1. Background

1.1 In line with the Greater Manchester Police and Crime Panels forward plan the following report is presented as an update report outlining a summary of work conducted by both the Greater Manchester Police and Crime Leads and Steering group meetings for the period April – December 2016, together with an indication of its work programme for the remainder of 2016/2017 period.

2.0 Work Plan Priorities 2016/2017

2.1 The Greater Manchester Police and Crime Panel endorsed at its June 2016 meeting the Greater Manchester Police and Crime Leads and Steering Groups work plan priorities.

2.2 The endorsed work plan streams are as follows:

- Greater Manchester Police and Crime Structure - Review and develop a governance structure that aligns all relevant work streams and meetings and ensures it is fit for purpose for the future devolution agenda within Greater Manchester
- Exploration of a new delivery model for Community Safety at a Greater Manchester level
- Map spending against the police and crime plan
- Implementation of a Greater Manchester strategy for Alcohol
- Community Engagement - Understanding and mapping of community engagement, with a view to rolling out good practice and to increase the number of volunteers and build resilient communities.
- Public Service Reform - Justice and Rehabilitation - To drive forward and successfully implement the Justice and Rehabilitation Public Service Reform programme
- Greater Manchester Drug and Alcohol Commissioning opportunities - To explore, develop and implement a strategy for
commissioning drug and alcohol services across GM (e.g. in custody suites)

- Police and Crime Commissioner Victims Commissioning - Commissioning of victim referral and enhanced services in compliance with an Ministry of Justice’s Commissioning Framework
- Domestic Abuse - To have a minimum standard of service for both victims and perpetrators of Domestic Abuse across GM
- To implement across Greater Manchester common lessons learnt themes from Domestic Homicide Reviews (DVHR)
- Organised crime – Programme Challenger (to include modern slavery)- To have a consistent multi-agency response across Greater Manchester to organised crime
- Prevent Violent Extremism - To provide leadership and support across Greater Manchester on the implementation of the statutory Prevent Duty which came into force on 1 July 2015
- Anti-Social Behaviour legislation - To have a single set of policies and procedures for the new ASB legislation across GM
- Child Sexual Exploitation – Operation Phoenix. This is being led by a Greater Manchester project group and the Police and Crime meetings will receive the updates for consultation and information purposes
- Fraud – Provide support to GMP in developing a GM multi-agency community safety response to the growing crime of fraud
- Travellers – development of a consistent response to illegal traveller encampments
- Gatherings of High Performing Vehicles – Development of a consistent response to gatherings of high performing vehicles
- Police and Crime Commissioner – Update reports brought to appropriate meetings
- Greater Manchester Police - Update reports brought to appropriate meetings
- Greater Manchester Fire Service - Update reports brought to appropriate meetings
- Commission for new Economy – update reports brought to appropriate meetings
- AGMA Civil Contingencies Resilience Unit – Update reports brought to appropriate meetings

2.3 In developing this work plan the focus had been to identify work streams of commonality across the ten Local Authorities in Greater Manchester together with strategic partners as it relates to the area of Police and Crime. It also recognises that the Greater Manchester Police and Crime Commissioner had recently refreshed his Police and Crime Plan and the priorities set out in his plan are reflected within the work plan streams and now reflect a joint action plan for both the Greater Manchester Police and Crime Steering Group and the Greater Manchester Police and Crime Commissioners Office. Finally, the work plan also takes direction from the recent developments within Greater
Manchester with regard to the devolution agenda and therefore the suggested work streams are in part reflective of this agenda.

2.4 In April 2016 the GM Police and Crime Steering Group endorsed detailed terms of reference for all the work plan streams as outlined in 2.2. These detailed terms of reference include:
- Lead community safety officer
- Lead portfolio member
- Area of focus
- Key milestones
- Key deliverables
- Timescales for milestones, deliverables and completion

2.5 The work plan streams have also been developed into a forward plan for both the Greater Manchester Police and Crime Leads and Steering Group meetings

3.0 Progress against Work Plan Priorities April – December 2016

3.1 The following paragraphs highlight progress on some of the more significant pieces of work that have been developed and implemented with regard to the Greater Manchester Police and Crime Leads and Steering Group work plan priorities to date.

