HERTFORDSHIRE
Modern Slavery Partnership

TACKLING MODERN SLAVERY TOGETHER

The Hertfordshire Modern Slavery Partnership Strategy 2018 – 2021

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Modern slavery means human beings are used as commodities over and over again for the gain of others. Victims endure horrifying exploitation of all kinds. The multifaceted nature of this crime means that no single agency can tackle it. Working together, we will increase understanding and reporting of modern slavery and human trafficking in our county and ensure effective responses to victims and the pursuit of offenders.

Foreword - by David Lloyd, Police & Crime Commissioner for Hertfordshire

We all understand that crime can be very complex, and it's not always possible or right for the police to work alone. That's particularly true of modern slavery and human trafficking, which can involve a multitude of crime types and many different issues for victims to overcome.

The Home Office estimates that there are around 13,000 potential victims of modern slavery in the UK at any one time. However, only a very small percentage of those are identified and referred to the National Referral Mechanism (NRM), or to local police or support services. This means that victims are going unidentified and unprotected. We know that many of these crimes are hidden, but this can't be accepted as a reason not to act.

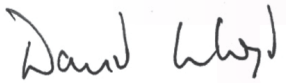
Don't be fooled into thinking that this type of crime only occurs in big cities or is limited to other countries. It is absolutely happening in Hertfordshire. We have witnessed some high profile cases during the last couple of years, but we still don't know it all, or have all the answers – yet. I know that, with the formation of Operation Tropic in 2017, the police are looking more deeply and proactively. They have certainly found many issues that were not wholly expected. Officers are working hard to deal with those issues - but they can't do it alone. Therefore, I've made it clear in my Community Safety & Criminal Justice Plan that I will support work in this area; and I am heartened that local and national partners are working with the Constabulary, fostering better ways to reduce crime, catch criminals and support victims for an even safer Hertfordshire.

The Hertfordshire Modern Slavery Partnership (HMSP) has made incredible inroads over the last year. I am pleased to see the progress and achievements made so far, and I'm sure that partner members agree there is still much to learn and improve on. We all have a continued duty to keep our eyes and ears open so that we can identify perpetrators and protect victims – both adults and children. The face of crime has changed and we all need to think and act differently. Victims have to come first, and be at the centre of everything we do.

This strategy has been developed by HMSP and provides the foundation for a shared strategic approach in Hertfordshire. It is a way to ensure consistency and co-ordination, bringing partners together to effectively problem solve the most difficult of issues. I look forward to the months and years ahead, in which partnership efforts are increased and the learning is shared with others.



Hertfordshire Police
and Crime Commissioner
David Lloyd.



HERTFORDSHIRE
Modern Slavery Partnership

Our Vision

Hertfordshire Modern Slavery Partnership (HMSP) members have agreed an aspirational statement that will act as the overarching vision for this strategy:

Hertfordshire is a county that cares about human rights, where people are protected from modern slavery and exploitation.

Our Mission

The strategic objectives outlined in this document will guide the partnership towards an agreed mission:

We will make Hertfordshire a hostile place for all forms of exploitative criminality, through effective and collaborative partnership working - identifying, protecting and supporting potential victims of modern slavery and human trafficking; empowering people to move on safely and successfully from exploitation; and proactively pursuing criminals.

Strategy at a glance

Modern slavery means human beings are used as commodities over and over again for the gain of others. Victims endure horrifying exploitation of all kinds. The multifaceted nature of this crime means that no single agency can tackle it. Working together, we will increase understanding and reporting of modern slavery and human trafficking in our county and ensure effective responses to victims and the pursuit of offenders.

Strategic Priorities	Strategic Objectives
Priority One To raise awareness of modern slavery and its effects	• Undertake a strategic needs assessment • Undertake & promote appropriate, targeted and intelligence led public campaigns • Develop communications across sectors • Promote HMSP & its activities
Priority Two To increase reporting of suspected modern slavery	• Make reporting channels easy to use and well known • Ensure people know how to report • Use results from targeted campaigns to improve intelligence sharing
Priority Three To ensure right knowledge, skills and process	• Develop training packages, materials and resources • Roll out training using face to face and online formats • Support partners to access workforce knowledge & skills • Ensure agencies and business understand legal duties regarding supply chains
Priority Four To identify, support, protect and empower victims	• Create appropriate and effective referral pathways for short to long term support • Make victim journeys between services easier • Plan co-ordinated welfare visits • Provide a safe environment for potential victims
Priority Five To pursue and catch criminals	• Use intelligence to target operations countywide • Provide appropriate and proportionate response for operations and reception centres • Develop and implement disruption approaches • Share best practice to increase charge / conviction
Priority Six To have effective governance, monitoring and evaluation	• Ensure strategic oversight and joint leadership • Ensure accountability at partnership and agency level for actions • Evaluate and monitor progress and outcomes

