Modern Slavery, Trafficking and Exploitation (MSTE)

Response Plan

2020 -2023

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PURPOSE OF THE PLAN

The purpose of the South Tyneside Council Modern Slavery, Trafficking and Exploitation (MSTE) Plan 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 no notice incidents within normal service operating capacity
- Escalation to an emergency/major incident situation, including the activation of a Victim Response Centre under the Emergency Response process

This plan should also be used in conjunction with:

- South Tyneside Modern MSTE Strategy

- 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 (LAs), 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.

- South Tyneside Council, Emergency Response Process and Action Cards – these documents provide details of South Tyneside Council's arrangements for responding to emergency situations or a major incident

- South Tyneside Council, Community Tensions Summaries – the summaries 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 and 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 (see Annex F)
- 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

South Tyneside Council Strategic Aim

- To provide appropriate support to people who have been identified as having been victims of MSTE within South Tyneside.

Northumbria Police 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, operation 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:

    - Ensure that the victims most basic needs are met; this may mean accessing money for clothes, sanitary wear, a hot drink, food and other basic essentials
    - Effective safeguarding
    - Promotion of initial and ongoing welfare needs

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. Northumbria Police will coordinate and manage investigations, ensuring that relevant evidence, intelligence and information relating to those investigations is appropriately linked to maximise investigative opportunities.
5. Northumbria Police will identify and bring to justice offenders that are linked through evidence and analysis to victims of MSTE.

6. Partners will ensure the impact on communities resulting from reports of Modern Slavery, Exploitation and/or Trafficking is properly assessed and that supporting actions are put in place through Community Tension Summaries 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 as appropriate 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

- Overall lead of the operation and investigation
- Lead and manage the Victim Reception Centre
- Liaise within the Major Incident Room (if operational)
- Lead the Tactical Coordinating Group
- Ensure that regular briefings are made to update teams and the general public as to what is happening
- Coordinate public messaging and community engagement
- Contact all members of the Joint Engagement Group with information relating to the incident to support the reassurance, enforcement and engagement process

Hope for Justice

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

Salvation Army

- Support access to the National Referral mechanism

British Red Cross

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

South Tyneside Council, Adults and Integrated Care

- If a safeguarding concern is reported, Let's Talk Team will apply the Care Act 2014 Adult at Risk Criteria to determine whether it has a duty to make enquires, or ensure others do so, under s42 of the Act. The criteria is:
  - [The person] Is aged 18 or over and
  - Has needs for care and support [within the Care Act] (whether or not the local authority is meeting any of those needs) and
  - Is experiencing, or is at risk of, abuse or neglect and
  - As a result of those needs is unable to protect himself or herself against the abuse or neglect or this risk of it
- Once this is established, if the person is not an adult at risk, the team will undertake an initial conversation as required to identify any information and advice needs and signpost if required to relevant community supports or agencies
- Adults and Integrated Care will undertake Human Rights Act assessments for those who have no recourse to public funds and Care Act assessments with the appearance of care and support needs if they request it. In office hours 0191 424 6000 or email Letstalk@southtyneside.gov.uk

South Tyneside Council, Children and Families Social Care

- Undertake safeguarding and social care enquiries for children, where necessary
- In office hours 0191 424 5010

South Tyneside Council, Out of Hours Service

- Children and Adults Social Care 0191 456 2093

South Tyneside Council, Communications Team

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

South Tyneside Council, Community Safety Team

- Activate the Community Tensions Framework and assess the level of risk evident from the issues
- 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

South Tyneside Council, Emergency Response/Resilience Team

- Establish a Communications/Engagement Plan in conjunction with the Community Safety Team and Northumbria Police (see communication section)
- 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

South Tyneside Council, Environmental Health Team

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

South Tyneside Homes, Housing Services

- 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

South Tyneside Clinical Commissioning Group

- Identify and activate available health resources for victims (e.g. Urgent A&E Care and available Primary Care response)
- Address the immediate needs of victims
- 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

NHS England – Cumbria and North East Locality (CNE)

- Support the response to an incident that requires a number of Health organisations across geographical areas within an NHS England region
- Provide effective liaison with external NHS organisations if required
- Represent the Health economy at tactical and strategic co-ordinating group if required
- Ensure any associated costs from such incidents will be agreed immediately by the relevant CCG/partner organisations

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, a discussion will take place between Resilience and Community Safety to ascertain who is in the best position to share information on the incident with relevant/effected stakeholders (e.g. Councillors, Strategy Group, 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, Lead Member, Strategy Group and the chair of the Safeguarding Children and Adults Partnership prior to the **STRIKE PHASE** of any planned operation by the Resilience Team.

