

## Manchester City Council Report for Information

**Report to:** Communities and Equalities Scrutiny Committee – 6 December 2022

**Subject:** Community Safety Update

**Report of:** Strategic Director (Neighbourhoods)

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### Summary

This report was requested by the Communities and Equalities Scrutiny Committee. It provides an update on the range of work delivered to address the priorities in the strategy and includes updates on our city centre and Wynnstay Grove Public Space Protection Orders (PSPOs). It also includes information on how partners work to help people feel safe in the city centre, including the role of Licensing, taxi marshals, pubwatch and event security.

### Recommendations

The Committee is invited to consider and comment on the information contained in this report.

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### Wards Affected: All

<b>Environmental Impact Assessment</b> - the impact of the issues addressed in this report on achieving the zero-carbon target for the city
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None
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<b>Equality, Diversity and Inclusion</b> - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments
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The Community Safety Partnership contributes towards the elimination of unlawful discrimination, harassment and victimisation, and other conduct prohibited by the Equality Act. The impact of the recently published Community Safety Strategy 2022-25 on protected groups was considered through an Equality Impact Assessment.
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<b>Manchester Strategy outcomes</b>	<b>Summary of how this report aligns to the OMS/Contribution to the Strategy</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 work to achieve community safety contributes towards this outcome by ensuring neighbourhoods are safe and therefore a destination of choice for people to live, visit and work.
A connected city: world class infrastructure and connectivity to drive growth	

Full details are in the body of the report, along with any implications for:

- Equal Opportunities Policy
- Risk Management
- Legal Considerations

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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.

City Centre Public Spaces Protection Order  
Wynnstay Grove Public Spaces Protection

## **1.0 Introduction**

- 1.1 This report provides an update on the range of work being undertaken to address the Community Safety Partnership's (CSP) strategic priorities. This includes details of activity and interventions taking place, an update on the city centre and Wynnstay Grove Public Spaces Protection Orders (PSPOs), and information on how partners are working together to help people feel safe in the city centre, particularly in relation to the night-time economy.

## **2.0 Background**

- 2.1 Following consultation, data analysis, consideration of 'must do's' and reference to the Greater Manchester Police and Crime Plan 2022-25, the Community Safety Partnership launched its latest three-year strategy on 4 October 2022. The strategy contains five priorities:
1. Tackling neighbourhood crime and antisocial behaviour
  2. Keeping children and young people safe
  3. Tackling serious harm and violence
  4. Tackling drug and alcohol driven crime
  5. Protecting communities through changing offender behaviour
- 2.2 Underpinning these five priorities are common themes that are applicable to any or all the priorities. These include:
- Covid-19: impact and recovery
  - Mental health
  - Disproportionality
  - Race equality
  - Partnership working and communication
  - Improving data and information
- 2.3 Each priority has a number of 'we wills'. These are actions that the CSP is or will be carrying out over the three years to achieve its priorities.
- 2.4 Each of the five priorities are overseen by two Theme Leads with responsibility for the development, delivery, and reporting for their priority area. This includes developing plans, commissioning analysis and activity, allocating funding, monitoring activity and outcomes, and working with other Theme Leads on cross-cutting areas of work. The Theme Leads are also responsible for updating their section of the Community Safety Strategy Action Plan which allows the CSP to track progress.
- 2.5 Performance relating to all priorities is reported to a Core Group of the CSP Board comprising Theme Leads and the Partnership Analysts. Areas of concern are escalated to the CSP Board. CSP Board and Core Group meetings take place quarterly.
- 2.6 In addition to the Core Group and CSP Board, there are several thematic groups, forums, boards, etc. that are responsible for the delivery of the

strategy and that report to the CSP Board. These include the Student Safety Partnership, Domestic Violence and Abuse Partnership Board, Manchester Sex Work Forum, Reducing Reoffending Board, and the Serious Violence Board.

### **3.0 Community Safety Partnership Activity and Interventions**

This section details some of the 'we wills' and their progress to date.

#### **3.1 Tackling neighbourhood crime and antisocial behaviour**

##### **3.1.1 Student safety and antisocial behaviour**

*The CSP will engage with residents and focus on the local crimes of most concern to create safer communities. These include burglary, theft from person, robbery, vehicle offences, and environmental crimes.*

*The CSP will undertake early intervention and proactive multi agency operations to identify perpetrators and criminal behaviour, improve victims' chances, and reduce demand on services.*

Victim-based crime in Manchester increased from 93.6 offences per 1,000 population in 2020/21 to 134.5 in 2021/22, a rise of 43.7% offences recorded by the police. This increase has been driven by two main factors: increased activity following the end of Covid-19 restrictions (including increased activity in the night-time economy), and procedural changes in the way Greater Manchester Police (GMP) records crime reports following an inspection report.

Victim-based crime in 2021/22 was close to pre-pandemic levels (which registered 139.3 in 2018/19), but the total for 2021/22 comprised more offences against the person, and fewer offences involving theft (including robberies). Acquisitive offences have increased since the early stages of the pandemic without so far returning to pre-pandemic levels. Increases in offences against the person are more likely to have been influenced by crime recording changes.

The CSP is involved in numerous initiatives aimed at reducing victim-based crime, antisocial behaviour (ASB), supporting victims, and targeting offenders.