3.2 Work around the GM Police and Crime meeting structures is currently focused on how the structure might need to develop with the election and appointment of a Mayor for Greater Manchester. A separate more detailed report will be submitted to the Police and Crime Panel for consideration in due course. On the work stream relating to exploration of a new delivery model for community safety across Greater Manchester, Consultation with Heads of Community Safety has identified a number of primarily strategic functions that can be delivered collaboratively at a Greater Manchester level. This will mean that they are completed only once rather than 10 times across the Greater Manchester area, introducing a greater degree of efficiency across the Community Safety Partnerships. Areas in scope include:
- Strategy
- Policy / Procedure
- Research and Evaluation
- Transformation / new delivery models
- Information Sharing
- Minimum standards
- Communications / campaigns
- Workforce development

3.3 A hub and spoke model has been widely supported as the most appropriate delivery model for this work. This will facilitate collaboration across the areas with the offices of the elected Mayor as well as retaining the ability to ensure that local priorities are met through the Community Safety Partnerships. Once this approach has been agreed
a more detailed project plan will be drawn up to progress the activity required, aligned to the broader programme of transition to a Greater Manchester mayoral function.

3.4 The GM Community Safety funding work stream has moved on a pace during this period, with each LA visited by members of the project team. These visits had a number of positive outcomes and whilst mapping of the funding was the primary reason for the visit a greater understanding of how community safety is embedded within localities was gained as was a better understanding of the role of the Office of the Police and Crime Commissioner.

3.5 The mapping has identified community safety specific budgets within LAs as £8.8m with a further budget of £44.3m for substance abuse commissioned services. This is in addition to the Police Fund for 2016/17 which totals £547m. The next step was to compare these budgets to 2015/16. As expected a number of councils have shown a reduction in their Community Safety budget and in most cases a reduction in Alcohol and Drug services. Regarding the latter finding there is a wider piece of work which has been commissioned by the GM Substance Commissioners Group (referenced later in this report at s3.18) and this finding will form part of this work to avoid duplication of effort.

3.6 The mapping and meetings have provided an opportunity to explore the issues facing community safety teams and the impact of service cuts. One of the common concerns was the lack of capacity and loss of expertise. Whilst it would be easy to dwell on the negatives of this reality the Community Safety Leads and the OPCC have since come together on two occasions to explore how we can work better together to support each other. The results of these sessions have informed the GM collaboration scoping which is covered earlier in this report (s3.2).

3.7 Work continues on a number of fronts to drive delivery of priority activities within the GMCA Alcohol Strategy: The main priority for 2016/17 remains the concerted programme of work to identify ways in which the Licensing Act 2003 could potentially be reshaped to work more effectively in a local, Greater Manchester context, with consideration of specific opportunities through devolution. A pan-GM consensus has been cemented based on rigorous engagement and discussion with all local Licensing Chairs and elected portfolio leads, and our views have also now been formally shared with the Home Office. Most recently, GM leads have made a strong case for change within a single, unified Greater Manchester response to the House of Lords’ call for evidence on the Licensing Act 2003. The Select Committee will report its key findings and recommendations in spring 2017. For the remainder of the financial year, there will be a particular focus on GM’s specific aspiration for a fifth, health-based licensing objective (HALO). This follows Wigan’s key contribution to a national
pilot programme over Spring / Summer, which invited 8 localities across the country to test feasibility and practicalities of HALO in the event of a national policy change - an independent evaluation report is due imminently.

3.8 The communications and engagement work stream has developed a small sub group of the steering group to look at developing an approach to communications and engagement across the Greater Manchester Police and Crime agenda and to identify how the partnership can work together.

3.9 The Greater Manchester-wide Sitting Right With You domestic abuse campaign launched on 12 October. The campaign comprises advertising on trams, buses, radio and bar washrooms; social media advertising; social media free promotion; public relations campaign; and engagement events. A campaign evaluation report will be presented to the Police and Crime Steering Group at its conclusion.

3.10 Hate crime communications is currently focusing on a Greater Manchester-wide hate crime campaign for February which is currently being designed.

3.11 One of the Police and Crime Panel’s Independent members, Maqsood Ahmed is working with the PCC’s office on developing a range of engagement principles which Steering Group members will be asked to endorse in due course

3.12 The PCC’s office have held 2 rounds of funding bids for its Active Citizens funding. This has been set up to fund grassroots projects that encourage volunteer participation.

