0191 477 4684
Emergency Duty Team, Gateshead Council	0191 477 0844
Housing Services, Gateshead Council	0191 433 3174 0191 433 2642 0191 433 2516
Community Safety Team, Gateshead Council	0191 433 3243
Communications Team, Gateshead Council	0191 433 2076 0191 433 3544
Environmental Health and Trading Standards, Gateshead Council	0191 433 3922 0191 433 3910
Multi-Agency Partner Organisations	
British Red Cross (on-call officer - 24 hrs)	0300 023 0700
Hope for Justice (activation via Police)	0300 008 8000
<p>Newcastle Gateshead Clinical Commissioning Group</p> <p>Planned Operations - Liaison with CCG Designated Safeguarding Nurses to ensure partners are briefed and appropriate/proportionate services are made available.</p> <p>Unplanned (Low Numbers) - Access to generic NHS services. Designated Nurses (CCG) to be informed, in order to brief services and assist with signposting.</p> <p>Unplanned (Significant Numbers) - To be considered as a major incident and to be addressed accordingly in line with existing processes. In addition to major incident processes, Designated Nurses (CCG) to be informed, in order to brief services and assist with signposting.</p>	<p>0191 217 2829 ngccg.asg@nhs.net or ngccg. childrensafeguardingandlac@nhs.net</p>
Northumbria Police Complex Abuse Investigation team	101 ext 74136 and ext 64031
Northumbria Police direct line	0191 295 7412
Salvation Army (24-hour help line number)	0800 303 8151

# ANNEX A - Consider powers, policies and procedures

The response to MSTE is undertaken within the following legislative and policy framework

## **Civil Contingencies Act 2004**

<https://www.gov.uk/guidance/preparation-and-planning-for-emergencies-responsibilities-of-responder-agencies-and-others>

**JESIP (Joint Emergency Services Interoperability Programme)** [www.jesip.org.uk/](http://www.jesip.org.uk/)

## **Council of Europe Convention on Action against Trafficking in Human Beings**

[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/236093/8414.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/236093/8414.pdf)

## **Directive Preventing and combating trafficking in human beings and protecting its victims**

<http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=OJ:L:2011:101:0001:0011:EN:PDF>

**Human Rights Act 1998** <http://www.legislation.gov.uk/ukpga/1998/42/contents>

**Modern Slavery Act 2015** <http://www.legislation.gov.uk/ukpga/2015/30/contents/enacted>

**Safeguarding Vulnerable Groups Act 2006** <http://www.legislation.gov.uk/ukpga/2006/47/contents>

**Care Act 2014** <http://www.legislation.gov.uk/ukpga/2014/23/contents/enacted/data.htm>

**Children Act 1989** <http://www.legislation.gov.uk/ukpga/1989/41/contents>

**Children Act 2004** <http://www.legislation.gov.uk/ukpga/2004/31/contents>

## **Achieving Best Evidence in Criminal Proceedings**

[http://www.cps.gov.uk/publications/docs/best\\_evidence\\_in\\_criminal\\_proceedings.pdf](http://www.cps.gov.uk/publications/docs/best_evidence_in_criminal_proceedings.pdf)

**Housing Act 2004** <http://www.legislation.gov.uk/ukpga/2004/34/contents>

**Environmental Protection Act 1990** <http://www.legislation.gov.uk/ukpga/1990/43/contents>

## **National Referral Mechanism**

<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>

## **Convention for the Protection of Human Rights and Fundamental Freedoms**

[http://www.echr.coe.int/Documents/Convention\\_ENG.pdf](http://www.echr.coe.int/Documents/Convention_ENG.pdf)