Governance & Partners

Governance

- The work is overseen by the Police and Crime Commissioner's Community Safety Board
- A Strategic Steering Group leads the partnership
- Actions are implemented by Sub-groups on:
  - Support for Victims
  - Tactical and Operational Response
  - Partnerships

Partners

- PCC for Hertfordshire
- Hertfordshire Constabulary
- Shiva Foundation
- Hertfordshire County Council
- Herts Fire and Rescue Service
- Hertfordshire Trading Standards
- District and Borough Councils
- Citizen's Advice
- GLAA
- NHS Hospital trusts
- Lay members and victims' advocates
- Medaille Trust
- Children's Society
- New Hope
- Mind in Mid Herts
- British Red Cross
- Clinical Commissioning Groups
- St Albans & Hertsmere Women's Refuge
- We Do Stories
- ERSOU
- Public Health Hertfordshire
- Salvation Army
- Herts Young Homeless
- Clewer Initiative
- Citizens' Advice
- Charis Tiwala
- Hertfordshire Beacon
- Home Office
- Diocese of St Albans
- Department for Work & Pensions
- Environment Agency
- HM Revenue & Customs
- HM Immigration
- UK Visas & Immigration
- Crime Stoppers
- RSPCA
- Panshanger Church
- Hertsmere Leisure Children's Centre

Why do we need a partnership strategy?

Modern slavery involves the physical, sexual and psychological abuse and exploitation of human beings, where they are used as commodoties for the gain of others. It is most often associated with serious and organised crime and exists in a wide range of forms including forced and bonded labour, child slavery, forced marriage and people trafficking; manifesting in brutal ways like forced prostitution, torture, sexual exploitation, domestic servitude, forced begging, forced criminality and organ removal.

Victims of modern slavery are extremely vulnerable and may have experienced other abuses, poverty, grooming or poor health prior to being exploited. Their vulnerabilities are multiplied many times over by their experiences at the hands of traffickers and other criminals. Stripped of their freedom and basic human rights, the damage inflicted on victims is incalculable.

The Modern Slavery Act 2015[1] places a legal duty on organisations from every sector to tackle and help eradicate these horrific crimes. This includes a 'duty to notify'[2] placed on statutory organisations (like local councils), and evidence of ethical supply chains demanded from organisations engaged in commercial trading[3].

Hertfordshire is not exempt from modern slavery and human trafficking. It does occur in the county, manifesting in exploitation through a variety of different ways. Since 2009, 119 people have been identified as modern slavery victims in the county, and the number is increasing annually. Unfortunately, this activity represents the 'tip of the iceberg.' In 2013, the Centre for Social Justice (CSJ) reported that 'the hidden nature of this crime means that building an accurate picture of the problem and its scale is a serious challenge.'[4] That still holds true today, and while some areas have started to see success in identifying potential victims, there is still some way to go before both the public and professionals are fully aware of the signs, how to help and how to report. Some businesses and public sector organisations are leading the way in supply chain transparency, but many more are failing to respond to the inevitable challenges that go hand in hand with complex sub contract structures, domestic supply chains and global trading.

No single agency can hope to solve these complex crimes, bring perpetrators to justice or help victims and survivors on their own. By working and planning together, organisations from all sectors can improve effectiveness, drawing on a range of powers that can be used to complement each other. The Independent Anti-Slavery Commissioner has highlighted multi-agency partnership working as an 'essential factor in implementing a comprehensive response to modern slavery within and beyond UK borders,'[5] and a range of partnerships are developing all over the UK.

