

MEMORANDUM OF UNDERSTANDING

Between the Metropolitan Police Service Human
Trafficking & Kidnap Unit and Rahab Adoratrices



Working together for a safer London

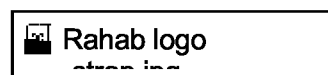


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1. INTRODUCTION & BACKGROUND

- 1.1 This Memorandum of Understanding (MoU) is between the Metropolitan Police Service's (MPS) Human Trafficking and Kidnap Unit SCO7 (1)¹ and Rahab Adoratrices (Rahab)².
- 1.2 SCO7 (1) is the Metropolitan Police's central human trafficking team. It sits within the Specialist, Organised and Economic Crime command and is the MPS lead for all human trafficking and prostitution issues. The unit also provides expert advice on strategic and tactical options when dealing with all trafficking and prostitution matters across the MPS.
- 1.3 Rahab is a charity established in 2009 by Sisters Adoratrices³ to provide pastoral care and practical support to women affected by prostitution and human trafficking for the purpose of sexual exploitation, helping them to rebuild their lives and achieve their own identity, freedom, integrity and dignity.
- 1.4 The Sisters' Order was founded in 1856 with the specific mission of caring for women who have experienced sexual exploitation. With over 150 years experience, they are currently active in 23 countries in Africa, Asia and South America supporting over 11,000 women each year through 153 social projects and humanitarian interventions. In the UK Rahab is a continued expression of the Order's founding aims and ideals, and one of the many ways in which the Sisters are responding to emerging needs in the modern age.
- 1.5 The charity operates in the Royal Borough of Kensington & Chelsea (RBKC) and neighbouring wards of the City of Westminster (Westminster), the two London Boroughs with the highest number of women working in 'off street' prostitution in the capital⁴. More recently operations have been extended to Hammersmith & Fulham (H&F).
- 1.6 The MoU outlines the existing partnership arrangements established during the EU-funded European Communities Against Trafficking (ECAT) Project 2013-14, when the two organisations developed and piloted new methods and an integrated framework for proactive identification and support of exploited and at risk individuals alongside law enforcement activities.⁵
- 1.7 The relevance of the partnership has been recently affirmed by new priorities established through central government and other important national policy initiatives. These place significant emphasis on the statutory obligations of public authorities

¹ <http://content.met.police.uk/Site/scospececoncrime>

² www.rahabuk.com

³ www.adoratrices.com

⁴ Metropolitan Police Service Human Trafficking & Kidnap Unit intelligence and research, 2015

⁵ See p3

around identification, protection and care of individuals at different levels of exploitation, risk and vulnerability. They also strongly encourage partnership work with community organisations more able to interact with those in particularly vulnerable sectors, such as prostitution, to drive operational outcomes and deliver tangible results.

- 1.8 This MoU reaffirms SCO7 (1) and Rahab's continued shared commitment and focus in delivering a creative shared response to engaging with the multiple and complex issues involved. A continuously evolving relationship, the document sets out the basic framework of the shared agreement and joint activities, approach and planning.
- 1.9 Implicitly the partnership also recognises the many specialist and niche stakeholders across law enforcement, local authorities, third sector organisations, civil society groups and international partners, who play a vital role, contributing their professional knowledge, resources and networks to assist both strategically and operationally.

EUROPEAN COMMUNITIES AGAINST TRAFFICKING (ECAT) PROJECT 2013-14

2-year project funded by the European Commission and delivered in partnership by Rahab, SCO7(1), STOP THE TRAFFIK, Borgorete Italy and Caritas Lithuania. Led by RBKC, and supported by Westminster, the Mayor's Office for Policing and Crime, and the Institution of the Ombudsperson for Children in Lithuania.

Victim Identification & Support

The police and Rahab worked in partnership to establish a new model for proactive victim identification, protection and reintegration alongside law enforcement activities.

