

Manchester City Council Report for Information

Report to: Community and Equalities Scrutiny Committee - 7 November 2023

Subject: Serious Violence Update

Report of: Strategic Director (Neighbourhoods)

Summary

This report was requested by Communities and Equalities Scrutiny Committee and provides an overview of progress made on developing Manchester's approach to tackling serious violence.

Recommendations

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

Wards Affected: All

Environmental Impact Assessment - the impact of the issues addressed in this report on achieving the zero-carbon target for the city

None

Equality, Diversity and Inclusion - the impact of the issues addressed in this report in meeting our Public Sector Equality Duty and broader equality commitments
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Serious violence in Manchester has a disproportionate effect on people who have protected characteristics under the Equality Act 2010. These include, but are not limited to, age, gender, disability, and ethnicity. The Serious Violence Strategy contributes to the wider challenge of addressing disproportionality in the city, which contributes to some of the drivers of serious violence.
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Manchester Strategy outcomes	Summary of how this report aligns to the OMS/Contribution to the Strategy
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 a reduction in serious violence and long term change will contribute to 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	

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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.

Home Office Serious Violence Strategy 2018 - [Home Office – Serious Violence Strategy, April 2018 \(publishing.service.gov.uk\)](#)
Manchester Serious Violence Strategy [Manchester Serious Violence 2022-2023 - Making Manchester Safer](#).

1.0 Introduction

- 1.1 This report provides an overview of progress made on developing Manchester's approach to reducing Serious Violence through the implementation of the Serious Violence Strategy 2022 – 2023. It provides a summary of the ongoing work under each of the identified key priorities in addition to some of the early indications regarding impact and outcomes.

2.0 Background

- 2.1 In January 2023 the Government introduced the Serious Violence Duty under chapter 1 of Part 2 of the Police, Crime, Sentencing and Courts Act 2022. The Duty requires specified authorities in local areas to work together to plan to prevent and reduce serious violence. This includes identifying the types of serious violence that occur in the local area, the causes of the violence (as far as it is possible to do so) and to prepare and implement a strategy to prevent and reduce incidents of serious violence in the local area.

- 2.2 Through consultation with our local communities, specified authorities and required authorities the Community Safety Partnership has taken a public health approach to the co-production of Manchester's Serious Violence Strategy. 2022/23 which was presented at Communities and Equalities Scrutiny Committee on 6th September 2022. The strategy identified three key priority areas of activity as outlined below: -

2.2.1 Early Intervention and Prevention

We will work together to identify those at risk of being drawn into serious violence at the earliest opportunity and provide the right support at the right time.

- Working with partners to ensure we can identify those at risk of serious violence, as either victims and or perpetrators, at the earliest opportunity and offer timely and appropriate support.
- Continuing to identify and challenge inequalities within our systems and practices.
- Continuing to learn from reviews, national and local research and feedback from our partners and communities.

2.2.2 Support and Protect

We will ensure that those identified as being involved in serious violence, as victims and or perpetrators, are offered bespoke support to address their individual needs by:

- Identifying appropriate key workers to offer support who are well trained, knowledgeable, and confident.
- Partnership working to develop trusted relationships as the mechanism for creating safety that can be dynamic in response to changing issues and risks

- Ensure that positive interventions are available to support those affected by serious violence, their families, and their peers

2.2.3 Disrupt, Divert and Enforce

Whilst our primary focus is on early intervention and prevention. We will continue to consider enforcement action against those who pose a risk to our communities through perpetrating serious violence by: -

- Taking a partnership approach to considering the appropriate use of enforcement powers to prevent individuals perpetrating serious violence.
- Consider enforcement action against those who exploit others into committing criminality and serious violence.
- Ensuring that any enforcement action is coupled with an offer of support to allow those involved to divert from serious violence.

