

Manchester City Council Report for Information

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

Subject: Community Safety Partnership Overview

Report of: Strategic Director Neighbourhoods
Chair of Community Safety Partnership, Manchester City Council

Summary

This report was requested by the Communities and Equalities Scrutiny Committee. It provides an update on the implementation of the Community Safety Strategy 2022-25. It also provides information requested by Members at the Communities and Equalities Scrutiny Committee meeting on 6 September 2022.

Recommendations

The Committee are 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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The Community Safety Strategy 2022-25 contributes towards the elimination of unlawful discrimination, harassment and victimisation, and other conduct prohibited by the Equality Act. The impact of this strategy on protected groups was considered through an Equality Impact Assessment.

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	The CSP is involved in a range of work that supports communities to be more resilient and safer, providing them with confidence and enabling them to reach their full potential. This includes the work carried out through RADEQUAL and in creating safer spaces for women and girls. It also includes diversionary, reflective, and rehabilitation work with young people and offenders.
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

Contact Officers:

Name: Neil Fairlamb
Position: Strategic Director
Telephone: 07798 947609
E-mail: neil.fairlamb@manchester.gov.uk

Name: Sam Stabler
Position: Community Safety Lead
Telephone: 0161 234 1284
E-mail: samantha.stabler@manchester.gov.uk

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.

Domestic Violence and Safety of Women and Girls report to Communities and Equalities Scrutiny Committee on 5 September 2023

1.0 Introduction

- 1.1 This report provides an update to the report presented at the 6 September 2022 Communities and Equalities Scrutiny Committee meeting which introduced Manchester's Community Safety Strategy 2022-25. The report also provides information requested by Members at that meeting.

2.0 Background

- 2.1 Under section 6 of the Crime and Disorder Act 1998 Community Safety Partnerships (CSPs) are required to formulate and implement a strategy for the reduction of crime and disorder.
- 2.2 Following consultation, data analysis, working with various partners to identify their 'must do's', and referencing GMCA's Police and Crime Plan 2022-25, the CSP identified five priorities for the 2022-25 strategy:
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
- 2.3 Underpinning these five priorities are 'common themes' that are applicable to any or all of the priorities to a greater or lesser degree, including mental health, disproportionality in the criminal justice system, achieving race equality, and improving data and communication.
- 2.4 Each priority has a number of 'we wills'. These are actions that the CSP is or will carry out over the three years to achieve its priorities.
- 2.5 Each of the five priorities is overseen by two priority leads, who are responsible for advancing, delivering, and reporting on their priority area. This includes developing plans, commissioning analysis and activity, allocating funding, monitoring activity and performance, and working with other priority leads on cross-cutting areas of work.
- 2.6 The CSP Board meets quarterly to monitor, review, and progress the work of the CSP overall and against agreed targets and priorities. It considers performance and outcomes while addressing gaps in service delivery and undertaking several statutory duties. The CSP Board is supported by a Core Group comprising priority leads and a Partnership Analytical Team.

3.0 Community Safety Strategy 2022-25: Update on Priorities

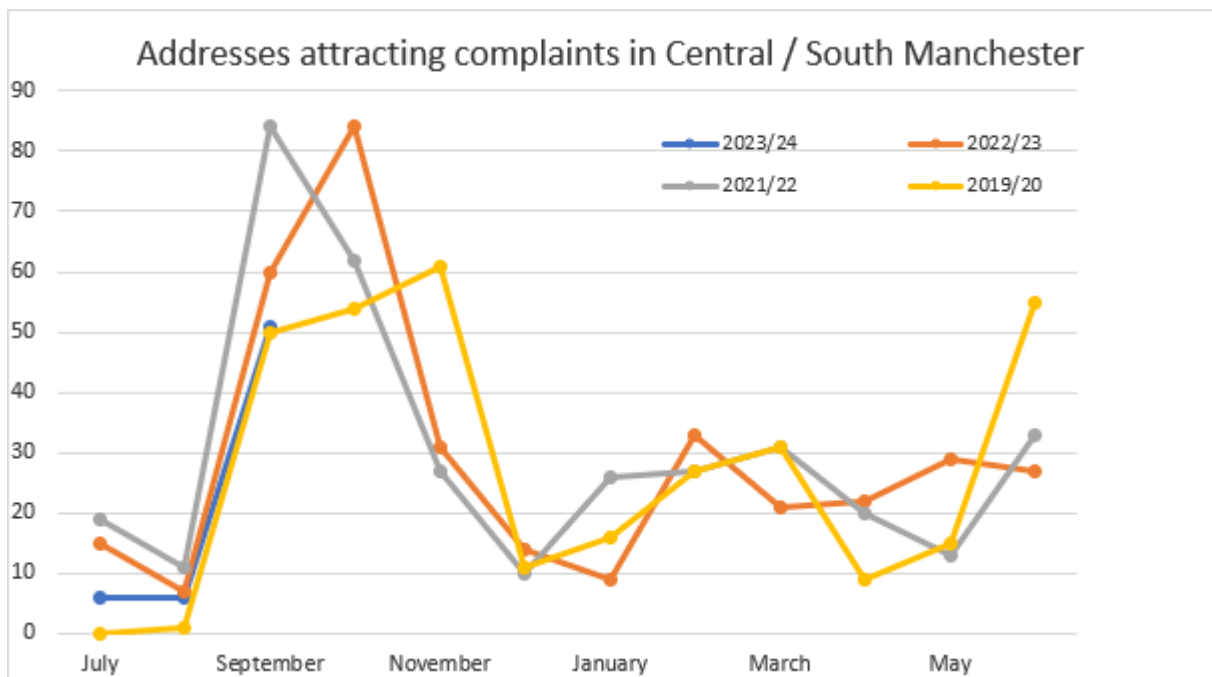
3.1 Tackling neighbourhood crime and antisocial behaviour