## **Ranstev v Cyprus (25965/04) (2010) 51 EHRR 1**

[https://www.coe.int/t/dghl/cooperation/economiccrime/corruption/Projects/CAR\\_Serbia/ECTHR%20Judgements/English/RANTSEV%20v%20CYPRUS%20%20RUSSIA%20-%20ECHR%20Judgment%20\\_English\\_.pdf](https://www.coe.int/t/dghl/cooperation/economiccrime/corruption/Projects/CAR_Serbia/ECTHR%20Judgements/English/RANTSEV%20v%20CYPRUS%20%20RUSSIA%20-%20ECHR%20Judgment%20_English_.pdf)

## **Galdikas and Ors R v Secretary of State for the Home Department and Ors EWHC 942**

<http://www.bailii.org/ew/cases/EWHC/Admin/2016/942.html>

# ANNEX B - Information Sharing Template

Please complete one template per address that is provided by Police:

<b>Address:</b>	
<b>Postcode:</b>	
<b>Tenure:</b>	
<b>Landlord Details:</b>	
<b>Names, DOBs and nationality of known occupants/tenants within the property:</b>	
<b>Names, DOBs and nationality of any known children within the property:</b>	

<b>Gateshead Council</b>	<b>Comments and/or information known:</b>
<b>Care First (social care information system)</b> Contact x 8371 for Adult Social Care Contact: x 3983 for Children and Families <b>Information provided by and date:</b>	
<b>Council Tax Records</b> Contact Benefits Team on x 3660 for property and individual checks <b>Information provided by and date:</b>	
<b>Community Safety Team</b> Contact: x 3541 for any known info re. area Information provided by and date:	
<b>The Gateshead Housing Company</b> Contact: x 5326 for checks on any council tenants and properties <b>Information provided by and date:</b>	
<b>Housing Services</b> Contact x 3174 for checks on any housing assessment or homelessness applications <b>Information provided by and date:</b>	
<b>Private Rented Sector &amp; Environmental Health Teams</b> Contact x 3922 for checks on private rented properties and landlords <b>Information provided by and date:</b>	

# ANNEX C - Definitions

If incidents occur as a result of MSTE action, all agencies recognise that an emergency situation or a Major Incident is defined within the Emergency Response Process as being:

**An Emergency Situation** is defined in the Civil Contingencies Act 2004 (CCA, 2004) as:

- An event or situation which threatens serious damage to human welfare and /or environment in a place in the UK; or
- War or terrorism which threatens serious damage to the security of the UK.

Additionally to constitute an emergency, an event or situation must also pose a considerable test for an organisation's ability to perform its functions, and;

- would be unable to act without changing the deployment of its resources or acquiring additional resources and;
- where the organisation would consider it necessary or desirable to act to prevent, reduce, control or mitigate the emergency's effects.

The issues may also be presented by the Police as a **Critical Incident (CI)** which is defined as any incident where the effectiveness of the police response is likely to have a significant impact on the confidence of the victim, their family and/or the community. However this is not a recognised definition within the Gateshead Council Emergency Response Process and issues should be responded to as an Emergency Situation.

**A Major Incident within Gateshead** is any emergency that requires the implementation of special arrangements by one or all of the emergency services, partner agencies or the local authority for one or more of the following:

- The rescue and transportation of a large number of casualties
- The involvement either directly or indirectly of large numbers of people
- The handling of a large number of enquiries likely to be generated from the public and the news media, usually to the police
- The mobilisation and organisation of the emergency services and supporting organisations, e.g. local authorities, to cater for the threat of death, serious injury or homelessness to a large number of people
- The large-scale deployment of the combined resources of the emergency services

A Major Incident can also be declared by any emergency responder or agency, however a Major Incident to one organisation may not be so to another. It is important that all responding agencies are made aware of such incidents to enable them to be put on standby or to provide an appropriate supporting response, even if not directly involved.