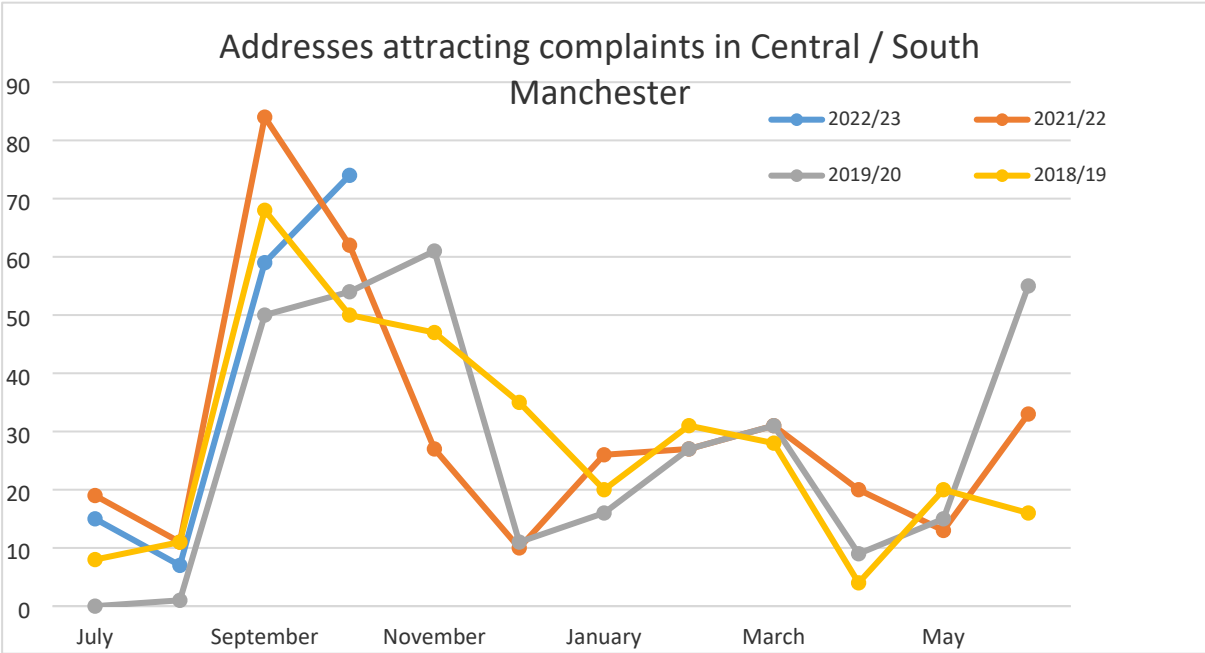
The Student Safe Operation commenced in September 2022 and includes targeted and preventative activity in relation to domestic burglary, robbery, and ASB. For the past five years, a joint programme has taken place that focused on the '12 streets' with the most properties that have attracted noise and ASB complaints in the previous three years. This took the form of multi-agency visits to student addresses, discussing the issues that had arisen there, and explaining the extra focus being given to the area as a result. This year a different approach is being taken. The '12 streets' now form the basis of the Community Neighbourhood Support Team patrols. A letter is hand delivered to all residents in this area explaining this focus, but actual visits are limited to the addresses that received Noise Abatement Notices the previous year or have been the subject of three or more separate complaints. This means that the visits are intelligence led. At these visits, students are provided with a

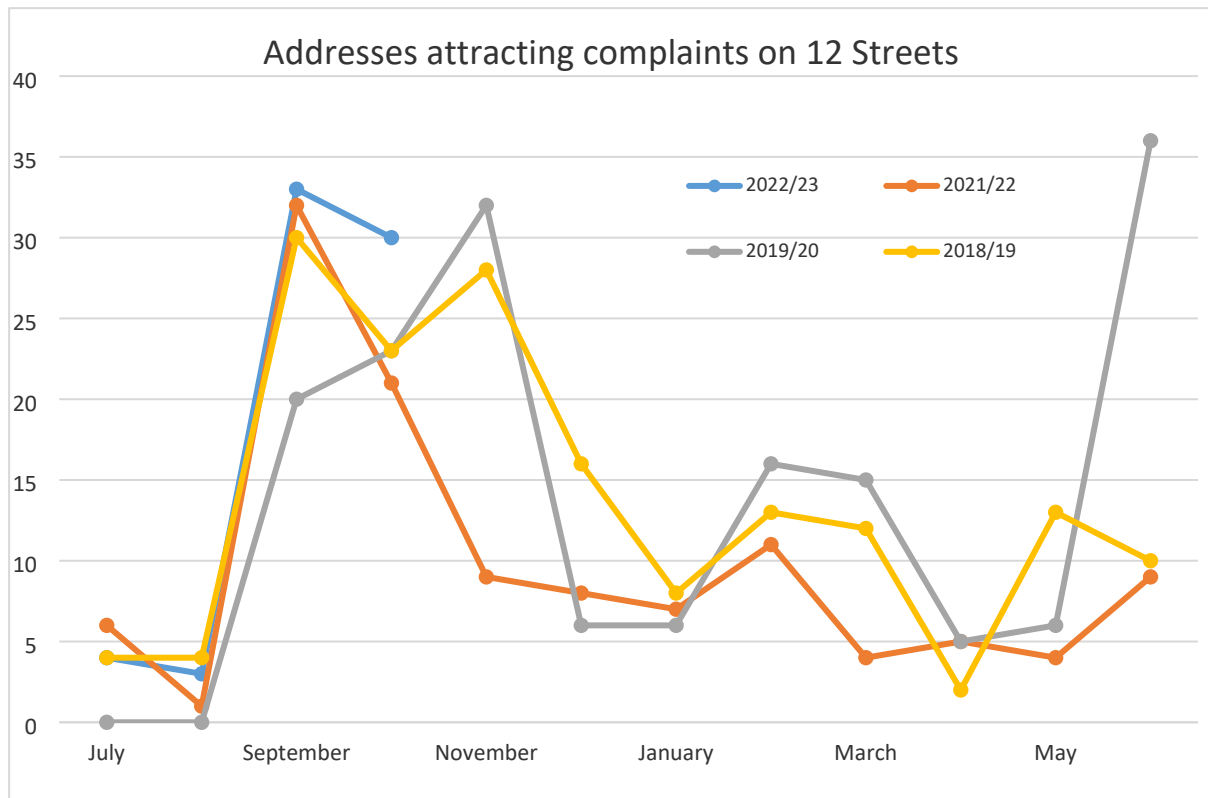
letter from both Universities, explaining the importance of being a good neighbour and outlining the consequences of inconsiderate/rowdy behaviour signed by senior members of staff. The joint visits to student properties that have attracted complaints of noise and ASB take place each Tuesday and Friday. As of 3 November 2022, there had been:

- 155 addresses attracting complaints
- 70 of these have been on the '12 street' area
- 9 are repeat addresses
- 4 addresses received Noise Abatement Notices

This underlines the fact that each case is being dealt with well and 94% of addresses that receive visits do not attract any further complaints.

The Universities are once again funding the Community Neighbourhood Support Team. The work of this Team enhances the existing Council contract with Mitie which consists of staff patrolling the 12 streets area between 10pm and 6am each Wednesday, Friday, and Saturday during term time and each night for the first few weeks of the student return in September. The graphs below show the number of addresses attracting complaints between 2018/19 and 2022/23 both in central and south Manchester and on the '12 streets'.





This work supports that of the Youth Engagement Team who work in the 'student' areas. The team includes dedicated officers that work full-time with universities and students across Manchester, to strengthen relationships and keep young people safe.

The work of the team is part of GMP's neighbourhood policing strategy, to work closer with educational establishments to help build positive relationships between young people and the police. This includes proactive work and engagement with students, raising awareness and offering support around issues such as burglary, theft, sexual violence, and drugs. It also includes sharing preventative information and encouraging students to report crime. Resources committed to the Youth Engagement Team have increased GMP's visibility in student areas and are enabling them to quickly respond to any issues and incidents that occur on campus. It is important that students have their say on issues in their local community and can raise concerns on matters which affect them. To encourage this, throughout the course of the academic year, the Youth Engagement Team plan on running initiatives such as: surgeries on campus, Q&A sessions, and a student specific Independent Advisory Group (IAG). In addition to prevention activity, the team will also be clamping down on all crime and enforcing where appropriate.

