

EXETER BOARD

Thursday 28 April 2016

Present:-

Exeter City Council
Councillors Sutton (Chair) and Owen

Devon County Council
Councillors Foggin, Hannaford, Hannan, Morse, J Owen, Prowse and Westlake

Associate Members
Superintendent Sam De Reya (Devon and Cornwall Police), Jude Taylorson (Faith Groups)
and Diana Moore (Exeter Community Forum)

Also Present

Detective Sergeant Zoe Nowell : Devon and Cornwall Police
Patsy Lang : Superact

Also Present

Head of Youth Services, Senior Inclusion Officer, Partnership and Policy Officer, Community
Involvement and Inclusion Officer, Parks and Open Spaces Manager and Democratic
Services Officer (Committees) (HB)

9

APOLOGIES

Apologies were received from Councillors Denham, Edwards, Hill, Leadbetter and
Mottarm, Phil Atwell and Simon Bowkett.

10

MINUTES OF THE MEETING HELD ON 17 FEBRUARY 2016

RESOLVED that the minutes of the meeting held on 17 February 2016 be taken as
read and signed by the Chair as a correct record.

11

OPEN FORUM

No representations or questions had been received under the Open Forum
arrangements.

12

SCHOOL EXCLUSION STRATEGY

The Chair welcomed Marc Kastner, Senior Inclusion Officer of Devon County
Council, who informed the Board of current strategies, policies and practices in
respect of the exclusion of school pupils in both primary and secondary schools.
The report had been requested because of the high level of exclusions in Exeter
and in one school in particular and, with reference to the County wide situation, he
confirmed that high rates were to be found across the County and that, in some
cases, were higher than the national average. Exclusions had significant impact on
future educational and social aspirations for individual pupils.

The Education Inclusion Service comprised three Inclusion Officers with a fourth to
shortly join the team. Behavioural and Attendance Panels met every other week in

Exeter involving Assistant and Deputy Head Teachers and is being modelled on the early assessment process. A variety of organisations were also utilised in assessments including educational psychologists, education welfare and behaviour support specialists, youth offending teams etc.

He explained the different types of exclusion – permanent and fixed term -, the reasons behind them and the differing solutions provided.

Managed moves entailed a pupil being placed in an alternative school for six weeks, remaining there if the placement worked well. Alternatively, the child could return to the original school with other arrangements considered. Options would include staying within the mainstream, moving to a special school or to a School Company/Pupil Referral Unit. A new school could often benefit a pupil with a fresh start. There were three School Company's in the County - at Barnstaple, North Devon, Sowton, Exeter and Dartington, with some pupils having to travel some distance to the allocated school, which was not ideal. The School Company's offered alternative curricula and could exclude a pupil on a temporary basis but not permanently. Of those excluded last year to School Company's, 67% remained. There are children moving to Elected Home Education whose parents state that their child is at risk of exclusion.

The Devon Youth Service also operated Chances in Newton Abbot, an alternative education provision for secondary age provision for pupils at risk of permanent exclusion from mainstream school. Youngsters who attended remained on school rolls with staff working to resolve their problems.

Those missing education through sustained absence from the school roll are followed up through Devon County Council Missing Education Meeting held weekly and was a beacon of good practice nationally.

There were increasing concerns that the situation with regard to mental health was worsening. Pupils were able to access on line support out of school hours but those without broadband provision were disadvantaged. Assistance was also available from the Child and Adolescent Mental Health Service (CAMHS) through the NHS and YoungMinds. Training on these issues for teachers was also being undertaken by Early Help 4 Mental Health.

He stated that there were concerns over the use by some schools of exclusion and the impact upon the child. Ofsted monitor the rate of exclusions. The philosophy and ethos differed from school to school, with individual schools possessing different thresholds in respect of exclusion. Tensions also existed within schools such as between pastoral and academic outlooks and possible lack of communication, with a growing demand for a greater emphasis on the academic element. The Academisation of schools was also a factor, as was a growing emphasis on side-lining activities such as arts and drama within the curriculum. The Government was seeking to accelerate the switch-over from local authority-controlled to Academy schools. The Government White Paper had called for schools to contribute financially to the education of those excluded.

