



# Standing Together

Our plan for police, community safety, criminal justice services and citizens in Greater Manchester





Standing together



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**Standing together**







# Foreword from the Mayor of Greater Manchester

**This plan will make Greater Manchester a safer place for everyone. By organisations working closely together with communities I am confident that we will make a difference for the citizens of Greater Manchester. The safety and security of people in Greater Manchester is my top priority, and to achieve the commitments in this plan, we will have to overcome the financial challenges that have made the job of our police much harder. I am confident that we can do this by standing together.**

While Greater Manchester Police (GMP) has faced up to their challenges by transforming services, putting in place new ways of working and pooling resources with partner organisations to tackle complex issues such as child sexual exploitation and modern slavery, we are still developing innovative ways to do things better and deliver the priorities set out in these pages.

This plan outlines the opportunities to invest and improve policing and community safety through the recruitment of more police officers, improving access to police services, and protecting and strengthening neighbourhood policing – the eyes and ears of our communities and the cornerstone of an effective police



service. Our ability to do this is threatened by the Government budget cuts that GMP have endured in recent years. As a result, we have lost more than 2,000 police officers, whilst at the same time more people than ever are contacting the police and asking for help. The nature of crime is changing and we now deal with crimes that, until recently, were hidden from view. These crimes, such as child sexual abuse, online grooming, internet-based fraud and modern-day slavery, ruin lives, and the police have to respond to them differently. But the police can't do this alone - we have to work together to protect those who are vulnerable.

The police, local authorities and other organisations continue to work hard to make Greater Manchester one of the best places to grow up, get on and grow old, and feeling safe is key to this. Only by standing together can we build safer communities.





As Mayor, I will take advantage of the opportunities of my role to bring together all those working to build safe communities, to deliver real change.

I am committed to building on the hard work and dedication of our police officers, communities and all our partner organisations, to make our communities safer and increase public confidence in the criminal justice system, while continuing to lobby Government to ensure our police service is properly funded. Our police service has and continues to face immense challenges. They deserve better, as do local communities.

This is a plan for the police, criminal justice services, community safety and the people of Greater Manchester. It's a plan that has been shaped by community and voluntary organisations, victims' groups and support services, and local people. It is a key part of the blueprint for Greater Manchester and I look forward to working with you to bring it to life.

This plan sets out our vision for a strong, safe, resilient Greater Manchester. A Greater Manchester that stands together and works as one to keep people safe and protect and support the most vulnerable in our society.

**Andy Burnham**

Mayor of Greater Manchester







## Introduction from the Deputy Mayor for Policing and Crime

This is the first Police and Crime Plan I have prepared as Deputy Mayor for Policing and Crime in Greater Manchester and I want it to work for everybody.

In preparing this plan, I consulted extensively with the people who use services as well as the wide variety of people in different organisations who provide them: police, local authorities,

community safety partners, health services and voluntary and community organisations.

Over many years we have seen central Government make drastic cuts to the budgets for the police, local authorities and other public services. Despite these cuts, and ever increasing demands for its services, Greater Manchester Police has remained incredibly resilient.

This plan recognises that the maintenance of public safety involves more than just the police and is not limited to crime. It builds on the foundations that have been laid down by my predecessor to reshape how different organisations can work together and with the diverse communities that





make the region so vibrant.

The consultation with our citizens and partners helped to shape three priorities for this plan:

1. **Keeping people safe**
2. **Reducing harm and offending**
3. **Strengthening communities and places**

To help achieve together our ambition of safer, stronger communities this plan includes 34 commitments made jointly by the Chief Constable, leaders of local authorities, heads of other organisations, myself and the Mayor. We commit to work differently with each other, with local businesses and most importantly, with the people of Greater Manchester.

I believe that by standing together we can make a real difference and make Greater Manchester one of the best places in the world to grow up, get on and grow old.

**Bev Hughes**

Deputy Mayor for Policing and Crime





# Introduction from the Chief Constable

**Keeping people safe is the primary aim of Greater Manchester Police and it is not something we can do on our own. Everyone in Greater Manchester from partner agencies through to local people can play their part. This plan helps to outline the priorities, the challenges and the ambition we all have for Greater Manchester.**

Policing is now more complex than ever before with officers dealing with everything from terrorism and serious crime through to burglary and antisocial behaviour. We are facing new threats to safety with emerging problems including online crime, terrorism and modern slavery. But at the same time we still receive calls for help with burglaries, robberies and incidents of vehicle crime.

Every day there are around 3,000 calls for help and at the same time we have seen financial constraints that have led to the loss of 2,000 police officers. It is why we are looking to transform policing and find new ways of working that will mean despite the challenges we can still provide the best possible service to people across Greater Manchester.

We are already introducing integrated working arrangements with colleagues from local authorities, health and other service providers. It means Greater Manchester can be at the forefront of reforming the way public services are provided with the support of the Mayor and Deputy Mayor. It is these developments that will ensure we can continue to have a commitment to providing neighbourhood policing not just now but in the years to come.

Events in 2017 have shown the importance of the national police network. Greater Manchester benefitted from support that was provided following the terrorist attack on Manchester in May 2017. We are also a contributor to the national law enforcement arrangements providing a home to national assets and ensuring specialist officers are available to support across the country.

All these elements place the police service under considerable strain but with the support of partner agencies, local people and the clear direction in this plan we can continue to focus on keeping people safe in the years to come.



**Ian Hopkins**  
Chief Constable  
Greater Manchester Police









# Lead Chief Executive for Police and Crime

**I welcome this plan for police, community safety, criminal justice services and citizens in Greater Manchester. The title of the plan, Standing Together, gives a clear message of collaboration, partnership working and inclusion, to make Greater Manchester safe for everyone.**

As interim Chief Executive with portfolio responsibility for community safety, I will work closely with the police, other chief executives, elected members and officers to support the Mayor and Deputy Mayor to make a positive difference to people's lives. I am pleased that the plan recognises the important contribution of all partners, now and for the future, such as local authorities, health, probation and the community and voluntary sector, each having a distinct strength so that our approaches reflect the complex problems that we are trying to solve.