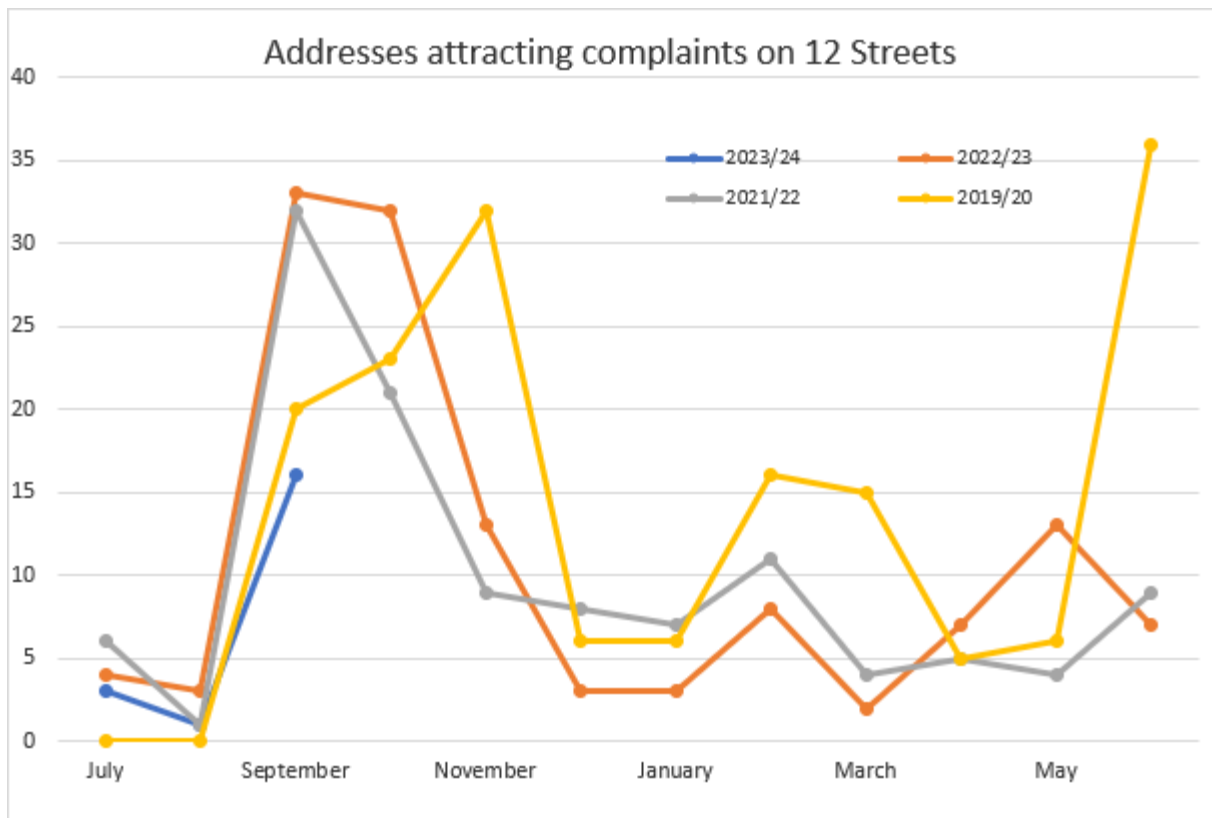
- 3.1.1 The CSP is involved in numerous initiatives aimed at reducing victim-based crime, antisocial behaviour (ASB), supporting victims, and targeting offenders. Examples of some key areas of work in this theme are detailed below.

Students

3.1.2 The December 2022 Communities and Equalities Scrutiny Committee meeting heard details of the work taking place concerning students. Below is an update on the information provided at that meeting.

3.1.3 The graphs below show the number of addresses attracting complaints between 2019/20 and 2023/24 (up to 30 September 2023) both in central and south Manchester and on the '12 streets' (streets which have the most properties that have attracted noise and ASB complaints in previous years).





- 3.1.4 Analysis of stats from the last two years resulted in a change in the 12 streets to be focused on. Addresses across the main student off-campus areas were visited at the start of the academic year (September 2023) to offer advice. This included addresses that had received a Noise Abatement Notice and addresses that had attracted complaints regarding three or more incidents. There were 16 addresses to visit this year compared with 29 that were visited last year.
- 3.1.5 Of the addresses that attracted complaints, only 11% attracted a subsequent complaint which demonstrates that the action taken is usually successful in addressing the issue. Four addresses attracted complaints regarding three separate incidents and there were none higher than this.
- 3.1.6 GMP's Student Safe operation took place during the two Welcome Weeks. During this period the partnership has continued its proactive work and engagement with students to raise awareness and offer support around issues such as burglary, theft, sexual violence against women and girls, and drugs, allowing officers to share prevention information as well as signposting students and encouraging them to report incidents of crime. The Neighbourhood Police Teams in the Central and South areas where students reside off campus have continued to progress the work after the initial weeks. The Neighbourhood Team will also continue to host weekly crime surgeries on campus and regularly refresh the student IAG (Independent Advisory Group) which helps shape policing activity in the student community.

- 3.1.7 The Tactical Action Partnership meetings are taking place fortnightly and provide a regular platform for sharing information and intelligence and quickly resolving any issues.
- 3.1.8 The Student Safety Group has funded personal security items such as attack alarms and anti-drink spiking kits to be distributed by GMP, University staff and Manchester Student Homes during Welcome Week events to support discussions around personal safety. The Student Safety Group also holds governance of the Sexual Violence Action Network which looks to support victims and address any trends. This partnership working has resulted in some very encouraging crime trends, particularly around the main student areas of Fallowfield and Withington.

