

**Manchester City Council  
Report for Resolution**

**Report to:** Communities and Equalities Scrutiny Committee – 25 May 2021

**Subject:** Community Safety Partnership Update

**Report of:** Strategic Director - Neighbourhoods

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**Summary**

This report was requested by the Communities and Equalities Scrutiny Committee in order to provide an update on the work of the Community Safety Partnership with particular focus on serious and organised crime, including gun crime and knife crime.

**Recommendation**

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

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**Ward Affected:** All

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**Alignment to the Our Manchester Strategy Outcomes (if applicable)**

<b>Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS</b>
A thriving and sustainable city: supporting a diverse and distinctive economy that creates jobs and opportunities	
A highly skilled city: world class and home grown talent sustaining the city's economic success	
A progressive and equitable city: making a positive contribution by unlocking the potential of our communities	
A liveable and low carbon city: a destination of choice to live, visit, work	This report will highlight how the Community Safety Partnership contributes towards this outcome by ensuring neighbourhoods are clean, safe, attractive and cohesive and therefore a destination of choice for people to live, visit and work
A connected city: world class infrastructure and connectivity to drive growth	

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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 2018/21

## **1.0 Introduction**

- 1.1 The Community Safety Partnership (CSP) launched its current Strategy 2018/21 in March 2018 following consultation with people who lived, visited, and worked in Manchester.
- 1.2 This report will provide an update on how the CSP is meeting its strategic objectives with particular focus on work taking place to tackle serious and organised crime including gun crime and knife crime.

## **2.0 Manchester Community Safety Partnership's Strategic Priorities**

- 2.1 Community Safety Partnerships were introduced by the Crime and Disorder Act 1998 which recognised the need for different agencies to work together to tackle crime and antisocial behaviour and formulate and implement local crime reduction strategies. Manchester's Community Safety Partnership brings together the Council, Greater Manchester Police (GMP), offender management services, Health, Greater Manchester Fire and Rescue Service, Housing Providers, the Greater Manchester Combined Authority, the Universities, and Voluntary and Community organisations.
- 2.2 Under the Act, CSPs are required to identify, through local crime and disorder audits and consultations, key local crime and disorder priorities. The current Community Safety Strategy 2018/21 was developed following consultation and analysis of local crime and disorder data and contains the following five priorities:
  - 1. Tackling crime and antisocial behaviour
  - 2. Keeping children, young people, and adults with vulnerabilities safe
  - 3. Protecting people from serious harm
  - 4. Reducing the crime impact caused by alcohol and drugs
  - 5. Changing and preventing adult offender behaviour
- 2.3 A key vision for the Our Manchester' Strategy is for Manchester to be a place where residents from all backgrounds feel safe, can aspire, succeed, and live well. Through the Community Safety Strategy, the CSP contributes towards the delivery of this pledge. The five priorities have underlying themes that include building community resilience, early intervention, and changing behaviour. Tackling serious and violent crime also runs through all five priorities.
- 2.4 Each priority is overseen by two theme leads who are responsible for developing the Partnership's response in relation to their priority. This includes commissioning activity and analysis based upon their delivery plan, monitoring activity and performance, identifying sources of funding, and working with other theme leads on cross cutting areas of work.
- 2.5 The CSP is due to review its strategy during 2021 with our new strategy being published in Spring 2022.

2.6 Sections 3 to 7 detail the five priorities of the CSP and how the Partnership is addressing these priorities.

### **3.0 Tackling Crime and Antisocial Behaviour**

#### **3.1 Street engagement**

The CSP continues to take a partnership approach with people who may beg and/or cause antisocial behaviour. Over the past year, Coffee4Craig, Riverside, Mustard Tree, St. John Ambulance, and the Big Life Company have received funding from the CSP for their involvement in the Street Engagement Hub (SEH). The Hub comprises voluntary sector organisations together with Manchester Council and GMP. It provides practical support and advice to individuals who beg and/or engage in antisocial behaviour and may be homeless or sleep rough, around a range of issues. This includes:

- Basic wound care
- Mental health support
- Substance use advice and treatment
- Support in applying for identification and bank accounts
- Accommodation support
- Supporting people to move from begging to selling the Big Issue
- Referral to other organisations
- Money and debt advice
- Providing a safe space

Following the outbreak of Covid in March 2020 focus shifted to securing emergency accommodation and providing support for people rough sleeping as part of the 'Everybody In' programme. Manchester City Council and GMP worked with partners including GMCA and voluntary and community sector organisations to proactively engage people on the street and support them into accommodation such as the Holiday Inn Express, East Manchester. Meals and a welcome pack containing personal hygiene products were provided and clean clothes made available. During this time the complex and multiple needs of some people decreased due to the wrap around support they received. Residents reported that their health, mental health, and wellbeing had improved, and they felt safer, secure and protected with positive thoughts of their future. Some of the residents on prescriptions to help manage heroin addiction reported that they felt stable and ready to reduce their daily dosage. The diversity of residents was much greater during this period and included people who had become homeless since Covid lockdown (such as sofa surfers who may have outstayed their welcome and people made homeless due to job losses).