The development of an outcomes framework for the plan will give us a clear picture of progress. I will encourage the use of problem-solving approaches using the right organisations, with the right resources to take a lead.

Shared learning of successes and challenges will be another priority for me, so that all Greater Manchester citizens can reap the benefits of feeling safer where they live, work and visit.

I am particularly pleased that we are introducing a Greater Manchester-wide perception survey which will ensure that we know whether this plan is making a difference for citizens. This will be a useful source of information for Community

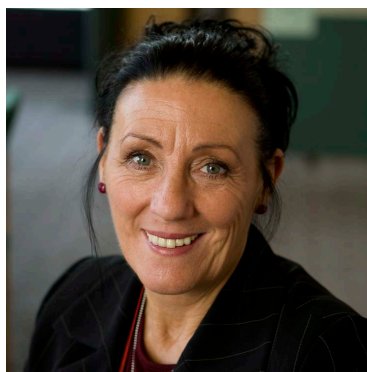
Safety Partnerships across Greater Manchester. Understanding what concerns people will help us to target our resources in areas of greatest need and importantly, help us to understand whether what we are doing is making a difference.

I know that consultation with the public and other stakeholders has been important in shaping this plan. In the public consultation, there was widespread support (80%) for the priorities which means that we can be confident that we are tackling the issues that matter most to Greater Manchester residents and by standing together we can reduce crime and anti-social behaviour and make Greater Manchester a safer place for everyone.

*Pat Jones Greenhalgh*

## **Pat Jones-Greenhalgh**

Interim Chief Executive, Bury Council  
Lead Chief Executive for Police and Crime









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About Greater Manchester – the place and the people





**G**reater Manchester covers an area of nearly 500 square miles and is home to approximately 2.8 million people, forming 1.2 million households. This makes Greater Manchester the second largest city region in the UK and home to almost 5% of the UK population. While the region has some rural and remote areas, it is a predominantly urban conurbation that comprises the two cities of Manchester and Salford, surrounded by eight large metropolitan areas which are: Bolton, Bury, Oldham, Rochdale, Stockport, Tameside, Trafford, and Wigan. Although a single functioning economic area, one of the hallmarks of Greater Manchester is its great variety and diversity: whether in its people (its residents, student populations, those who travel in for work, and those who choose to visit); or its places (its neighbourhoods, town centres, amenities, cultural attractions and green spaces). The latest forecast for Greater Manchester suggests that the population will grow by more than 2% over the four years of this plan with a notable increase in the number of people aged 70 or more and in those under 16. As the population grows and ages there will be an increase in the demands for police and other services.

Greater Manchester's growing population has also become more diverse. Latest estimates suggest that 16% of Greater Manchester's residents are of black, Asian and minority ethnic origin, and 8% of residents do not have English as their first language. Greater Manchester celebrates its diverse culture, with a huge number of people of different faiths living in the city region, and a thriving lesbian, gay, bi and trans community. However, minority groups still face hatred and intolerance which can result in increased demands on police and other services.

The resident population is increased by very large numbers of university students and the large number of people who visit, socialise in, shop in, commute into, or travel through Greater Manchester. With just under 100,000 students across four universities, Greater Manchester has one of the largest student populations in the UK, and indeed in Europe.

Manchester was the UK's third most popular city for international visits in 2016, with 1.2 million visits and Manchester Airport is the UK's Global Gateway from the North, and the UK's third biggest airport, handling over 22 million passengers a year. Greater Manchester has one of the largest travel-to-work areas in the UK with 7 million people living within one hour's travel of the centre. Around 370 million commuting journeys are made per year, according to latest information held by Transport for Greater Manchester.



Taking full account of all the reasons that people travel (commuting, shopping, sports and entertainment, socialising, etc.), an estimated 2.1 billion journeys per year are made by residents; approximately 5.7 million per day. Cars are the dominant mode of transport, but walking accounts for 26% of trips and 268 million journeys are made on public transport.

The cultural, arts and leisure offer includes over 20 large festivals held in Greater Manchester (such as Parklife, and the Jazz Festival); cultural celebrations (including Pride Big Weekend, Saddleworth Festival and one of the country's biggest Chinese New Year celebrations); and home matches for two top Premier League football teams, a Division One Cricket team, a Rugby Union Premiership team, and two Rugby

Super League teams. If conferences and demonstrations are included there are more than 1,250 events each year throughout Greater Manchester.

Maintaining the safety and wellbeing of these different groups brings a variety of different challenges to the police and other services.

The employment rate has recovered from a post-recession low of 66.3% in 2011 to 71.5% in 2017. However, there are some significant inequalities in education and employment opportunities between different parts of the city region. In some of Greater Manchester's wards, as many as 40% of the resident population have no qualifications and employment rates in some parts of the city region are less



than 40%. In-work poverty is increasingly prevalent, and more than a quarter of residents rely on tax credits to support their incomes. The city region has relatively large numbers of low wage jobs; slightly less than a quarter of the workforce (more than 250,000 people) earn less than a living wage (as calculated by the Living Wage Foundation).

These disparities within the labour market form one part of a wider picture of inequality, with significant differences between the most affluent and most deprived parts of Greater Manchester's population. An estimated 585,000 of Greater Manchester's residents are living in neighbourhoods among the most deprived decile in the country, whilst employment rates for disabled people and those from ethnic minorities lag behind the UK average. This all translates into a stark health inequalities challenge: there is an average gap of around five years in life expectancy between Trafford and Manchester.