3.13 The Justice and Rehabilitation Executive (JRE) continues to develop work on key cohorts and systems linked to its business plan. The upscale of Intensive Community Orders since 2014 has seen over 1000 orders given. The model has been pump-primed through the Justice and Rehabilitation Executive Board Finance Incentive Model partnership funds and Community Rehabilitation Company (CRC) resources. Sustainability plans are now being developed with a bid being developed for the GM Better Life Chances Fund, aided by Social finance. This bid will seek continuation of funding for some potential estates costs and Family and Care Leavers Support beyond April 2017, with the CRC covering offender management costs. Education, Training and Employment support will be explored with GM partners through a variety of existing and emerging mechanisms.

3.14 Integrated Offender Management (IOM) is a fundamental building block for delivering effective offender management in districts and work has been undertaken to:

- Develop a shared framework via a workshop to expand the categories of offender suitable for IOM
• Explore performance management tools to ensure more effective reporting and consistency of approach
• Develop learning for aligning Spotlight with local Public Service Reform delivery models - Oldham has been selected as an initial district to develop learning for this. A workshop event in Oldham was held on 4th October.
• Revision of the terms of reference for the IOM governance body – the IOM Futures Board, with the objective of providing greater strategic and operational guidance.

3.15 The JRE and Women's Support Alliance have now secured funding for a 3 year period for our work supporting and rehabilitating women offenders. All of the providers across the 10 districts are undertaking a Cost Benefit Analysis to enable the development of a longer term sustainability plan. Early results are encouraging but the full assessment will take six months. Data has been shared with the Ministry of Justice to track re-offending and the full results will be expected in a year. There will be a number of areas to focus on in the coming months, these are:
• **Point of arrest** - conditional caution will be re-invigorated and voluntary attendance is now being offered with a referral to the women’s centre, a new shoplifting pilot in Bury will be monitored with a view to wider roll out.
• **Point of sentence** - A Problem Solving Court update report is due at the next Female Offenders Board due to a drop off in the number of referrals. Awareness raising with NPS and Pre Sentence Report writers is planned to assist with this.
• **Point of release** - A Through The Gate proposal with Shelter and the Women’s Alliance is being developed to ensure effective use of resources

3.16 A whole system approach to young offenders devolution agreement has been reached. Recommendations from the GM Children’s Services review agreed and initial implementation achieved. The review will also be informed, in due course, by the publication of the Charlie Taylor review of youth justice, in light of this a new Programme Manager has been appointed to take forward work in this area.

3.17 Improved relationship management with local districts on JRE priorities via the Local Implementation Lead continues with further development of work on integrating Justice and Rehabilitation priorities with place-based approaches across GM. The Lead is also developing local road show events across the 10 districts linked to the Justice Devolution deal.

3.18 Building on work in early 2016, which developed a set of shared principles for substance misuse commissioning, a benchmarking exercise has been completed that reviews the current specifications in the 10 districts and is helping to develop a common framework across the domains of (i) early help; (ii) Targeted interventions; (iii) Recovery
and community and (v) Treatment. This work has provided a greater understanding of what could be commissioned at different spatial levels. All ten Local Authority (LA) areas have signed up to development of a GM framework for purchasing places at inpatient detoxification and residential rehabilitation units. Following the development of a fresh business case, work is progressing well to move towards a single GM Drugs Early Warning System, which will build upon effective practice in a number of localities and enable greater consistency in intelligence sharing and messages. A range of other work streams are also underway and will continue between until March 2017. For example, a drug and alcohol tender is being developed by Salford, Bolton, Trafford LAs, which will be the first multi-area tender in Greater Manchester. This will ensure that GM standards are embedded in the approach and deliver financial efficiencies. The specifications are currently being developed, along with a joint needs assessment, and the service will be operational from October 2017.

