

**Manchester City Council
Report for Resolution**

Report to: Communities and Equalities Scrutiny Committee - 20 July 2016

Subject: Community Safety Overview

Report of: Deputy Chief Executive (Growth and Neighbourhoods)

Summary

This report was requested by the Communities and Equalities Scrutiny Committee in order to provide an overview of the work of the Community Safety Partnership (CSP).

Recommendation

The Committee is asked to note the contents of the report.

Wards Affected: All

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Background documents (available for public inspection):

The following documents disclose important facts on which the report is based and have been relied upon in preparing the report. Copies of the background documents are available up to 4 years after the date of the meeting. If you would like a copy please contact one of the contact officers above.

Manchester Community Safety Strategy 2014/17

1. Introduction

1.1 This report will highlight some of the work the Community Safety Partnership has undertaken or commissioned to meet its strategic objectives.

1.2 The CSP's Community Safety Strategy 2014/17 contains eight priorities:

	Theme	Theme Lead(s)
1	Tackling Anti Social Behaviour	Sam Stabler Community Safety Lead, MCC
2	Tackling Alcohol and Drug Related Crime	David Regan Director of Public Health, MCC
3	Changing Offender Behaviour	Marie McLaughlin Head of Youth Justice, MCC Stuart Tasker Community Director, Cheshire and Greater Manchester Community Rehabilitation Company Tim Kyle Head of Offender Management, National Probation Service
4	Protecting Vulnerable People	Julie Heslop Strategic Head of Early Help, MCC
5	Tackling Serious and Organised Crime	Wasim Chaudhry Chief Superintendent, GMP Vicky Charles Partnership Lead, Programme Challenger
6	Tackling the Crimes of Most Impact	Laura Marler Partnership Chief Inspector, GMP
7	Tackling Hidden Crime	Fiona Worrall, Director of Neighbourhoods, MCC
8	Making the City Centre Safer	Angela Whitehead Compliance and Enforcement Lead, MCC Gareth Parkin City Centre Chief Inspector, GMP

It is acknowledged that many of these priorities are cross cutting. Each priority is overseen by a theme lead whose role is to oversee the Partnership response to their priority including allocating community safety funding, commissioning activity based upon their delivery plan, monitoring activity and

performance, commissioning analysis where required, and identifying cross cutting areas of work.

- 1.3 Elements of our work have been reported in detail over the past twelve months. This report therefore provides a brief overview of these areas and further updates will be provided over the course of the next twelve months. The report also contains details of recent activity.

2. Tackling Anti-Social Behaviour

- 2.1 GMP recorded 33,853 incidents of anti social behaviour (ASB) during 2015/16. Overall, this represented a 2% reduction compared to the 2014/15 figure of 34,486. However there were increases in some ASB categories. The largest increases during 2015/16 were linked to fireworks (an increase of 77%, mainly during October and November 2015) and littering relating to drugs (an increase of 24%, mainly in the City Centre). The largest decrease (-19%) was seen in ASB linked to neighbour nuisance (from 5,150 to 4,197).
- 2.2 Tackling anti social behaviour is a key priority for the CSP with prevention and early intervention playing a key role. In response to emerging issues the CSP commissioned a number of projects across Manchester aimed at reducing youth related anti social behaviour. Activity targeted young people not engaged with mainstream services and those at risk or involved in anti social behaviour. It included:
- Afternoon and evening detached youth engagement which involved guiding young people away from hotspots where residents had reported concerns
 - Engagement sessions to discuss employment, apprenticeships, health, and sporting opportunities
 - Advice and guidance for 16-19 year olds who are not in education, employment or training
- 2.3 The Anti Social Behaviour, Crime and Policing Act 2014 introduced a range of powers to replace and augment existing powers. These include:
- Injunction – a tenure neutral civil order to prevent ASB and nuisance behaviour
 - Criminal Behaviour Order – an order that can be attached on conviction of a criminal offence to be used against persistent and serious offenders
 - Community Protection Notice – to deal with ongoing nuisance that is negatively affecting a community’s quality of life
 - Public Space Protection Order – to stop individuals or groups committing ASB in public spaces
 - Closure Power – a power to close premises which are being used or likely to be used to commit nuisance or disorder
 - Dispersal Power – a police power requiring people over 10 years old to leave an area for up to 48 hours if the behaviour is likely to cause harassment, alarm or distress

The CSP has successfully been using these powers for a year now in cases where anti social behaviour cannot be resolved through early intervention or informal interventions.