Levels of all forms of homelessness have increased over the last five years, reflecting

trends observed nationally; this includes rough sleeping, which has increased by 42% between 2016 and 2017, with 286 rough sleepers in Greater Manchester in 2017.

There is a broad consensus amongst economic forecasting experts that leaving the European Union (so-called Brexit) is likely to have a negative net effect on the economy, with losses outweighing any economic gains, at least in the short term (5 to 10 years). The main issues facing Greater Manchester include: firms adjusting their trading and operations to reflect the emerging agreements with the European Union, growth in new markets outside the EU; and more broadly changing levels of net migration and potential change in the scale and mix of different local communities, which will affect the availability of skills in the labour market.

The developing Greater Manchester Spatial Framework will enable an informed, integrated approach to planning across the region. Increasing the number of people living in and around our town centres, and development on brownfield sites will

take advantage of the good transport connections and existing facilities and services and contribute to the suggested need to build at least 10,000 homes per year. Similarly, new development will take advantage of existing transport infrastructure, and so higher density developments are planned around transport hubs such as rail and Metrolink stations.

There is an established relationship between the concentration of people and the demands for public services, particularly services from the police. People become concentrated together for a number of different reasons including travelling (especially public transport); socialising (such as sporting events, festivals); shopping; or because of living conditions (deprived areas tend to be more densely populated areas). In addition marked disparities between different communities can fuel anti-social and criminal behaviours.

Greater Manchester is one of the most challenging places to police in the United Kingdom, if not Europe. This is reflected in the demands for services provided by the police and other agencies from the public, voluntary and private sectors. These demands take a variety of different forms and reflect changes in society. Many of these services have become more complicated and part of protracted processes such as investigation, protection and reassurance of people in vulnerable and dangerous situations. The recently-refreshed Greater Manchester Strategy has the vision to make Greater Manchester one of the best places in the world to grow up, get on and grow old. Included in its 10 priorities is building safer and stronger communities. This Greater Manchester wide priority aims to strengthen how, through joint working, the police, local authorities, community safety organisations and voluntary organisations work with communities and the private sector to provide a portfolio of services that will improve and maintain public safety.





# 4

## Priorities



**“Intervention in reducing crime at the root cause is better than tackling it when it has become too difficult to manage. Protecting the vulnerable in society is important and building communities gives people a sense of safety and something worth protecting themselves.”**

**In order to achieve our ambition for better policing, community safety and criminal justice services in Greater Manchester we must work together. No single organisation or community acting alone can keep people safe, reduce harm and build cohesive, strong communities.**

**Consultation with the public and those who contribute to community safety, has identified three priorities. By working to achieve these priorities we can help to make Greater Manchester one of the best places in the world to grow up, get on and grow old.**



# Our priorities

## **Keeping people safe**

Protecting and caring for people who live, work, socialise and travel in Greater Manchester.

Protecting those who are vulnerable and those who are victims of crime or at risk of being victimised. Building resilience, feelings of safety and confidence in policing and community safety.

## **Reducing harm and offending**

Preventing anti-social and criminal behaviour including the most serious offending and terrorism by solving problems, intervening early and rehabilitating offenders to build confidence in criminal justice.

## **Strengthening communities and places**

Helping to build resilient and resourceful communities including online communities and protecting the places where people live, work, socialise or travel. Supporting the delivery of the IT systems, buildings, roads, street lighting and other public assets needed to solve problems in a 21st century society.

## We know we will make a difference if

- » People feel safer at home, at work, socialising, and when travelling in Greater Manchester
- » People express increased confidence in police and other organisations that contribute to community safety
- » People believe the police and community safety services are effective, efficient and fair
- » People believe the justice services (court/out-of-court) are effective, efficient and fair (accessible and proportionate)
- » People believe places are safe and believe communities to be strong





# Priority 1

## **Keeping People Safe**

Protecting and caring for people who live, work, socialise and travel in Greater Manchester.

Protecting those who are vulnerable and those who are victims of crime or at risk of being victimised. Building resilience, feelings of safety and confidence in policing and community safety.

The attack on the Manchester Arena in May 2017 was a harrowing and sobering reminder of how quickly innocent people's lives can be devastated. It was also a reminder of how important the police and other public services are in keeping us safe, caring for those who have been harmed and in helping to rebuild lives.

The attack illustrated how international events can impact upon lives in Greater Manchester. In the aftermath of the attack the diverse communities of Greater Manchester came together in a phenomenal show of solidarity and defiance of this hateful extremism – however, at the same time there was an increase in hate and crimes of intolerance.

## The Social Cohesion Commission

*The Greater Manchester Preventing Hateful Extremism and Promoting Social Cohesion Commission was announced by the Mayor in May. It will consider the broader determinants of social exclusion and how we can work collectively to address these; engage in dialogue with our communities and the business sector to consider the development of a Greater Manchester Charter: a set of shared values and commitments which could be used as the foundations upon which the Greater Manchester Strategy work is built and develop a distinctive community led Greater Manchester approach to challenging radicalisation.*

Prevent is a strand of the national approach to counter terrorism and extremism. It involves the police and other organisations identifying those at risk of being radicalised and taking steps to prevent harm as part of safeguarding arrangements.

**We commit** to working together to take account of any recommendations from the Greater Manchester Preventing Hateful Extremism and Promoting Social Cohesion Commission



However, many threats are much closer to home – some, such as domestic abuse are within homes or via our internet connections such as online fraud or cyber crime.

The government's continuing austere public finances have cut police budgets and those of other public services. Greater Manchester Police has lost more than 2000 police officers since 2010 and in addition to this there are now hundreds fewer Police and Community Safety Officers (PCSOs) and police staff. This has led to changes in the services that can be provided and different ways of working. At the same time the number of police officers has been reduced there has been a marked increase in the demands for police services.