CSP allocated funding to the Student Safety Group (SSG) has financed personal security items such as personal attack alarms and anti-drink spiking kits used by GMP and university staff during Welcome Week events to support discussions around personal safety. In addition, the two universities and the SSG have funded the purchase of sexual abuse/harassment leaflet packs, used to support students in reporting, which include advice and information concerning:

1. 15 steps from report to court

2. What to do if you are a victim of sexual abuse or assault
3. What is sexual abuse and assault

### 3.1.2 Public Spaces Protection Orders

*The CSP will collaborate with partners including Housing Providers, Greater Manchester Police (GMP), Greater Manchester Fire and Rescue Service (GMFRS), and the Council's Compliance and Enforcement Teams to use all appropriate tools and powers to tackle antisocial behaviour, particularly neighbour disputes, intimidation and harassment, and antisocial behaviour in public places.*

*The CSP will review and enforce our Public Spaces Protection Orders (PSPOs) that were introduced to restrict behaviours such as commercial waste, street drinking, obstruction, intimidation, and harassment in defined areas.*

PSPOs are intended to deal with persistent antisocial behaviour in a public area that is detrimental to the community's quality of life. They do so by imposing conditions on the use of that area to ensure everyone can use and enjoy public spaces without experiencing nuisance and annoyance.

#### City Centre PSPO

To achieve our strategic objectives of a safe, clean, and welcoming city centre the Council and the police use a wide range of informal and formal powers to protect the public and tackle crime and ASB. These measures include community resolution, warnings, Acceptable Behaviour Agreements, Community Protection Notices, Injunctions, and PSPOs.

Following consultation in 2019, the decision was taken to make a Public Spaces Protection Order in the city centre to address a range of antisocial behaviours including:

- Consumption of alcohol
- Discarding Needles
- Urination and defecation
- Storage and collection of commercial Waste
- Health and/or safety risks related to obstruction and tents or structures

The order was made on the 21 July 2020 for a period of three years. The impact of the PSPO must be reviewed in advance of expiry in July 2023.

Covid restrictions were introduced in March 2020 and as a result the enforcement of the Order was delayed until non-essential retail and outdoor hospitality started to reopen on 12 April 2021. A period of engagement took place before enforcement activity was introduced from May 2021.

The delay to the enforcement of the PSPO has limited the period of operation of the PSPO and any related activity. This has restricted the level of data available to understand the impact and effectiveness of the Order to just over a year. Details of activity to implement the PSPO are detailed below:

Council and GMP officers have worked together on the PSPO alongside the use of a wide range of antisocial behaviour tools and powers including, Community Protection Warnings and Notices, ASB Injunctions and Criminal Behaviour Orders, with positive requirements to attend the Street Engagement Hub. On introduction of the PSPO, officers engage with those behaving antisocially and sought to offer appropriate support. Where the behaviour persisted, warnings were used to gain compliance before escalation to enforcement.

From 18 May 2021 to 31 August 2022 a total of 469 ASB PSPO interventions were recorded on the Council's database. These interventions involved interactions with 210 people. The type of interventions were 222 verbal warnings, 205 confiscations of alcohol, 13 referrals to other agencies, 3 written warnings, and 5 Fixed Penalty Notices. Enforcement action has focussed on the issues that are most prevalent in the city, in particular alcohol for which there have been 371 interventions. Anecdotally, there are more occasions when GMP officers have sought compliance with the alcohol prohibition and made referrals during their daily patrols that are not captured within this dataset. On average people have received two interventions e.g., asked to stop drinking or hand over their alcohol and a warning about drinking in the city centre in the future. A minority of people have received multiple interventions and their cases are considered separately to consider appropriate interventions beyond the PSPO.

Waste offences under the PSPO apply only to commercial waste and are limited to the commercial district and Northern Quarter in the city centre. However, officers are finding utilising the PSPO for escape of waste beneficial in making an immediate positive impact on the area, as it supports the area being cleansed within a specified time. We are finding that there is overall compliance with these requests, without formal action, 169 PSPO interventions have been made with 17 PSPO Article 7 FPNs issued.

The impact of this activity has been difficult to evaluate as a result of the delay in implementation but also because incidents of crime and antisocial behaviour during this time have been significantly affected by the impact of the restrictions in place related to the Covid pandemic. Consultation on extending the PSPO will go live in December 2022 to provide sufficient time to consult and consider the results of the consultation and review the order before its expiration. It is proposed that the concerns raised about Nitrous Oxide use in the city centre will be reflected in the consultation.

### Wynnstay Grove PSPO

On 9 October 2020 the Council established a three-year PSPO that applies to the public areas surrounding the Marie Stopes UK Manchester Centre, Wynnstay Grove, Fallowfield. An update on the implementation on the Wynnstay Grove PSPO was reported on 19 July 2022. Consultation for the extension of the PSPO has been drafted and the Community Safety Team is working with Legal with a view to going out to consultation in the new year. This will enable the review of the consultation to take place before it expires in October 2023



## Alcohol PSPO

The city-wide Alcohol Consumption PSPO was made by the Council on 29 April 2022 and has effect for three years. Details were presented at the January 2022 Scrutiny Committee.

## Expedited PSPO

On 28 October 2022 the Council introduced an Expedited Public Spaces Protection Order (E-PSPO) to prohibit the harm caused by people protesting outside Covid vaccination centres across Manchester and harassing staff and visitors. The E-PSPO will be in place initially for six months and during this time statutory consultation will take place. The Council is required to consult with the police, the Police and Crime Commissioner, appropriate community representatives and owners and occupiers of land. An online survey has been published on the Council's website and officers are engaging face to face with people involved in the protests, NHS staff and volunteers, staff working at vaccination venues and where appropriate members of the public attending for a vaccination to inform them of the consultation. This consultation is open until 16 December 2022.

### 3.1.3 Safety in the city centre

*The CSP will continue to direct multi-agency activity to address the impact of the night-time economy on areas of Manchester with particular focus on the safety of the city centre.*

The CSP coordinates numerous initiatives aimed at keeping people safe in the city centre in the night-time economy (NTE).

The CSP commissions St. John Ambulance to operate a Welfare Unit in the city centre on Friday and Saturday nights between 9pm and 4am. It provides support to those who are vulnerable in addition to addressing medical needs. The Unit is currently located on Deansgate/Peter Street. However, it will shortly be moving indoors in the Great Northern Complex to a room provided to the CSP under the complex operators' social value offer. Interventions range from medical assistance due to intoxication, drugs, spiking or assault, to phone charging, or being safe place for those awaiting pick up from friends/family. NiteNet radios are provided for the staff so that they are linked in with venues, GMP, and other groups operating in the NTE.