A County Council Task Group on a Review of School Exclusions had been submitted to its Peoples Scrutiny Committee on 28 March looking at the exclusion process and prevention, reasons for exclusions, school and off-site provision, how funding was used to support students at risk of exclusion and the use of alternative providers and multi-agency engagements.

Councillor Hannan, as chair of the Task Group, explained the work of the Group. It had received evidence and gained insights from experts, predominantly those from

the Council who were involved in the field and had made half day visits to four secondary schools, one Pupil Referral Unit and one alternative provider. The report also included the views and experiences of pupils and staff, as well as statistical data and evidence provided by County Officers.

He made the following additional points, commenting also that the inclusion officers were held in high regard in Devon schools:-

- those receiving free school meals because of low “parental” income were significantly more likely to be excluded and was more evident in Devon than nationally;
- those with special educational needs were significantly more likely to be excluded, both nationally and in Devon;
- Children in Care in Devon were nearly eight times as likely as other children to receive temporary exclusions; and
- boys were three times more likely than girls to be excluded.

The Task Group’s recommendations included examining the extent to which disadvantaged pupils and those with Special Educational Needs featured amongst those excluded; that all teaching and support staff were able to enhance their skills in relation to emotional and social education; that schools were provided training on how effective pastoral support systems could be developed and provided for all pupils; the legality and effectiveness of providing late and early school and the use of part-time timetables in schools; multi-agency partnerships with particular attention to pupils with mental health needs and how schools worked with the Child and Adult Mental Health Service and for the Council to investigate the impact of Elective Home Education on pupils in Devon.

The Board thanked Marc Kastner for his presentation and noted that the recommendations of the working group would be monitored by the County Council.

MODERN DAY SLAVERY IN DEVON

The Chair welcomed Superintendent Sam De Reya and Detective Sergeant Zoe Nowell who spoke on the background and challenges in respect of human trafficking which was now the fastest growing international crime generating \$150 billion annually, with an estimated 35.8 million in slavery today. Globally, it was the second most lucrative criminality only to the illegal firearms trade. The Home Office estimated that there were between 10 and 13,000 potential victims of modern slavery in the UK in 2013 and, in 2014, a total of 671 potential child victims were referred to the National Referral Mechanism - the top five countries of origin being Albania, Vietnam, UK, Slovenia and Nigeria.

Modern slavery included servitude and compulsory labour and the common types of exploitation/enforced service were explained. The presentation also itemised the indicators of this condition and likely locations and occupations of those kept in these conditions. The specific offences and sentencing powers under the Modern Slavery Act 2015 were detailed. Individuals detained under the Act, if identified as victims of slavery and exploitation, were not dealt with as criminals. Under the National Referral Mechanism (NRM) being piloted by Devon and Cornwall Police and other Forces, victims could be referred to other areas. For example, the Salvation Army, had statutory responsibility for safeguarding and arranging a victim care package and a care centre at Bournemouth was being used. However, the consent of the victim was necessary and some could be reluctant to move on.

The Force was seeking to increase public awareness of this issue. Training was to be rolled out to public sector staff as it was important for visiting officers and custody staff to be alert to signs. Similarly, hoteliers and taxi drivers had important roles to play as well as the general public in identifying potential victims. As part of publishing these issues, an article on Modern Slavery would be included in the Exeter Citizen.

Presentation attached.

The Chair thanked Superintendent De Reya and Detective Sergeant Zoe Nowell for their presentation.

Sergeant Nowell's email was zoe.nowell@devonandcornwall.pnn.police.uk and further information was available on www.modernslavery.co.uk

14

SUPERACT - PRESENTATION BY PATSY LANG

The Chair welcomed Patsy Lang to the meeting who explained the work of Superact, an arts organisation specialising in creative interventions working across all abilities, age groups and backgrounds, principally within the healthcare, education and criminal justice systems. Music and arts were used to enable individuals in the justice system to engage with the creative process and for communities as a tool to deliver development projects. A number of projects were also conducted in healthcare environments such as hospitals and care homes.

Examples of projects included:-

- Exe Arts - weekly session at St David's Community Centre;
- taking music to wards in hospitals in the Bristol area; and
- developing a new BTEC qualification in partnership with Exeter University - Supporting Employability Skills through Creativity (SEPE).