The increase in the demands for services from the police is not limited to crime, it also includes anti-social behaviour. This is a broad label covering a wide variety of community nuisance which, if repeated, can cause considerable distress and have a corrosive effect on communities or escalate into more serious behaviours. The effects of anti-social behaviour also lead to considerable demands on services provided by local authorities ranging from repairing damage, street cleaning, noise abatement, dog warden and adult and child social care.

**“The priorities deal with preventative measures, intervention and community response. This means there is collective responsibility for tackling crime and anti-social behaviour.”**

**- consultation response**



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# Anti-social behaviour

*Anti-social behaviour is a common reason for an individual to come to the notice of one or more public services, especially the police. As part of place-based integrated working, individuals may be referred to the 'problem-solving team'. Children and young people exhibiting anti-social behaviour is often a consequence of parents struggling to cope.*

*The approach is characterised by a lead worker continuing to challenge and support an individual and their family to build relationships and a deeper understanding of problems and their causes. Having gained a more holistic understanding of needs, the worker is able to arrange for a coordinated package of actions to be taken and remove or reduce the need for a series of referrals to and between different providers. Often the workers are advocates for people in difficulty with, for example, social landlords or in helping them to access assistance schemes or treatment to improve mental or physical health. The investment of the time and effort to understand the causes and provide a coordinated response has reduced subsequent demand for services from individual agencies.*

**We commit** to working with Community Safety partnerships to develop a consistent, place-based response to dealing with and preventing anti-social behaviour and crime.

**We commit** to working in partnership with local authorities, housing providers, transport for Greater Manchester and public health to develop effective responses to flagrant use of drugs in public, the litter related to this and to educate young people about the risks associated with using drugs.

As well as increasing, the demands for services are changing and now include digital crimes which increasingly target some of the most vulnerable people in our communities as well as businesses. However, cyber crime is not limited to fraud and whilst often hidden its impacts can be shattering – digital harm is real harm.

## Fraud prevention and investigation

*The government agency that responds to fraud often cannot meet the needs of all victims, including some of the most vulnerable. In recognition of the harm caused to vulnerable victims of fraud a pilot Economic Crime Awareness service will be provided by GMP to reduce fraud and meet the needs of victims. The Economic Crime Awareness service will work with banks and businesses to identify suspicious activity; raise public awareness of the measures people can take to protect themselves from preventable online fraud, romance frauds, bogus traders and other scams and allow the police to act proactively using warnings to disrupt and deter fraudulent behaviour where chances of prosecution are low. The service will include the recruitment of cyber specials and volunteers and work closely with victim service hubs to meet the needs of vulnerable victims and to prevent re-victimisation.*

**We commit** to developing a fuller understanding of the nature and scale of online vulnerability and working with service providers to make people safer when they are online. This will require establishing the resources needed to increase online safety.







Domestic abuse ruins lives. It may remain hidden for a very long time. It takes a variety of different forms and need not involve physical violence for example coercive control or damage to property. It happens within trusting relationships irrespective of race, gender, income, sexuality, age, educational attainment or religion and has consequences for whole families. Dealing with domestic abuse is complicated, requiring sympathy and empathy for victims who may be reluctant to report their abuse. It involves the police and many other organisations throughout the criminal justice and care systems.

### **Domestic abuse**

*Over the past two years a network of volunteers has been developed to provide support in the early stages of domestic abuse. This support includes advice on claiming benefits, accessing housing and help to access health services such as a GP. Results have been extremely positive and there are plans to invest further so that the volunteer network can be developed to cover the whole of Greater Manchester.*

Greater Manchester is one of the most challenging areas to police in England and Wales, threats from terrorism, serious and organised crime, child sexual exploitation, serious sexual offences, substance misuse and other crimes are all increasing. In common with other police services, there has been a marked increase in demands for services associated with protecting people for example, those who are mentally ill.

### **Mental ill-health**

*Mental health nurses will be based in the police control room, providing advice to the police about how to respond when calls are received from people who appear to be in distress due to their mental ill-health. This will help the police to make better choices and to get people who are in crisis the right support more quickly. It also avoids unnecessary visits to Accident and Emergency.*



**“I’m pleased that a mental health nurse is available as I believe the police have to assist many more people with mental health conditions due to the absence of adequate funding for mental health services.”**

*- consultation response*







Children and young people have been recognised as vulnerable at various transition points to the age of 25, such as starting school, moving from primary to secondary education, puberty and leaving social care. How these transition points are negotiated has a huge impact on an individual's life chances. The extent of this vulnerability and its consequences are greater for some groups of children than others and this will shape how services are provided.

**Safeguarding**

*In order to ensure that children and young people are protected, an independent evaluation has been commissioned which will provide assurance that Greater Manchester has the best possible systems in place to safeguard children.*

*Specific 'edge of care responses' are being piloted which aim to support more families to stay together where it is safe to do so and to support those leaving care for example by providing access to housing.*