- 2.4 Manchester is home to the Manchester Metropolitan University and the University of Manchester, two of the largest universities by student numbers in the country, with a combined total of approximately 70,000 students. The importance of a strong, successful Higher Education sector is widely recognised to the economy of the city. In 2009 a Student Strategy was developed together with an implementation plan that identified the actions that were necessary in addressing the issues associated with a large student population. This plan is regularly reviewed and refreshed to ensure it focuses on the most relevant areas of the city and safeguards the students from becoming victims of crime as well as tackling those students who commit crime and anti social behaviour. There is a strong partnership approach at the heart of the Strategy and the implementation plan, with contributions from Manchester City Council, GMP, Greater Manchester Fire and Rescue Service, the NHS, both Universities and their Student Unions. The delivery of the Strategy is overseen by a Student Strategy Board, with its three sub groups focusing on Housing and Environment, Student Safety, and Communications.
- 2.5 A new approach to tackling student anti social behaviour was introduced in 2015 in response to concerns raised by Manchester residents regarding the nuisance caused by students in South Manchester. This involves a more intensive approach to prevention and an accelerated escalation of enforcement applied to ten streets that were subject to the greatest concentration of complaints relating to students. Prevention activity has included work with landlords and Manchester Student Homes to emphasise the anti social behaviour clause in their tenancy agreement and the consequence of breaching this. An evaluation of this new approach is currently taking place, initial findings have found a number of parties have been interrupted at an earlier point, both universities seen to be taking action where ASB has been identified, a small reduction in formal complaints and feedback from residents and landlords has been supportive of the approach.

3. Tackling Alcohol and Drug Related Crime

- 3.1 Alcohol and drug misuse are drivers for crime, disorder and anti social behaviour in addition to leading to health and social problems. Alcohol is a factor in a range of offences, particularly violent crimes and domestic violence and abuse. There is a strong correlation between opiate and crack cocaine use and acquisitive crime.
- 3.2 Manchester continues to develop schemes and initiatives that aim to prevent alcohol and drug related crime and anti social behaviour. This includes developing pathways into treatment services for those committing anti social behaviour where their behaviour is linked to alcohol and/or drug use. Services also continue to be developed and offered for those wanting to access treatment for their drug and/or alcohol use.

- 3.3 Community based alcohol and drug treatment services for adults have been redesigned following a review and public consultation in 2014. A new lead provider for the integrated early intervention and treatment service, Manchester Integrated Drug and Alcohol Service (MIDAS), has been commissioned and is now operational. The service is available city wide in a range of community-based settings, and will provide a single access, assessment, and care coordination process for all alcohol and drug misusers. The service will be accessible through a range of referral pathways, with particular focus on those individuals and groups who pose a high risk of harm to themselves and others, and the early help and 'complex dependency' cohorts in the city. The service will work with users/misusers of a range of substances, including alcohol, illegal drugs, new psychoactive substances, and misusers of prescription/over the counter medication, with a particular focus on increasing the availability of treatment for alcohol misuse.
- 3.4 Public Health and other partners are providing ongoing input into activity within the Greater Manchester Alcohol Strategy, and are involved in discussions currently taking place with other Greater Manchester alcohol and drug commissioners around opportunities for developing more cohesive Greater Manchester wide approaches to commissioning substance misuse services, in particular the links to the transforming rehabilitation public sector reform programme.