1. "Emergency responder agency" describes all category one and two responders as defined in the Civil Contingencies Act (2004) and associated guidance.
2. A major incident is beyond the scope of business-as-usual operations, and is likely to involve serious harm, damage, disruption or risk to human life or welfare, essential services, the environment or national security.
3. A major incident may involve a single-agency response, although it is more likely to require a multi-agency response, which may be in the form of multi-agency support to a lead responder.
4. The severity of the consequences associated with a major incident are likely to constrain or complicate the ability of responders to resource and manage the incident, although a major incident is unlikely to affect all responders equally.
5. The decision to declare a major incident will always be a judgement made in a specific local and operational context, and there are no precise and universal thresholds or triggers. Where LRFs and responders have explored these criteria in the local context and ahead of time, decision makers will be better informed and more confident in making that judgement

# ANNEX D - Briefings

Briefings will be carried out in a way that can be easily understood by those who will carry out the actions or support activities. To ensure all those involved in an activity covered by this plan, the IIMARCH principles will be used to develop the messages. Where possible, briefings should be multi-agency to ensure consistent activities during the response. The template is below.

IIMARCH	Key questions	Considerations
<b>Information</b>	What, where, when, how? What might? How many?	
<b>Intent</b>	Why are we here? What are we trying to achieve?	Strategic aim and objectives Joint working strategy
<b>Method</b>	How are we going to do it?	Command, control and coordination arrangements Tactical and operational policy and plans Contingency plans
<b>Administration</b>	What is required for effective, efficient and safe implementation?	Identification of commanders Tasking, Timing, Decision logs Equipment, Dress code & PPE Welfare, food and logistics
<b>Risk assessment</b>	What are the relevant risks? What measures are required to mitigate them?	Joint understanding of risk Decision controls
<b>Communications</b>	How are we going to initiate and maintain communications with all partners and interested parties?	Other means of communication Understanding of interagency communications Information assessment Dealing with the Media, develop a joint media strategy and plan
<b>Humanitarian issues</b>	What humanitarian assistance and human rights considerations arise or may arise from this event and the response to it?	Requirement for humanitarian assistance Information sharing and disclosure Potential impacts on individuals' human rights