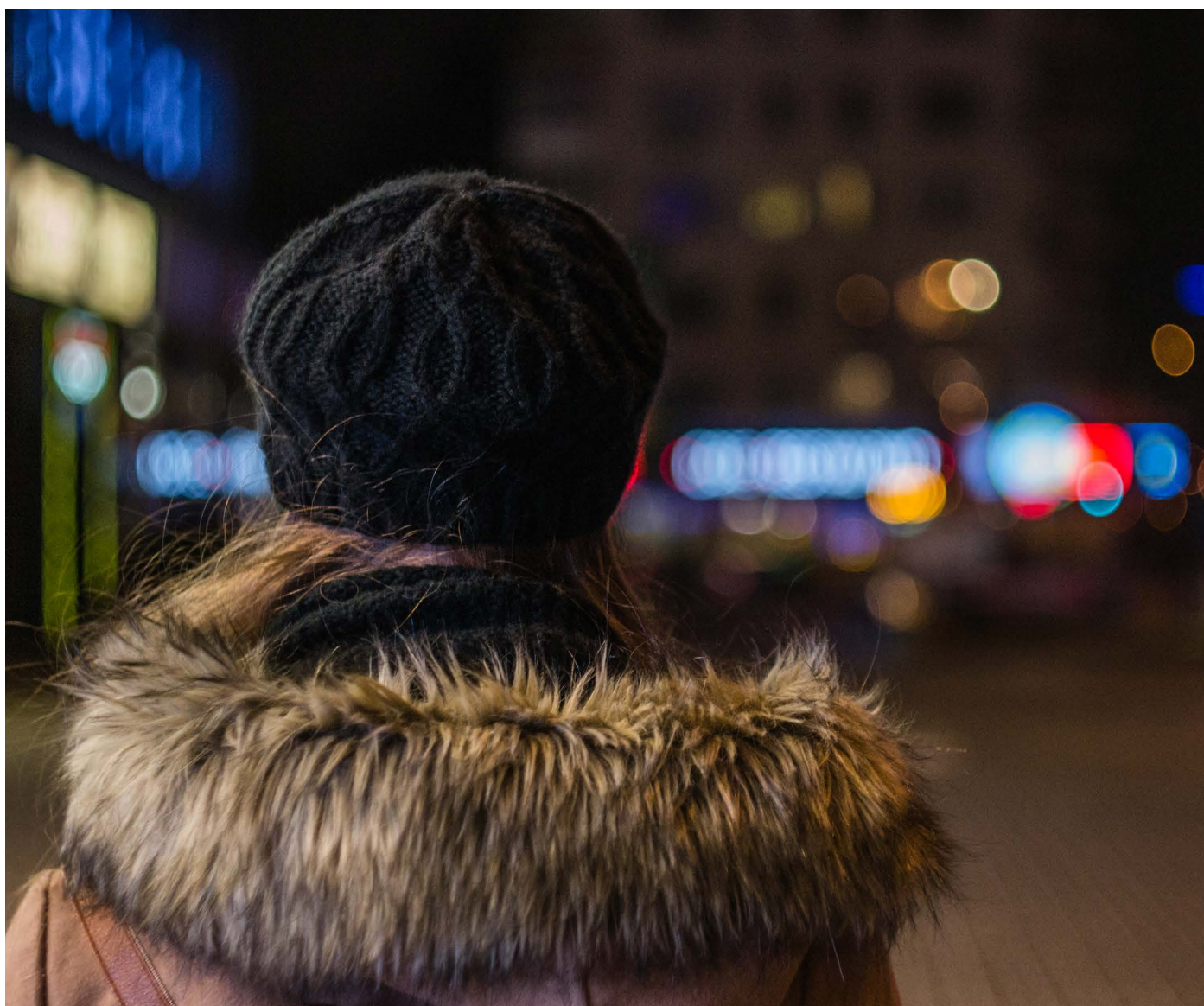
**We commit** to working together to review our approach to complex safeguarding of children in Greater Manchester and take account of any recommendations made by the Assuring the Effectiveness of Multi Agency Responses to Child Sexual Exploitation in Greater Manchester work.

**We commit** to maintaining a focus on the needs of children and young people, striving to keep them safe and recognise that they can be victims of crime at home and in the community. We will consult with the Youth Combined Authority and will consider creating a schools engagement panel about how best to keep young people safe.

Protecting people, particularly those who are most vulnerable is complicated and produces an ongoing demand for police services. People may be vulnerable for a variety of different reasons and the number affected can vary considerably from one place to another. Every year, thousands of children and adults are reported missing from home, most are returned home safely, but this requires a considerable effort on the part of the police and other organisations.

## Missing children

*Some children and young people go missing from home frequently. This puts them at risk of harm and in some cases exploitation, and creates a high demand for the police and other services. By the time a young person has gone missing six times a pattern of behaviour that is difficult to break, has often formed. The Footsteps project works with children who have been missing from home more than once. The reason for running away and the risks associated with running away are explored with the children and their families. The project has helped to build self-esteem and confidence and the early findings suggest that this early intervention is having a positive impact.*





In addition to the more obvious causes of vulnerability, the police and other organisations work to uncover so-called hidden demands. As the label might suggest, the true extent of these remains unclear. However, the vulnerability, abuse and exploitation caused by modern slavery, female genital mutilation and so-called honour-based abuse is undeniable.

### Female genital mutilation

*The Guardian Project works with young women and girls who are either at risk of, or have already been subject to female genital mutilation (FGM) and their families. It educates families and raises awareness of the harm caused and the illegality of FGM. This has included providing information about their rights to girls through schools in the areas of highest risk of harm. In the past 12 months over 70 referrals have been received. Building on this partnership approach we will work with the NHS to improve access to counselling services across Greater Manchester and with police and criminal justice partners to progress FGM protection orders and prosecutions.*

### Modern slavery

*The Modern Slavery Coordination Unit is at the forefront of dealing with crimes of slavery, human trafficking and exploitation were growing in Greater Manchester. This multi-agency unit provides care to victims such as safe accommodation, material assistance and access to counselling and therapeutic support. It also raises awareness about the forms and signs of slavery, trafficking and exploitation and it encourages people to report their concerns. The unit has a network of specialist advisors who help to develop strategies and co-ordinate interventions that protect victims. Stop the Traffik co-ordinates the Greater Manchester network of voluntary organisations which identifies likely human trafficking and modern slavery and has contributed to Greater Manchester achieving the highest number of prosecutions for any police force area in the UK. Over the next 12 months a complementary network of businesses will be developed.*

**We commit** to lobbying government about the importance of addressing poverty in the countries in which victims of modern slavery originated. We also commit to lobbying the Home Office to improve the services offered to repatriated victims in country of origin.