Since September 2020, the Mustard Tree has kindly offered to support and host the SEH which continues to operate from this location. SEH activity continues to take place in the city centre and across Manchester's neighbourhoods to positively engage and support vulnerable people. People are supported to attend the Mustard Tree and where possible, some SEH services are taken to people in neighbourhoods. In response to concerns raised about the number of people not registered with a GP, the service offer

has been reviewed and will be included in triage. In May, the Urban Village Medical Practice will be supporting one of the sessions to allow people to register and be medically triaged by a nurse.

Over the last year, delivering services together through extremely challenging times, the partnership between statutory and non-statutory services has strengthened considerably for the benefit of the people on the streets who are supported. A case study can be found in Appendix 1.

### 3.2 Tackling antisocial behaviour during Covid-19

Following the Government's announcement on 23 March 2020 of a UK wide lockdown antisocial behaviour practitioners nationally have reported an increase in reports of antisocial behaviour (ASB) which is reflected in feedback from the Council's ASB service and housing providers. The Council's Anti Social Behaviour Action Team's (ASBAT) case numbers more than doubled comparing financial years 2019/20 to 2020/21. A large contribution to this was a result of ASBAT taking responsibility to deliver the agreed Greater Manchester approach in Manchester to intervene when house parties and gatherings occurred in residential properties in breach of the Covid-19 regulations. These incidents cause antisocial behaviour for other members of the community and present serious health risks. The approach involves three stages; advice, warning, and enforcement action working in partnership with Greater Manchester Police and Manchester's Housing Providers. The work over the last year led to the team delivering 1,800 interventions including issuing advisory letters and conducting joint home visits to properties with GMP to issue warnings. Most of these interventions were informal resulting in compliance. However, eight cases involved serious and persistent breaches and disregard for warnings and therefore resulted in the Magistrates' Court granting the Council ASB Premises Closure Orders. Such orders are an effective tool because they can be tailored to prohibit access to specific people or all persons to stop antisocial behaviour continuing at the address. Once the evidence is obtained the process is relatively quick and the legislation prevents lengthy adjournments so positive outcomes for communities can be achieved swiftly. The Closure Orders granted relate to residential properties, a café and Shisha premises.

Like other front-line services ASBAT adapted service delivery to continue to offer support to antisocial behaviour victims and take action against perpetrators. The number of mediation referrals made during 2020/21 increased by 35% in comparison to the previous year which is understandable as people spent more time at home and required additional help to cope during the pandemic. Commissioned services quickly adapted to support residents to participate in mediation by telephone and through on-line meetings. A high proportion of referrals to mediation involved 1:1 work with residents who asked for additional support with coping strategies.

With support from communities, legal services, partners, and the courts, services have continued to take legal action against perpetrators of antisocial behaviour to protect victims. As a Community Safety Partnership, we continue to fulfil our statutory obligation to provide victims with an opportunity for an

ASB Case Review and undertook 13 on-line reviews in 2020 which resulted in further casework recommendations. Examples of enforcement action include an ASB Injunction secured urgently when a person working in a supermarket in Manchester was threatened with serious violence and Criminal Behaviour Orders to protect the public from further acts of violence.

### 3.3 Public Space Protection Orders

Following consultation, the decision to make the City Centre Public Space Protection Order (PSPO) was made in March 2020 and was called in to the Communities and Equalities Scrutiny Committee on 11 March 2020. The Order was made on the 21 July 2020 for a period of three years. Covid restrictions resulted in a delay to the implementation of the Order, but since non-essential retail and outdoor hospitality reopened on 12 April 2021 PSPO signage has been erected on lampposts and police officers have used the Order to address street drinking by seeking compliance and seizing alcohol when necessary. The partnership approach to anti-social behaviour in the city remains a staged one, involving awareness raising, warnings, offers of support, and enforcement when appropriate.

A Public Space Protection Order in the area surrounding the Marie Stopes Clinic on Wynnstay Grove, Fallowfield was granted on 9 October 2020 and details can be found [here](#). Officers have engaged with interested parties to raise awareness of the Order and while there have not been any reported breaches following its implementation, this has been during the period of lockdown which may also have had an impact on the activity. Officers continue to engage with key stakeholders and visit the area regularly.

A review is currently underway to identify the need for PSPOs that had replaced Designated Public Place Orders (DPPOs) to address street drinking across Manchester. This excludes the city centre, which is subject to a separate PSPO as mentioned above.

In March 2021, a public consultation was launched on the Manchester.gov.uk website to ask residents their experiences of street drinking in the areas they live, work or visit. This survey has been shared widely with colleagues from the council, police, and partners, and is supported by a communications campaign to encourage residents and businesses to respond. The survey is live until the end of May 2021.

The results from the consultation will be considered before a proposal for an alcohol PSPO or PSPOs is made.