In the run up to and over the festive period last year (26 November 2021 to 29 January 2022), the Welfare Unit operated 13 sessions with 88 people receiving clinical interventions. 43 people were aged between 18 and 25, 22 between 26 and 35, 6 between 36 and 45, and 9 were 46 and over. The reasons for presenting included:

- Intoxication through alcohol
- Injury from accident
- Injury from assault
- Intoxication from drugs
- Medical conditions

Referrals included 34 referrals from bars/restaurants/club staff, 20 self-referrals, 17 from St. John Ambulance, and 9 from the police. Outcomes included 24 people conveyed to A+E by St. John Ambulance, 31 returned home, 17 carried on with their night out, and 3 were conveyed to A+E by NWS. 56 people indicated that without the Welfare Unit they would have phoned 999 for an ambulance.

The Student Angels and Street Pastors are volunteer groups that operate on weekend nights across different locations including the student corridor, Deansgate Locks, Withy Grove, and the Northern Quarter. They provide support to those individuals who have found themselves in vulnerable circumstances and enable a safe outcome. The volunteers attend the GMP Custodian briefing at the beginning of the night to ensure they are aware of current/emerging issues and to develop working relationships. NiteNet radios are provided for the staff so that they are linked in with venues, GMP, and other groups operating in the NTE.

Fortnightly Licensing Multi-Agency Partnership meetings take place where relevant agencies coordinate resources and work collaboratively to prevent and address issues relating to the licensable activity in the city. The meeting comprises organisations including Manchester City Council, GMP, CityCo, Greater Manchester Fire and Rescue Service (GMFRS), Trading Standards, Public Health, and ASBAT. Partners also engage with external bodies such as the SIA (Security Industry Authority) who attend the meetings as available, with the primary aim of promoting and ensuring public safety. The Partnership works together to review and submit appropriate responses to licence applications, tackle existing problems at licensed premises as well as proactively prevent issues and work with operators, and ensure that training and good practice is cascaded to teams. Most recently, the Partnership has input into two key initiatives aimed at promoting safety within the night-time economy: the Women's Night-Time Safety Charter and the Good Night Out Guide (see below).

Multi-agency partners also attend the local area network meeting for licensed premises, organised by CityCo's Night Time Economy City Manager. There are night-time economy networks established for the following areas:

- Northern Quarter West (Oldham Street to Shudehill)
- Northern Quarter East (Oldham Street to Tariff Street)
- Oxford Road (Southern Gateway)
- Peter Street area
- Central Retail District
- Spinningfields
- Castlefield
- Deansgate Locks

Meetings are held quarterly for each area (or in response to demand) to discuss and review topical issues for the respective areas. Officers also attend the monthly Village Licensed Business Association (VLBA) to provide similar input and support.

Pacesetter meetings take place weekly every Tuesday morning, chaired by Licensing and Out of Hours (LOOH) Compliance and comprising officers from Compliance and GMP. The meeting considers reports from the previous weekend to enable

collaborative interventions to take place in a timely manner, look at evidence gathered and develop any joint plans determined for the forthcoming weekend such as visits to licenced premises (VLPs), hotspot locations for ASB observations, event monitoring etc. 1,853 proactive VLPs were conducted by the Licensing and Out of Hours Compliance Team in 2021/22.

The city centre is an area where many young people, including students new to the city, go out to bars and clubs for the first time. The City Centre LOOH Team has carried out significant work with partners to ensure that appropriate safeguarding measures are in place both with venues and in general. Safeguarding and vulnerability visits are conducted with a focus on premises popular with new students and younger groups who may be more likely to become vulnerable. Incidents of reported spiking are followed up with a partnership visit to premises that have been named by the alleged victim as many reports are made after the victim has already left the premises and the premises may be unaware. Training is being developed through the Licensing Multi-Agency Partnership to be delivered to hospitality staff to enable them to recognise the different symptoms and effects of recreational drugs. All LOOH officers and managers have attended the ACT (Action Counter Terrorism) training and have received refresher training delivered by the Security Industry Authority (SIA).

Licensing has recently jointly delivered online workshops to licensed operators in partnership with GMFRS, advising on preparedness for the World Cup and festive period as well as highlighting key risks such as water safety. Water safety is an important issue particularly in relation to the night-time economy, especially in the city centre given the proximity to prominent nightlife areas. Representatives from the Licensing Unit and the Community Safety Team sit on the Manchester Water Safety Partnership ([www.manchesterwatersafety.com](http://www.manchesterwatersafety.com)). Any incidents affecting water safety in the NTE are reviewed by the Licensing Multi-Agency Partnership. Two water safety training courses for licensed premises were held in November at Deansgate Locks and in the Village to highlight the 'Don't Drink and Drown' campaign currently running from 21 November to 18 December. The Unit is also leading on the development of an accreditation scheme, the Manchester Standard, aimed at (among other things) promoting best practice around safety and vulnerability in the licensed sector.

The Licensing Unit is currently reviewing the Licensing Policy (which is likely to go out to public consultation early next year). This policy is key to providing the framework by which venues will be licensed in the city; providing advice and guidance to applicants and responsible authorities alike to ensure the licensing objectives are promoted and upheld. Ultimately the policy provides the vision for how all relevant stakeholders will work to deliver of a safe, inclusive, and vibrant social economy. Clear expectations are set around how venues will manage risk, with particular focus on relevant recently emerging issues such as spiking, women's safety, and counter terrorism measures.

A new set of model conditions was devised to incorporate Martyn's Law within the licensing process ahead of national legislation and the Licensing Unit has worked closely with Counter Terrorism Police and CityCo to facilitate the delivery of a successful programme of ACT (Action Counter Terrorism) Awareness training for all

operators and partners in Manchester. These sessions have proved popular with businesses with over 900 people having attended the sessions, held across licensed premises in the city centre, since they launched in late 2021. Further sessions will continue in 2023 and there is already a waiting list. The Martyn’s Law conditions have also been incorporated into the pavement licensing regime as standard conditions, requiring operators to engage with counter-terrorism training, conduct security risk assessment and mitigate identified risks, and have a plan in place for dealing with terrorist incidents.