# ANNEX E - Joint Understanding of Risk

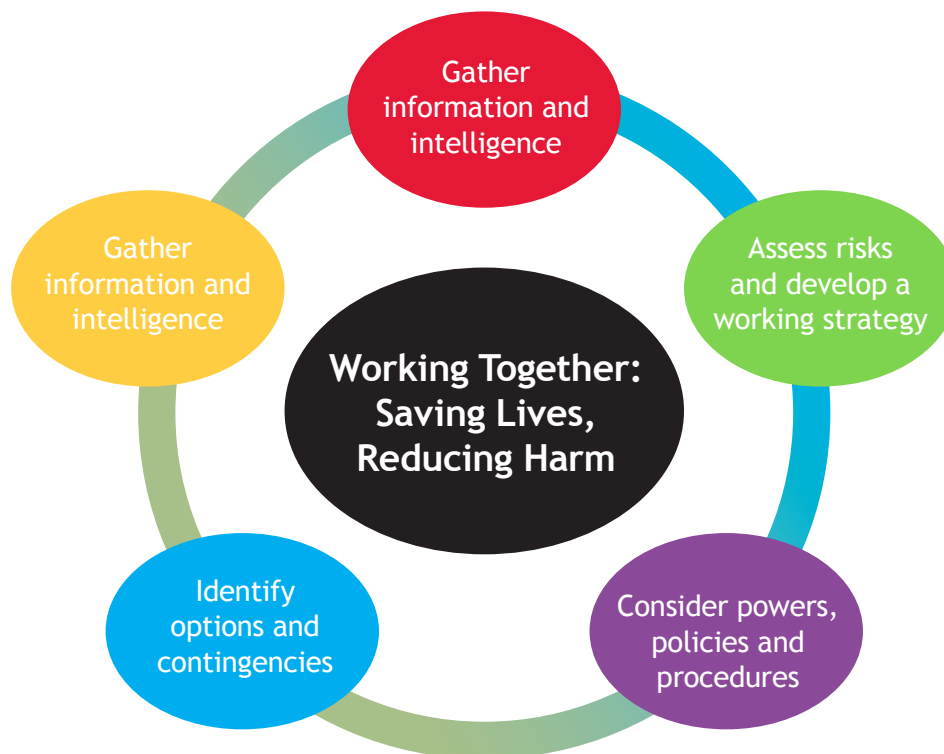
<b>IDENTIFY HAZARDS</b>	This begins with the initial call to a control room and continues as first responders arrive in scene. Information gathered by individual agencies should be disseminated to all first responders, control rooms and partner agencies effectively.
<b>CARRY OUT A DYNAMIC RISK ASSESSMENT (DRA)</b>	Individual agencies carry out dynamic risk assessments, reflecting the tasks/objectives to be achieved, the hazards identified and the likelihood of harm from those hazards. The results should then be shared with any other agencies involved.
<b>IDENTIFY TASKS</b>	Each individual agency should identify and consider their specific tasks, according to their role and responsibilities. These tasks should then be assessed in the context of the incident.
<b>APPLY RISK CONTROL MEASURES</b>	Each agency should consider and apply appropriate control measures to ensure any risk is as low as reasonably practicable. The 'ERICPD' mnemonic may help in agreeing a coordinated approach with a hierarchy of risk control measures: Eliminate, Reduce, Isolate, Control, Personal Protective Equipment, Discipline
<b>HAVE AN INTEGRATED MULTI-AGENCY OPERATIONAL RESPONSE PLAN</b>	The outcomes of the hazard assessments and risk assessments should be considered when developing this plan, within the context of the agreed priorities for the incident. If the activity of one agency creates hazards for a partner agency, a solution must be implemented to reduce the risk to as low as reasonably practicable.
<b>RECORD DECISIONS</b>	The outcomes of the joint assessment of risk should be recorded, together with the jointly agreed priorities and the agreed multi-agency response plan, when resources permit. This may not be possible in the early stages of the incident, but post-incident scrutiny focuses on the earliest decision making.

Agencies should maintain oversight of their staff risk exposure by:

1. Identifying hazards e.g. risks to personal safety, safety of other, property and equipment and agency reputation
2. Carrying out dynamic risk assessments and communicating these across the responding agencies
3. Ensuring actions undertaken by agency officers are within their area of personal expertise and agency responsibility
4. Working towards developing an environment where the risks people face are as low as reasonably practicable
5. Operating as part of a multi-agency team
6. Recording decisions, and the information used to make them, contemporaneously within note books and/or incident logs

# ANNEX F - Decision Making

Single and multi-agency decision making will be follow this general pattern of the Joint Decision Model (JDM) of the JESIP Framework:



## Decision making controls and considerations

Decision makers should use the following decision controls to ensure that the proposed action is the most appropriate

- 1) **Why are we doing this?**
  - a) What goals are linked to this decision
  - b) What is the rationale and is that jointly agreed
  - c) Does it support working together, saving lives and reducing harm
- 2) **What do we think will happen**
  - a) What is the likely outcome of the action; in particular what is the impact on the objective and other activities
  - b) How will the incident change as a result of these actions, what outcomes do we expect
- 3) **In light of these considerations, is the benefit proportional to the risk**
  - a) Do the benefits of proposed actions justify the risks that would be accepted
- 4) **Do we have a common understanding and position on**
  - a) The situation, its likely consequences and potential outcomes
  - b) The available information, critical uncertainties and key assumptions
  - c) Terminology and measures being used by all those involved in the response
  - d) Individual agency working practices related to a joint response
  - e) Conclusions drawn and communications made
- 5) **As an individual**
  - a) Is the collective decision in line with my professional judgement and experience
  - b) Have we (as individuals and as a team) reviewed the decision with critical rigour
  - c) Are as (as individuals and as a team) content that this decision is the best practicable solution



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