### 3.4 Hate crime

Hate crime has been monitored on a weekly basis since the first lockdown in March 2020. During this period there have been fluctuations in reports of hate crime, reflecting some of the changes in places of congregation from areas such as the city centre to parks, for example. To respond to this, resources have been provided to promote reporting and raise awareness of hate crime and a training offer to frontline parks staff to support victims and raise awareness of how to report hate crimes.

Greater Manchester Hate Crime Awareness Week 2021 went ahead in February despite the national lockdown. The week began with a virtual launch with over 100 attendees and a range of speakers including; the Deputy Mayor Beverley Hughes, Chief Superintendent Umer Khan, Martin Goldman, Chief Crown Prosecutor, and representation from groups holding events during the week. Due to the national lockdown restrictions most activities and events that took place were virtual or online. The week was also an opportunity for the GM Plan to Tackle Hate Crime to be launched with joint commitments from partners and all ten districts to address hate crime across Greater Manchester. An action plan to support this work has also been developed and is led by the GMCA with Manchester's CSP part of the GM Steering Group.

### 3.5 Safety in the night-time economy

Student Angels is a street-based, night-time safety initiative designed and run by the University of Manchester's Student Union following initial input from the LGBT Foundation. A pool of student volunteers patrol areas of the city centre and Oxford Road Corridor where students frequent, providing support to those who are vulnerable. A number of the volunteers received training around mental health and first aid during 2020/21. Following premises closing as part of lockdown in November 2020, the Student Angels focused on supporting those who were homeless. Now that premises have re-opened, the Student Angels have refocused their patrols and are also scoping the feasibility of expanding their service to include Fallowfield.

### 3.6 Safer Streets

The Home Office created a £25m Safer Streets Fund in 2019 to enable Police and Crime Commissioners (PCC) to work with their partners to invest in proven situational interventions to prevent crime in the areas that are worst affected. Each PCC area could submit a primary bid and a secondary bid to this fund, according to a strict criterion. In Greater Manchester an area in Wigan was selected as the primary area and Withington the secondary proposal.

Following some delays as a result of the Covid pandemic Manchester was successful in an award of funding for measures including, CCTV, fencing, individual property improvements such as secure doors and windows and environmental and alleyway improvements. Whilst delivery was very challenging during the pandemic, and in a very tight timeframe, a programme of improvements has been delivered in Withington, including CCTV, target hardening and alleyway improvements.

The Safer Streets 2 programme has been announced and an area of Moss Side and Rusholme has been selected as the primary proposal for Greater Manchester. An application has been submitted for a programme of CCTV, individual property, environmental and alleyway improvements. An announcement confirming the successful bids is expected at the end of May.

## 4.0 Keeping Children and Young People Safe

### 4.1 The voice of young people

The Community Safety Partnership commissioned RECLAIM to develop the report 'Listening to the experts' which sought the responses of young people about what they want and need to stay safe from violent crime, drawing on their experiences, and revealing their hopes for the future. These are described as:

- To feel safe
- To be respected and understood
- To have a positive future
- To feel supported and listened to

The report contains several recommendations:

- A youth centred approach to be taken by services, commissioners, and policy makers
- A shift from interventions that undermine support, respect, and hope, to approaches that build upon young people's strengths, create relationships of trust and make them feel safe
- To adopt new approaches and continue the dialogue in order to close the gaps between young people and professionals and ensure professionals listen to young people.

The findings from this report have underpinned the subsequent approach from the CSP to the priority work on Keeping Children and Young People Safe.

#### 4.2 Inclusion

National research has shown that young people who are not accessing education because they are excluded from school, not attending school or having their needs met in school are more likely to be not in Education, Employment or Training (NEET), develop severe mental health problems, require involvement from the Youth Justice Service and go to prison. Reducing exclusion from education and ensuring all Manchester's early years' settings, schools and Post 16 providers are inclusive and able to meet the needs of their local communities is a key priority for Manchester City Council to ensure improved experiences and outcomes for all children and young people. The Inclusion Strategy that was launched in 2019 and actions to deliver it, remain a key instrument for preventing young people from being drawn into crime and serious violence.

The number of permanent exclusions has continued to fall in Manchester. During the pandemic, where a permanent exclusion had taken place prior to a national lockdown period, schools worked closely with the Local Authority to safeguard young people and continue to provide education during lockdown. There has been strong evidence that through the inclusion strategy, there has been a continued reduction in exclusions. The data for Manchester in 2018/19 showed a significant decrease in the use of exclusion. This decrease has continued in 2019/20 and again in 2020/2021, which saw a 23% reduction in the use of fixed term exclusions and a 25% reduction in the use of permanent exclusions, although it is difficult to draw comparisons with previous years because of periods of school closure owing to Covid.



#### 4.3 Youth provision and engagement

Activity and interventions have been commissioned by the CSP supported by Young Manchester, building upon the work that was undertaken in previous years and focused in the persistent hotspots for ASB and serious violence in the North and East of the city. The programme supports the development of an empowering local model, directly informing learning through testing and piloting a thematic approach within Manchester, whilst drawing in national funders to contribute to the work.