1 Available at: http://www.legislation.gov.uk/ukpga/2015/30/pdfs/ukpga_20150030_en.pdf
2 Modern Slavery Act 2015, Section 52
3 That is, businesses with a turnover of £36m+ pa, according to the Modern Slavery Act 2015, Section 54
4 Centre For Social Justice, *It Happens Here*, London 2013, p.29. Available at: https://www.centreforsocialjustice.org.uk/library/happens-equipping-united-kingdom-fight-modern-slavery
5 Independent Anti-Slavery Commissioner, *Strategic Plan 2015-2017*, London 2015, p4. Available at: http://www.antislaverycommissioner.co.uk/media/1075/iasc_strategicplan_2015.pdf

In May 2017, partners came together to form HMSP. Since then, action plans have been developed around a governance structure that aims to provide 'added value' effort to tackle modern slavery in the county. This is not solely based on police activity, but on what partners can do to ensure that innovative and varied ways are used to disrupt and pursue criminals, identify potential victims and provide the support needed to ensure people do not become re-victimised. The partnership is still developing and this strategy is needed to ensure that senior leaders across the county are involved and engaged in the modern slavery agenda.

The strategy will ensure that the partnership focuses effort on the aims and objectives necessary, to make serious headway in its drive to eradicate modern slavery from Hertfordshire.

Strategy development

This strategy was developed with due regard to the following:

- Independent Anti-Slavery Commissioner National Strategy 2015-2017
- HM Government Modern Slavery Strategy 2014
- National Policing Plan for Modern Slavery 2018
- The Modern Slavery Act 2015
- Hertfordshire Police & Crime Commissioner (PCC) Community Safety & Criminal Justice Plan 2017-2022
- Herts Constabulary Strategic Plan 2017
- Regional Strategic Plan 2017
- Hertfordshire adult and child safeguarding polices and protocols
- Hertfordshire Child Sexual Exploitation Strategy
- Hertfordshire County Council (HCC) Domestic Abuse Strategy
- Trafficking Survivor Care Standards

Consultation

A number of consultation exercises were undertaken during 2018, in order for stakeholders and partners to comment on and contribute to this strategy. This included:

- HMSP steering group members
- Sub group members
- The Police and Crime Commissioner's Independent Business Advisory Group (IBAG)
- Community Safety Partnerships (CSP) – community safety managers

Comments and suggestions from each activity have been incorporated into this strategy, in order to ensure consistent approaches across all sectors in Hertfordshire.

Several comments were made that relate to actionable rather than strategic items. These have been noted for further exploration through the partnership. A summary can be found in Appendix 1.

Governance: Hertfordshire Modern Slavery Partnership

HMSP brings together statutory and non-statutory partners from across the county. It develops ways that improve how we work together, in order to combat human trafficking and modern slavery in all its forms. The multi-agency group was established to provide a strategic framework for Hertfordshire that will raise awareness, share information and proactively work together to ensure a consistent and robust approach to tackling exploitation. This strategy and its resulting action plans will be utilised so that the partnership achieves a set of shared aims and objectives. Partnership aims are achieved through the voluntary commitment of member agencies to work together effectively, in support of an agreed vision and strategic approach.

Partner members

Police & Crime Commissioner for Hertfordshire
Hertfordshire Constabulary
Shiva Foundation
Hertfordshire County Council
Herts Fire and Rescue Service
Hertfordshire Trading Standards
District and Borough Councils
Citizen's Advice
Gangmaster & Labour Abuse Authority (GLAA)
NHS Hospital trusts
Eastern Region Special Operations Unit
Public Health Hertfordshire
Salvation Army
Herts Young Homeless
Clewer Initiative
Citizens' Advice
Charis Tiwala
Hertfordshire Beacon
Home Office
Diocese of St Albans
Lay members and victims' advocates
Medaille Trust
Children's Society
New Hope
Mind in Mid Herts
British Red Cross
Clinical Commissioning Groups
St Albans & Hertsmere Women's Refuge
We Do Stories
Hertsmere Leisure Children's Centre
Department for Work & Pensions
Environment Agency
HM Revenue & Customs
HM Immigration
UK Visas & Immigration
Crime Stoppers
RSPCA
Panshanger Church