2.3 The strategy also identified three principles of delivery which will be used to inform our delivery of the key priority areas above: -

- Trauma informed - front line staff whose practice is informed by trauma will enhance the response to those who experience and or perpetrate serious violence.
- Think family - It is important that families, particularly those with multiple and complex needs, have access to co-ordinated Early Help in accordance with need as soon as difficulties are identified. The offer is personalised, multi-agency, and embedded within a Whole Family approach.
- Youth and Community Voice - ensure that the voice of those most impacted by serious violence continues to be at the centre of our approach. The involvement of young people and communities in both understanding the prevalence of violence and the mechanisms to address it. This has been modelled through the community led pilots, the work undertaken by Reclaim and the Voluntary Community Sector.

3.0 Greater Manchester Violence Reduction Unit (VRU) Strategic Needs Assessment 2023

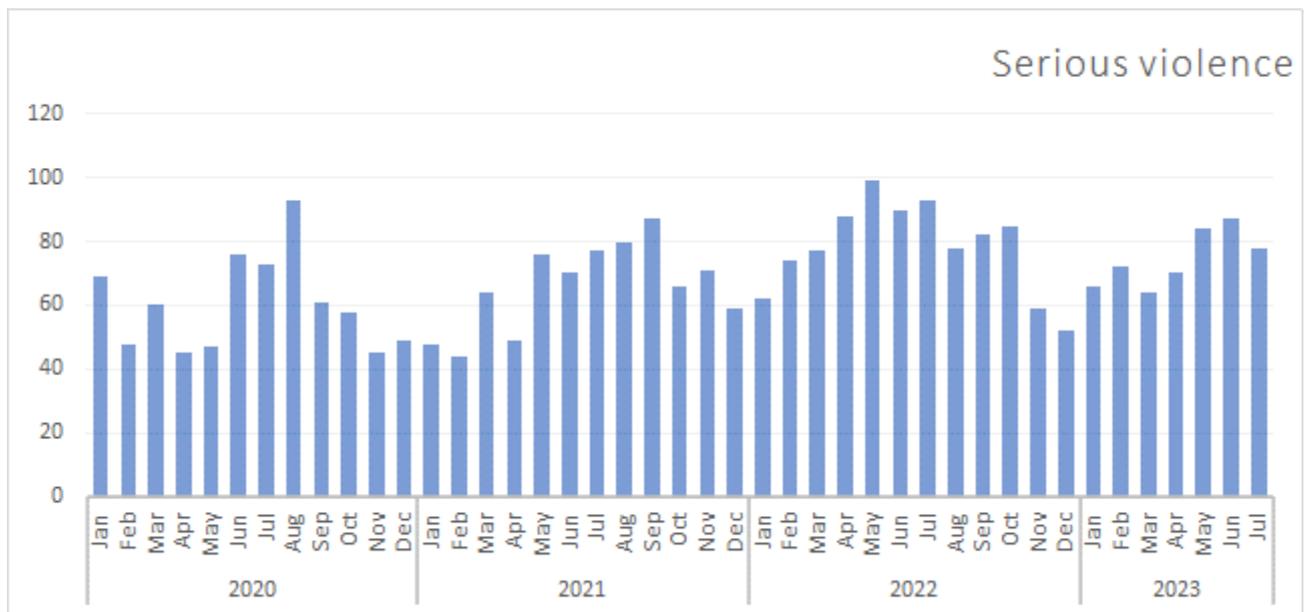
3.1 In September 2023 Greater Manchester VRU published their refreshed Joint Strategic Needs Assessment which takes a public health approach to looking at serious violence at a regional level. The needs assessment identifies risk and protective factors through the life course as well as identifying recommendations and next steps. The Greater Manchester VRU needs assessment will be utilised to inform the refreshed strategic needs assessment for Manchester with a refreshed strategy being launched in 2024. A copy of the draft strategy will be shared with members for feedback.