Local providers have been commissioned to deliver targeted interventions, for example in Harpurhey, Cheetham, Miles Platting and Newton Heath, and Wythenshawe. This includes partnership activities by youth providers including:

- Detached youth work
- Targeted youth provision in each area to support detached activities
- Targeted 1-1 sessions for young people

While delivery has been challenging through lockdown, providers have continued to find innovative ways to engage with and support young people through this time, considerably adapting their interventions and activities, working in different ways to keep children and young people safe and provide them with opportunities and support. These adaptations have included:

- provision of protective street-based youth work
- support delivered via different media
- online closed youth groups
- face-to-face sessions in small groups with young people identified as vulnerable

The importance of having an approach that focuses on early intervention and prevention has brought together partners from a range of agencies including Police, Youth Justice, Early Help, Education, Community Safety, Complex Safeguarding, Youth Strategy and youth providers to develop a coordinated approach to the work that is being undertaken to prevent young people from being drawn into the criminal justice system. In line with findings from research undertaken in Manchester this will be shaped by young people in the city with a view to agreeing a partnership citywide approach to keeping young people safe.

Further funding is also being sought to support this approach in areas across the city and Manchester is one of the few areas that has been identified for investment from the Youth Endowment Fund (YEF), Neighbourhoods Fund. Work is ongoing with YEF to establish an approach for this investment complementing the existing programme and aligning with the Bringing Services Together model.

#### 4.4 Targeted youth support

Concerns were identified about the increased risks for those young people who had been disengaged and how that had been exacerbated throughout the

lockdown period. Manchester Youth Justice (MYJ) employed a Transition Mentor to provide extensive 1:1 support for young people not in education, employment or training (NEET) or at high risk of dropping out, and facing barriers to learning (e.g. Special Educational Needs, practical obstacles such as access to technology, motivation), as part of a six month pilot. The Mentor worked successfully with young people to overcome these barriers.

MYJ also commissioned One Education to provide drama therapy sessions for young people with complex and emotional needs on a one to one basis. Sessions cover bereavement, emotional expression and regulation, self-identity, trauma and grief, building resilience, adverse childhood experiences, anxiety, and depression. These sessions help young people to express their emotions, thoughts and ideas through roleplay and psychotherapy techniques and have been tailored to each individual's needs. The feedback from managers regarding the sessions has been positive.

Speech and Language Therapy continued to take place through virtual interventions with young people during lockdown. Salford NHS Speech and Language Therapy (SLT) were commissioned by Manchester Youth Justice and Public Health England to assess and identify speech, language and/or communication needs of young people, develop bespoke programmes of interventions where relevant, and provide advice and support to staff, in order to support young people to successfully complete offence related programmes. The input of the SLT is extremely valued by MYJ and has now been mainstreamed.

#### 4.5 Trauma informed practice

Youth Justice is working with Manchester Metropolitan University (MMU) researching serious youth violence from the perspective of young people in Youth Justice. The research has highlighted the high number of adverse childhood experiences (ACEs) such as abuse, neglect, and bereavement of many of the young people. The research also reveals a long-standing mistrust by young people of professionals and identifies a number of missed opportunities by organisations to intervene and help young people. Carrying a knife was seen as the norm with some young people in Youth Justice, stating they were doing so for their safety. The research is revealing the complexity of young people's lives and the need for very early intervention.

### 5.0 Protecting People from Serious Harm

#### 5.1 Serious violence

In response to national increases of serious violence, the Home Office launched the Serious Violence Strategy in 2018. This set out a multiple strand approach involving a range of partners and identified key actions. Further guidance in 2019 emphasised that a public health approach must be adopted to tackle and prevent serious violence involving:

- Focusing on a defined population
- With and for communities
- Not constrained by organisational or professional boundaries

- Focused on generating long term as well as short term solutions
- Based on data and intelligence to identify the burden on the population, including any inequalities
- Rooted in evidence of effectiveness to tackle the problem.

As a part of the response several Violence Reduction Units have been set up across the country including Greater Manchester. The Greater Manchester Violence Reduction Unit (VRU) includes representation from the Community Safety Partnership, GMP, Education, Youth Justice, and Public Health GMCA, 10GM, National Probation Service and a Victims Champion with agreed priorities detailed in the GM Serious Violence Action Plan including:

- Support an improved criminal justice response to all forms of serious violence
- Supporting voluntary and community sector organisations to deliver activities and interventions in areas of highest need
- Ensuring that victims, families, and communities affected by violence are effectively supported through a place-based offer
- Ensure victims of crime receive appropriate and timely support.

The VRU understands the need for much earlier intervention to prevent and divert children and young people away from conflict, violence, and crime, as well as strengthening the work of schools to build resilience.