The organisation did not have a regular income source and was project funded by various bodies such as the Big Lottery Fund, the Arts Council, the National Offender Management Services and the EU Lifelong Learning Programme as well as the European Social Fund.

As an Exeter resident, she was keen to develop further projects in the City and was looking to focus on the homeless community. In this respect, Superintendent De Reya stated that she would raise the work of Superact at the Community Safety Partnership Street Attachment Group.

Members welcomed the work being undertaken and suggested that linkage with the Exeter Community Forum would be very helpful.

The Chair thanked Patsy Lang for her presentation.

15

GRASS CUTTING - UPDATE

The Parks and Open Spaces Manager updated the Board on progress of the new vegetation management regime and the operational details agreed between City and County Council officers following City wide issues with highways grass cutting and weed control that had occurred in recent years.

A co-ordinated approach had been adopted for all grass cutting over both authorities' land with health and safety standards maintained and a contract let for weed spraying, resulting in cost reductions and an improved, joined up approach. In detail, grass cutting had commenced in March, with a range of cutting regimes based on location and need, with input directly from the grass cutting teams. Some roadside areas had been identified in consultation with the Devon Wildlife Trust for seeding with wildflowers for the overall benefit of the City's appearance with clearance cuts to occur later in the year when there would be less work pressure for the grass teams. Weed spraying had commenced on 18 April and the first application was due to be completed on 6 May.

He acknowledged Members' gratitude for improved information flow to local Councillors on grass cutting regimes and confirmed that local residents were encouraged to participate, where appropriate, in maintaining appearances of open spaces/road sides.

RESOLVED that the report on the delivery of solutions to manage and control highway grass and weed growth in Exeter be noted.

16

YOUTH STRATEGY

The Head of Youth Services Devon County Council reported on progress in developing a Youth Strategy for the City, the aim being to develop a multi-agency strategy to respond to the needs of young people aged 10-25 in Exeter City and its immediate surrounds.

Current work was to establish a steering group of commissioners/partners and for parameters to be agreed. The group would include himself, Dawn Rivers, the full time youth worker for Exeter and representatives of agencies such as the Police and the Exeter Community Forum. County Councillor Parsons had agreed to Chair. The steering group would co-ordinate and research, facilitate consultation in organisations and with young people, identify relevant local partners and agree the scope of the strategy.

Members welcomed progress made and, whilst accepting the need for a small group, asked for appropriate political and geographical representation on the steering group of City Council Members. The City Council Champion of Community Engagement was suggested and further consideration would be given to this issue after the local elections.

Diana Moore suggested a wider reference group of stakeholders, including formal and informal organisations working with the youth sector and for explicit references and detailed mapping of all layers of spaces and facilities provision in the City e.g. arts, sports, open spaces and permanent facilities.

Members referred to the huge range of youth groups in the City, particularly uniformed groups, such as Scouts, Guides, Police cadets and those associated with the military. Kevin Henman confirmed that the Strategy would recognise this diverse provision and the importance of offering a mix of opportunities for young people. He confirmed that Devon VOYC would be included in the consultation process.

He reported that the procurement process for the future delivery of the Youth Service would commence in June with an announcement likely by September. Although the specification would reflect operational similarities to existing, a culture change was expected with a fragmented, asset based approach to be replaced with a more collaborative, holistic and community orientated philosophy.

RESOLVED that:-

- (1) the update be noted; and
- (2) a further report back be made on progress, including details of steering group membership.

17 **FUNDING SUB GROUP - MINUTES OF MEETING HELD ON 3 MARCH 2016**

The minutes of the Funding Sub Group of 3 March 2016 were noted.

18 **FEEDBACK FROM MEMBER REPRESENTATION MULTI AGENCY GROUPS**

Exeter Health and Wellbeing Board

The Board noted the minutes of the meeting held on 12 April 2016.

Councillor Owen reported that the July meeting of this Board would receive a presentation from City and County Council officers on implementing a Clear Streets Charter.

Community Safety Partnership

The Board noted the minutes of the meeting held on 14 January 2016.