Neighbourhood crime: alley gating

- 3.1.9 The Antisocial Behaviour, Crime and Policing Act 2014 removed the local authority's powers to make 'gating orders' under s129A of the Highways Act 1980. Instead, authorities could make Public Spaces Protection Orders (PSPOs) to facilitate alley gating schemes if the criteria was met. Existing 'gating orders' automatically became PSPOs in October 2017.
- 3.1.10 Like all PSPOs, the authority must evidence that activities carried out in the area to be gated have had, or are likely to have, a detrimental effect on the quality of life of those in the locality. The activities must also be unreasonable and persistent or continuing in nature. A consultation exercise should also be undertaken with statutory consultees and other interested parties before deciding whether a PSPO should be made. PSPOs have a maximum duration of three years, before requiring review and, if appropriate, extended.
- 3.1.11 The Council has record of 345 PSPOs that were originally made under s129A of the Highways Act 1980 and, under the legislation, automatically reverted to become PSPOs. These have been reviewed and the orders have been extended for a further three years to October 2026. The other current PSPOs relating to gating are those for the Rochdale Canal Undercroft, Piccadilly (in place until 23 April 2026), and Ben Street, Clayton and Openshaw (in place until 27 January 2026). The Community Safety Team and the Neighbourhood Team are the relevant contacts for these.

Neighbourhood crime: safety of women and girls

- 3.1.12 An update on the work taking place to tackle violence against women and girls was included in the Domestic Violence and Safety of Women and Girls report presented to the Scrutiny Committee on 5 September 2023.
- 3.1.13 The CSP applied to the Home Office for the Safer Streets Round Five Fund: Protecting Public Spaces. The focus of this bid was the safety of women and girls in parks. While the bid was unsuccessful, the CSP has supported work being driven through the Safety of Women and Girls Steering Group which focuses on achieving equal access to parks recognising the need to support and encourage young women and girls to access parks. In July 2023 three

youth providers were funded to deliver targeted youth work and specifically work with young women and girls. The three providers offer a range of detached and targeted youth work with young women and girls covering a range of activities. It is also hoped to engage with some of the young women and girls from these youth providers and understand what activities would encourage them to access and use parks more often.

3.1.14 Other improvements include ensuring staff and volunteers are in clearly identifiable and easily recognised uniforms, making sure all signage is clearly labelled so people can see where exits are, ensuring all help points and lighting is working, and vegetation is cut back and not blocking sightlines. Over the last few weeks Active Bystander training has been delivered to all Parks staff and will be rolled out and offered to Friends of Parks volunteers and the security officers who work in the parks.

3.1.15 In support of White Ribbon Day in 2022 the Parks Team and partners created five new bulb areas in the shape of the ribbon. This year White Ribbon Day (25 November) falls on a Saturday which has presented an opportunity to work with different activity providers to amplify the message of the campaign in Manchester's Parks.

3.1.16 GMP was successful in a bid that focused on the night-time economy and patrolling the area on and around Peter Street which prioritises safety of women in the night-time economy.

Antisocial behaviour

3.1.17 An Antisocial Behaviour (ASB) Task and Finish Group has been established and a separate report will be brought to a future Communities and Equalities Scrutiny Committee meeting detailing the scale and types of ASB in Manchester, tools and powers available to address ASB, how safe people feel, links between ASB and crime, and promoting reporting of ASB.

3.2 Keeping children and young people safe

Keeping Children and Young People Safe Programme

3.2.1 The CSP continues to invest in early intervention and prevention work aimed at young people at risk or involved in antisocial behaviour and/or violence. As part of the Keeping Children and Young People Safe (KC&YPS) programme, the CSP has utilised funding from Greater Manchester Combined Authority's Voluntary and Community Sector, and Serious Violent Crime grants, to commission several organisations that provide targeted work for children and young people in areas with persistent high levels of youth related antisocial behaviour and young people at risk of serious violence. A grants process took place in February and March 2023 for organisations delivering holistic projects directly to children and young people, supported by the Council's Youth Strategy Team. These providers have been commissioned for two years subject to satisfactory monitoring and evaluation.

3.2.2 The KC&YPS programme builds on previous investments by Young Manchester, Children in Need, and the Community Safety Partnership, and is underpinned by several principles:

- Children and young people’s voice – the voices and lived experiences of children and young people is critical to all funded activity
- Quality and impact – work must make a difference and the CSP will work with partners to build evidence, demonstrate value, and champion the impact that youth and play work has on children, young people, and communities
- Partnership – the CSP will prioritise collaboration and collective impact, seeking to work with, and build up others while building strong alliances and networks
- Systems - an understanding of the complexity of the situation for children and young people, and that a systems-focused approach is necessary to facilitate change having developed expertise in engaging and understanding the complex push and pull factors that increase vulnerability to exploitation.

3.2.3 Below are details of the organisations receiving funding for 2023/24 and the interventions they offer.

Organisation	Activity
4CT/East Manchester Youth Play Partnership	Detached youth work in Miles Platting, Newton Heath, Clayton, and Openshaw with young people who socialise on the street, to create progression routes.
Active Communities Network	Uses sports, arts, and cultural mediums to support communities experiencing inequalities. Offers mentoring, 1-1 guidance, detached activities in Gorton, co-designed by young people and aimed at: <ul style="list-style-type: none"> • Young people 12-19 at risk of being victims/perpetrators of crime • Young people 14-19 identified at most risk of/engaged in the criminal justice system/NEET risk factors • Young females 12-19
Clayton and Moston Boxing Club	Offers BoxTherapy, mentoring, and 1-1 support in Miles Platting, Clayton, Harpurhey, Newton Heath, and Moston. Targets young people with poor mental health and/or most vulnerable to becoming NEET and/or involved in crime/violence.
Manchester Youth Zone	Detached youth work, 1-1, and group work interventions on the street with young people in Charlestown, Harpurhey, and Moston.
Young Manchester	Detached work and social action for young people in Cheetham.

3.2.4 These activities were identified through engagement with communities and young people when developing the Manchester Serious Violence Strategy and through evidence of what works from the Youth Endowment Fund Toolkit.