At a local level, Manchester's approach to tackling and preventing serious violence is directed by the Public Health Approach to Serious Violence Group. The group, which includes representation from Public Health, the Council, GMP, Voluntary and Community Sector organisations, Manchester University NHS Foundation Trust, offender management services, and Greater Manchester Mental Health Trust, has developed a better understanding of the picture of serious violence in Manchester, identified best practice, and prioritised actions. The group reports to the Community Safety Partnership Board, as well as sharing information with the Health and Well-being Board and the Manchester Safeguarding Board.

## 5.2 Recent trends in serious violence

While the Covid-19 lockdown imposed by the Government towards the end of March 2020 saw an initial drop in reports of serious violence, figures started to rise again from June onwards. Longer term trends for serious violence are more difficult to identify for several reasons, including the ongoing impacts of Covid-19 and changes to GMP's IT systems.

Key points about serious offences committed through the lockdown period identified that:

- 16% of offences were flagged as domestic violence
- 6 in every 10 victims of serious domestic abuse were female, while 86% of victims of other serious violence were male
- 7% of victims were under the age of 18 at the time of the offence
- 39% of victims were aged between 18 and 30, with more than half of all

- victims being aged 30 or over
- 12% of individuals linked to crimes as perpetrators were under the age of 18, and 48% were aged between 18 and 30

Factors in serious incidents are many and varied, but some are detailed below:

- Domestic abuse
- Altercations between strangers in the street escalating to violence
- Ongoing feuds between individuals
- Road rage incidents
- Disputes over drugs, money, etc.
- Victims assaulted while they were being robbed
- Police officers / security guards assaulted when attempting to detain offenders

About a third of recent victims of serious violence were also linked to previous serious assaults, sometimes as victims, sometimes as offenders and sometimes as both. About 40% of offenders linked to recent serious violence also had links to previous instances of serious violence, both as victims and as perpetrators, with at least 1 in 5 also having links to previous offences involving knives.

### 5.3 Activity to address serious violence

The Public Health approach in Manchester concentrates on three key areas, particularly focusing on young people either at risk of or involved in serious violence:

- Early intervention and prevention
- Support and protection
- Disruption and enforcement

Within each of these themes a number of initiatives and activities have been developed and supported during 2020/21, alongside the work of our universal and specialist services, details of progress on these are included below.

#### **Early Intervention and Prevention**

Youth provision: for the past three years the CSP has funded youth providers to deliver interventions and to identify evidence of what approaches work in tackling violence that impacts on young people. This work is focused in hotspot areas for antisocial behaviour and serious violence. This is detailed in Keeping Children and Young People Safe in section 4.

Community-led approaches: in 2020 the Greater Manchester Violence Reduction Unit (VRU) commissioned 10GM to deliver a programme of work around community-led approaches. 10GM is a joint venture to support the Voluntary, Community and Social Enterprise (VCSE) sector in the ten boroughs of Greater Manchester. A key focus of the programme is ensuring that young people and stakeholders in a place come together, focussing on a strength-based approach in the pilot sites to identify strengths, challenges and

to develop ideas from within the community and then work together to co-design projects and activities.

Manchester is taking part in the Community Led Approach pilot which is testing out a community led approach to tackling serious violence. This is taking place in Moss Side, Hulme, and Rusholme as a part of the Bringing Services Together project. The project aims to maximise the contribution of the VCSE sector in leading a series of place-based responses to violence affecting young people in those areas most in need of help and in achieving better outcomes for residents in those communities. The project has recently commissioned Hideaway, a central Manchester based youth provider to be the lead delivery partner for this pilot and connectivity with schools and the early help hub is ensuring a whole family response.

Domestic violence and abuse (DV&A) continues to play a dominant role in both incidents of serious violence and the lives of the individuals who are victims and perpetrators of serious violence, either domestic or otherwise. Evidence tells us that intervening early and offering trauma informed support to children witnessing or experiencing domestic violence is key to addressing the impact of DV&A and the problems of serious violence in our communities.

A suite of direct interventions offering a safe level of support to children and young people who are, or have suffered, domestic violence and abuse have been commissioned offering a bespoke support package tailored to a child's needs. It comprises activities such as therapeutic one-to-one counselling and group work sessions, based on the child's root and presenting issues. This will support the work with schools and community-based services so that there is an offer for those children and young people that are identified through this work. The work is embedded in the local offer bringing services together and partners (including schools) together across both adults and children's areas to promote and develop a coordinated model of delivery. This specification has been co-designed with partners and a tendering process has recently been completed to identify the appropriate providers. Activity will take place over three years to establish the approach and to be able to assess the impact of the interventions.

Manchester's Domestic Violence and Abuse Strategy sets out a comprehensive partnership response to this issue and consultation for a refreshed strategy is underway. The strategy is due to be launched in autumn 2021 and a separate report concerning the strategy will be reported to Communities and Equalities Scrutiny Committee later in the year.