Superintendent Sam De Reya, as the new Chair of the Partnership, reported that at its meeting on 21 April 2016, the main items considered had been Modern Day Slavery and the new Street Attachment Group. The latter, which had met five times to date, was looking at helping entrenched rough sleepers to adopt alternative lifestyles and move to appropriate accommodation.

Responding to a Member, she advised that court cases were pending in respect of four individuals arrested and bailed in respect of graffiti activity around the City.

Exeter Community Forum

The Chair welcomed Diana Moore who, as Joint Chair of the Exeter Community Forum, reported on the work of the Forum. It had now adopted the Exeter Community Strategy and she emphasised the importance of, and encouraged other agencies to similarly adopt, the strategy. The City Council had already done so and the County Council was likely to follow suit. Work was progressing on implementing the strategy with a sub group set up to identify investment sources as quickly as possible for projects to be initiated. This, in turn, would attract further investors. She emphasised the importance of youth involvement.

Dawn Rivers reported that a joint public consultation event hosted by the Forum and Integrated Care Exeter (ICE) was to be held on 30 June in the Corn Exchange. One focus would be to seek the involvement of agencies in the ICE, Community Forum and public sector in Exeter agenda to support people and communities to take the lead in their own and the community's well-being. The event would also progress further the work of various agencies on mapping and assessing how to maximise use of assets across the City.

It was hoped that Cormac Russell, an academic and leading exponent of asset based community development, would attend.

The Chair thanked Diana Moore for the update.

DATES OF MEETINGS AND FUTURE BUSINESS

The following dates of future Board meetings were noted, all commencing at 5.30pm in the Civic Centre:-

Thursday 28 April 2016
Thursday 14 July 2016
Thursday 22 September 2016
Thursday 17 November 2016
Thursday 2 February 2017
Monday 27 March 2017
Thursday 13 July 2017
Thursday 21 September 2017

The following matters were suggested as future business with dates identified where possible:-

Exeter BID Update – July
Clear Streets Charter - July
Dementia –September

(The meeting commenced at 5.30 pm and closed at 7.55 pm)

Chair

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Devon & Cornwall Police

Modern Slavery Awareness Training



Devon & Cornwall Police

Aim

- What is Modern Slavery / Human trafficking
- Indicators of potential victims of Modern Slavery / Trafficking
- Brief overview of Modern Slavery Act 2015
- How to access National Referral Mechanism (NRM) inc: Slavery Safeguarding Lead (SSL) pilot

A large, dense pile of US one hundred dollar bills, filling the entire background of the slide. The bills are scattered and overlapping, showing various serial numbers and the portrait of Benjamin Franklin. The text is overlaid in the center of this image.

Human Trafficking is the fastest growing international crime, generating \$150 billion annually (source: ILO, 2014)





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Scale of Modern Slavery

- The walk free foundation estimates that there are 35.8m people in slavery today
- The H.O. Estimates that in 2013 there were btw 10,000 & 13,000 potential victims of Modern Slavery in the U.K



Scale of Modern Slavery – Child Victims

- In 2014 a total of 671 potential child victims were referred to the NRM (29% of total referrals)
- The top 5 countries of origin of potential child victims were: Albania, Vietnam, UK, Slovakia & Nigeria
- There were 75 referrals where the country of origin was the UK (represents 11% of all child referrals)



What is Modern Slavery?

U.N definition for Human Trafficking?

"The recruitment, transportation, transfer, harbouring or receipt of persons, by means of threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation"

Referred to as Palermo Protocol



What is Modern Slavery?

In addition to victims of trafficking, modern slavery inc:

- Victims of slavery
- Victims of servitude
- Victims of forced or compulsory labour

Not every person who is exploited through slavery, servitude & forced or compulsory labour has been trafficked

What is modern slavery?

Human trafficking



•An **ACTION** (recruitment, transportation, transfer, harbouring, or reception of persons, which can be internal movement or cross-border) .



•**MEANS** (threat or use of force, coercion, abduction, fraud, deception, abuse of power or vulnerability)
There does not need to be a means used for children as they are not able to give informed consent.



•**PURPOSE** to exploit an individual for benefit, e.g. sexual exploitation, forced labour or domestic servitude, slavery, financial exploitation, illegal adoption, removal of organs..