- Over 600 premises (working flats & massage parlours) were identified in RBKC and Westminster.
- Over 200 potential victims of trafficking had joint welfare visits by the police and Rahab during 20 action days.
- 500+ women and 15 men (including people who identify as transgendered) were visited as part of Rahab's outreach programme; 130 have received longer term visits and support.
- 29 victims of trafficking were referred into the National Referral Mechanism.
- Top countries of origin were Romania, Poland, UK, Lithuania, China, Thailand, Hungary, Latvia, Ukraine, Bulgaria, Brazil, Spain, Russia, Estonia, Ghana, Nigeria and the majority of women were aged 18-35.
- Police instigated over 60 criminal investigations with links to RBKC and Westminster.
- In 4 cases (Operations Peltier, Birkhill and Perelof, Flandrau) police made over 60 arrests, and perpetrators were charged and convicted of trafficking, rape and controlling prostitution offences, with the majority found guilty and sentenced to on average to 10+ years each.

Cited in the London Mayoral Strategy on Violence Against Women and Girls 2013-17⁶ and Violence Against Women and Girls Shared Services Strategy 2015-18 (RBKC, Westminster, H&F)⁷ as a model of best practice and learning to be monitored and shared pan-London.

Data source: ECAT Toolkit, March 2015

⁶ https://www.london.gov.uk/sites/default/files/vawg_strategy.pdf

⁷ <https://www.rbkc.gov.uk/pdf/Violence%20Against%20Women%20and%20Girls%20Strategy%202015-18.pdf>

NATIONAL POLICY CONTEXT

Modern Slavery Strategy (Home Office, November 2014)⁸

Policing plans and strategies to draw on all available resources / refine and build on existing capabilities to improve identification, investigation, protection and support of victims, and disruption and prosecution of offenders. This should include strengthening of existing partnership structures and multi-agency arrangements with organisations able to support strategic and targeted activity in priority areas / direct engagement with 'at risk' communities, working effectively and closely with them.

Modern Slavery Act 2015⁹

Provides law enforcement agencies with the powers they need to pursue, disrupt and bring to justice those engaged in human trafficking, modern slavery, servitude and forced or compulsory labour. Also introduces measures to enhance the protection of victims, and makes provisions for a new Independent Anti-Slavery Commissioner, whose role is to encourage good practice in the prevention, detection, investigation and prosecution of offences, as well as the identification of victims. This will be undertaken by making recommendations to public authorities, undertaking or supporting research, consulting, cooperating and joint working with international and voluntary sector partners and public authorities.

Independent Anti-Slavery Commissioner Strategic Plan 2015-17¹⁰

Strong emphasis on supporting and holding to account law enforcement agencies in meeting their statutory obligations and improving responses around identification, investigation and support for victims. Evidence to this effect to include inclusion of modern slavery in all policing plans and control strategies, strategic coordination, outcomes focused partnership models with community/organisations more able to interact with individuals with high risk vulnerability / in especially vulnerable sectors, use of very latest technology e.g. the internet for intelligence gathering and proactive identification, implementation of policies and procedures to actively deliver enhanced and immediate levels of support to victims.

Santa Marta Group, established 2014¹¹

Alliance of international police chiefs and bishops from around the world working together with civil society in a process endorsed by Pope Francis to eradicate human trafficking and modern day slavery. Focus on developing and strengthening partnerships to improve shared responses to prevention of trafficking, pastoral care for victims, including empowering their reintegration in society, and the prosecution of criminals. In the UK involvement is from the Catholic Bishops' Conference of England and Wales, the London Metropolitan Police (represented by the London Metropolitan Police Commissioner), Catholic religious communities (including Sisters Adoratrices) and other support agencies amongst others.

National Policing Sex Work Guidance 2015 (National Police Chiefs' Council, 2015)¹²

Updated guidance to support the work of Chief Constables and their staff in dealing with prostitution related exploitation and the presence of organised criminal activity in their areas. Aims to assist in ensuring professional best practice and appropriate tactical responses that reduce vulnerability, threat, harm and risk to individuals, with police working in partnership with other key agencies, local communities, outreach and support networks. Outlines a 'Strategic Enforcement' concept that builds influence and consensus, stressing as a priority the public protection duty police have in relation to the safety of those working and practical ways to address crimes against them e.g. a risk based approach to managing prostitution related issues.