3.19 The Victims commissioning workstream has achieved a number benefits and outcomes during this period including the development of a Greater Manchester Victim Services Assessment and Referral model in alignment with GMP’s Target Operating Model and the Local Policing Review. A procured independent service provider will operate at a divisional level across each of the 10 local authority areas (with 2 locations in Manchester). The independent provider will be co-located and align with other multiagency infrastructures, such as Public Service Reform Hubs that are currently in the process of being developed. Eleven victim services coordinators will be appointed by early 2017 to support the development of this divisional based model and Restorative Justice has been incorporated throughout the new model. It is also intended that a workforce development programme is developed to ensure all officers are fully equipped to support the needs of victims. A procurement process has started and is intended that a new service provider will be in place around April 2017, with a 3 months mobilisation period.

3.20 A 3 year Victim Services Strategy is being drafted based on the Greater Manchester Victim Services Needs Assessment and wide ranging reviews that have been undertaken. It will be based on six high level principles of: Getting It Right; Repeat and Vulnerable Victims; Referral and Assessment; Cope and Recover; Practical Help and; Restorative Approaches.

3.21 Other areas of victim services commission related activity include:
- The launch of the victim services website (gmvictims.org.uk)
- Pulse appointed as the GMPCC’s Strategic Commissioning Partner
- A review of restorative justice provision which will be used to shape a Greater Manchester framework
- Investment in specialist support services that are available to our most vulnerable victims, such as domestic abuse, sexual assault
and hate crime which has been provided through commissioned and grant funded services.

- Work to understand and improve the support available for victims who choose not to report the crime to the police.

3.22 Developments over the coming months will include:

- working with GM Connect and GM partners to develop the referral and assessment service and review needs assessments and information sharing
- the development of an online victims journey tool to help demystify the criminal justice system for victims
- Further research into the gaps in support for victims of stalking and harassment and those victims who do not wish to report to the police but still require support.

3.23 In relation to Domestic Abuse, most GM public sector organisations have workforce development programmes in place that address Domestic Abuse, however the purpose of this priority is to ensure that the same key messages are communicated across the sector. Many of these messages will flow from the Domestic Abuse communications campaign – Sitting Right With You which is covered elsewhere in this report.

3.24 The GM housing provider forum has signed up to a Domestic Abuse charter, which means that housing providers are committed to addressing the issue of domestic abuse with their service users and needs are being addressed, rather than dismissed as "criminal damage" or "anti social behaviour". We will monitor the impact of this and report back. In addition, Greater Manchester Fire and Rescue Service (GMFRS) have now committed to include domestic abuse training within their training schedule. This had been omitted and given that the fire service are now undertaking safe and well checks for vulnerable people, this is a prime opportunity for any domestic abuse related risks to be identified and addressed. For standard risk cases, a referral route will be introduced through the STRIVE teams, where this is not already in existence.

3.25 The Behaviour Change Programme is one of the key work streams of the STRIVE domestic abuse project. This is an early help and intervention domestic abuse project, which aims to identify issues and requirements with victims and offenders of domestic abuse (initially identified as low risk) early to prevent further demand on policing and other resources. Part of the programme is to target those perpetrators who want to engage and change their behaviours before abuse escalates and requires further and more intensive interventions as Early Help in line with Public Service Reform principles. This programme largely addresses calls for support where no crime has occurred; this is now referred to as the “Behaviour Change Programme” as there is essentially no ‘perpetrator’. This family-centred
approach will seek to get victims and perpetrators to identify and own their issues and behaviour; identify the triggers and causes of abusive behaviour and agree to address these issues with a bespoke intervention plan. We have worked in collaboration with three existing local partners from within Greater Manchester; Inner Strength, Relate and CRC and resulted in the co-design of a variety of behaviour change programmes. This brought about a shift from delivering statutory provision targeting high risk perpetrators to a voluntary strength-based approach, to low level risk individuals. All LAs have selected their preferred provider. Unexpected lengthy delays with sign off by legal / information governance departments caused significant delays in commencement of delivery. This has now been resolved and delivery has commenced. This element of work will be evaluated by the University of Cumbria.

3.26 The Greater Manchester Female Genital Mutilation prevalence report was reviewed and a number of priority areas highlighted. One of the gaps identified was in relation to support for children and young people at risk/or who have undergone the mutilation. The Police and Crime Commissioner has committed to funding a project for a year, to both address the inconsistency in approach across GM, provide tailored support for children who need it and also provide a professional insight at strategy meetings. The project started in November and will cover Greater Manchester. As a priority, the provider will work with partners to establish referral pathways into the service.