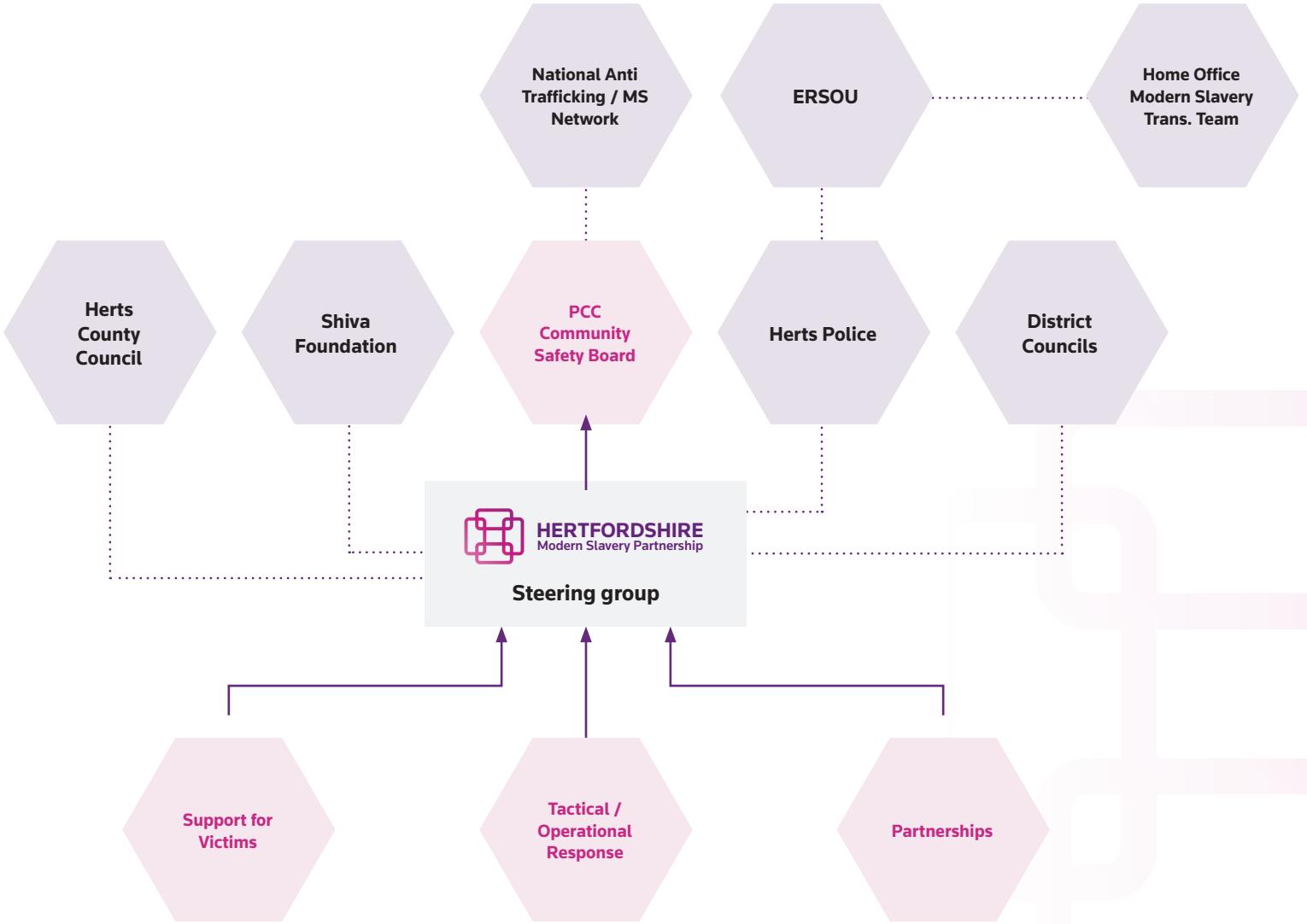
Governance structure

The partnership's work is overseen by the Police & Crime Commissioner's Community Safety Board (CSB). A strategic Steering Group leads the partnership, agreeing actions which are implemented by sub groups working on:

- support for victims
- tactical and operational response
- partnerships.

The CSB also links into various regional and national groups, to ensure information and knowledge sharing across the UK; including Hertfordshire Police & Crime Commissioner's Independent Business Advisory Group (IBAG).

Structure diagram



Strategic priorities

This strategy sets out Hertfordshire's approach to tackling modern slavery and the contributions expected from multi-agency partners. It is framed by the 4Ps approach (Prevent, Protect, Prepare, Pursue) which is a recognised framework to counter modern slavery and serious organised crime. Our objectives can only be achieved as a partnership, working together in a coordinated and strategic manner. The crime of modern slavery requires a response across organisational and geographic boundaries. This includes a determined and focused law enforcement response, greater awareness among frontline professionals, coordinated cross border or international activity, close working with the private, voluntary and charity sectors and support from communities.

In this regard, six overarching strategic priorities have been identified for Hertfordshire:

1. To raise awareness of modern slavery and its effects.
2. To increase reporting of suspected modern slavery.
3. To ensure right knowledge, skills and process.
4. To identify, support, protect and empower victims.
5. To pursue and catch criminals.
6. To have effective governance, monitoring and evaluation.