- 3.2.5 The Youth, Play and Participation Service (YPPS) works collaboratively with the Community Safety team to keep 'children and young people safe' from a range of issues, such as criminal exploitation, youth violence, knife crime, substance misuse, and antisocial behaviour. The YPPS's Commissioning Fund requests that applicants link their work to the Community Safety Strategy to ensure the safety of children and young people in their delivery of varied services.

Early intervention and prevention

- 3.2.6 In addition to the organisations funded through KC&YPS, the CSP continues to commission Remedi to work with children and young people in several settings. This includes early intervention work in North, Central, and South Manchester, and with the Council's Antisocial Behaviour Team (ASBAT). Through engaging with Remedi, young people are empowered to make choices that achieve positive outcomes for themselves and others. They are encouraged to reflect on different perspectives and equipped with the tools that they need to make better choices, dealing with situations of conflict restoratively rather than violently or aggressively, getting to the underlying concerns. Restorative interventions include effective communication; victim impact; knife crime programme; empathic thinking; and conflict resolution. The Remedi restorative practitioners attend the multi-agency Engage Panels across North, South, and Central Manchester. The work with ASBAT involves engaging with young people identified by ASBAT on a one-to-one basis and through group work as well as supporting conflict resolution. Remedi provides support around behaviour, reducing behaviour sanctions and assisting with maintaining school attendance with a restorative justice practitioner based within ASBAT.
- 3.2.7 During 2022/23, the restorative practitioners also undertook several group work sessions in schools around carrying weapons and educating young people about the criminal justice system and the impact of crime. Feedback from last year included:

Parent: "I have definitely noticed a change in his attitude towards school, he is much more settled where he is now and even at home and out on the streets he has been getting into much less trouble."

Child: "I have been able to understand things more and understand myself more. I think I lost myself a little bit now I feel like I have settled and know who I am and what I want to do with my life."

Trauma responsive interventions

- 3.2.8 Through Manchester Youth Justice (MYJ), the CSP continues to commission One Education to provide a range of therapeutic interventions with young people with a view to achieving desistance, improving safety, wellbeing, and resilience, and addressing unmet and often complex needs. Service delivery takes place across all teams in Youth Justice including Out of Court Disposal, Localities, and Intensive Supervision and Surveillance (ISS). Following

assessment of need, a therapy plan is devised. Areas of intervention can include:

- Emotional regulation and stabilisation
- Developing safety plans and risk management
- Dealing with trauma and loss
- Parent and child relationships
- Victims

3.2.9 To maximise outcomes and ensure that interventions are not done in isolation, the work supports the system or team around the child. Where possible, the therapist will attend other meetings such as Looked After Children reviews, health panels, and strategy meetings. With permission from the young person, therapy plans/goals are shared. Outcomes during 2022/23 included:

- Young people accessing a wider range of interventions
- A decrease in 'did not attends'
- Parents and carers having a greater voice and the opportunity to be involved in the therapeutic progress
- Positive response from schools into therapy plans and risk assessments
- Increase in signposting and referrals to statutory services for support at the end of the intervention

3.2.10 During 2022/23 the two therapists from One Education also took part in a joint project (Life After Lockdown) with Manchester Youth Justice, Public Health, and the Emotional Support Trauma Team to:

- Capture and understand the experiences of young people affected by the Covid-19 pandemic
- Consider the impact of the pandemic in relation to individuals' needs, histories, and current life situations
- Develop recommendations based on young people's views on what they need to improve their life situation post lockdown

3.2.11 Over 50 young people who were involved with MYJ took part in a survey. In addition, interviews were held with individual young people, and three group workshops took place. The research was published in September 2022 and was followed by a workshop to share the findings.

3.3 Tackling serious harm and violence

3.3.1 To support the delivery of this wide-ranging priority, the CSP invested in several initiatives during 2022/23 aimed at supporting people vulnerable to exploitation and/or other forms of harm. Detailed below are some of these initiatives along with the outcomes achieved.

RADEQUAL

3.3.2 Through the RADEQUAL community campaign, five voluntary, community, and faith-based organisations were funded to design, test, and deliver different approaches to engagement and training in the community to tackle hateful extremism in priority neighbourhoods and communities of interest:

- OddArts: held several sessions with young people producing two exhibitions and one theatre performance. Good links were developed with the Jewish Museum and Longsight Library. One participant went on to work with the Jewish Museum as an actor as part of the Holocaust memorial activities. One participant wrote a short film and gained funding from the British Film Institute writing strong and diverse female Jewish characters. One participant went on to develop their own theatre/education project.
- Peace Foundation: delivered training sessions for practitioners on holding difficult conversations with a handbook also created.
- The Common Sense Network: created videos and produced a discussion guide.
- M13 Youth: held detached sessions and workshops with young people looking at identity among other areas.
- British Muslim Heritage Centre: established a Community Safeguarding Toolkit and a community network.

Modern slavery and human trafficking

3.3.3 AFRUCA led on the Manchester Against Modern Slavery campaign. Through community engagement (face-to-face, remote, newsletters, social media) they promoted awareness of Modern Slavery, how to spot the signs, and how to report it, reaching over 5,500 people between July 2022 and January 2023. They also held community events that covered: how to spot the signs of Modern Slavery, County Lines/criminal exploitation, what is Modern Slavery, safeguarding, impact of Modern Slavery on Black, Asian and Minority Ethnic communities, and community engagement in tackling Modern Slavery. Feedback from evaluation forms indicated that participants had improved their understanding and knowledge after attending the events.

3.3.4 In July 2022 the campaign was expanded to include providing support to victims of Modern Slavery. Six victims between the ages of 17 and 45 (men and women) were supported. Three were asylum seekers, two were refugees, and one was a British citizen. Support needs included health and wellbeing, particularly severe mental health problems, housing, immigration, parenting, accessing services, employment, and National Referral Mechanism. AFRUCA worked with health professionals, the Home Office, the police, and other stakeholders to support these victims through one-to-one sessions, home and hospital visits, multi-agency meetings, befriending, and phone calls.