3.2 The full Greater Manchester VRU Strategic Needs Assessment can be accessed at this link - [GM-VRU-SNA-Design-22nd-May_compressed.pdf \(gmvruc.co.uk\)](https://gmvruc.co.uk/GM-VRU-SNA-Design-22nd-May_compressed.pdf)

4.0 Serious Violence in Manchester

4.1 As part of the public health approach to tackling serious violence, analysts from the community safety team regularly review data to contribute to the understanding of serious violence at a local level and to assist with the early identification of emerging trends.

4.2 Most recent data shows a slow, but welcome, decrease in the incidents of Serious Violence between May 2022 – May 2023 with incidents falling by 12% (the graph below relates to homicides, attempt murders and Sec 18 (assault) offences).



4.3 Hotspot areas: -

- Manchester continues to be the volume contributor to serious violence in Greater Manchester.
- Some of the drivers that account for the volume are areas of high footfall including, the city centre, hospital sites and HMP Manchester.
- When looking at incidents of serious violence which take place in the city centre (1 in 5 serious assaults take place in the city centre), these are usually linked to the nighttime economy, taking place late at night or early in the morning Friday into Saturday and Saturday into Sunday.
- These offences are most likely to involve male victims between the ages of 18 and 35 years of age and featured several repeat locations such as Piccadilly Gardens.
- The city centre attracts a high volume of people from outside of Manchester and we see both victims and perpetrators come from outside the city.

4.4 Deprivation: -

- Data relating to serious violent offences continues to show links between higher rates of serious violence and deprivation.
- Victims and perpetrators of serious violence in Manchester are more likely to live in more deprived parts of the city, where residents tend to have poorer health, fewer employment opportunities and fewer qualifications.
- This relationship with deprivation is particularly acute for younger victims and suspects.

4.5 Young people linked to serious violence: -

- In Manchester there is a higher proportion of younger people in the city. In terms of children, we see risk identified for children as victims of serious violence between 14-18 years of age when calculated by rate of population.
- Over the last three years children and young people, as suspects, have accounted for 14% or less of serious violence incidents across Manchester (although there are high level repeats within this small cohort).
- Suspects / Perpetrators are predominantly seen in the 16-30 age band and incidents involving young people tend to happen in neighbourhoods rather than the city centre.
- Cross border issues – A quarter of the serious violence offences linked to a Manchester resident under the age of 18 years (as a suspect) took place in other areas of Greater Manchester, including Tameside, Salford and Trafford.
- For children and young people involved in serious violence there is a clear link to trauma and adverse, childhood experiences (ACE'S). Research tells us that in those disadvantaged areas our residents are more likely to have 4 or more ACEs.

5.0 Interventions and early indications of impact and outcomes

5.1 There are a wide variety of projects and programmes of work commissioned across the city aimed at reducing serious violence which are described below. The below table at 5.1.8 demonstrates how these projects are funded and where possible what outcomes have been identified. Given that these projects, along with the approach outlined in the Serious Violence Strategy, are still in their infancy it is only possible to capture early indications in relation to impact and outcomes of these approaches. Evaluation of these projects will be ongoing.

5.1.1 **Community Led Pilot – Manchester Alliance:** This project is commissioned by Greater Manchester VRU. The alliance is made up of voluntary and community sector organisations and works with young people aged 10-25 years to develop projects and activities to address the underlying causes of violence and build aspirations and opportunities for young people through targeted sports and arts activity, interactive workshops and peer mentor sessions. In Manchester The Peace Together Alliance is led by The Hideaway with support from Odd Arts, 84Youth, Families Against Violence, Rio Ferdinand Foundation, Moss Side Fire Station Boxing, and works across Moss

Side, Rusholme and Hulme. In delivery stage of the second year and alliance is involved in the Central ENGAGE Panel.