A victim-centric approach runs through the strategy; focussing on preventing vulnerable children and adults from becoming victims in the first place, improving the proactive identification of victims and enhancing the support and safeguards provided to them, as well as working closely with organisations that support victims in an effort to bring traffickers and organised criminals to justice. Our aim is to ensure that victims feel safe and confident about reporting crime.

The HMSP is creating a network between key stakeholders, including statutory and non-statutory organisations, to foster collaborative approaches and help accelerate best practice. The partnership aims to promote knowledge sharing and a united approach to help proactively prevent modern slavery crimes; making Hertfordshire a hostile environment for traffickers and slave masters to operate, and reducing the threat they present to our communities. Activities may also be targeted in the victims' country of origin or during transit, through prevention, education, law enforcement and partnership collaboration across organisational and geographical borders.

The partnership will ensure that frontline staff from statutory, and non-statutory organisations, are clear on how to identify signs, report and respond to concerns; developing and implementing effective training packages and products, in line with national guidance and best practice examples. This also includes engagement with the business sector to promote policies which ensure that supply chains are free from slavery and to encourage effectual transparency in reporting.

Strategic objectives

HMSP has set out a series of strategic objectives structured around the priorities outlined in the previous section.

1. We will raise awareness of modern slavery and its effects by:

- Undertaking a joint strategic needs assessment (JSNA), in order to inform the HMSP about the issues particular to Hertfordshire. This will enable the partnership to target specific criminal operating models, potential victim groups and facilitate communication across borders with other partnerships and police forces.
- Undertaking & promoting appropriate, targeted and intelligence led campaigns.
- Developing communications and a consistent message across all sectors and for the public.
- Promoting the partnership and its activities.

2. We will increase reporting of suspected modern slavery by:

- Making reporting channels easy to use and well known, by promoting local and national helplines and services.
- Ensuring that the public and professionals know how to report and notify, through effective and widespread campaigns and promotions.
- Using results from targeted campaigns and working with people that may be vulnerable to exploitation, to improve intelligence and information sharing.

3. We will ensure right knowledge, skills and process by:

- Developing training packages, materials and resources for a variety of partners and stakeholders, to ensure that everyone understands their legal duties and follows correct procedures for protecting victims.
- Rolling out training using face to face and online formats, building on existing best practice and developing new ideas.
- Supporting statutory partners to assess workforce knowledge and skills and ensure that internal policies and procedures are in line with the Modern Slavery Act.
- Ensuring agencies and businesses understand their legal duties regarding procurement, supply chains and implementing effective monitoring systems; ensuring ethical human resources (HR) practice and procedures in line with relevant legislation.

4. We will identify, support, protect and empower victims by:

- Creating and testing appropriate and effective referral pathways that holistically consider victim and survivor needs; and consider how to most effectively provide for short and long term support, either attached to or outside of the National Referral Mechanism (NRM).
- Making victim journeys between services easier, ensuring that they do not have to repeat their stories multiple times; encouraging them to help design services to their needs.
- Planning co-ordinated welfare visits to ensure that the response is relevant and appropriate for the potential victims concerned.
- Providing a safe environment for potential victims, and developing relationships with specialist partners who can provide the space and support required.

5. We will pursue and catch criminals by:

- Using intelligence to ensure that multi-agency operations are effectively targeted countywide.
- Providing an appropriate and proportionate multi-agency response for operations, working with partners to agree protocols and procedures.
- Developing and implementing innovative and shared disruption approaches.
- Sharing best practice to increase those charged and convicted under modern slavery legislation.

6. We will have effective governance, monitoring and evaluation by:

- Ensuring strategic oversight and joint leadership through the HMSP steering group.
- Ensuring accountability at partnership and agency level for all actions undertaken by the HMSP sub groups.
- Evaluating and monitoring progress and outcomes of the HMSP.

Implementation

The key to delivering this strategy is effective and strong partnership working. No individual agency can deliver all of the activities that will ensure that HMSP achieves its objectives. The HMSP will develop effective ways to coordinate work at a strategic and tactical level, encouraging all organisations involved to share and use the same information, processes and protocols.

Action Plans

A suite of action plans sit underneath this strategy. They will be live documents subject to change according to intelligence, evidence and data.