4. Changing Offender Behaviour

- 4.1 Reducing the number of offenders and the number of offences they commit remains a significant challenge to the CSP. This workstream is led by three organisations: Manchester Youth Justice, the National Probation Service (NPS), and the Cheshire & Greater Manchester Community Rehabilitation Company (CRC). Collectively these three organisations are responsible for:
- Reducing the harm caused to victims, offenders' families and the wider community
 - Reducing reoffending amongst offenders
 - Ensuring that initiatives such as restorative justice are victim led
 - Improving rehabilitation prospects by developing access to accommodation, employment and health opportunities for offenders
 - Reducing the number of young people entering the justice system
- 4.2 Since 1 June 2014 the Probation Service has undergone radical organisational change following the implementation of the Government's Transforming Rehabilitation Programme. As a result, adult offender management is now shared between the public sector National Probation Service and a series of private sector Community Rehabilitation Companies. The NPS is configured into seven divisions across England and Wales with Manchester being part of the North West division. Cheshire & Greater Manchester CRC is one of 21 CRCs nationally.
- 4.3 The NPS predominantly manages cases assessed as posing high risk of serious harm and having significant complex needs such as mental health

concerns, drugs and alcohol dependency and relationship issues that contribute to offending behaviour. The NPS is in the process of implementing a new operating model to drive excellence, efficiency, and effectiveness in the delivery of court sentencing, offender management within prisons and in the community, enforcement decisions and processes, victims work, and Approved Premises provisions.

- 4.4 The Cheshire & Greater Manchester Community Rehabilitation Company became formally owned by Purple Futures (an Interserve Justice led partnership consisting of Interserve, Shelter, P3 and 3SC) on 1 February 2015. Over twelve months later the organisation has almost completed implementation of their new operating model which seeks to work with every offender subject to CRC supervision to help them rehabilitate and enhance their opportunities regardless of the sentence received at Court. Helping offenders to achieving qualifications and a Record of Achievement are key aspects of the CRC's operating model and service users will be involved in strategic decision making once the Service User Council is fully implemented over the summer. In May 2016 the CRC made a strategic decision to actively enable it's past service users to apply for paid positions within the CRC as they arise. Having the knowledge and skills of individuals with lived experience as part of the CRC's workforce will have a significant impact on the organisation's ability to support a reduction in reoffending across Cheshire and Greater Manchester.
- 4.5 Manchester Youth Justice Service supervises those children and young people under 18 years of age who have been charged with offences and sentenced by a court. There has been a national drive to keep young people out of the formal criminal justice system when a different approach can achieve a good outcome. Many of these 'out-of-court' cases can be dealt with by means of a Restorative Justice disposal. Between 2011/12 and 2014/15 the number of occasions where a young person received a Restorative Justice disposal in Manchester increased from 635 to 981. During the same period, the number of occasions where a young person was charged reduced from 1,353 to 728.

Restorative justice aims to repair the harm done to a victim by an offender and encourages the offender to acknowledge the impact of their actions and do something to make amends. The benefits of restorative justice are far reaching and can have an impact on the victim, offender and wider community. They include:

- The victim can let the offender know how their actions impacted on them and get answers to their questions
- The victim can participate in the settlement
- The offender faces up to the consequences of their actions and takes responsibility
- The offender can do something positive to payback the community

Overall, the number of first time entrants entering the youth justice system in Manchester has decreased year on year since April 2011 and this is in line

with national trends. Since April 2011 there has also been a gradual decrease in the rate of custodial sentences given to young people.

The Youth Justice Service provides as an alternative to custody, the Intensive Supervision and Surveillance (ISS) Programme which is a mixture of punishment and positive requirements. It is designed to:

- Ensure the young person makes recompense for their offences
- Address the underlying causes of their offending
- Manage the risk posed by the young person in the community
- Put in place structures that will allow the young person to avoid future offending
- Reintegrate the young person into the community

The core elements of ISS are education, training and employment and addressing offending behaviour.