In addition to venue related work, the Unit also manages public safety with regards to taxis and private hire drivers and vehicles in the city. Manchester conducts stringent tests and checks on licence holders, including proactively checking driver DBSs on a quarterly basis. Active checks take place to ensure that vehicles are being driven by properly licensed drivers and to detect unlicensed (bogus) drivers who may be seeking to pick up vulnerable individuals. The Unit continues to work with GMP to deliver bespoke operations targeting unlicensed drivers, illegal plying for hire, and other offences within the sector. In the last 12 months, the Unit has reviewed 84 driver licences with the following outcomes:

*Outcomes October 2021 to October 2022*

Revoked	Suspended	Refused to Renew	Refused New App.	Suspension lifted	Warning Issued	Grant	NFA
11	17	7	8	1	13	23	4

Details of Manchester’s approach concerning the safety of women and girls in the city was reported at the September 2022 Scrutiny Committee. The Women’s Night-Time Safety Charter was launched on 23 September 2022. Businesses and groups operating in the city between 6pm and 6am are encouraged to sign up to the Charter and its seven pledges. As of 9 November 2022, over 100 organisations have signed up. A toolkit has been developed to support organisations through the pledges. This includes training, designing for safety, and supporting staff and the public. A training programme was launched on 8 November 2022 which had over 40 people from pledged organisations attend. The session was launched by the Leader of the Council. Training sessions are now planned to take place every couple of weeks. Dedicated pages on the Council’s website contains information on the Charter and how to pledge support and can be found [here](#).

Manchester has also been working with GMCA and partners in the design of the Good Night Out Guide. Launched during student’s Welcome Week in September 2022, this is initially aimed at students new to the city. However, it is anticipated that this will be rolled out to anyone who might visit Manchester. Information included on posters, leaflets, and online via a QR code include what to do if you need help, safe spaces, information on the St. John Ambulance Welfare Unit, Village Angels and Student Angels, and advice on planning your journey home and spiking. The guide has been well received by students, making it one of the most popular handouts at Welcome Week events, clubs, bars, and pubs in the city. Due to demand, there has been a second print run of the guide.

Manchester also supported national White Ribbon Day on 25 November 2022 to end violence against women and girls with a number of events and activities to raise awareness across the city.

### 3.1.4 ASB Policy and Case Review

*The CSP will coordinate the statutory ASB Case Reviews, working with partners to give victims and communities a say in the way that complaints of antisocial behaviour are dealt with and helping to ensure that victims' voices are heard.*

Following updates to the 'Anti-social behaviour powers: statutory guidance for frontline professionals' in June 2022, the Council is leading a review of the statutory ASB Case Review procedures. The review is being undertaken alongside a review of the Council's ASB Policy and Procedures.

Consultation on the reviews went live on 1 October 2022 and closed on 18 November 2022. In addition to an online public survey focus groups were held with children, people with lived experience of anti-social behaviour and those who had requested an ASB Case Review. Information about the consultation was shared via social media, with Councillors, the Greater Manchester Police and Crime Commissioner, Greater Manchester Police, Council Teams and Housing Providers.

The updates to the statutory guidance encouraged ASB Case Review procedures to make sure there is a greater focus on the impact of anti-social behaviour on victims, including that relevant bodies should always consider inviting the victim or, if more appropriate, a representative to a section of the case review meeting and highlighted that local areas can have independent chairs for the review meetings. These recommendations are consistent with how practice has developed in Manchester.

From 1<sup>st</sup> April 2021 to 31 March 2022 the Council coordinated 25 statutory ASB Case Reviews on behalf of the relevant bodies; the Council, Greater Manchester Police, local health teams and registered providers of social housing.

19 ASB Case Review requests met the threshold for review. 4 did not meet the threshold and 2 reviews are ongoing. For the 19 cases where the review threshold was met partnership meetings were held in 18 of the cases (one request was withdrawn) and recommendations made with the aim of stopping and preventing anti-social behaviour and ensuring victims are supported. Each person who requested a review received feedback and details of an action plan. These plans were bespoke to the specific circumstances of the ASB case but involved themes such as improved partnership coordination, providing clarity around reporting procedures, identifying opportunities for further investigation and support for victims.

For the refresh of the Council's ASB Policy and Procedure the consultation provided information about the development of trauma informed practice and included asking for views about improving our response times for cases that do not involve the use or threat of violence, developing a response to reports of potential CCTV intrusion between neighbours and considering how we can further support victims of anti-social behaviour.

The consultation responses will be analysed and in consultation with the Council's Legal Services Team the Policy and Procedures will be updated.

Consultation on the ASB policy review went live on 1 October 2022 to engage residents on content of the review. The consultation closed on 18 November 2022 and responses are being considered.

## **3.2 Keeping children and young people safe**

### **3.2.1 Increase investment in youth provision**

*The CSP will work with our partners, especially those in the voluntary and community sector, to increase investment in youth provision and services, to offer young people alternative pathways.*

For the past five years the CSP has invested in a programme of targeted activity aimed at keeping children and young people safe. The programme builds upon the learning and evidence base from previous investments and draws upon the voices and engagement of young people. Provision commissioned through a grant process in July 2021 has been extended into 2022/23. A commissioning process will be developed with the Youth Strategy Team for 2023/24.

The commissioned lead providers, 4CT Limited, Manchester Youth Zone, and Active Communities Network, deliver the following in target areas based upon crime analysis of serious violence rates and community engagement:

- Street based detached work
- 1-1 coaching and mentoring to support children and young people
- Targeted group work to support young people to access mainstream provision and opportunities
- Project work that progresses from street-based work
- Wrap around activity that supports individual children and young people
- Children and young people led advocacy and influencing work

Generally, at a national level, there is a spike in antisocial behaviour and violence during the summer period. Using additional funding from the Greater Manchester Combined Authority, the CSP commissioned youth providers to carry out targeted interventions in identified areas in North and East Manchester during the summer, focusing on young people of highest need and at risk of being involved in violence-related incidents. Interventions included detached daytime and evening provision, outdoor education trips, and sport and leisure activities.

The CSP will continue to work with Young Manchester and BBC Children in Need to draw in additional match funding to further the work linked to young people delivering social action in their local communities.

### **3.2.2 Early intervention and prevention**

*The CSP will invest in early intervention and prevention services, to ensure young people are identified sooner and offered services to prevent them from being drawn*

*into antisocial behaviour, exploitation, and criminal behaviour. Our Early Help Hubs will continue to play a pivotal role in this early identification and direction into support.*

Through Manchester Youth Justice, a Remedi Restorative Practitioner has been placed in North, South, and Central Manchester and is linked in with the Engage Panels. Requests for support are received from the police, schools, and Early Help for children and young people displaying behaviours that are a risk indicator for potential future offending.

Remedi work with young people, enabling them to make good choices that achieve positive outcomes for themselves and others. Young people are empowered to reflect on different perspectives and are equipped with the tools that they need to make better choices, dealing with situations of conflict restoratively rather than violently or aggressively. The key aim is to reduce the criminalisation of children and young people on the periphery of the youth justice system. This is achieved through a restorative approach, getting to the underlying concerns, and focusing on strengths, with work and number of sessions tailored around the young person. Restorative interventions include effective communication; victim impact; knife crime programme; empathic thinking; and conflict resolution.