### **Support and Protection**

Manchester's Complex Safeguarding Strategy sets out the continuing commitment to tackling and preventing the exploitation of children and adults, while ensuring that services are also joined up across the region. The response to complex safeguarding in the city plays an important part in responding to and preventing serious violence. Exploitation, criminal and sexual of both adults and children often involves serious violence and it is essential for agencies to protect those individuals subjected to these abuses.

The Complex Safeguarding Hub provides a dedicated focus in relation to Child Sexual Exploitation, Child Criminal Exploitation (CCE), County Lines, Serious and Organised Crime, and Threats to Life. Daily governance meetings, mapping, joint risk assessments, and information sharing across GMP, Social Care and Health systems are part of daily business. This is reflected in the strategy meetings and discussions, the complex safeguarding investigations, and developing work in relation to contextual safeguarding.

The Complex Safeguarding Social Work team carry out assessments around exploitation in relation to young people at risk of being exploited, and deliver bespoke interventions based on principles of trusted relationships and trauma informed interventions. The team work closely with multi agency partners to develop effective, joined up safety plans for young people and support young people to realise their aspirations and achieve positive outcomes. Work to develop a transitional pathway for complex safeguarding is underway and reflects the upper age range of young people receiving support from complex safeguarding hub with an increasing proportion aged 16/17 years.

The Missing from Home and Care teams are located within the Complex Safeguarding Hub and this provides strong links between those teams carrying out return interviews to young people who have been reported missing and offering some preventative work, and the wider multi agency team. This is in recognition of the fact that young people who are missing are often at risk of exploitation or are missing due to existing exploitation. Understanding this correlation is key to the work of the Hub and the understanding of the exploitation picture across the city, and missing children are reviewed daily and actions agreed as part of the multi-agency daily meetings.

The team regularly seek feedback from those engaged with the services, with one young person recently saying 'I feel like you have understood me and not judged me. I feel like I am safe when I speak to you and I know that you are trying to make things better for me.'

Analysis of recent data in the Complex Safeguarding Hub has highlighted key issues in recent months including disproportionality and over-representation of young people referred from Black, Asian and Minority Ethnic groups, also males and CCE concerns. The rise in significant serious youth violence events in the city has impacted on the referral rates and numbers of young males referred into the Hub. Work is being undertaken to address these issues as detailed above.

Hospital Navigator: the VRU have also commissioned an Oasis to deliver youth intervention services in four hospitals across the region. The Manchester Royal Infirmary and Children's Hospital are both taking part in this pilot. The Hospital Navigator model places a youth worker at the A&E departments during peak times.

The youth worker is then able to identify, prioritise and respond appropriately to young people presenting to A&E with serious injuries. The role assists in

establishing with the A&E and safeguarding team the level of risk for each young person, and identifying the 'right time' to have the initial conversation with the young person, and if present, their parent or carer, explaining our role and support on offer and to develop a suitable and accessible plan for each young person. This model commenced delivery in early May 2021.

The Children's Society Disrupting Exploitation programme, funded by The National Lottery Community Fund provides intensive one-to-one support for young people at risk of exploitation, and seeks to drive long-term, sustainable systems change that ensures better responses to exploitation and provides the best possible outcomes for young people in Greater Manchester. The work is completed using a number of different mechanisms, including but not limited to:

- Education and advice for agencies on criminal exploitation, including effective recognition and response
- Support to review limitations of built environments in their ability to safeguard young people (for example schools, community locations, transport hubs etc.) and recommending changes to these environments
- Supporting strategic partners to prioritise exploitation and contextual safeguarding
- Facilitating improved information sharing

The Children's Society have recently received funding from the VRU to deliver work to support children and young people who are vulnerable to exploitation in the city centre, linking closely with the work of the City Centre Serious Violence Hub (detailed below).

### **Disruption and Enforcement**

Operation Sycamore and the Serious Violence Hub: Operation Sycamore provides police on the streets in directed locations and times to target offenders and engage with those at risk of being drawn into crime. This work has been connected to the Council's early help and safeguarding services to ensure that young people identified on the street are being referred for the appropriate help and support.

The operation has highlighted the importance of identifying young people with vulnerabilities in the city centre. Youth Justice has engaged with this approach to ensure that Out of Court disposals are also used to better effect and to ensure appropriate outcomes are found for young people. This approach has seen some positive outcomes where young people stopped in the city have been connected to help and support services to address some of the underlying issues drawing them into the city centre. Operation Sycamore continued through the lockdown period with a shift away from the city centre and into neighbourhood areas to respond to the changing picture of incidents in the city. It then returned to the city centre as lockdown measures were eased.

Serious and Organised Crime continues to provide a significant challenge in terms of serious violence and exploitation in local neighbourhoods across the

city. A presentation of the current picture and activities to address firearms discharges and serious organised crime is included in Appendix 2 and will be presented to the Committee.