Slavery, servitude, forced or compulsory labour



Not required for action to have been taken to bring person into the situation.



•**MEANS** (threat or use of force, coercion, abduction, fraud, deception, abuse of power or vulnerability, through which a person is held in a situation)
There does not need to be a means used for children as they are not able to give informed consent.



•**PURPOSE** to compel another to act in a way that amounts to slavery, servitude or forced / compulsory labour.



Common types of exploitation / enforced service

FORCED LABOUR: Victims are forced to work against their will, often working very long hours for little or no pay in dire conditions under verbal or physical threats of violence.

DEBT BONDAGE: Victims are forced to work to pay off debts that realistically they never will be able to.

SEXUAL EXPLOITATION: Victims are forced to perform non-consensual or abusive sexual acts against their will, such as prostitution, escort work and pornography. Adults are coerced often under the threat of force, or another penalty.

CRIMINAL EXPLOITATION: Often controlled and maltreated, victims are forced into crimes such as cannabis cultivation or pick pocketing against their will.

DOMESTIC SERVITUDE: Victims are forced to carry out housework and domestic chores in private households with little or no pay, restricted movement, very limited or no free time and minimal privacy often sleeping where they work.



What are the Indicators

- Distrustful of authorities
- Expression of fear/anxiety
- Signs of psychological trauma
- Acts as if instructed by another
- Unexplained injuries
- Passport/documents held by another
- Limited social/family contact
- Doesn't know home/work address
- Lack of access to medical care
- Evidence of control over movement
- Monies deducted direct from salary
- No/limited access to bathroom/hygiene facilities



Where are victims found?

Farms

Traveller Sites

Labouring jobs

Nail Bars

Massage Parlours/private residences

Cannabis Factories

Car Washes

Local Neighbourhoods & Residences

Houses of multiple occupancy

Takeaways/Restaurants

At the airport- arrivals and leaving

Homeless Shelters

Missing persons



Modern Slavery Act 2015

Creation of an Anti-Slavery Commissioner

- Encouraging good practice in the prevention, detection, investigation and prosecution of offences under part 1.

Achieved by:-

- Making reports to the Secretary of State
- Making recommendations to any public authority

Statutory responsibility on public authorities

- To notify the Secretary of State that they have reasonable grounds to believe that an individual is a victim of slavery or trafficking



Modern Slavery Act 2015

Specific offences

1. Slavery, servitude and forced or compulsory labour

(1) A person (P) commits an offence is –

a. P holds another person in slavery or servitude and the circumstances are such that P knows or ought to know that the person is held in slavery or servitude, or

b. P requires another person to perform forced or compulsory labour and the circumstances are such that P knows or ought to know that the person is being required to perform forced or compulsory labour.



Modern Slavery Act 2015

Specific offences

2. Human trafficking

(1) A person (P) commits an offence if P intentionally arranges or facilitates –

a. The arrival in, or entry into, the UK or another country of another person (V),

b. The departure of V from the UK or another country, or

c. The travel of V within the UK or another country, with a view to V being exploited.



Modern Slavery Act 2015

Sentencing powers

- Sections 1 & 2 on indictment – life, on summary conviction, up to 12 months and/or a fine.
- Section 4 (committing offence with intent to commit an offence under section 2) on indictment – 10 years, on summary conviction 12 months and/or a fine.



Modern Slavery Act 2015

Non-prosecution of victims of HTMS

Seeking to create a statutory defence for victims to rely on in certain circumstances, subject to following:-

- It will not apply to certain offences (serious sexual/violent offences)
- The individual must be a victim of HT or MS
- The individual must have been compelled to commit the relevant act as a direct result of their trafficking/slavery situation and a reasonable person in the same situation would have no realistic alternative.