An overarching action plan (as well as specific sub group action plans) is in place, with performance indicators that reflect the objectives outlined in this strategy and the anticipated outcomes. SMART (specific, measurable, achievable, realistic, timely) actions have been agreed, which will be reviewed twice a year to check that the HMSP is making progress. Performance will be monitored by the Herts Modern Slavery Steering Group, and a report provided to the Hertfordshire Police and Crime Commissioner annually.

As the nature of modern slavery involves many serious safeguarding issues, relevant county boards (for instance, child and adult safeguarding, domestic abuse) are involved with the implementation of the action plans. Update reports will be compiled for these boards by the most appropriate officers when a need arises; and it is recognised that the reports may be subject to district and county council scrutiny.

This strategy and its associated action plans will be published on the Hertfordshire Police and Crime Commissioner's website: www.hertscommissioner.org

Monitoring and Evaluation

Monitoring and evaluation are essential to enable measurement of HMSP achievements and impact. Through monitoring, HMSP will record the initiatives taking place and track progress on a continuous basis against an action plan. Key performance indicators (KPI) will be developed against SMART actions, and a monitoring plan drawn up for each action plan. The chair person for each sub group will report against these measures, to the Steering group, on a quarterly basis.

Evaluation will allow the partnership to review outcomes and assess the impact on local services and people. It will comprise of collecting qualitative and quantitative data, including feedback from victims and survivors, and the use of case study evidence, in order to evaluate the outcomes of partnership working

In their research study, Collaborating for Freedom: anti-slavery partnerships in the UK, the University of Nottingham Rights Lab recommend that partnerships monitor their progress, at least on an annual basis, and share emerging best practice[6]. This also includes the suggested provision of a dedicated resource to coordinate strategy delivery; which is currently being explored by HMSP. Performance measurement models and key performance indicators (KPI) for this type of partnership work are currently being developed. HMSP will build on this work, to ensure that the partnership is effectively managed and delivers on its aims. Mechanisms will be developed to ensure that the partnership monitors and measures outcomes in a meaningful and robust way. Relevant KPIs will be published alongside the partnership's strategy and action plans.

6 University of Nottingham, Collaborating for Freedom: anti-slavery partnerships in the UK, 2017
Available at: http://www.antislaverycommissioner.co.uk/media/1186/collaborating-for-freedom_anti-slavery-partnerships-in-the-uk.pdf

Appendix 1 – Consultation comments for consideration

Comment	Action
Education and training for members of the public – ability to spot the signs of potential victims and know where to report, without potentially confronting the victim and further endangering them.	To be taken into account when designing public campaigns.
Use of social media / outreach to relevant groups working with vulnerable children and adults.	Communications planning and improving reach of training etc.
Development of Apps to increase reporting.	Partnership will draw on what is already available and seek to improve local provision where possible.
Concern about young people at risk of deportation – how do we protect their needs?	National issue which HMSP is aware of - potential for national lobbying approach – feed into any consultations re legislation / service change.
Mental health care needed to support all victims as they are likely to be traumatised.	Further work with statutory services and charity partners may be required.
Need to strengthen dialogue with criminal justice system re evidence led prosecution.	To be considered in terms of the action plan going forward.
Having a SPOC network would help to support any increase in reporting.	To be considered in terms of the action plan going forward.

"You may choose to look the other way but you can never say again that you did not know"

William Wilberforce, politician, philanthropist, and leader of the movement to stop the slave trade

"The topic of slavery is like an electric fence. Touch it and people will react"

Edward Ball, author

"Slavery is theft – theft of life, theft of work, theft of any property or produce, theft even of the children a slave might have borne"

Kevin Bales CMG, Professor of Contemporary Slavery at the University of Nottingham

"No man is good enough to be another's master"

William Morris, English textile designer, poet, novelist, translator, and socialist activist

"There comes a time when people get tired of being plunged into the abyss of exploitation and nagging injustice"

Martin Luther King Jr., American Minister and civil rights activist

"A toleration of slavery is, in effect, a toleration of inhumanity"

Granville Sharp 1769, Civil Servant & founder of Society for Effecting the Abolition of the Slave Trade

"It is hard to comprehend that such sickening and inhuman crimes are lurking in the shadows of our country. This is the great human rights issue of our time"

Theresa May, UK Prime Minister

"I did not know I was a slave until I found out I couldn't do the things I wanted"

Frederick Douglass, African-American social reformer, abolitionist, writer, and escaped slave

Strategy developed by Hertfordshire Modern Slavery Partnership – September 2018
Authored by:
Deborah Barker, Senior Partnerships Manager, Office of the Police and Crime Commissioner for Hertfordshire.

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