#### 5.4 Modern Slavery and Exploitation

The CSP has commissioned AFRUCA to continue to work directly in communities with Community Champions providing awareness raising. The work over the last 12 months has ensured that community engagement has continued throughout the Covid pandemic with training and awareness raising offered online. AFRUCA have produced five short films in relation to modern slavery and exploitation and promoted them via a webinar and virtual community event as well as through social media. They have engaged with faith groups to highlight exploitation and are currently developing a community toolkit and information guide for communities affected by exploitation.

Through the AFRUCA's work, a need for a further post has been identified to specifically support and work with BAME families of young people at risk of exploitation. Details of this new service have been shared widely to increase referrals into this new service.

#### 5.5 Prevent and Channel

Throughout the last year the Prevent Team have been adjusting working practices alongside COVID-19 restrictions to continue fulfilling the statutory Prevent duty. This has included development of new Prevent training packages for online delivery for frontline council staff, Voluntary, community and education sector staff. These new training packages have been delivered to over 200 frontline staff already, receiving overwhelmingly positive feedback. A training schedule aimed at covering all priority frontline staff in the council has also now been agreed for completion by the end of the year.

Multi-agency service plans from partners are helping to ensure best practice Prevent delivery across all sectors in the city. Prevent Peer Reviews are now being undertaken across the Greater Manchester authorities to provide detailed feedback to each Local Authority on their own Prevent self-assessments completed in 2020.

The Community Safety Partnership continues to support the delivery of RADEQUAL which is Manchester's campaign to build community resilience to prejudice, hate, and extremism. The campaign achieves this through empowering and enabling organisations to come together and develop activities and programmes that Challenge, Connect and Champion. The RADEQUAL campaign, community network and grant programme continues to grow. During 2020/21 five voluntary and community groups received funding to build awareness, skills, and resilience to prejudice, hate, and extremism and build capacity.

#### **Channel**

Channel forms a key part of Prevent and is a multi-agency approach to provide support to those people who are vulnerable to being drawn into



terrorism. It is an early intervention scheme that supports people who are at risk of radicalisation and provides practical support tailored to individual needs. The Channel Team in Manchester provides support to the Manchester Channel Panel and coordinates the delivery of Channel support for individuals. The Channel Team have continued to deliver Channel over the last 12 months throughout the COVID pandemic to ensure that individuals vulnerable to radicalisation continue to receive the appropriate level of support in a COVID secure manner, such as Channel Panels have moved to a virtual platform also tailored intervention sessions have taken place virtually or in a COVID secure venue where appropriate.

On 2 November 2020, the Home Office launched its refreshed Channel Guidance, which primarily aims to strengthen the quality and consistency of Channel across the country. The refreshed Channel Duty Guidance 2020 is much more explicit regarding the statutory requirements and Home Office expectations in the delivery of Channel to ensure that there is much more consistency in the operation of Channel across the UK.

## **6.0 Reducing the Crime Impact Caused by Alcohol and Drugs**

Change, Grow, Live, (CGL), the integrated drug and alcohol treatment service for Manchester, continued to provide a service during 2020/21, adapting service delivery during lockdown. Continuity plans were developed in March 2020 and continually reviewed, influenced by factors such as Government guidance and the R rate. Staff and service users received risk assessments and there was a large reduction in face to face work with service users following initial lockdown. As part of the initial response to Covid, CGL's Harm Reduction and Outreach Team refocused on in-reach. Assessments took place in ABEN (A Bed Every Night) and 'Everybody In' hotels.

Covid also impacted on the Manchester Emerging Substance Use Survey (MESUS), in particular face to face interviews. The focus shifted to identifying the impact that Covid was having on drug users, markets, and services. This information provided timely identification of risks and harms to users and services. An increase in use of benzodiazepines and gabapentinoid was reported with the rise in popularity linked in part to availability and cheapness of the drugs. As a result, a multi-agency operation has been taking place to target the availability of these drugs.

Drug testing of samples seized samples by GMP continued with a public warning issued after six people collapsed in the city centre on 23 July 2020 within 30 minutes of each other.

## **7.0 Changing and Prevent Adult Offending Behaviour**

On 26 June 2021, there will be significant changes to how probation services are delivered in England and Wales. In 2014, the Probation Service was divided into two organisations, the National Probation Service, where the focus was on managing high and very high-risk cases, and 21 Community Rehabilitation Companies that were privately owned and managed low and

medium risk cases. In June 2021, the privatisation of probation services will be dismantled and both organisations will unify as one under the new name, The Probation Service. A transformation exercise is currently underway that will see the Probation Service benefit from significant investment into the estates and operating model.

The unified Service will centre around the following key factors:

- New regional Probation leadership – there will be greater local accountability, partnership working and delivery of services that better meet the needs of offenders and therefore the communities in which they live;
- Investment in workforce – creating a more diverse workforce by promoting and retaining talent;
- Improvements to sentence management delivery – encouraging a greater focus on effective supervision to help protect the public and promote rehabilitation wherever possible;
- Improved interventions that respond to an individual’s specific needs. This includes improvements to the delivery of Unpaid Work and Accredited Programmes, the introduction of Structured Interventions and securing the expertise of other sectors in the delivery of rehabilitative and resettlement services through the Greater Manchester Integrated Rehabilitation Services;
- Modernisation of estate and technology so that physical spaces create positive working environments and duplication is reduced in systems, creating efficiencies and enabling better data recording and analysis to facilitate more effective decision-making.