3.3.5 Victims were asked to write down the goals they hoped to achieve with the support of AFRUCA:

“Access immigration, support in reuniting with my child, language problem, attend all cultural support services”

“Manage mental health, enrol in college, integrate into the community”

“Advocacy to stay in Manchester, collaborate with police for protection against trafficker, peer support”

Sex work

3.3.6 The CSP ran a small grants programme aimed at supporting people who sex work to be safer, healthier, and happier (priority 1 of the Manchester Sex Work Strategy). Three organisations successfully applied for funding: Manchester Action on Street Health (MASH), The Men’s Room (TMR), and National Ugly Mugs (NUM).

3.3.7 Funding was awarded to MASH to engage Romanian and Hungarian interpreters to offer culturally appropriate support to women working on-street and in indoor premises. Interactions took place both on the MASH outreach vehicle and at their day-time drop-in. Women were supported following experiences of violence and modern slavery/trafficking. Other areas of support included safety, housing, health, finance, and families. Hungarian and Romanian women were also supported in accessing the hardship fund. Generally, due to cost-of-living increases, there are fewer clients and MASH has seen a large increase in the number of sexual assaults and violence against women. In November 2022 MASH joined the police led multi-agency Operation Vulcan in Cheetham Hill. Reporting mechanisms were shared between GMP and MASH to swiftly share concerns regarding trafficking/modern slavery/exploitation to improve outcomes for women. The interpreters are integral to this area of work. MASH continues to work with the North Manchester Neighbourhood Policing Team.

3.3.8 National Ugly Mugs (NUM) received funding to provide an ISVA (Independent Sexual Violence Advisor) service to sex workers living and/or working in Manchester who have been the victim of crime, linking them with information, community resources, and supporting them with the criminal justice system. This included safety advice, financial support, housing and accommodation support, criminal justice support, and signposting to local services. Alerts, for example around dangerous/violent ‘punters’ were also disseminated via the NUM website, email, and text scheme, with NUM working closely with MASH who provided alert information to NUM to share with their members.

Feedback included:

“I really appreciate NUM’s support and help. You have been such an asset to me in a difficult time. Thanks for resolving it with a caring solution”.

“Thank you so much for giving me so much support. It was exactly everything I needed to hear and meant that I was able to stay calm and positive through a really hard time”.

3.3.9 The Men’s Room: were funded to:

- Undertake street-based outreach in the city centre and cruising areas

- Undertake activity-based group work
- Support people who sex work to live safer, healthier, and happier lives

Domestic violence and abuse

3.3.10 A separate report was presented at the 5 September 2023 Equalities and Communities Scrutiny Committee meeting detailing the work taking place to address domestic violence and abuse.

Initiatives funded for 2023/24

3.3.11 To continue supporting the delivery of this priority, the CSP has made the following investments for 2023/24:

- As part of their Missing Service, the Children's Society delivers a parenting service, offering intensive, therapeutic, trauma focused interventions with parents and carers to enable them to effectively safeguard children and young people and reduce/prevent further missing episodes. The Children's Society build trusted relationships with parents and carers via one-to-one, group work, and informal coffee mornings. They support parents and carers to understand their role within their child's life. They also provide training to residential home staff and foster carers and can create bespoke training packages for frontline workers to help them understand the risks of missing from home/care and indicators of exploitation. During 2023/24 the Children's Society aims to:
 - Recruit and train volunteers to become peer mentors as a safe exit strategy following the end of the parenting work provision.
 - Develop an advice and guidance leaflet for parents and carers on basic safety planning around children and young people safely getting to school, curfew times, and how to report their child as missing.
 - Develop their partnership work with InEd (alternative education provision) and offer awareness raising sessions on missing and the risks of exploitation for parents and carers of young people attending the provision.
 - Support professionals through advice and training.
 - Support parents and carers with specific tailored interventions.
- **Prevent** – engagement with communities of interest and community round table discussions post the publication of the national independent Prevent review and Government response.
- The **RADEQUAL** community programme has allocated funding to five voluntary and community sector groups to build community resilience to hateful extremism:
 - The Chai Project
 - M13 Youth
 - The Peace Foundation

- OddArts
- The Common Sense Network

3.4 Tackling drug and alcohol driven crime

3.4.1 Below is a brief description of the Public Health commissioned services available in Manchester:

- **Integrated Drug and Alcohol Treatment Service:** Change Grow Live (CGL) Manchester offers a single referral, triage, and assessment process. Key components include prevention and early intervention, training for other providers, structured treatment, and recovery and reintegration support. Available both digitally and in a range of community settings, the service also works with other services to support individuals to achieve their goals.
- **Eclipse (Young Person's Specialist Substance Misuse Service):** for people under 19 or those up to the age of 25 who may be best served in a young person's setting, delivered by CGL Manchester. The service employs assertive outreach and motivational techniques to work with young people and families who may be reluctant to enter treatment.
- **Drugs and Alcohol In-patient Detoxification and Residential Rehabilitation:** 25 facilities offer residential rehabilitation to clients with complex drug and/or alcohol issues who may have co-existing physical and/or mental health needs; eight facilities offer inpatient detox, providing short episodes of alcohol and/or drug specialist treatment interventions in a hospital or in-patient setting; and three facilities offer both rehabilitation and in-patient detox.
- **Primary Care:** Ancoats Urban Village Medical Practice provides assessment, treatment, screening, and regular review of problematic drug users. Observed Supervision Administration is available in 89 community pharmacies where medication has been prescribed for opiate substitution, and needle and syringe programmes are available in 27 community pharmacies (an increase from the 13 pharmacies in 2021).
- **Manchester Dual Diagnosis Liaison Service:** GM Mental Health Foundation Trust (GMMH) provide dual diagnosis training to all practitioners from alcohol, drug, and mental health services; policy and procedure development; and consultation and advice to practitioners.
- **Drug and Alcohol Social Work:** Manchester City Council's Drug and Alcohol Social Work Team, work with individuals using drugs and/or alcohol, where there is an identified social care need such as self-neglect.