3.27 In addition, a BME prevalence report has also been undertaken and it is clear that there are some wide gaps in knowledge and understanding in this area. One issue relates to the recording of relevant information on police systems and as such a check list has been produced, for the police, to ensure that the right information is recorded when an incident comes in. Further analysis, which will include data from health and safeguarding teams is to be undertaken and this will inform priorities and an action plan, which will be taken to the Domestic Abuse Partnership Board.

3.28 Programme Challenger is continuing to develop GMs response to Organised Crime and modern slavery. A summary of its work is covered below:

- Organised Crime Local Profiles and action plans completed and owned by all 10 CSPs. These documents are a key vehicle for sharing information amongst local partners about the organised crime threat.
- Early intervention pilots in five GM boroughs. These were supported by the Home Office and operated in Tameside, Oldham, Manchester, Salford and Oldham. The purpose was to develop an approach to identify young/ vulnerable people at risk of involvement in organised crime, conduct a multi agency assessment and identify appropriate interventions. Challenger will be working with borough
colleagues to share the learning and approach with other GM boroughs. This work culminated in the production of a ‘How to Guide’ which will be shared nationally in the coming months.

- Threats to Life – the Challenger Safeguarding lead has produced Threats to Life guidance in collaboration with GM colleagues. Once approved by the Safeguarding board this will be shared across GM.
- The Home Office are currently procuring an organisation to lead on a new approach to providing advocates for child trafficking victims. This had previously been in place in GM as an early pilot, but we have now been selected as one of three areas for national roll out. This will be a GM resource and will be coordinated from the Modern Slavery Unit.
- The GM Modern Slavery response network continues to grow. There is now a thriving forum for partners from non government organisations, and a multi faith forum that is chaired by the Dean of Manchester Cathedral. We are also working with colleagues from the business community to develop a network to engage with this sector on modern slavery issues.
- The GMP response to Honour Based Abuse is being supported by Challenger and there is now a police officer within the team dedicated to the development of a GM response. There is a GM action plan being produced by the Honour Based Abuse Sub Group which reports into the Domestic Abuse Board.

3.29 Whilst local arrangements were in place in relation to the oversight and monitoring of Prevent, across the different statutory partner agencies, it was recognised that there was no mechanism by which Prevent work is was being monitored collectively on a city region basis. Since the last update, discussions have taken place to strengthen Prevent leadership and governance arrangements, which are as follow:

- Annual report to the Combined Authority
- Bi-annual updates to the Police and Crime Steering group
- Bi-annual meeting of Statutory Partners-chaired by Chief Executive with responsibility for GM Police and Crime issues
- GMP quarterly updates to Greater Manchester Mayor/Police and Crime Commissioner and GM lead Member for Police and Crime, GM lead Chief Executive for Police and Crime and GM Prevent co-ordinator.

3.30 It is proposed that the strengthened governance arrangements will not only oversee the statutory element of Prevent, to ensure the duty is being adhered to by individual organisations, but also ensure that the Greater Manchester principles are being adopted in relation to establishing a narrative, consistent messages in terms of training and awareness and protocols that define referral pathways.

3.31 A strategic threat assessment briefing setting out the risks from terrorism across Greater Manchester has also been delivered to the
GM Police and Crime Steering Group in April 2016, reaffirming the importance of the Prevent agenda and the development of proportionate and relevant local prevent action plans. An annual briefing will continue to be provided by the North West Counter Terrorism Unit

3.32 Bury, Manchester, Rochdale and Stockport are the four key LA areas that will be part of the first round of GM Channel Peer Reviews aimed at bringing together professionals from across the appropriate agencies and a number of independent peers to evaluate and improve decision making around Channel referrals, build understanding about the types of vulnerabilities being Channel case managed, identifying good practice and provide challenge to local multi agency safeguarding decision making around risk, vulnerability, support packages and ultimately improving outcomes for the vulnerable individuals. Peer reviews in the four areas will need to be completed by July 2017 and a report for each area identifying learning and a clear set of recommendations produced.

3.33 Community engagement is a key area of focus across GM for Prevent. Manchester as the only Prevent priority area within GM are also able to bid for Home Office funding and has used this to develop its local campaign to build community resilience called RADEQUAL. There is potential for the RADEQUAL campaign to be considered for roll out across GM to help start or strengthen existing engagement and delivery.