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.

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

If the Major Incident Room is non-operational, Situation Reports will be developed and circulated to Partners, Strategy Group and Leadership Team by the Lead HQ Coordinator provided by the Communications Officer within the Major Incident Room as part of the Communications Protocol of the Emergency Response Team.

Accessing South Tyneside 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, environmental health visits to premises, concerns identified by visiting professionals
- Multi-agency road traffic collision response
- Supply chain transparency investigations
- Discovery during an organised Police strike

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.

MDS Procedural Framework

Northumbria Police or other agency identify someone who is thought to be a victim of Modern Day Slavery/Trafficking or Exploitation and take advice from the Complex Abuse Investigation Unit on 101 ext. 74156 /74252 / 74262 or South Tyneside Council direct via 0191 427 7000

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Immediate Risk Management:

Emergency/Immediate Accommodation Needs – Housing Solutions Service (0300 123 66 33)

The following agencies will work with the police to manage any immediate safeguarding risk and needs:

- Planned Operation – Allocated Social Worker linked with the Complex Abuse Investigation Unit
- Unplanned Operation – The Integrated Safeguarding Intervention Team/Let's Talk Team/Out of Hours Team

Information Required by the Council:

- How many people have self-presented or been rescued – names, gender and ages?
- What is needed immediately e.g. emergency housing, information and advice, financial support, emotional support?
- Do their circumstances suggest that they might be eligible for the National Referral Mechanism?
- Is this an ongoing incident and are more people likely to be self-presenting/rescued in the next few hours/days?

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If there are concerns that a child or adult are at risk of harm then relevant safeguarding procedures must be considered

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Let's Talk Team 0191 4246000	Children and Families (if children involved) 0191 424 5010	Housing Solutions 0300 123 6633	Community Safety 0191 424 7935 Tension Monitoring	Out of Hours service 0191 456 2093

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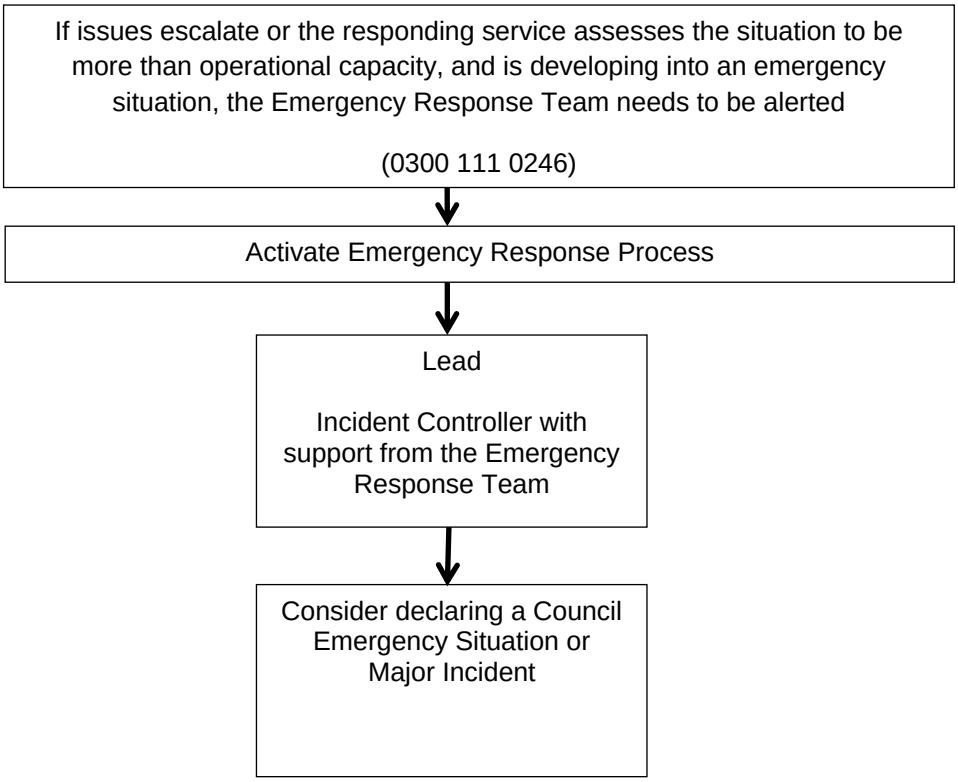
The identified Strategic Lead in the Council should inform the Senior Management Team at the end of the working day