3.4.2 Since the 2022-25 Community Safety Strategy was published, the CSP has worked towards meeting the 'we wills' to tackle drug and alcohol driven crime. This includes commissioning CGL to employ a Bringing Services Together Drug and Alcohol Lead to support multi-agency neighbourhood meetings and improve pathways to treatment. This also improves feelings of safety for communities. A second post is also in place funded from the Supplementary Substance Misuse Treatment & Recovery Grant.

- 3.4.3 Work with the NHS ensures joined up working takes place between specialist mental health services and drug and alcohol services for people with co-occurring conditions including those experiencing rough sleeping. The Dual Diagnosis Liaison Service (GMMH) provide support with this.
- 3.4.4 Through MANDRAKE (MANchester DRug Analysis and Knowledge Exchange), seized drugs continue to be tested. This analysis supports the Local Drug Information System (LDIS) in providing warning and alerts to services. It also allows partners to maintain up-to-date knowledge of new and emerging drugs. While GMCA commission the LDIS, Manchester provides a funding top up to pay for additional testing.
- 3.4.5 In December 2021 the Government published the national drug strategy: 'From Harm to Hope: a ten-year drugs plan to cut crime and save lives', with three overarching priorities:
- Break supply chains
 - Deliver a world class treatment and recovery service
 - Achieve a shift in the demand for recreational drugs
- 3.4.6 According to the Independent Review of Drugs by Dame Carol Black (2021), cuts to funding in treatment and other support services have led to an increase in unmet treatment need.
- 3.4.7 The strategy recognises the need for alignment between national expectations and the challenges to local delivery. Additional funding was identified to fund the initial three years of a national decade-long transformation of drug treatment and wider recovery support services. A 'place-based' approach to funding targeted 50 areas across the country for 'enhanced funding' in Year 1 (2022/23), Manchester being one of these areas.
- 3.4.8 Alongside the national strategy, guidance for local delivery was published that identified key principles and structures to support the Combating Drugs Partnership, a partnership to build on and work alongside existing programmes to progress the strategy. Recognising the importance of joined up action on drugs and alcohol, Manchester works closely with the other Greater Manchester local authorities, supported by the Greater Manchester Combined Authority (GMCA). The GM Drug and Alcohol Transformation Board, co-chaired by David Regan, Director of Public Health for Manchester and Kate Green, GM Deputy Mayor, has become the Greater Manchester Combating Drugs Partnership.
- 3.4.9 The Manchester Population Health Plan 2018-2027 describes the city's overarching plan for reducing health inequalities and improving health outcomes. The Making Manchester Fairer Plan 2022-2027, gives further focus to areas of health inequality, including reducing the harm caused to individuals and communities by problematic substance misuse. Substance misuse often co-exists with socio-economic disadvantage, poor mental health, stressful life events such as homelessness. Ensuring that physical and mental health

needs are addressed as part of an integrated approach is an important part of reducing harm and supporting recovery.

3.4.10 Over the last three years, additional government funding has been made available to support drug and alcohol treatment services. The interventions are varied and include supporting the Covid-19 recovery response and meeting the priorities of the national drug strategy. Two of these grant funded work-streams are summarised below:

3.4.11 **Rough Sleeper Drug & Alcohol Treatment Grant (RSDATG):** In 2020, the Ministry of Housing, Communities and Local Government (MHCLG) announced £16M for drug and alcohol treatment services for people who sleep rough in targeted local authorities, to provide additional support to the Covid-19 response. This was to be part of a wider settlement over four years, for drug and alcohol treatment and related provision, specifically to meet the needs of people experiencing rough sleeping or at imminent risk of doing so. Manchester was identified as a priority area and was therefore eligible to apply for funding which provided the opportunity to bolster the substance misuse support offer to individuals housed in emergency accommodation, to take account of the greater complexity of need. The project is made up of the following components:

- Wrap around engagement and support to support individuals in accessing, engaging with, and sustaining engagement with drug and alcohol treatment and other relevant services.
- Structured drug and alcohol treatment to boost existing structured drug and alcohol treatment services.
- Support for existing commissioning and project coordination, including a Commissioning Development Specialist and a Data Analyst.
- Workforce Development funded a training development coordinator working alongside the Manchester Homeless Partnership and a training budget to deliver courses.

3.4.12 In April 2022, OHID (Office of Health Improvement & Disparities) announced the three-year Supplementary Substance Misuse Treatment & Recovery Grant (SMTRG) funding scheme, to support local delivery of the national drug strategy. Local authorities were invited to apply for funding to deliver interventions to improve the quality of services for Manchester residents, ensure more people can access community treatment services, and support a reduction in the number of caseloads of practitioners and clinicians delivering substance misuse services. Public Health worked collaboratively with key partners on the development of the application. The SSMRTG funding aims to deliver:

- Improved criminal justice pathways to optimise access to treatment for individuals referred from custody suites, courts, and secure estate
- A reduction in drug and alcohol deaths
- Increased number of people starting a residential rehabilitation placement

3.4.13 As an 'enhanced area' Manchester was awarded additional funding in Year 1 (2022/23) with eligibility for future SSMTRG funding dependent on maintaining the 2020/21 investment in drug and alcohol treatment.

3.4.14 Manchester is performing very well because of the additional grant funding (exceeding our targets on increasing the numbers in treatment and also improving on continuity of care from prison to treatment in the community.)