Ending Violence against Women and Girls Strategy 2016-2020 (Home Office, March 2016)¹³

Framework based on four pillars: prevention, provision of services, partnership working and pursuing perpetrators. Supports wider government work to tackle modern slavery. Reiterates commitment to tackling the harm, exploitation and crime associated with prostitution, and the need for improved measures for the protection and support to benefit all vulnerable individuals affected. Identifies the need for further culture change and development of new approaches on the frontline that embed early intervention and prevention and effective perpetrator interventions e.g. effective use of new technology to identify individuals in need before a crisis occurs and intervening to make sure they get the help and specialist support they need when they need it including opportunity to find routes out improving disclosures confidence in the criminal justice system/

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www.gov.uk/government/uploads/system/uploads/attachment_data/file/383764/Modern_Slavery_Strategy_FINAL

DEC2015.pdf

⁹ www.legislation.gov.uk/ukpga/2015/30/contents/enacted

¹⁰ www.gov.uk/government/uploads/system/uploads/attachment_data/file/468729/IASC_StrategicPlan_2015.pdf

¹¹ www.santamartagroup.com

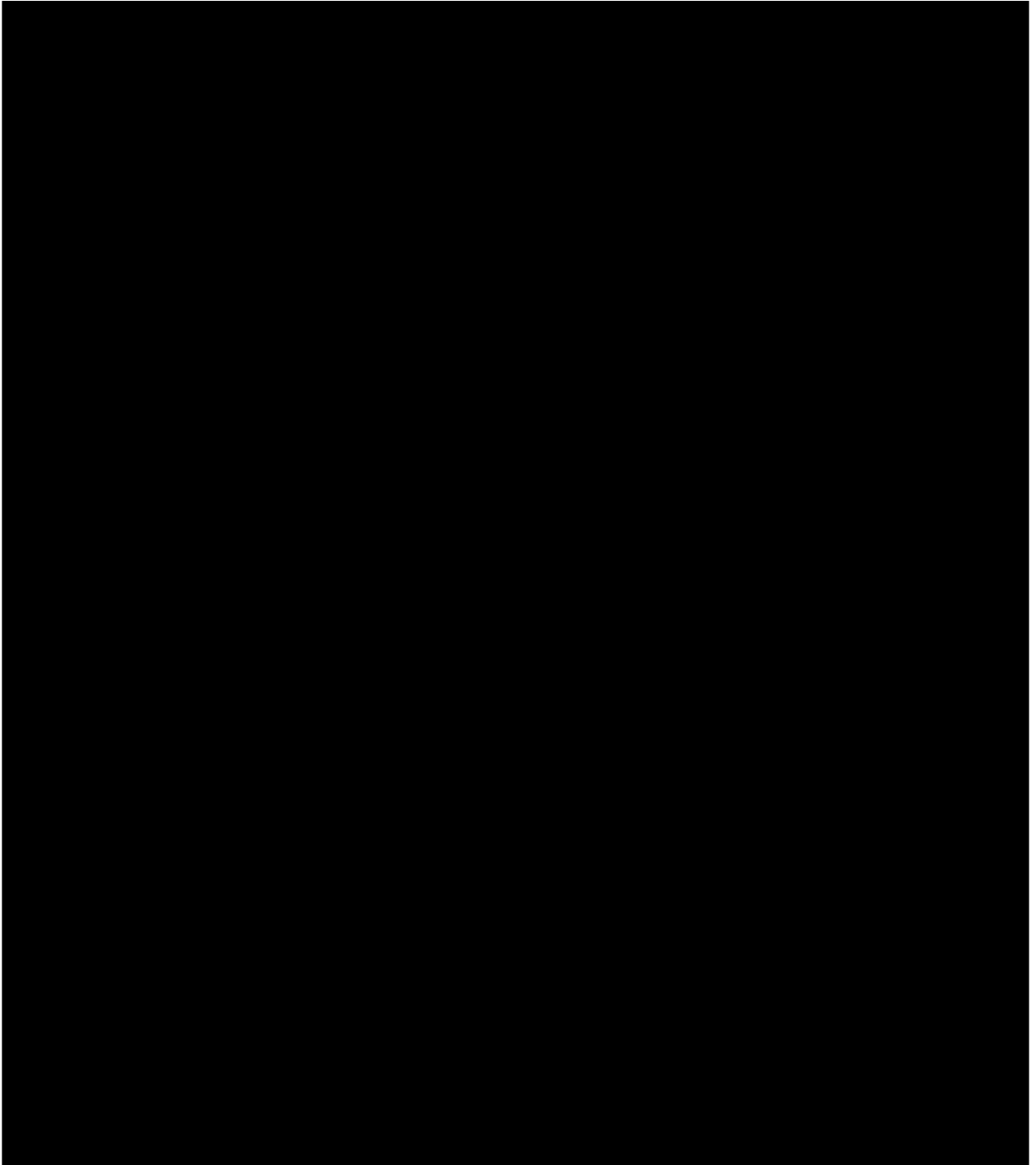
¹²

<https://view.officeapps.live.com/op/view.aspx?src=http%3A%2F%2Flibrary.college.police.uk%2Fdocs%2FNPCC%2F>

National-Policing-Sex-Work-Guidance%2520-%25202015.doc

¹³ www.gov.uk/government/uploads/system/uploads/attachment_data/file/522166/VAWG_Strategy_FINAL_PUBLICATION_MASTER_vRB.PDF

it, including opportunity to find routes out, improving disclosures, confidence in the criminal justice system/ referrals to the police/ access to justice for those affected / enhanced support through criminal justice system for victims.