Emergency or Major Incident



COUNCIL CONSIDERATIONS

Following a request for Council support the following issues should be considered:

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 unrelated Police activity and the victim(s) require immediate Social Care support – immediate support is required.	
3b	People have self-presented and require emergency housing and/or Social Care whilst investigations are ongoing – urgent support is needed, but people are in a place of safety.	
3c	People have self-presented and their condition requires immediate health interventions and subsequent Council support – support is need but people's immediate needs are being met.	
3d	An urgent Police strike is expected to take place within the next few hours – planned support is needed for potentially large numbers of people about whom little is known.	
3e	A planned Police strike is expected to take place within the next few days – planned support is needed for potentially large numbers of people about whom some is known.	
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 not:	
3fa	• Where can additional resources be found?	
3fb	• Who needs to agree to the re-allocation or procurement or additional resource?	
3fc	• How long would it take for the resources to be made available?	
4a	What could be the impact on business as usual be if the requested level of support was provided?	
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 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.	

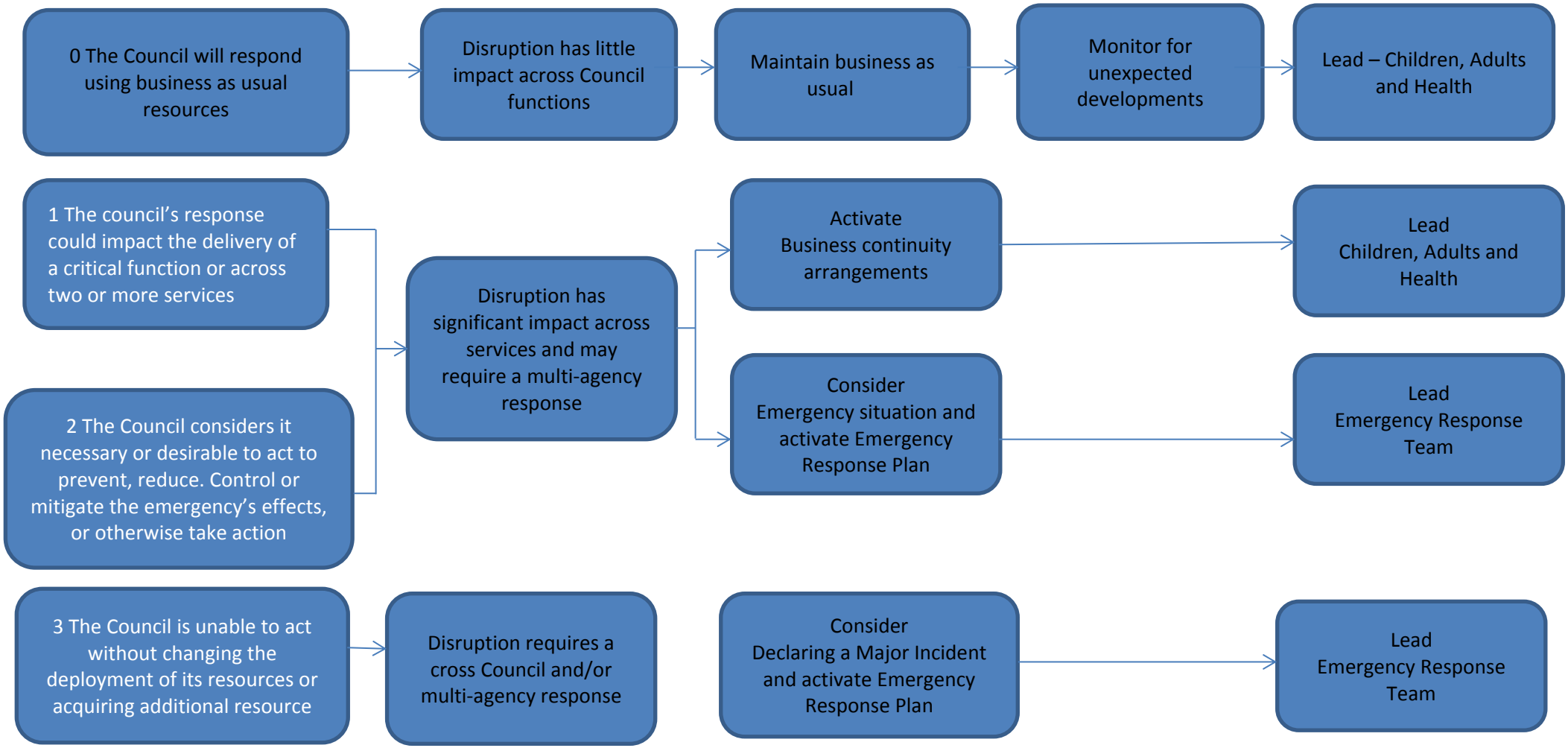
PRE-PLANNED OPERATIONS

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:

- Operation Delivery Arrangements
- The Victim Reception Centre (if required)
- Roles and Responsibilities of Multi-Agency Partner Organisation within that operation
- Command and Control Structure
- Communications, Engagement and Community Tensions
- Key Contacts (with named individuals and points of contact)
- Strike Information

ESCALATION PROCESS

This diagram shows the Council's modern slavery and trafficking response from business as usual to a major incident response. It does not apply to pre-planned multi-agency operations.



RESPONSE LEVELS

	About the people who need support	Response initiated by	Leadership will be provided by	Support will be provided by