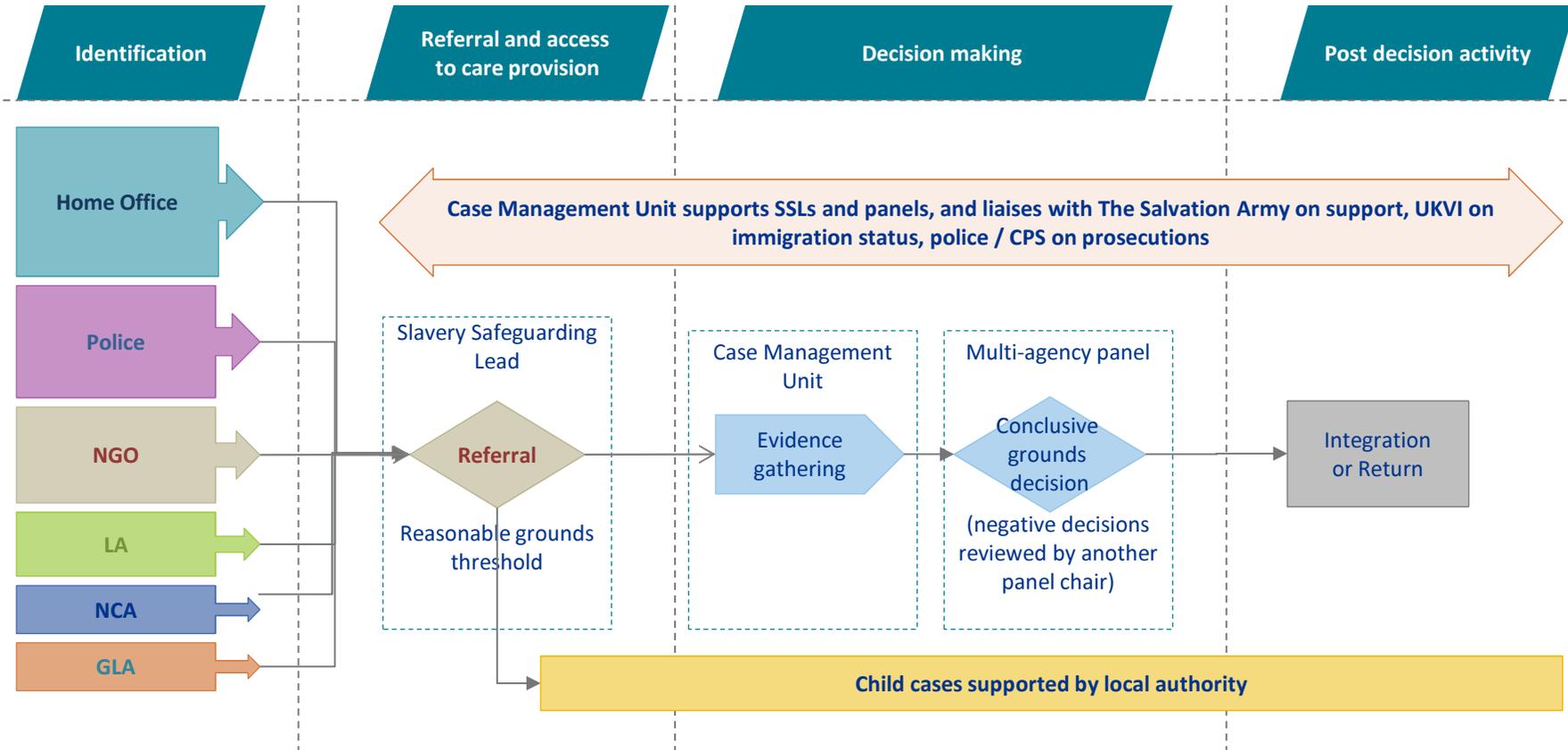
The NRM

- The National Referral Mechanism (NRM) is the process by which people who may have been trafficked are identified, referred, assessed and supported by the Government of the United Kingdom.
- The support available may include access to advice, accommodation, protection and independent emotional and practical help.
- The NRM applies to victims of human trafficking and slavery.



DEVON & CORNWALL
CONSTABULARY

The new NRM process



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

William Wilberforce





Devon & Cornwall Police

Useful points of reference

- <https://www.gov.uk/government/publications/support-for-victims-of-human-trafficking> (Leaflets for victims)
- <https://modernslavery.co.uk/> (National website)
- <http://www.aspartnership.org.uk/> (Regional Multi Agency Website)
- <http://www.unchosen.org.uk/> (National NGO website)
- <http://www.unseenuk.org/> (Regional NGO website)
- <http://www.salvationarmy.org.uk/human-trafficking>