- 5.1.2 **Oasis Navigators** – Oasis Navigator service is a youth led violence reduction project commissioned by Greater Manchester VRU, as part of their public health approach, involving a multi-agency response to provide early interventions to prevent young people becoming involved in violent crime. Launched in April 2021 in Manchester Royal Infirmary, Royal Manchester Children’s Hospital, Salford Royal and Royal Bolton Hospital, navigators support young people (10-25 years) presenting at emergency departments with injuries caused by involvement in violent incidents. The project has now expanded to include a pathway for community referrals. Navigators offer support for Young People at a teachable moment to work with them to identify areas in their life they would like to change, creating a support plan and referring them to local services and acting as their advocate. The Oasis Navigator project has also recently been further expanded to provide a parent and carer service providing one to one peer mentoring support to parents and carers who are concerned about their child’s behaviour.
- 5.1.3 **Team Around the School (TAS)** – TAS is a multi-agency support group which is triggered where a school is facing complex issues which may affect the school's normal functions. In 2019 The East Manchester Academy had an Ofsted inspection resulting in the school being judged to be inadequate. Behavioural issues were cited as a significant problem. A TAS was established following the inspection. The TAS aimed to support schools to identify and support families earlier through collaboration with key partners when needs arose The East Manchester Academy TAS stepped down in 2022 when it was agreed by the school and partners that it was no longer required. 5 schools have previously been supported by TAS in response to differing needs, but the theme of community issues/Child Criminal Exploitation is often present. Each TAS has been stepped down following multi-agency meeting and review. 4 of these have subsequently been inspected with clear evidence of positive outcomes.
- 5.1.4 **ENGAGE Panels** - Are multi agency panels set up across the city in North/Central/South focused on supporting children and young people who are not currently open to statutory services. The panels follow the principles outlined in Greater Manchester VRU Prevention through Prosecution, Intervention, engagement, and Diversion initiative (PPIED). Intelligence from practitioners highlighted that children and young people involved in incidents with no criminal justice outcome were not getting any intervention or support to address behaviours. The ENGAGE panel ensure that intervention and prevention support is offered to children and young people who are displaying behaviours which may suggest they are susceptible to being drawn into serious violence. ENGAGE panels have expanded beyond the original model to allow referrals to be made to panels by a wider variety of agencies including GMP, Early Help, ASBAT, and Registered Social Landlords. The focus of the referral is to reflect the “voice” of the child or young person to understand which partner will be best placed to offer support.

- 5.1.5 **Another Chance** - Youth Endowment funded project which is in the process of being implemented across the City of Manchester and a defined area of North Trafford. The project is funded until December 2025 and is based on a model developed in the United States. The programme targets 14-25 years old who have been identified through police intelligence as having been involved in serious violence such as knife related crime, assault, and sexual assault within a group dynamic. These young people are then offered the opportunity to work with a mentor to identify support/services that meet their needs with an intention to divert them away from further involvement in the criminal justice system. Failure to engage and continued involvement in violence may result in enforcement and disruption activity.
- 5.1.6 **Remedi**: Remedi are a team of trained Restorative Justice Mentors who work with Children and young people who have displayed violent behaviours and/or have committed violent crimes. They facilitate restorative justice interventions between the young person and any identified victims, alongside providing intensive mentoring support for the young person and additional support for their families. Remedi also have dedicated practitioners working in youth justice, Anti-Social Behaviour Action Team and alongside ENGAGE. This work is funded through the Community Safety Partnership.
- 5.1.7 **STEER** – STEER is a Youth Endowment funded project delivered by Salford Foundation in a variety of local authorities across Greater Manchester. The project is aimed at children and young people aged 10-17 years of age who are identified as being at risk of involvement in violent crime either because they have an association with peers or family members involved in serious violence and / or organised crime. Young people accepted to the project receive 6 months intensive mentoring, coaching, family support and case management programme. In addition, the STEER programme takes a trauma informed and voluntary approach. It was implemented in Manchester in July 2023 and established links with ENGAGE panels across the city. It is due to be expanded into Early Help and Youth Justice Services over the coming months.
- 5.1.8 **SAFE Taskforce** - The SAFE Taskforce is a group of secondary schools invited to work together across Manchester with other multi-agency structures and local experts (including 1:1 mentors), to support young people at risk of serious violence and exploitation and re-engage them in their education. 6 schools (121 children) in Manchester have been part of the SAFE programme Phase 1 since Mar-23. This is due to be expanded across the city through phases 2 and 3.
- 5.1.9 **Achieving Change Together (ACT)** - ACT is a strength and relationship-based model aimed at finding alternatives to high-cost and secure accommodation for young people affected by exploitation. The project was based on findings from action research and co-designed with input from young people. It takes a 'future-focused' approach to reducing risk, acknowledging that meaningful and trusting relationships with professionals are key to achieving successful outcomes for young people affected by exploitation. The model incorporates an intensive approach to supporting young people,