## So-called honour-based abuse

*Project Choice started as a pilot last year and has since been expanded to cover the whole of Greater Manchester. The project has been specifically designed to support people who are victims of forced marriage and so-called honour-based abuse. In addition to offering support and advice and working in schools to raise awareness of the issue, the project has helped a number of vulnerable individuals to obtain forced marriage protection orders. Some of the children helped by the project have been as young as 14.*

**We commit** to further expanding the training offered to frontline workers to help them spot the warning signs of a possible forced marriage to prevent victimisation

GMP will continue to reform to meet the challenge of providing services but this will require some hard choices to be made; it is no longer possible for the police to attend every call for service. The police continue to prioritise their responses according to the greatest risk of harm or distress. This means that more incidents are dealt with without being attended by a police officer. It also means placing a greater emphasis on stopping problems before they happen so the police can prioritise issues that cause the greatest harm. It also means developing new ways for the public to contact and receive advice from the police; GMP is experimenting with the use of more online services such as live chat which in many case, will provide information faster.

Some of the services that the police have provided in the past may look very different in four years' time; some may be provided by a different organisation and others may not be provided at all.



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### Drugs Early Warning System

*The Greater Manchester Drugs Early Warning System, provides the results of testing the purity and strength of illicit drugs to the police and others, including medical professionals. This has become a trusted source of information to advise would be drug users about the specific risks associated with using particular batches of drugs. For example in 2017, the drugs early warning system informed the response to and media coverage of the use of Spice.*

Anybody can be vulnerable at any given moment, but some people clearly have a higher level of vulnerability than others. Helping to keep the most vulnerable safe is the top priority for the police working with others.

For those who have been subject to abuse or have been exploited, the police and others play a vital role in caring for them and in helping to rebuild their lives.

### Victim service

*A new service for victims is being rolled out across Greater Manchester to provide and co-ordinate support to victims of anti-social behaviour and crime. The service will help victims cope and recover from the impact and consequences of their experience; identify and tailor support to vulnerable and repeat victims, including children and young people; place particular emphasis on victims of fraud and cyber crime, domestic and sexual abuse, hate crime, anti-social behaviour. This tailored approach may trigger an enhanced offer to address more complex needs and may involve a multi-agency approach to ensure wider needs of victims are met. Support will be provided through a single point of contact who will ensure that victims progress through the criminal justice system smoothly. Those who do not progress through the criminal justice system will continue to be supported.*

**We commit** to commissioning victim support services that meet the different needs of victims and care for those who have been abused or exploited.

**We commit** to looking to expand and develop the access to forensic and aftercare services provided to victims, particularly those who have been abused or exploited. By taking a place-based approach to providing the aftercare to victims of rape and sexual assault, female genital mutilation and child sexual exploitation, victims will receive the care they need closer to home.

## We will know we are keeping people safe if, in addition to the overarching outcomes:

- » There are fewer repeat victims; particularly victims of violence, abuse, exploitation, domestic abuse and hate
- » Those who have been abused or exploited are cared for and helped to recover. This includes children and young people; disadvantaged people; women and girls; elderly; those suffering mental ill-health and those abusing substances
- » Service users are satisfied with the services they received from the police and other organisations that contribute to community safety
- » There are fewer inequalities in satisfaction and confidence
- » The incidence of crimes against the person is in line with that for similar areas
- » The incidence of household crimes is in line with that for similar areas





# Priority 2

## **Reducing harm and offending**

Preventing anti-social and criminal behaviour including the most serious offending and terrorism by solving problems, intervening early and rehabilitating offenders to build confidence in criminal justice.

Crime and anti-social behaviour can damage and destroy lives. The consequences of even a single offence can be devastating and widespread; going beyond the immediate victim and offender to affect the lives of wider family, friends and communities.

Keeping people safe, our first priority, also depends on reducing harm, and focusing on those who offend or are at risk of becoming offenders. There is a broad spectrum of harm, from terrorism and organised crime, through violence, acquisitive crime and anti-social behaviour. The police and partner organisations will focus on prevention, disruption and investigation and will identify offenders and establish the necessary evidence. People become offenders for a variety of different reasons and if a young person commits crime or anti-social behaviour, it can have serious consequences not only for themselves, but also for their families and their communities. Therefore it is important there is a whole family approach to changing their behaviour.

### **Support on release and in custody - family support**

*Parental imprisonment has a significant impact on any child and their wider family. Positive family relationships reduce reoffending. Working with the governors of three prisons and with prisoners from Greater Manchester, partners are jointly commissioning family support services for offenders, their families, friends and significant others. This approach is the first of its kind nationally and will ensure that family support for offenders serving custodial sentences and their families, are better co-ordinated.*

### **Prevent**

*The Counter-Terrorism Prevent team is primarily focussed on the safeguarding of individuals vulnerable to radicalisation, regardless of the ideology.*

*The team is piloting a collaboration with mental health partners which includes police officers and NHS psychiatric nurses working alongside each other to assess vulnerable individuals and identify those with diagnosable mental health conditions. As a result of the pilot, individuals with undiagnosed mental health issues have been identified and they have been given support or treatment.*

### **Problem-solving justice**

*Criminal justice agencies have adopted a problem-solving approach in dealing with female offenders. This approach is a collaboration between magistrates, local women's centres, domestic abuse services, health and housing. This family-centred approach has kept more families together and addresses offending behaviour. It has reduced reoffending and benefited the wider families. We will now take a similar problem-solving approach in dealing with young people which should prevent reoffending, reduce victimisation and support the young people identified to be valued members of their communities.*



### Care in Custody

*People in police custody, at court and being released from custody can have many complex problems which, if not addressed, could result in further offending. The Greater Manchester Liaison and Diversion scheme co-commissioned by the Deputy Mayor and the NHS will introduce assessments by trained health staff so that vulnerable individuals in custody affected by issues such as mental ill-health, homelessness, or learning disabilities, are helped to access appropriate support as soon as possible. This is a new project, the first of its kind in England and will help us to ensure that support follows people through the criminal justice system reducing duplication and stopping people falling through the gaps, and thereby reduce offending.*

**We commit** to developing a better understanding of the behaviours that precede offending such as non-payment of rent, children absent from school, or increased alcohol use. As part of our family-centred approach, place-based multi-agency teams will use these indicators to identify people, particularly women, and take steps to prevent their behaviours escalating into offending. We will promote voluntary engagement with services and, where necessary, use all the powers available to police and criminal justice agencies to enforce compliance with programmes which will address the causes of offending, including the use of conditions, such as drug and alcohol treatment requirements.