4.6 The work of both the adult and youth offender management services is supported by a number of initiatives commissioned by the CSP. This includes Community Led Initiatives (CLI). CLI works with adult offenders to help them achieve a more stable lifestyle away from offending. Typical activities include:

- Advocacy through the benefits process, ensuring correct benefits are being claimed and commitments are being met, reducing the possibility of being sanctioned
- Obtaining identification to allow clients to open bank accounts and complete exams to improve employability
- Exploring and applying for voluntary work and colleges to improve employability and constructively fill time
- Accessing local resources including medical and leisure facilities

5. Protecting Vulnerable People

5.1 Following extensive consultation with voluntary, community and faith based organisations and other stakeholders, Manchester published its second three year Hate Crime Strategy 2016/19 in February 2016 with seven clear priorities:

1. Support the victims of hate crime
2. Prevent hate crime
3. Increase the reporting of hate crime and hate incidents
4. Take effective action against perpetrators
5. Improve partnership responses
6. Continue to build cohesive and resilient communities where hate crime and discrimination are not tolerated
7. Target online hate crime

5.2 Changes to the strategy for 2016/19 have reflected both the feedback from the consultation and the experiences over the last three years. As a result Islamophobia and anti-Semitism have been included in the Religion and Belief

Strand for monitoring in the future. We have also added to the objectives to include a more positive approach to hate crime, promoting cohesion and diversity that will then ensure communities are more resilient to hate crime. Another strong theme from the consultation was the prevalence of online hate crime, and an uncertainty of how to deal with it, so this has also been included in the objectives.

- 5.3 The Prevent Duty that came into force on 1 July 2015 placed a statutory responsibility on specified authorities including local authorities, schools, further and higher education institutions, the NHS, the police, prison and young offender institutions, and providers of probation services ‘to have due regard to the need to prevent people from being drawn into terrorism’. Manchester through the Prevent Steering Group has undertaken a self assessment against the duty and an action plan to strengthen any areas of development has been produced. Manchester is confident that it is compliant in meeting the requirements set out in the duty against the following themes:

1. Partnership

Establish or make use of an existing local multi-agency group to agree risk and co-ordinate and effectively monitor Prevent activity.

2. Risk assessment

Use the existing Restricted Counter Terrorism Local Profiles (CTLPs), produced for every region by the police, to begin to assess the risk of individuals being drawn into terrorism. This includes not just violent extremism but also non-violent extremism.

3. Action plan

With the support of co-ordinators and others as necessary, any local authority that assesses, through the multi-agency group, that there is a risk should develop a Restricted Prevent action plan to address identified risks.

4. Staff training

Ensure ‘appropriate’ staff have a good understanding of Prevent, are trained to recognise vulnerability to being drawn into terrorism and are aware of available programmes to deal with this issue.

5. Use of publicly owned venues and resources

Ensure that publicly-owned venues and resources do not provide a platform for extremists and are not used to disseminate extremist views. This includes considering whether IT equipment available to the general public should use filtering solutions that limit access to terrorist and extremist material. Ensure that organisations who work with the local authority on Prevent are not engaged in any extremist activity or espouse extremist views.

- 5.4 Manchester City Council and Greater Manchester Police recognise the importance of engaging with communities on Prevent. There is a level of challenge and sensitivity around the Prevent agenda nationally and a sense of disengagement by communities. Over the last 15 months we have been working with the Foundation for Peace to engage and listen to communities

and develop the role of communities in shaping and supporting the delivery of Prevent in Manchester. The start of the engagement process with communities took place in April 2014, in the form of a 'Prevent – the Big Questions' community dialogue event and has led to the delivery of a Round Table Discussion along with three community workshops, a young people's event and two action planning sessions under the Rethinking Radicalisation community engagement programme of work.