engaging them in relationship building activities and working with them to identify their goals and build a plan for the future.

- 5.1.10 **Complex Safeguarding Hub:** - Multiagency, co located team including Children's Social Care, Police, Health, Trusted Relationship Children's Psychologist, Adult Social Worker, Early Help Team, Missing teams, Probation, virtual links to Youth Justice, Education and Youth Providers. The hub provides a joined-up response to child sexual exploitation, modern slavery, criminal exploitation and county lines, serious violence that involved young people and links to organised crime and children missing from home and care. The team is intelligence led and provides a joint approach to managing the response to complex safeguarding and demonstrates good multi agency coordination and planning in response to emerging safeguarding threats. Daily governance meetings take place which include joint risk assessment, mapping, safety planning, joint operations, specialist knowledge and expertise and information sharing. The team also has established links into wider social work teams, Youth Justice, and Health systems multi agency partnerships. The trusted relationships model and understanding of vulnerabilities and harm underpins the approach.
- 5.1.11 **Supporting Families, Early Help Complex Safeguarding Hub** -: Supporting Families is a national program which works with families to help address multiple disadvantages through a whole family approach, delivered in Manchester through key workers within the Early Help service. A national refresh and significant expansion of the Supporting Families Outcomes Framework was launched in October 2022. Early Help Complex Safeguarding team are part of Manchester's Early Help/Supporting Families, and they adopt a team around the family approach working alongside other professionals, providing support to families that are at risk of exploitation whilst recognising that exploitation has implications for the whole family.
- 5.1.12 **Keeping Children and Young People Safe (KCYPS):** Community Safety Partnership funding is used to target specific activities in areas where there are higher levels of Anti-Social Behaviour and violence relating to children and young people. One example of this work is a project delivered by Manchester Youth Zone to engage with children and young people in North Manchester through street based detached youth work, supporting young people in delivering meaningful social action projects in their communities and engaging in positive activities and capturing first hand experiences and exploring alternative models for youth voice.
- 5.1.13 **Afruca County Lines Programme - AFRUCA** delivers a holistic menu of services to support children and families in Black and ethnic minority communities across the city at risk of or affected by exploitation and youth violence. The Child Trafficking and Youth Violence Programme includes an Early Help Support Programme for black and ethnic minority families affected by county lines child trafficking, a coding project for Children at Risk of County Lines Child Trafficking, a Children at Risk of Serious Violence Project and the Phoenix Project for young women and girls at risk of exploitation.

5.1.14 **Unity Radio:** Unity Radio is a series of workshops for young people designing, developing and delivering live radio shows broadcast on Unity Radio. The content of each radio show contains features and discussions between young people, reflective workshops, with critical discussion, educating young people about enhancing their safety, preventing violent crime, and challenging the attitudes that enable violence. This preventative education is focused on promoting positive attitudes around young people their own age, recognising patterns and vulnerabilities that might lead to violent crime, criminal activity, healthy relationships, sexual citizenship and consent, as well as peer schemes, advocates, and role models.