3.4.15 Positive feedback was received from Dame Carol Black and Government officials who visited the GM Combating Drugs Partnership and Manchester services (CGL and Mustard Tree) on 3 October 2023, particularly regarding the partnership approach.

3.4.16 All additional grants are to continue in 2024/25.

3.5 Protecting communities through changing offender behaviour

3.5.1 In June 2021 the National Probation Service and the 21 Community Rehabilitation Companies ceased to exist and the unified Probation Service was formed. Since this time Greater Manchester Probation Service (GMPS) has been implementing its Target Operating Model and engaging its staff in a significant programme of transformation. Although full implementation of the model and target staffing numbers will not be achieved until late 2024, several significant strands of work are rapidly improving the Probation Service's ability to keep people safe by improving access to rehabilitative services for those that have offended.

3.5.2 A memorandum of understanding between the Greater Manchester Combined Authority (GMCA) and His Majesty's Prison and Probation Service formalises the principle that decisions about Manchester should be made with local stakeholders. This has created momentum to step outside of national commissioning approaches, design services with GMCA, pool funding, and govern reducing reoffending providers jointly. GMPS and GMCA have a joint ambition to increase the alignment of services to avoid fragmented delivery; improve support through sequencing of needs for People on Probation; and recognise the Voluntary and Community assets that already exist within Greater Manchester communities.

3.5.3 Greater Manchester Integrated Rehabilitative Services (GMIRS) are used by Probation Practitioners where an identified criminogenic need cannot be met through an accredited programme requirement, structured intervention, or community sentence treatment requirement. The following services have been commissioned and implemented since unification in June 2021 and are supporting People on Probation and in Prison across many different areas of need:

- **Accommodation Provider - Ingeus:** The GMIRS Accommodation Support Service seeks to establish a service which supports individuals on their journey from custody to the community, preventing homelessness at each transition point and achieving long term sustainable accommodation

outcomes. The provider works with the Person on Probation to remove all barriers (for example financial, behavioural, physical, mental or offence-related) to obtaining or sustaining accommodation as identified in their Action Plan.

- **Education, Training and Employment Provider - Achieve NW Career Connect:** Achieve apply a person centred and gender-based Education, Training, and Employment (ETE) delivery model with a range of teaching techniques. This encompasses standard group/individual exercises to strength-based activities, for example, Job Clubs to support people to research local projects/groups to improve self-worth and encourage them to recognise and build on their transferrable skills. Provision is delivered at a suitable pace and content is broken down into manageable sections to support progression.
- **Dependency and Recovery - Local Providers:** This service is provided by organisations already delivering drug and alcohol interventions in local areas such as Change Grow Live (CGL). With additional funding to work more intensively with those who have offended, the services aim to support individuals to (among other things): achieve abstinence or controlled/non-dependent, or nonproblematic substance misuse; increase their understanding of addictive behaviours and triggers and explore suitable options available to reduce their dependency; improve their physical health and mental resilience; enhance their skills to manage risky situations which may pose a trigger or relapse; and improve their physical health and mental resilience.
- **Personal Well-Being Peer Support Provider - Community Led Initiatives:** This service provides personalised one-to-one peer mentors to work alongside People on Probation and guide them on their desistance or recovery journey. Peer Support Mentors provide the practical and emotional support needed to make and sustain positive change, working to tackle social exclusion for people with a history of offending, addiction, homelessness, and mental ill-health issues. This service is provided by people with lived experience.
- **Women's Service Provider - Greater Manchester Women's Support Alliance (GMWSA):** The Women's Service in Greater Manchester is currently provided by the GM Women's Support Alliance, an alliance of nine providers with a presence in all ten Local Authority Areas. The support is focused on those women subject to probation supervision (Community or Suspended Sentence Orders and for those on Licence and Post-Sentence Supervision). Providers are trained in and use a trauma responsive approach; deliver the activities in women-only group(s) and/or with the option for personnel who are women; deliver the activities in a physical space that is safe and suitable for vulnerable women; use materials which are gender specific where appropriate; and ensure activities are strengths-based and encourage women to build and develop transferable skills. It is both a strategic and operational priority for Probation Practitioners to utilise these services to ensure that offenders

have timely access to rehabilitative interventions when needed. Referral rates are monitored closely and referrals from the two Manchester PDUs amounts to 25% of all referrals in Greater Manchester.

- 3.5.4 At the point of unification, the Manchester Local Delivery Unit was split into North and South Probation Delivery Units (PDUs). It has taken time to separate the long-standing delivery and performance of one City operation into two distinct delivery units with separate management teams. As of March 2023, GMPS was managing a total of 4,130 people in Manchester. 2,054 were managed by the Manchester North Delivery Unit and 2,076 by Manchester South.
- 3.5.5 In relation to performance and outcomes, much has been achieved in the period January to March 2023.
- 3.5.6 Between January and March 2023 90% of people managed by Probation in Manchester were in settled accommodation following release from prison (against a target of 80%) and 80% on community orders, suspended sentence orders or released from prison were still in settled in accommodation three months later.
- 3.5.7 65% of people managed by Probation completed the requirements linked to their sentences with:
- 91% completing their alcohol treatment requirement
 - 75% completing their rehabilitation activity requirement
 - 65% completing their drug rehabilitation requirement (DRR)
 - 76% completing their unpaid work requirement
- 3.5.8 As part of delivering priority five of the Community Safety Partnership Strategy, the Reducing Reoffending Steering Group was refreshed and relaunched as the Manchester Reducing Reoffending Board in April 2022. This is a well-attended and vibrant group with representatives from across the rehabilitation pathways. Priority areas for the Board include:
- Integrated Offender Management (IOM)
 - Greater Manchester Integrated Rehabilitative Services (GMIRS)
 - Accommodation and homelessness
 - Substance misuse
 - Young adults
 - Serious violence
- 3.5.9 Greater Manchester Probation Homelessness Prevention Team (GMHPT) continue to work alongside GMCA and all ten local authorities to provide 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. As of 30 September 2023, CAS3 partners have accommodated over 1,459 people released from prison into Greater Manchester who would otherwise have been homeless.