In 2021/22 the CSP commissioned a Remedi Restorative Practitioner in the Pupil Referral Unit (PRU). Following the success of these interventions the PRU have now funded this role for 2022-2024. During 2021/22, 50 young people were referred to Remedi with 472 sessions organised. As of the end of March 2022, 19 young people had successfully completed their sessions and there were 27 active cases open. There was an increase in attendance following interventions and a reduction in fixed-term exclusions.

*The CSP will commission VCSE organisations to work with the Councils Antisocial Behaviour Team (ASBAT) to take a restorative approach with young people on the periphery of the criminal justice system. Empower young people to change their lives, make positive choices, and reduce criminalisation.*

The CSP continues to commission Remedi to provide restorative solutions for young people identified by ASBAT. This involves engaging with young people on a one-to-one basis and through group work as well as supporting conflict resolution. Remedi provide support around behaviour, reducing behaviour sanctions and assisting with maintaining school attendance. A restorative justice practitioner is based within ASBAT and the impact that this resource has had for the children and their families, and the wider partnerships has been impressive. During 2022/23 Youth Justice and the Community Safety Team will continue to analyse the impact on families and the wider cost effectiveness for other services as this early intervention prevents children escalating and drawing further resource from statutory services. During 2021/22, 101 young people were referred to Remedi with 517 sessions organised. As of the end of March 2022, 41 young people had successfully completed their sessions and there were 34 active cases open. Feedback from young people include: *“I learnt that I need to listen and communicate calmly rather than getting annoyed and upset so quickly. People don’t respond well to that and it sometimes makes things worse”*. Feedback from parents/carers include: *“Your approach is different from other professionals*

*because she hasn't just listened, but she is trying to make those positive changes so thank you."*

### 3.2.3 Trauma responsive approach

*The CSP will continue to train our workforce to offer a trauma responsive approach to working with young people affected by adverse childhood experiences such as violence, domestic abuse, exploitation, and neglect, ensuring that they get the right support.*

One Education continues to be commissioned to provide drama therapy sessions with young people on a one-to-one basis. These sessions help individuals to express their emotions, thoughts, and ideas through roleplay and psychotherapy techniques and have been tailored to young people's needs. In addition to drama therapy sessions, meetings/conversations are also held with a range of professionals and interested parties including the young person, parents, schools, Children and Adolescent Mental Health Service (CAMHS), Social Workers, and Speech and Language Therapy (SALT). This can include Looked After Children reviews, care planning, and strategy meetings. The specialist interventions One Education offer young people and their families enhance Youth Justice's trauma responsive offer by keeping children safe and giving them the right support. Outcomes from 2021/22 include:

- Improved emotional regulation and impulsivity
- Reduction in risk taking
- Reduction in violent behaviour/offending behaviour
- Better coping strategies and increased understanding of triggers
- Increase in education attendance or seeking work
- Increased motivation to change and avoid 'bad influences' and feeling that future aspirations are possible
- Increased communication with parents and engagement with 'professionals'

Further to this work, Youth Justice secured funding from Public Health and commissioned One Education to carry out research using participatory methodologies. The report is called 'Life After Lockdown' and involved a narrative research questionnaire with children, workshops with staff, and workshops with children.

CSP funding is also used to provide a youth provision in response to serious incidents, taking a trauma informed approach. This flexible support for young people was identified as part of the youth voice work undertaken by Reclaim.

## **3.3 Tackling serious harm and violence**

This is a multi-layered priority which encompasses domestic violence and abuse, organised crime, Female Genital Mutilation (FGM), sexual exploitation, criminal exploitation, modern slavery/human trafficking, missing from home or care, and preventing violent extremism.

### 3.3.1 The Complex Safeguarding Hub



*The CSP will work in partnership to protect people from serious harm and violence, particularly focusing on where there is a risk of exploitation and/or safeguarding concerns. This includes tackling domestic violence and abuse, modern slavery, crimes against people who sex work, harmful behaviours such as female genital mutilation, honour-based violence, and forced or sham marriages, and stopping people from being drawn into terrorism.*

## **The Complex Safeguarding Hub**

The Complex Safeguarding Hub provides a dedicated focus in relation to child sexual exploitation (CSE), child criminal exploitation (CCE), serious and organised crime, missing from home/care, and modern slavery. These are often hidden crimes with a connectivity between complex multiple vulnerabilities and criminal exploitation. Daily governance meetings, mapping, joint risk assessments, and information sharing across GMP, Social Care and Health systems are part of daily business. Investment has focused on developing intelligence-led, early intervention and preventative interventions at a neighbourhood level. Co-location at Greenheys Police Station has had a positive impact, particularly regarding quick access to intelligence and information sharing.

Demand for the Hub remains high with 240 children referred to the Hub in 2021/22. 54% of the referrals were for child criminal exploitation and 22% for child sexual exploitation. 72% of referrals relate to boys and 28% to girls. Children referred into the Hub tend to be older with almost half those referred aged 15/16 and almost a quarter aged 17/18. 41% have additional needs.

The Complex Safeguarding Hub has also undertaken training and awareness raising. A Day of Action took place in March 2022 focusing on hotels and raising awareness of CSE. This led to an increase in intelligence reports. A Week of Action also took place in October 2022. Training has been delivered to schools, the health sector including GPs, and police probationers. The Children's Society also delivered training to carers/residential staff on missing, vulnerability, and risk of exploitation.

The Hub underwent a Greater Manchester Peer Audit in July 2022. There was positive feedback regarding the strength of partnership work, with good examples of joint working in relation to disruption and support, timely responses to health needs and the Think Family approach, developing relationships with young people, and flexibility and ability of staff in supporting complex vulnerabilities. A plan is in place for addressing areas identified for further consideration.

## **Modern Slavery/Human Trafficking**

Modern slavery data indicates that criminal exploitation was the main form of exploitation in 2021 with labour exploitation potentially remaining a hidden crime. There was an increase in exploitation of vulnerable adults with their properties 'cuckooed' (used for the storage and supply of drugs). Sexual exploitation is linked to several pop-up brothels, but overall numbers remain lower than criminal exploitation.

The CSP continue to commission AFRUCA who have been leading on the Manchester Against Modern Slavery Campaign for the past four years. Community

Champions have been recruited from different communities to raise awareness of modern slavery, including how to spot the signs and how to report concerns. The Champions understand the communities, speak the language, understand the culture, and have had shared experiences.