To view a copy of the detailed report setting out the findings of the programme and also find out more about the work that continues in the city to build community resilience, please go to the following link:

http://www.makingmanchestersafer.com/mms/info/16/prevent/27/rethinking_radicalisation_-_manchesters_community_dialogue_programme

6. Tackling Serious and Organised Crime

6.1 Serious and organised crime encompasses a number of areas including:

- Gun crime
- Human trafficking and modern slavery
- Drug offences
- Money lending and laundering
- Counterfeit goods, and
- Sham marriages

6.2 In 2013 the Government published a cross governmental Serious and Organised Crime Strategy which covered four key areas:

- Prevent - preventing people from getting involved in serious and organised crime
- Protect – strengthening protection against and responses to serious and organised crime
- Pursue – pursuing criminals through prosecution and disruption, and
- Prepare - reducing the impact where serious and organised crime does occur

Work is ongoing under each of the four themes led by Programme Challenger, Greater Manchester's response to tackling serious and organised crime.

6.3 A Serious and Organised Crime Executive has been established and oversees the delivery and implementation of a multi-agency action plan. A Local Profile has also been developed and this has informed targeted activity around enforcement and disruption.

6.4 In order to develop a consistent and coordinated response, a dedicated Modern Slavery Coordination Unit (MSCU) exists within Programme Challenger. This team provides operational support, a partnership review of investigations, training for police and partner agencies, and an intelligence collection plan that includes public, private and third sector agencies.

The MSCU has developed a Panel for Adolescents and Children affected by Trafficking (PACT). This offers advice, guidance and operational support to local authorities, police and partner agencies that have concerns about a young person who is suspected of being trafficked. Referrals can be made by any agency via the trafficking and slavery inbox traffickingandslavery@gmp.police.uk

7. Tackling the Crimes of Most Impact

7.1 Across Manchester work has been ongoing to address the crimes that have the most impact on individuals and communities. These include domestic burglary, robbery from person, and domestic violence and abuse. Activity has included:

- Crime prevention advice in hotspot areas
- Environmental improvements
- Outreach and diversionary activity aimed at addressing crime and anti social behaviour amongst young people

7.2 Whilst 4,261 domestic violence and abuse crimes were reported between April 2015 and March 2016, it is acknowledged that many more crimes go unreported. Tackling domestic violence and abuse is a key priority for Manchester. Domestic violence and abuse has a huge impact on those experiencing and witnessing it and Manchester continues to take a zero tolerance approach. Recent activity has included:

- Encouraging perpetrators to change their behaviour and access voluntary perpetrator programmes whilst still running court mandated programmes
- Supporting victims to remain in their own homes, when it is safe for them to do so and should they wish to, through target hardening measures
- Raising awareness amongst young people of healthy relationships

7.3 The new Domestic Violence and Abuse Strategy 2016/20 was launched on 17 June 2016. It builds on our work to date whilst acknowledging that different approaches need to be taken in some areas to tackle domestic violence and abuse, for example around prevention and early help. Working across all directorates and with the Voluntary and Community sector we will take a collaborative approach in tackling domestic violence and abuse.

8. Tackling Hidden Crimes

8.1 There are some crimes and behaviours where the people affected are less likely to report what has happened to the police or other agencies. The reasons for this may be varied but can include:

- Fear of repercussions
- mistrust of agencies
- Reliance on the perpetrator
- The perpetrator being a family member

- A lack of understanding of their rights

These types of crimes can have a long term damaging effect on people's lives but their hidden nature means that it can be difficult to estimate their prevalence, gather intelligence, and prosecute offenders.

8.2 The CSP are focusing on the following hidden crimes:

- Female genital mutilation (FGM)
- Forced marriage
- Human trafficking
- Sexual violence and exploitation
- Child sexual exploitation
- So-called honour based violence

There are overlaps between some elements of hidden crime such as human trafficking, sexual exploitation, forced marriage, and so-called honour based violence.