Greater Manchester will be unique with a devolution approach that sees a close working relationship with Greater Manchester Combined Authority to provide the very best services in the future.

In Manchester, the Redfern Building will be opened in May 2021. This is a high investment estates project that will bring all Manchester based probation delivery under one roof where partners can operate to work together to reduce reoffending, reduce the harm on our communities and protect the public. By working closely with partners, opportunities for people on probation will be improved so they can be included in their local communities.

The CSP contributes towards the commission of Community Led Initiatives (CLI) to provide a peer mentoring service for service users of Probation. From the start of lockdown in March, CLI adapted their service to home working in place of face-face delivery. They worked remotely via telephone, social media and online meetings. They devised a Covid-19 questionnaire to establish immediate and essential support needs (including access to food, income, health advice, communication, support from others, and the support required from CLI), sent out wellbeing/distraction packs to service users and distributed updates, online information and activities for service users to use and/or to take part in whilst on lockdown.

CLI has supported people remotely to access the services they need such as benefits, food, and accommodation. Applications for funding for people who are particularly struggling has also been applied for in the form of a 'hardship grant'. CLI has continued to support service users to apply for bank accounts, ETE courses, employment, and accommodation and CLI report that service users have been engaging well.

CLI feel one of their biggest learnings to-date throughout Covid-19 has been to continue with some form of "normality" for people regardless of the situation. They have managed this through teamwork, creativity, persistence, commitment of their staff and volunteers, and the motivation of the service users they support in continuing to engage with them even in such difficult circumstances.

Offender management services advocate that there is a fundamental link between accessing/retaining stable accommodation and desistance from offending. Offenders are likely to experience and present significant challenges in terms of housing need. To this extent, the CSP has commissioned two accommodation support initiatives:

- Justlife: house hard to place offenders with complex needs, providing support to sustain tenancies.
- Private Rented Landlord Scheme: finds suitable accommodation for offenders released from custody or moving on from Approved Premises, helping to prevent homelessness and rough sleeping.

## **8.0 Next Steps**

8.1 The Community Safety Strategy is due to be reviewed and refreshed during 2021.

8.2 The CSP works closely with the Greater Manchester Combined Authority to ensure the strategy ties in with the Police and Crime Plan. GMCA have indicated that the Police and Crime Plan will be reviewed in the months following the May Greater Manchester Mayor election. Where possible the process for development of the Manchester CSP Strategy will be aligned to that of the Police and Crime Plan.

8.3 The Home Office announced in July 2019, the intention to introduce a Serious Violence Duty following a national consultation. An amendment to the Crime and Disorder Act will make serious violence an explicit priority for Community Safety Partnerships. The duty will include the need for a problem profile or needs assessment, and to develop and publish a local strategy. The Home Office has proposed that this should be in place in early 2022. It will therefore be important to consider this in the development of the Community Safety Strategy.

8.4 The CSP's annual Strategic Threat Assessment (STA) highlights the crime and antisocial behaviour types and emerging trends the CSP needs to focus on to make Manchester safer. It helps inform strategic planning and the

commissioning of activity to address key priorities. Partner agencies identify their organisation's "must do" priorities and how these priorities link in with those of the CSP, ensuring a joined-up approach across a wide variety of governance structures and work streams. The findings from the STA together with feedback from consultation with people who live and work in Manchester inform the strategic priorities contained in the Community Safety Strategy.

- 8.5 The CSP will develop a series of consultation methods to gain the views of partners, stakeholders, residents, and people who work in Manchester. This will include a survey which will be hosted on the CSP's Making Manchester Safer website and promoted through the Council and partners' social media accounts including Twitter and Facebook. Focus groups will take place including those targeted at young people, offenders, voluntary and community sector groups, businesses, and partners. Consultation methods may be influenced by any Covid restrictions in place.
- 8.6 Following development of the STA and consultation, it is anticipated that the Community Safety Strategy 2022/25 will be launched in Spring 2022.
- 8.7 The CSP will continue to invest in keeping children and young people safe, working with voluntary and community sector organisations to target areas with high levels of antisocial behaviour and serious violence. The CSP will coordinate investment of the Community Safety Grant, VRU funding, and other external funds such as Youth Endowment Fund.
- 8.8 The CSP continues to work with the Bringing Services Together team around operating models, governance and structures, ensuring that local priorities around community safety are discussed and planned, taking a place-based approach.
- 8.9 Since the initial lockdown in March 2020, the CSP has monitored and responded to changes in levels and intensity of crime types and antisocial behaviour. The CSP will continue to monitor and work in partnership to address issues arising from lockdown restrictions lifting.