AFRUCA has reached more than 18,000 people since they started, through face-to-face work, online events, and social media. They continued to work and raise awareness during the pandemic, moving service delivery online. This year, AFRUCA has expanded the campaign in Black, Asian, and Minority Ethnic communities across Manchester. This has included providing direct support to victims of modern slavery which commenced at the beginning of the year. Throughout 2021/22 AFRUCA delivered a series of online and round table events with over 800 attendees. With their successful use of social media and digital platforms this reach increased to over 7,000 people. Round table events focused on areas of under reporting such as labour exploitation and domestic servitude, along with debt, and the impact on migrant families. 92% of attendees reported an improvement in awareness of modern slavery while 93% reported that following the training they could spot the signs and knew how to report modern slavery.

The CSP also commissioned Hope for Justice to deliver 15 training sessions for front line staff including homeless services. Barnardo's continue to provide training, advice, and guidance in relation to the National Referral Mechanism (NRM) and supporting trafficked children. Housing has emerged as a critical issue for victims along with follow up support and GMCA has been collating themes and evidence. The Modern Slavery Policy Statement was updated in June 2022 with contribution from all directorates in the Council.

### **Child criminal exploitation and family support**

AFRUCA continue to be commissioned during 2022/23 to deliver a child criminal exploitation programme comprising support for families around County Lines, Child Trafficking, and other forms of child exploitation. To raise awareness of their offer, AFRUCA have held meetings with and provided presentations to local authority departments and teams, community groups and organisations, and local schools. The service also attends the following:

- Tackling Exploitation Group
- The NGO Forum
- Modern Slavery and Human Trafficking sub-group

AFRUCA has worked with 24 families in relation to CCE, working with parents/carers, and young people. This includes educating parents/carers on the signs and indicators of County Lines and providing support to young people. A Parents Forum also takes place on the last Friday of the month. Multiple issues have been uncovered including mental health, poverty, trauma, and accommodation. Some of the young people supported have experienced sexual and criminal exploitation and are extremely vulnerable. Families have been signposted to local organisations to help with support, advice, and counselling. This work has highlighted the importance of working with community assets such as AFRUCA.

### 3.3.2 Extremism and terrorism

*The CSP will safeguard people from being drawn into extremism and terrorism and work with key sectors and institutions to address risks. The CSP will continue to understand and respond to new and emerging threats concerning all types of extremism, terrorism, and exploitation.*

Prevent, Channel, and Manchester's RADEQUAL Campaign comprise a key element in tackling serious harm and safeguarding vulnerable people from being drawn into extremism. A report providing an update on Manchester's response to the National Prevent Review is being presented at a future meeting of this committee. The Counter Terrorism Local Profile was shared in September 2022 to identify new and emerging threats. The Profile informs the action plan for partners to ensure they are addressing key risks.

### 3.3.3 Organised crime

*The CSP will identify and target Organised Crime Groups by disrupting and dismantling them, bringing offenders to justice, and making neighbourhoods safer.*

Operation Vulcan is the operational name for the multi-agency targeted plan designed to rid Cheetham Hill and Strangeways of the criminal activity synonymous with the area, specifically targeting crime such as:

- illicit medication and the supply of drugs
- modern day slavery, enforced labour, and sexual exploitation
- organised and exploitative immigration
- money laundering
- counterfeit crime
- serious and violent crime
- community disruption and disorder

GMP has developed a dedicated and skilled team to work with partners to take a sustained problem-solving approach and coordinate interventions to target this criminality. The team aims to disrupt activity and dismantle networks, protect and support those most vulnerable, and ensure that the neighbourhood is safer and can thrive. This includes long-term community engagement.

An event was held on 2 November to bring together partners, share details of Operation Vulcan, and develop further the joint plan of action. Each section of the action plan details GMP's commitment to tackling the key problems listed above, each with a bespoke multi-agency support plan.

Below are some of the outcomes that will be used to measure success:

- demonstrable disruption of Organised Crime Groups (OCGs)
- positive arrest numbers and convictions
- increase in the number of referrals of vulnerable victims of crime into safeguarding services and the national referral mechanism

- increase in the number of referrals of drug users into treatment and support services
- increase in community intelligence leading to positive outcomes
- increase in community confidence
- sizeable seizure of assets
- data showing a decrease in criminality in the area
- closure of illegal businesses

#### 3.3.4 Domestic violence and abuse

*The CSP will protect people where there is a risk of exploitation, violence, domestic abuse, and repeat victimisation, while tackling perpetrators to reduce harm.*

*The CSP will work in collaboration with VCSE organisations and mental health services that offer specialist support to those individuals who have experienced domestic violence and abuse, sexual violence, exploitation, and harmful behaviours.*

The CSP funds several initiatives to support Manchester's Domestic Abuse Strategy, details of which were presented at the June 2022 Communities and Equalities Scrutiny Committee.

### 3.4 Tackling drug and alcohol driven crime

#### 3.4.1 National drug strategy

*The CSP will support (through the lifespan of its current three-year strategy), the national ten-year drug strategy "From Harm to Hope", which is aimed at cutting crime and saving lives by breaking drug supply chains, delivering treatment and recovery services, and achieving a shift in the demand for recreational drugs.*

*The CSP will contribute towards the alignment of national expectations with local delivery and develop a local outcomes framework to sit alongside the national one.*

In April 2022, the Office of Health Improvement and Disparities (OHID) announced the Supplementary Substance Misuse Treatment and Recovery Grant (SSMTRG), a grant funding scheme aimed at supporting local delivery of the From Harm to Hope strategy. Local authorities' use of the SSMTR grant should directly address the aims of the treatment and recovery section of the drug strategy. The outcomes are ambitious. Manchester has been identified as an 'enhanced area', benefitting from greater investment in year 1.

The Manchester Public Health Team has worked closely with partners on the application for the SSMTRG, building on the continued and sustained relationships between key agencies and services. A focussed steering group worked to identify the strengths, opportunities, and challenges and incorporate into a strategic and operational plan to deliver against the strategy objectives.

Local delivery of these ambitions aims to drive an improvement in the quality of the service for Manchester residents, ensure more people can access our community treatment services, and support a reduction in the number of caseloads of our practitioners and clinicians delivering substance misuse services.

Successful delivery of the 'From Harm to Hope' drugs strategy and investment will rely on co-ordinated action across a range of local partners, including enforcement, treatment, recovery, and prevention. Guidance for local delivery partners has been issued and sits alongside the drugs strategy to outline the structures and processes through which local partners should work together to reduce drug-related harm. In Greater Manchester, a decision has been made for the Greater Manchester Drug & Alcohol Transformation Board, chaired by the GM Deputy Mayor, to become the Combating Drugs Partnership for GM. The partnership will be co-chaired by the Deputy Mayor (who will become the SRO) and David Regan, Director of Public Health for Manchester, in his remit as drug and alcohol lead for Directors of Public Health in Greater Manchester.