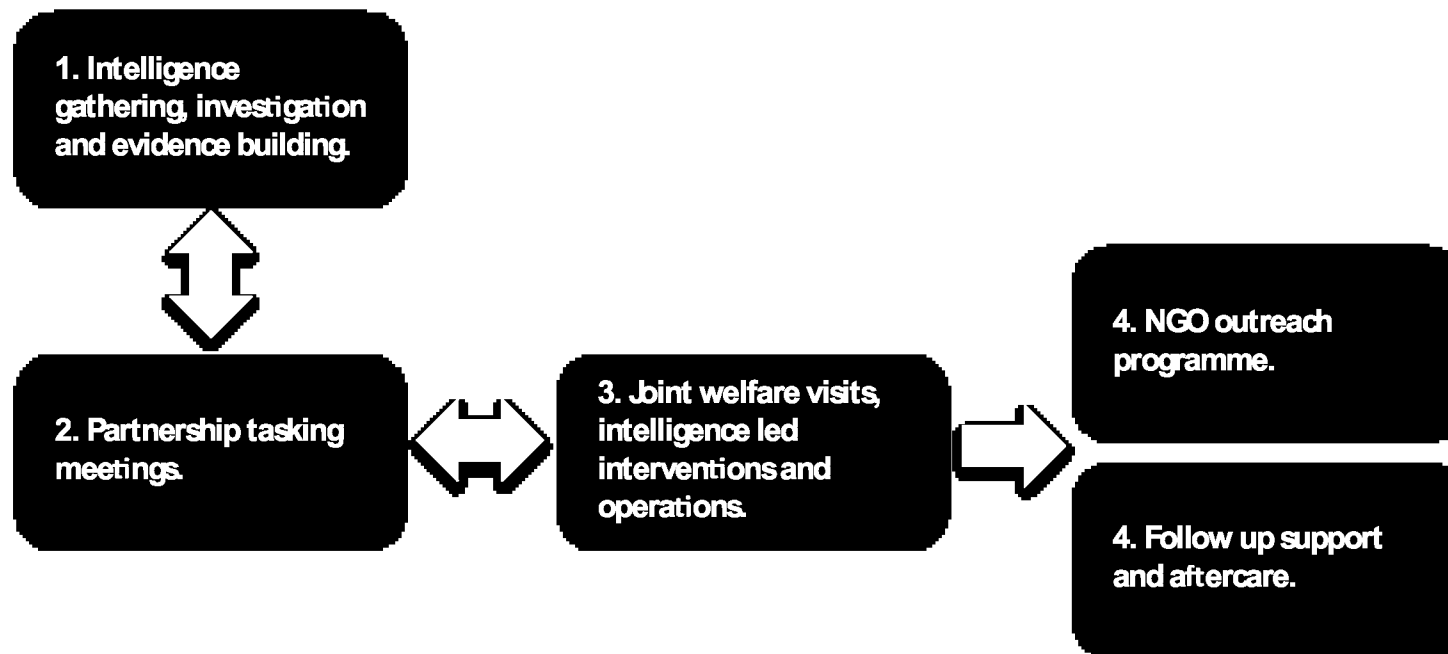
2. ADMINISTRATION

- 2.1 The MoU has been signed on behalf of each organisation by a Senior Officer¹⁴ authorised to sanction their agency's involvement and co-operation at every stage of the Agreement.
- 2.2 The Senior Officer has nominated a Designated Officer¹⁵ to be a single point of contact within their organisation, responsible for coordinating the partnership, monitoring and reviewing its operation, reporting on its effectiveness and making recommendations on any changes needed.
- 2.3 The MoU will be reviewed annually, and sooner if required, and any changes and updates made accordingly by mutual consent.
- 2.4 Either party may withdraw from the agreement at any time by giving notice in writing to the authorised Senior Officers to allow for transition arrangements to be put in place.

¹⁴ See page 13

¹⁵ See page 14

3. PARTNERSHIP ACTIVITIES



Approach

- ✓ Person centred
- ✓ Trauma informed
- ✓ Culture / gender sensitive
- ✓ Human rights based
- ✓ Confidentiality / informed consent
- ✓ Safeguarding

| Ref | ACTIVITY | LEAD | FREQUENCY | DETAILS |
|-----|---|-----------------------|----------------------------------|---|
| 1 | Intelligence gathering, investigation and evidence building | Law enforcement | Monthly | <ul style="list-style-type: none"> Intelligence gathering (open source and other e.g. internet research, police databases and systems). Development and analysis of data, making critical links and associations. Identification of addresses and locations to be visited. |