**“Community building is hugely important. If people respect their communities they are less likely to offend in them.”**

***- consultation response***

By adopting a problem-solving approach and intervening early, the police and others can reduce and prevent anti-social behaviour and offending. It is common for offenders and their families to be users of or known to a variety of different public services including housing, health, emergency services, social care and education. This represents a considerable demand and cost to these services individually and collectively. Reducing this demand and breaking this cycle cannot be achieved by one agency on its own and requires work to address underlying problems. Only by working together with partners across public services, including criminal justice and the voluntary sector can we challenge and change the behaviours that cause the most harm.



## Early intervention and prevention

*Early Intervention and prevention involves a variety of different frontline workers from, for example, voluntary sector, health, education, police and housing recognising and sharing early indications of need. These indications can include poor school attendance, rent arrears and a lack of boundaries and these signs are used to trigger supportive interventions that stabilise individuals and their family situations. This support may be in relation to housing, health, education or employment and skills either individually or collectively and is provided locally. A number of case studies have demonstrated how, by responding to such early indications of need, individual and family circumstances and life chances can be dramatically improved and break a cycle of dependency on public services.*

**We commit** to maintaining a focus on the needs of all children and young people, including those in the criminal justice system to help them achieve their potential. For those young offenders who do need to be in custody, we will lobby the Ministry of Justice for a secure school for Greater Manchester working with local businesses and other criminal justice partners. We will engage with businesses to develop mentoring schemes for the young people to help them get on in life.

**We commit** to working with the Ministry of Justice to take local control of the education and training of prisoners to give them skills that match the Greater Manchester jobs market and explore other opportunities to take back power from Westminster.

## Intensive Community Orders

*Greater Manchester has historically had a high number of 18 to 25-year-old young men whose offending behaviour would result in a short-term prison sentence with a high risk of committing further offences on release from prison. Many of these men are immature, have learning needs, poor school attendance and limited employment and short term prison sentences do not address their needs. Intensive Community Orders are being used to challenge offending behaviour and support community sentences and meet the needs of individual offenders and their families. The orders take account of the individual's age and encourage changes in behaviour which reduce reoffending. There is a strong evidence base that Intensive Community Orders ensure that young men successfully complete their community sentence, reduce their offending and improve their lifestyles.*

**We commit** to explore opportunities with criminal justice partners to develop consistent, age appropriate interventions delivered by youth and adult offending services together. This will involve improving the links between children's and adult's services

**“I think the number one priority is to keep people safe, but you have to look at the reasons people commit crime and try to address those if you want to make a big difference.”**

*- consultation response*

Organised crime is often associated with drugs, violence and firearms but is also responsible many other types of crime and criminality; either directly or by undermining the fabric of communities and creating a climate of fear in which anti-social behaviour and crime can thrive. Organised crime is often associated with counterfeit goods including illicit alcohol and tobacco both of which may be viewed as Robin Hood crimes but can result in significant health harms.

### **Programme Challenger**

*Responding to the problem of organised crime requires collaboration, as well as a positive, reciprocal relationships between these agencies and the law-abiding public. Programme Challenger is Greater Manchester's partnership approach to tackling serious organised crime in all its forms. It brings together police, councils, and other public, private and voluntary sectors organisations. Funding has been provided to target offending behaviour and prosecute criminals involved in serious and organised crime, Programme Challenger is committed to ensuring that individuals and communities affected by these crimes receive appropriate protection and safeguarding.*

The police and others play a vital role in protecting and supporting not only those who have been victimised but also rehabilitating those who have committed the offences. However, this does not mean that offenders go unpunished. For those who have caused the greatest harm, this will include custodial sentences and management and supervision in the community.



## Offenders managed and supported in Greater Manchester

*The Greater Manchester Spotlight Integrated Offender Management teams manage those who have committed acquisitive crimes, violent crimes and domestic abuse. The teams are made up of officers from police, national probation and the community rehabilitation company who work closely with other local services. They aim to reduce reoffending and increase their compliance with the sentence conditions by responding to changes in offender behaviour rapidly*

## Sex offender management

*Sex offenders represent a significant risk of harm to communities, ruining lives and placing a considerable demand on the police and partner agencies. We have introduced a joint programme to assess and manage offenders and reduce the risk they pose. The programme is also seeking to prevent further harm and increase efficiency, by targeting interventions through new ways of working, for example by using polygraph testing with sex offenders being managed in the community. Specialist research, data modelling and forecasting is being used to examine the offender population to help develop effective systems to manage offenders. The programme hopes to deliver a better understanding of types of offending beyond simple risk levels and analysis of existing criminal justice processes to produce the evidence for change from April 2018.*

It is vital that the public have confidence in the wider criminal justice system and the organisations that contribute to it, but this confidence will only exist if the public believe the system is both fair and effective. Part of this effectiveness is measured by the rehabilitation of offenders during their time in custody or whilst serving a community sentence. It is also important that the impact on prisoner's families is recognised and interventions are made to reduce negative consequences.

Many prisoners are vulnerable immediately after release from prison, particularly if they don't have access to employment or suitable accommodation which may lead them to re-offend.