3.34 In relation to Anti Social Behaviour, the tools and powers contained within the Act are being used widely across the conurbation, with some anonymised case studies to evidence innovative practice being submitted to the Home Office to be used within a best practice and learning resource. The main focus of the next 12 months needs to be the local action planning around the automatic transition of Gating Orders, Dog Control orders and Designated Public Places Orders scheduled to occur in October 2017. There is ongoing discussion with the Home Office and the Local Government Association about the resource implications for local authorities, specifically in relation to transition of Gating Orders and regular updates on progress of the discussions will be provided to the GM Police and Crime Leads and Steering Groups.

3.35 The Greater Manchester Police and Crime Steering Group have received support and reports from the Commission for the New Economy. Building upon New Economy’s evaluation of the Greater Manchester Place-based integration pilot sites (Platt Bridge and Hyde) in March 2016, the research team has developed a pan-GM framework for the financial evaluation of place-based integration (PBI). This framework consists of an agreed approach to cost-benefit analysis in support of future business cases, and the utilisation of a bespoke toolkit which will equip teams to be able to undertake local evaluation of
integrated neighbourhood-based teams. Each area has now been offered bespoke support on the data tool, and several areas are now embedding it within their Adopter Sites over the remainder of 2016/17.

3.36 New Economy continues to provide bespoke support to several areas of work under the Greater Manchester Mental Health and Wellbeing Strategy. Ongoing work to develop a holistic overview of crisis care in GM has supported the development of a full business case for an “Enhanced Street Triage” service, and also will ensure that strong data collection/monitoring processes are embedded within the new integrated GM service for custody health and liaison & diversion.

3.37 Under the banner of Victims Services Commissioning, New Economy has a range of priority research projects underway and planned for the remainder of 2016/17. GM now has its first Female Genital Mutilation (FGM) strategy shortly, drawing on New Economy research which (for example) identified the need for a co-ordinator post with a specific remit to ensure appropriate support for young people. The team is now supporting a similar piece of work to corral the evidence base and map current services in support of a GM approach to Honour-Based Abuse (HBA). More broadly, the team is also supporting the development of a three-year Victims’ Strategy, linking with the Justice Devolution deal.

3.38 The GM Police and Crime Steering Group have taken on 3 new work streams this financial year of
  • Fraud – Provide support to GMP in developing a GM multi-agency community safety response to the growing crime of fraud
  • Travellers – development of a consistent response to illegal traveller encampments
  • Gatherings of High Performing Vehicles – Development of a consistent response to gatherings of high performing vehicles
  • Police and Crime Commissioner – Update reports brought to appropriate meetings

3.39 These 3 new work streams are developing well in gaining a total understanding of the issues to be solved. All 3 work streams have now developed key principles and objectives to be achieved and the GM Police and Crime Steering group will receive substantive reports on these work streams before the end of the financial year.

3.40 The Greater Manchester Police and Crime Steering Group has also considered in detail reports from Greater Manchester Police regarding the new policing model and the closure of specific Public Enquiry Counters. The former included a personal presentation from the Chief Constable for which members of the GM Police and Crime Steering Group were grateful. As a result of these detailed reports, presentations and discussions the GM Police and Crime Steering Group have developed implementation plans and recommendations for GMP and CSPs (Community Safety Partnerships) to consider and implement.
4.0 Work Plan Priorities 2017/2018

4.1 The Greater Manchester Police and Crime Leads and Steering Groups will continue to develop and implement the 2016/2017 work plan until the end of this financial year. They will also during the final quarter of 2016/2017 develop their work plans for 2017/2018.

4.2 It is accepted that the work plan work streams are long term priorities of the Greater Manchester Police and Crime Steering group and therefore the majority of the work plan themes are likely to remain the same. The work plan will though outline the specific deliverables for 2017/2018 and this further detail will be shared with the Police and Crime Panel in due course.

5.0 Recommendations

5.1 Greater Manchester Police and Crime Panel members are asked to acknowledge the work carried out during the April – December 2016 period.

Background Papers (available upon request)

• Greater Manchester Police and Crime Leads and Steering Group terms of Reference
• Greater Manchester Police and Crime Leads and Steering Group 2015/2016 work plan, terms of reference for work plan streams and forward plan.

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