| 2 | Partnership tasking meetings | Law enforcement & NGO | Bi-monthly | <ul style="list-style-type: none"> Intelligence and information sharing, making critical links and associations. Joint decision-making, coordination and planning of activities. Reviews and monitoring of previous actions carried out. Development of opportunities to work with/support local law enforcement, including provision of awareness raising, training and guidance on statutory obligations, assistance with tactical responses. |
| 3 | Joint welfare visits | Law enforcement & NGO | Bi-monthly | <ul style="list-style-type: none"> Welfare visits to addresses and locations to initiate contact. Focus on welfare rather than enforcement to develop relationships of trust, provide opportunity for safe disclosure / early identification of potential victims / individuals at risk / in situations of high-risk vulnerability who may be in need of assistance. Appropriate law enforcement and NGO interventions on a case by case basis. Use of Rahab Sanctuary for any interviews, debriefs and assessments of individuals required. |
| | Intelligence led interventions and operations | Law enforcement | As determined by law enforcement | <ul style="list-style-type: none"> NGO hosting of victim reception centre as an alternative to a police station / additional availability of Rahab Sanctuary if needed. Law enforcement victim recovery / execution of arrest warrants. Law enforcement interviews, debriefs and assessments. Subject to any restrictions, NGO presence during and after interviews, debriefs and assessments to provide pastoral care i.e. relational, emotional support and reassurance and interventions / alternative / additional NGO support / care pathways (first stage / emergency) for individuals (see follow up care below) |