#### 3.4.2 Assertive engagement

*Develop and implement assertive engagement approaches for people who frequently attend A+E due to alcohol to address their needs and behaviour and reduce hospital admissions and ambulance call outs.*

Two assertive outreach workers, consultant time, and admin support are funded by the SSMRT. Posts are attached to the Alcohol Care Teams (ACTs) that work across the three hospitals in the city.

#### 3.4.3 Capturing and disseminating information

*The CSP will continue to commission Manchester Metropolitan University (MMU) to test seized drugs and support the Local Drug Information System in providing warning and alerts to services. Maintain up-to-date knowledge of new and emerging drugs and ensure that work supports cross-cutting issues, particularly around serious violence, the night-time economy, organised crime, neighbourhood crime, antisocial behaviour, and mental health.*

A Greater Manchester Early Warning System Steering Group oversees the Local Drug Information System (LDIS) in addition to a GM Trends/Early Warning System/Samples meeting which decides on which seized drugs are put forward for testing. A local drug alert panel is in place to respond to test outcomes. GMCA commission the above but Manchester provides a funding top up to pay for additional testing. Local organisations are signed up to the LDIS and receive alerts providing timely notifications of drug related risks and harms to be shared with service users.

In 2018, the CSP and Public Health Team commissioned MMU's Substance Use and Addictive Behaviour's Research Group to undertake research to monitor emerging substance use trends. A monitoring system was developed and named Manchester Emergent Substance Use Survey (MESUS) with the findings from the first monitoring cycle produced in 2019. Since 2018, MESUS has grown and now captures information from across Greater Manchester. The GM MESUS aims to gather up to date information on changing and emerging substance use trends. The findings inform the LDIS and help to ensure that commissioners and service providers understand their local needs. The findings are broken down into user subpopulations

that include homeless and street-based populations, students, clubbers and LGBT+, young people, and prison population.

#### 3.4.4 Pathways into treatment

*The CSP will work to improve continuity of care pathways and attrition from prison to the community, ensuring that individuals access the care they need on release. This will reflect targets to ensure every offender with a substance misuse need has access to treatment by 2024/25.*

*The CSP will review pathways from prison to drug and alcohol residential services and increase the numbers accessing those services.*

*The CSP will work with partners to improve pathways into the community drug and alcohol service for those whose offending behaviour is linked to their substance use.*

A Project Manager in Charge Grow Live (CGL), Manchester's drug and alcohol treatment service, will oversee this work. This post will also work with the new Health and Justice posts employed by Probation. Additional posts in the Drug and Alcohol Social Work Team (Adults Directorate) are supporting this work.

### **3.5 Protecting communities through changing offender behaviour**

#### 3.5.1 Reducing Reoffending Plan

*Through the Reducing Reoffending Board the CSP will coordinate the implementation of the Manchester Reducing Reoffending Plan.*

The Reducing Reoffending Board has developed the Manchester Reducing Reoffending Plan. This plan localises the Greater Manchester Reducing Reoffending Plan and aligns with the Manchester Community Safety Partnership objectives. The plan aims to enable partners to collaborate effectively to keep communities safe by helping individuals to stop offending; improve accessibility to services for people on probation; develop and deliver new initiatives; monitor and evaluate performance; and influence the commissioning of services to achieve better outcomes for people who have offended in Manchester.

#### 3.5.2 Accommodation support

*To address the link between accessing and retaining accommodation and desistance from reoffending, the CSP will work with partners and providers to improve the accommodation offer for People on Probation. This includes supporting those leaving prison and moving into Approved Premises and further exploring options with private rented landlords.*

The CSP continues to fund the Private Rented Landlord Scheme which provides accommodation for People on Probation (PoP) in emergency situations. The scheme offers Community Probation Practitioner's support to achieve accommodation outcomes for those whose life experiences, trauma, and related substance misuse can mean that they disengage or are deemed difficult to manage, leading to eviction

and intentionally homeless decisions. Obtaining and retaining settled accommodation is a key factor in successful rehabilitation.

The funding has allowed for the development of positive relationships with Manchester landlords to facilitate interim solutions and/or provide the opportunity for longer term settled accommodation when there have been no suitable alternatives. Sustainability of accommodation has yielded positive outcomes at 3-6 months especially in considering the needs of the cohort.

In recognition of homelessness legislation, accommodation is only provided to those ineligible for interim accommodation by the local authority and identified as ineligible for discretionary interim accommodation (A Bed Every Night). This includes the Ministry of Justice funded Community Accommodation Service Tier 3 (CAS3). CAS3 provides temporary accommodation for homeless prison leavers and those moving on from Approved Premises (CAS1) or the Bail Accommodation and Support Service (CAS2) and assistance to help them move into settled accommodation. Greater Manchester Probation Service co-commission CAS3 alongside Greater Manchester Combined Authority through local housing authorities, available specifically for people being released from prison who are identified as non-statutory (deemed non-priority need) and likely to be without accommodation upon release.

The Greater Manchester Homelessness Prevention Team works alongside the Private Rented Landlord Scheme to understand the cohort of people identified as likely to be homeless. This is to develop a greater understanding of why in order to work towards prioritising prevention or addressing gaps.

The CSP funding has played an important role in preventing homelessness for PoP who do not have the finances to secure their own property and in a competitive market are not prioritised for accommodation. This allows them to have a stable base with support to address their criminogenic needs and contributes to a reduction in their risk of further offending. Between 1 April and 30 September 2022, 32 People on Probation were placed into temporary or permanent accommodation. More than half were high risk who may otherwise have been homeless.

The CSP commissions Justlife to provide support to residents living in Unsupported Temporary Accommodation (UTA) (both those released from prison into UTA and those on community orders in UTAs) The Justlife Targeted Referrals Project also offers support around transition in CAS3. This additional support is specific to those people with multiple and complex needs.

Justlife is a person-centred organisation who provide support to PoP who are at risk of or experiencing homelessness (people leaving custody and people in the community). They help people on probation navigate criminal justice accommodation pathways and support them in achieving safe and sustainable accommodation. Between April and September this year, Justlife supported 27 People on Probation with 474 actions. These included:

- Addressing health issues: physical, mental, and substance use (including making and attending appointments with PoP)

- Addressing housing issues: arranging appointments, supported with moving into properties including into longer term supported accommodation and sheltered accommodation, and emergency assistance
- Addressing finance and employability
- Referrals into other services for issues including legal advice and mental health. Referrals have been made to Citizens Advice Bureau, No 93 (Harpurhey Wellbeing Service), Mustard Tree, Back on Track, CFO Hub, CGL, Trussell Trust (food bank), On The Out, and Manchester City Council among others.
- Reoffending prevention

#### **4.0 Recommendations**

The Committee is invited to consider and comment on the information contained in this report.