- 3.5.10 Positive relationships have been developed with a range of Manchester City Council colleagues which has provided the opportunity to align and integrate with the wider system and work towards improving outcomes for this shared cohort of people in high need. There are 52 bed spaces across Manchester City with 513 People on Probation with completed placements. Extensive data is being recorded to allow for better understanding of the unmet need. On the Out are offering good support to CAS3 residents and provide continuity of support beyond CAS3 through a variety of groups and drop ins they are linked to.
- 3.5.11 The Department for Levelling Up Housing and Communities (DLUHC) Accommodation for Ex-Offenders Funding has been used with success in Manchester that has been celebrated nationally. 46% of the positive outcomes for Manchester CAS3 are private rented sector move on funded by AfEO (Accommodation for Ex-Offenders). A further bid has been submitted for 2023-25, to allow for continuation.
- 3.5.12 The Community Safety Partnership funds JustLife Targeted Referrals scheme which explores opportunities to upstream support with a focus on prevention. A collaborative approach facilitated by GMHPT has been welcomed and further iterations are in the process of being explored as part of the GMPS contribution to the Greater Manchester Homelessness Prevention Strategy. This will sit alongside a new structure of joint case management reviews of homelessness assessments led by Manchester City Council.
- 3.5.13 Following a successful pilot, a new Drug Rehabilitation Requirement (DRR) screening tool has now been introduced at the sentencing stage at Court. This supports Court staff to consider more DRR proposals. The GMPS Substance Misuse lead is continuing to work with the Quality and Performance Manager and Court managers to drive the increase of sentences surrounding Community Sentence Treatment Requirements. GMPS is targeting their focus on Manchester Courts as a priority activity as 80% of their Court work goes through Manchester.
- 3.5.14 Probation staff are now responsible for undertaking the drug testing of people subject to DRRs. The national guidance regarding DRR practice has been revised with the GMPS Substance Misuse lead sitting on the national working group. Additional regional drug testing resources were identified to help with the additional expectations regarding drug testing.
- 3.5.15 The Supported Housing Monitoring Group is a partnership which includes Housing, Neighbourhoods, Adult Social Care, Children's Services, Health, GMPS, and Planning. It has delegated responsibility for the development and

monitoring of all housing with support, including but not exclusively Supporting People eligible services. Its role is to effectively develop and monitor Supported Housing bids and schemes. Schemes by the various agencies which look to house adults from a range of backgrounds and needs are scrutinised to ensure that, among other issues, they are not placed in areas of high crime or ASB, where possible. While the SHMG do not house people on Probation, they do assist in the development and monitoring of schemes that are open to the GMPS.

3.6 Common themes

3.6.1 At the September 2021 CSP Board, GMP presented the findings of their Achieving Race Equality report. This report included Greater Manchester population data together with ethnicity breakdowns for Stop and Search, Use of Force, Use of Taser, and Arrests.

3.6.2 Manchester Youth Justice (MYJ) also shared details of work they had undertaken since the Lammy report was published in 2017 (independent review into the treatment of, and outcomes for Black, Asian, and Ethnic Minority individuals in the criminal justice system). MYJ found that while there had been a reduction in young people in custody, there was less of a reduction in Black, Asian, and Minority Ethnic young people in custody. Since 2017, MYJ has developed a Diversity Toolkit, undertaken staff training, undertaken participatory work with young people to give them a voice, informed partners such as the police, CPS, and courts of disproportionality levels, undertaken research with Manchester Metropolitan University, monitored school exclusions, established a Practice Working Group on Disproportionality, and developed an action plan. MYJ also participated in a national review by HM Inspectorate of Probation into the experiences of Black and Mixed Heritage boys, which recommended the following:

- Recording and addressing discrimination
- Better data collection and sharing of information around disproportionality
- Better workforce development
- Improved support for Black, Asian, and Minority Ethnic children and parents
- Better monitoring of school exclusions
- Development of a local strategy with targets concerning disproportionality

3.6.3 Following these presentations, the CSP convened a meeting to further explore the findings and agree next steps in tackling disproportionality in the criminal justice system in Manchester. The theme of disproportionality was further explored through consultation for the Community Safety Partnership Strategy 2022/25. As a result, alongside the five key priorities, the following sit within the common themes:

- Disproportionality in the criminal justice system, over-representation in statistics, inequality of opportunity, and access to support and services.
- Achieving race equality – ensuring our services are reflective of and respond appropriately to service users and local residents.

3.6.4 Our strategy states that “we will” establish an Achieving Race Equality Task and Finish Group to gather information, ensure that residents and staff are engaged and given equality of opportunity and access, and provide workforce training.

3.6.5 The Task and Finish Group was established earlier in the year and is developing an action plan to include service specific and partnership activities to address disproportionality in our systems and services. Priorities include workforce development/training, data and information, and service delivery, with an initial focus on race. Connection has been made with Making Manchester Fairer, with representation on the Group and the action plan aligned to the outcomes of the Making Manchester Fairer Strategy. Priority areas of action include:

- **Workforce** – place-based partnership workforce training looking at cultural competence and anti-racist practice. Sharing good practice on service led training across the partnership.
- **Data and information** – mapping available data. Coordination of data across different services to look at partnership context. Identify inequalities earlier to ensure fair access to early intervention and prevention services. Independent scrutiny on areas such as stop and search.
- **Service Delivery** – investment in interventions such as early intervention work with young Black children with a focus on cultural identity, Think Equal - identity work in early years and nursery.

3.6.6 The Task and Finish Group will continue to progress the work in the action plan and report to the CSP Board. Priority Leads have been asked to include the work taking place to address disproportionality in their annual thematic report to the Board.

4.0 Recommendations

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