8.3 The CSP is working closely with colleagues from the Children's and Families Directorate, Safeguarding and the Voluntary, Community and Faith based sector to learn more about the problems that can remain hidden so we can work together to improve the confidence of victims to take action and ensure victims have appropriate support.

8.4 As part of a Department for Education programme, NESTAC (New Steps for the African Community) delivered FGM training to staff and pupils in three High Schools in Manchester. The Community Safety Partnership awarded additional funding to extend this training to a further seven High Schools. NESTAC also provided train the trainer sessions to these schools to ensure the future sustainability of the programme.

9. Making the City Centre Safer

9.1 Ensuring we have a safe and well managed City Centre is critical in terms of achieving the aims of both our community safety and growth strategies. Manchester's City Centre is vibrant with a rich cultural offer supporting a high footfall during the day with people who work in the City Centre and those visiting. This carries on throughout the evening with visitors and residents enjoying the many restaurants, bars, theatres, cinemas, and music venues that are a popular feature of the night time economy.

9.2 Over the past ten years, the City Centre has expanded considerably with new areas such as the Northern Quarter, NOMA and First Street developing as distinct districts with their own unique offer. With this expansion comes challenges, particularly around managing a 24 hour city. Alcohol can negatively impact on the behaviour of some people. Partners work closely to address these challenges, managing the demand on resources and the impact of behaviour, ensuring that the City Centre provides a good experience for all and is a safe place to live, work and visit.

- 9.3 The CSP has recently conducted a survey of people who visit the City Centre at night to find out the type of venues (pub, restaurant, event, theatre, etc.) people visit and which areas are most popular, in addition to how they travel in and out and the reasons why they choose this mode of transport. The results from this survey together with intelligence mapping around crime and disorder hotspots and time profiles for victim based crime enables the CSP to direct resources accordingly.
- 9.4 As well as the challenges associated with the night time economy reports about begging, homelessness and drug use have all increased over the past five years. The CSP has been involved in the Big Change campaign which encourages people to give in a different way to help those begging and homeless move off the streets. New approaches to tackling homelessness have been implemented during the past year with the CSP working closely with the Council's Rough Sleepers Team and the Voluntary and Community Sector around this issue.
- 9.5 Criminal Behaviour Orders (CBOs) have been used successfully both as a deterrent to prevent drug dealing in Piccadilly Gardens and they have also been used to prevent offenders linked to acquisitive crime from entering the City Centre. The CBOs have provided the police with the power of arrest if the individuals breach these court conditions which ensures the threat they pose by being present in the City Centre can be dealt with swiftly.
- 9.6 A Safe Haven operates almost each Saturday night between 11pm and 5am at the Nexus Art Café on Dale Street providing a place of safety for vulnerable people. GMP, Village Angels, Street Angels, Street Pastors and NWAS are able to take people who are vulnerable but not requiring a visit to A+E to the Safe Haven. Evaluation of the use of the facility to date indicates that people are most likely to be brought into the Safe Haven for a variety of reasons including intoxication, homelessness, minor injuries, and separation from friends.

10. Next Steps

- 10.1 Over the next 12 months the CSP will continue to work towards meeting its strategic priorities. Action plans have been developed together with performance indicators and these continue to be monitored in order to measure the impact of the activity.
- 10.2 The CSP will contribute to the development of the Integrated Neighbourhood Management (INM) programme. INM focuses on the improved delivery of public services through public sector agencies strengthening their partnership working arrangements at a local level. There are several key drivers to change the way we work, including:
- greater community engagement
 - reduce duplication and waste
 - create more proactive services

- reduce demand on services
- reduce costs
- improve outcomes for residents

10.3 Over the course of the next twelve months, the Community Safety Partnership will provide reports to the Communities and Equalities Committee. These will include details of students and anti social behaviour in South Manchester, tackling alcohol and drug related crime and the new adult treatment service, and building community resilience and cohesion.