| | | | | |
|---|---------------------------------|-----------------------|--|---|
| 4 | NGO outreach programme | NGO | Weekly | <ul style="list-style-type: none"> • Return visits to addresses and locations by trained NGO staff and volunteers. • Continued development of trust based relationships. • Provision of pastoral care and practical support focussed on personal safety, health, wellbeing. • Further intelligence and information gathering for early identification of potential victims / individuals at risk / in situations of high-risk vulnerability who may be in need of assistance. • Appropriate interventions on a case by case basis i.e. First Responder NRM referrals, alternative NGO support / care pathways. |
| | Follow up support and aftercare | Law enforcement & NGO | Within 24-48 hrs / ongoing on a case by case basis | <ul style="list-style-type: none"> • Appropriate interventions on a case by case basis i.e. needs and risk assessments, support and care planning, case management, monitoring of outcomes. • General victim support e.g. NGO third party assisted reporting, First Responder / NRM referrals, victim and witness delivery plans, assistance with voluntary returns, referrals to specialist and mainstream services • Alternative / additional NGO support / care pathways (first stage / emergency, medium and long term) for individuals <ul style="list-style-type: none"> - eligible for the NRM but need support before assessment / entering the NRM - eligible but choose not to access the NRM - ineligible / receive a negative grounds decision - need aftercare following the NRM 45 day recovery and reflection period. - fall below the threshold of support available - not identified as victims of trafficking however other safeguarding issues, risks and vulnerabilities identified • NGO support to include <ul style="list-style-type: none"> - Crisis / emergency supported accommodation and material assistance - Extended pastoral care and practical support following arrests, during detention, bail, voluntary or forced return - Follow up support and aftercare (short, medium and longer term) including physical health needs, psycho-social needs (e.g. psychological and emotional, reconnection to family and the community, cultural and spiritual needs), legal advice for immigration and other issues, statutory agencies), support whilst giving witness statements to law enforcement agencies, assistance to enable individual's appropriate participation in criminal proceedings against perpetrators, in cases of voluntary assisted return, referrals to overseas agencies able to provide safe resettlement service |

4. RISK ASSESSMENTS AND SAFEGUARDING

- 4.1 Joint welfare visits and victim reception centres are risk assessed by MPS according to their control standards and procedures. Rahab also has internal risk assessment policies and procedures and all staff and volunteers are covered by the charity's employer liability insurance.
- 4.2 Rahab has strict safeguarding policies and procedures and all staff and volunteers have been DBS checked and received training.

5. INFORMATION SHARING

- 5.1 Critical to the partnership's effectiveness is the timely flow of information in order to build intelligence, identify potential victims /individuals in high risk vulnerability, investigate cases, make decisions and coordinate any actions quickly to provide the appropriate interventions for further investigation and any critical and other support mechanisms needed.
- 5.2 The Metropolitan Police and Rahab are signatories to RBKC's Crime and Disorder Reduction Partnership Protocol and Procedure for the Exchange of Information which also apply to the partnership arrangements contained within this MoU.
- 5.3 The protocol facilitates the exchange of information to support actions under provisions within the Crime and Disorder Act 1998 and establishes the conditions under which information sharing will take place between the signatory agencies, clarifying their understanding of each party's responsibilities towards each other and data subjects.
- 5.4 As signatories both parties have agreed to:
 - subscribe to the principles contained in the protocol;
 - work to the procedures identified within the protocol;
 - implement the protocol fully within their own agencies, ensuring all staff and volunteers know of its existence and supporting their attendance at any training event required;
 - supply information within the bounds of this protocol at no financial cost to any of the other signatory agencies;
 - contribute to the development of trust and confidence between the signatory agencies by working within the framework of the protocol to disclose, retain and dispose of data for the purpose of supporting the Crime and Disorder Reduction Strategy.

6. MEDIA

- 6.1 Given the delicate and sensitive nature of the activities, and potential operational risks involved, the partnership agrees to a consistent approach in dealing with all media enquiries, respecting the requirement for confidentiality and discretion by either party and consulting with / seeking mutual consent prior to any information being released that involves either organisation.