5.1.15 **Street Games** – Greater Manchester VRU commissioned Street Games to carry out Adverse Childhood Experiences (ACEs) and Trauma Informed Practice Training Courses across Greater Manchester. Street Games collaborated with Manchester City Council's Population Health Team to tailor the workshop to focus on sport. Workshops explored ACEs short- and longer-term impact on young people's health and understanding the stress response and impact ACE's have on the body, as well as the role of sport in building resilience and starting to think about how to build a Trauma Informed approach.

5.1.16 **Manchester Schools Early Intervention** - The Safeguarding in Education Team developed an early intervention and prevention programme offer for Manchester schools which focuses on raising awareness of the consequences and impact of knife crime, serious youth violence and child criminal exploitation. The programme has included a range of interventions which have been commissioned and delivered in high schools, and, more recently, a programme of activity has been developed for primary-aged children. Over the past 12 months, the focus has been to support Primary schools with raising children's awareness of the consequences of knife crime and how to keep safe in their communities. During the period September 2022 - July 2023 Education Safeguarding commissioned two programmes that were offered to primary schools across the city of Manchester:

GANGs – Get Away N Get Safe is an intensive five session educational, preventative and diversionary intervention which aims to educate children and young people on the dangers and consequences of criminality, ASB, knife crime, drugs, exploitation, organised crime gang's/ gang lifestyle for the individual, their families and the wider community.

RUDE – Respect Understanding Danger Equality takes a more generic approach in teaching children how to keep safe, recognise dangers and who to go to for help and support and focuses on engaging children in discussion and activities around respecting one another, being kind, understanding and exploring different communities and cultures.

5.1.17 **Rock up** - Rock Up works with the youth justice service, offering high quality and creative music making activities. It is a responsive and flexible programme that meets the needs and interests of the young people, supporting them in their own personal journeys and inspires them to access mainstream and

creative provision opportunities. It includes weekly musician in residence workshops and intensive creative music weeks. As part of the Rock Up programme Theatre in Probation and Prisons (TiPP) is supporting Manchester Youth Justice's ambition to become an arts-based service.

Project	Funding	Evaluation	Outcome
Community Led Pilot – Manchester Alliance	Commissioned by GMVRU	External early Impact and Process Evaluation	Strong evidence base that has informed a wider implementation across GM
Oasis Navigators	Commissioned by GMVRU	Internal comparison analysis and External Initial Implementation Pilot evaluation	Oasis and GMCA are reviewing model taking into consideration evaluation findings. Further MMU research is being undertaken
Team Around the School	Mainstream partnership Resources	No evaluation of Manchester's TAS approach however many national evaluation of the approach and favourable Ofsted inspections following implementation of TAS in Manchester	4 of schools who have had a TAS have been subsequently Ofsted inspected and show clear evidence of positive outcomes. Improved school attendance/Reduced exclusions. Multi-agency support for identified cohort of young people. TAS is part of Manchester's long-term approach to working with schools facing complex issues; influencing an innovative specialist approach across GM.
ENGAGE Panels	Mainstream partnership resources and funded projects	Internal assessment of process and early outcomes Further evaluation to take place after 12 months plus consideration of independent evaluation linked to GM project	Referral routes have been reviewed across the 3 panels. Actions identified to review those that commit further offences after referral to Engage. Additional providers identified in South (STEER); increasing