Business as Usual	• 1-5 people who have some safeguarding concerns • 1-3 people who need accommodating • Emergency accommodation can be provided using existing resources	• Adult Social Care • Children and Families Social Care • Housing Solutions Team • Out Of Hours Team during a shift	• Business as usual contact	• Existing resources within Children Adults and Health and South Tyneside Homes
Emergency Situation	• 6-10 adults who have safeguarding concerns • Emergency accommodation support can only be provided using external resources (numbers are indicative values only)	• Adult and Integrated Care • Children and Families Social Care • Housing Solutions Team • Out of HoursTeam during a shift	• Emergency Response Team (in and out of hours)	• Existing resources within the Children, Adults and Health and The Housing Solutions Team • Emergency Response Team to coordinate
Major Incident	• Numbers exceed the availability of emergency housing support • 3+ victims who do not have access to support from the public purse • 11+ adults who have safeguarding concerns N.B. (numbers are indicative only)	• Adults and Integrated Care • Children and Families Social Care • Housing Solutions Team • Out of Hours Teamduring a shift • Emergency Response Team	• Emergency Response Team (in and out of hours)	• Existing resources within the Children, Adults and Health and the Housing Solutions Team • Emergency Response Team to coordinate

VICTIM RECEPTION CENTRE

Depending upon the severity of the issues and number of victims involved, a Victim Reception Centre (VRC) 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 VRC will be located in an appropriate building agreed between South Tyneside Council and Northumbria Police.

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 Complex Abuse Investigation Unit on 101, Ext 74156/74252/74262 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 coordinate data and intelligence sharing between Council services, partner agencies and Northumbria Police.

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 coordinated by the Emergency Response Team.

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

Information Sharing Controls

Any information shared between agencies to support this operation will become the responsibility of the receiving organisation's Data Controller.

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 South Tyneside 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 South Tyneside 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 Joint Emergency Services Interoperability Programme (JESIP) principles:

- Working out what's going on (situation)
- Establishing what needs to be achieved (direction)
- Reflecting on operational and agency values and purposes (ethics)
- 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 Information Intention Method Administration Risk Assessment Communication Humanitarian Rights and Other Legal Issues (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 Number
Resilience and Emergency Planning Team, South Tyneside Council	0191 424 7894 07436 834 039
South Tyneside Contact Centre – for initial reporting in	0191 427 7000
Adults and Integrated Care, South Tyneside Council	0191 424 6000 0191 456 2093 (out of hours)
Children and Families Social Care, South Tyneside Council	0191 424 5010 0191 456 2093 (out of hours)
Emergency Response Team (to activate the team in an emergency or Major Incident situation)	0191 424 7894 0300 111 0246
Housing Solutions, South Tyneside Homes	0191 427 2596
Community Safety Team, South Tyneside Council	0191 424 07971937070
Communications Team, South Tyneside Council	0191 424 7817 0191 424 7463
Environmental Health and Trading Standards, South Tyneside Council	0191 424 7000
Multi-Agency Partner Organisations	
Complex Abuse Investigation Unit	101 x 74156/74252/74262
British Red Cross	0300 023 0700
Hope for Justice (activation via Police)	0300 008 8000
Salvation Army	0300 303 8151
South Tyneside Clinical Commissioning Group	0191 283 1903
South Tyneside Clinical Commissioning Group – out of hours ask for the CCG on call for the North East Region	0191 430 2453
NHS England (in escalation)*- ask for NHS England Cumbria North East 1st on call manager	0191 430 2453

* **Criteria for Escalation -** Increase in geographic area or population affected • The need for additional NHS external or internal resources • Increased severity of the incident • Increased demands from DH, partner organisations or other responders on the NHS • Heightened public or media interest • Establishment of COBR • Increased UK threat level	

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-foremergencies-responsibilities-of-responder-agencies-and-others

JESIP (Joint Emergency Services Interoperability Programme) 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

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

Criminal Exploitation of Children and Vulnerable Adults https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/741194/HOCountyLinesGuidanceSept2018.pdf

Achieving Best Evidence in Criminal Proceedings 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-

Convention for the Protection of Human Rights and Fundamental Freedoms
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

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

Address:	
Postcode:	
Tenure:	
Landlord Details:	
Names, DOBs and nationality of any known children within the property:	

South Tyneside Council	Comments and/or information
Let's Talk Service Contact 0191 424 6000 for Adult Social Care Contact 0191 4245010 for Children and Families Information provided by and date:	
Council Tax Records Contact Benefits Team on 0191 423 9909 for property and individual checks Information provided by and date:	
Community Safety Team Contact 0191 424 7935 for any known info re area Information provided by and date:	
South Tyneside Homes Contact 0300 123 6633 (0191 456 2093 out of hours) for checks on any Council tenants and properties Information provided by and date:	
Housing Solutions Contact 0300 123 6633 (0191 456 2093 out of hours) for checks on any housing assessment or homelessness applications Information provided by and date:	
Environmental Health Teams Contact 0191 4247937 for checks on private rented properties and landlords Information provided by and date:	

ANNEX C – DEFINITIONS

If any 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 South Tyneside Council Emergency Response Process and issues should be responded to as an Emergency Situation.

A Major Incident with South Tyneside 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 Information Intention Method Administration Risk Assessment Communication Humanitarian Rights and Other Legal Issues (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
Information	What, where, when, how? What might? How Many?	
Intent	Why are we here? What are we trying to achieve?	Strategic aim and objectives Joint working strategy
Method	How are we going to do it?	Command, control and coordination arrangements Tactical and operational policy and plans Contingency plans
Administration	What is required for effective, efficient and safe implementation?	Identification of commanders Tasking, Timing, Decision logs Equipment, Dress code and PPE Welfare, food and logistics
Risk Assessment	What are the relevant risks? What measures are required to mitigate them?	Joint understanding of risk Decision Controls
Communications	How are we going to initiate and maintain communications with all partners and interested parties?	Other means of communication Understanding of inter-agency communications Information assessment Dealing with the Media, develop a joint media strategy and plan
Humanitarian Issues	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

IDENTIFY HAZARDS	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.
CARRY OUT A DYNAMIC RISK ASSESSMENT (DRA)	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.
IDENTIFY TASKS	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.
APPLY RISK CONTROL MEASURES	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.
HAVE AN INTEGRATED MULTI-AGENCY OPERATIONAL RESPONSE PLAN	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.
RECORD DECISIONS	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.

7. Ensure staff debriefing takes place at the most appropriate opportunity post event.

ANNEX F – DECISION MAKING

Single and multi-agency decision making will follow this general pattern of the Joint Decision Model (JDM) or 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 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 we (as individuals and as a team) content that this decision is the best practicable solution?