			the number of children who receive an OODD opposed to a statutory intervention and particularly boys from minority communities.
Another Chance	Youth Endowment Fund	Randomised Controlled Trial, consortium	Ongoing evaluation
Remedi	Youth Endowment Fund	Randomised Controlled Trial, Uni of Birmingham	Ongoing evaluation
STEER	Youth Endowment Fund	Randomised Controlled Trial and Efficacy Study, Cordis Bright and Greenwich University	Informed by evidence established in Salford and Bolton, recently implemented in Manchester (July-23).
Project	Funding	Evaluation	Outcome
SAFE Task Force	Department for Education	National Evaluation and internal Process/Impact Evaluation	Ongoing Manchester evaluation plus national evaluation led by RAND.
ACT	Department for Education	Internal Impact and Process Evaluation	Achieving Change Together model principles fed into Complex Safeguarding Hub model seeing less children becoming looked after and remaining in their family and community.
Complex Safeguarding	Manchester City Council	Internal performance reporting and participant feedback	Implementing WISE assessment tool evidence- based model for understanding a YP's risk, vulnerability and strengths

Supporting Families – Early Help Complex Safeguarding	DLUHC and Manchester City Council	National Supporting Families evaluation and 10yrs of internal evaluation - tracking outcomes and sustainability of outcomes	Supporting Families now assessed against new Outcome Framework which includes significant focus on attendance – first evaluation against new SFOF due Spring 2024
Keeping C/YP Safe Manchester Youth Zone	Community Safety Partnership	Performance report, participant feedback and alternative models for capturing the voice of YP	Experiences and voice fed into Community Safety and Safeguarding Partnerships. Further funding identified for 2yrs
AFRUCA County Lines	Manchester City Council	Performance report and participant feedback	1/4 rly report to collate impact & development of peer led support. Learning shared across GM
Unity Radio	Manchester City Council	Performance report and participant feedback	Young people supported to access training and education as well as supporting post 16 offer. Reducing push and pull factors for exploitation
Street Games ACE/ Trauma Informed Training	GMVRU	Ongoing internal ACE/Trauma Informed city evaluation plus Trauma Responsive Greater Manchester Programme evaluation	Continued approach across Manchester to build capacity to take a multiagency, trauma informed and responsive approach
Manchester Schools Early Intervention	Manchester City Council	External evaluation of GANGs approach	Positive impact – ongoing approach. Recommendation to roll out GM wide

Rock Up	Manchester City Council	External Evaluation including participant feedback	Evaluation led to continued funding
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6.0 Joint Targeted Area Inspection (JTAI)

6.1 On Monday 25th September 2023 a JTAI focusing on Serious Youth Violence commenced in Manchester and concluded on 13th October 2023.

6.2 The inspection was led by Ofsted and involved a total of twelve inspectors from CQC, Ofsted (schools and social care), HMPI and HMICFRS.

6.3 The scope of the inspection considered 3 broad areas: -

- Strategic Partnership responses to serious youth violence (how well do we work together, understand, and respond to issues in Manchester)
- Intervention with Individual and groups of children affected by serious youth violence and criminal exploitation (how do we provide timely, purposeful interventions? that impact positively on children and their family's lives)
- Intervention in places and spaces (contextual safeguarding and how we use intelligence to inform activity and disrupt)

6.4 The outcome of the JTAI will be published on 30 November 2023 and will be reported to Communities and Equalities Scrutiny on 9 January 2024.

7.0 Recommendations

7.1 The committee is invited to consider and comment on the information contained within this report.

8.0 Appendices

Appendix 1 - Home Office Serious Violence Strategy 2018 - [Home Office – Serious Violence Strategy, April 2018 \(publishing.service.gov.uk\)](https://publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/721221/2018-04-18-serious-violence-strategy.pdf)

Appendix 2 - Greater Manchester Violence Reduction Unit – Strategic Needs 2023 [GM-VRU-SNA-Design-22nd-May_compressed.pdf \(gmvru.co.uk\)](https://www.gmvru.co.uk/wp-content/uploads/2023/05/GM-VRU-SNA-Design-22nd-May_compressed.pdf)

Appendix 3 - Manchester Serious Violence Strategy [Manchester Serious Violence 2022-2023 - Making Manchester Safer.](https://www.manchester.gov.uk/media/1234567/manchester-serious-violence-strategy-2022-2023-making-manchester-safer.pdf)