Others who have offended or who are at risk of offending may have learning difficulties, disabilities or autism. Such people have distinctive needs that should be incorporated in the approaches taken to justice and rehabilitation. This requires the involvement of other partners such as the NHS and the community and voluntary sector to help some of the most vulnerable people to be diverted from the criminal justice system earlier, and to reduce the risk of reoffending.

**Support on release and in custody - employment, learning and skills**

*Approximately 40% of adult prisoners report having been permanently excluded from school and 60% leave prison without gaining any skills or qualifications that will assist them in securing employment. The devolution agreement provides Greater Manchester with the opportunity to take more responsibility for the lives of the prison population. An integrated work and skills system is being developed which will identify the skills needed in the local jobs market and train prisoners accordingly.*

**We commit** to working with the Ministry of Justice and prison governors to develop a resettlement prison for Greater Manchester to prepare prisoners for release and help them to secure employment, housing and prevent reoffending.

**Restorative justice**

*Restorative justice brings offenders together with their victims, and facilitates a conversation between them which allows the victim to express the impact of the offending and requires the offender to see the consequences of their actions. The approach personalises the crime and delivers an outcome that satisfies victims and the wider community and aims to help offenders understand the impact of their crime and prevent further offending. Over the next 12 months, a service to better co-ordinate restorative justice across Greater Manchester will be established.*

**We commit** to developing a strategy for dealing with offences out-of-court. This will bring greater consistency in the use of restorative justice approaches across Greater Manchester ensuring that the needs of victims are met and steps are taken to prevent further offending. These steps may be concerned with rehabilitation, reparation or punishment and set conditions the offender has to meet.

## We will know we are reducing harm and offending if, in addition to the overarching outcomes:

- » There are fewer recidivists; particularly those who perpetrate violence, abuse, exploitation, domestic abuse and hate
- » There is a reduction in the frequency and seriousness of offending particularly amongst those who cause the greatest harm including sex offenders
- » Justice is perceived to be fair and equitable
- » There is increased confidence in the way the criminal justice system treats offenders
- » There is increased confidence in restorative approaches, rehabilitation/recovery – of those who have harmed
- » There is public confidence in how serious and organised crime is managed
- » There is public confidence in counter-terrorism





# Priority 3

## **Strengthening communities and places**

Helping to build resilient and resourceful communities including online communities and protecting the places where people live, work, socialise or travel. Supporting the delivery of the IT systems, buildings, roads, street lighting and other public assets needed to solve problems in a 21st century society.

Greater Manchester's industrial heritage is reflected in its architecture and in its long history of innovation and immigration giving us a population that is rich in cultural diversity and creativity. Over 150 languages can be heard on the streets of Greater Manchester and yet there is a shared sense of place that is encapsulated by Tony Walsh's poem *This is the Place*: "some are born here, some are drawn here but they all call it home".

The 2.8m residential population includes over 100,000 university students studying in the region's four universities and the people, who visit, socialise in, commute into, or travel through the region each day. There is a vibrant night-time economy and more than 1,000 major public events each year including political, commercial, sporting and cultural events. Police and local authorities have responsibilities for ensuring the safety of people in public places.

**We commit** to encouraging the adoption of integrated town centre management practices, such as those that have been pioneered and operated successfully in Bury and has helped build a vibrant night time economy with increased numbers of visitors to the town centre as confidence that this is safe place to visit has grown.

The extensive transport infrastructure includes more than 100 miles of motorways and trunk roads, the Metrolink system, a large bus network, major rail stations and an international airport. A combination of the police, local authorities, the Highways Agency and others is responsible for keeping road users safe, including drivers, cyclists, other road users and pedestrians. Their work includes the maintenance of roads, pavements, lighting and traffic calming measures and influencing the behaviours of road users.



**We commit** to developing the use of the Community Safety Accreditation Scheme to deal with less serious traffic violations and improve safety and standards of road use by drivers and cyclists. This will include anti-social parking, speeding and poor driver behaviours.

GMP, working with British Transport Police, The Highways Agency, local authorities and others have responsibilities for protecting users of public transport and other parts of the transport network such as canals and waterways.

**Safer Travel**

*The TravelSafe Unit deters and reduces incidents of crime and anti-social behaviour and removes barriers that might otherwise discourage people from using public transport.*

*In July 2017, to fulfil a Mayoral commitment, an investment was made to fund 50 new PCSOs who have joined the unit who are dedicated to patrolling the transport network. As part of this initiative, the Metrolink operator has introduced 900 hours additional security support per week, equivalent to 24 additional TravelSafe Officers. Public feedback and initial results of this joint work between Transport for Greater Manchester, GMP and Metrolink are encouraging and work in partnership will continue to provide safer public transport.*

**We commit** to making railway stations, bus stations, the airport and other transport hubs safer places together with the wider transport networks. We will work to improve accessibility, maintenance, lighting and CCTV as part of our Safer Travel initiative. This will also include information campaigns about safer travel including getting home safely having left the public transport system. The 24/7 control centre will better coordinate all forms of transport and responses to incidents.

The strong regional identity does not prevent local areas within the predominantly urban conurbation from having some highly distinctive characters. Greater Manchester has some of the most economically-deprived communities in Western Europe and some of the most affluent. There are marked differences in the educational attainment, quality of life and life expectancy in different parts of Greater Manchester.

In common with many parts of the country, Greater Manchester has seen a marked increase in the number of homeless people, many of whom are forced to sleep on the streets. The imminent introduction of Universal Credit risks exacerbating this situation.

**We commit** to reducing and preventing homelessness and rough sleeping. We will equip our frontline workers with a greater knowledge of how Universal Credit works and the options that are available to those at risk of becoming homeless and those that are homeless. We will pay particular attention to simplifying the process for securing accommodation by linking those in need of accommodation with what is available, in a more timely manner.



The differences in the characteristics of places and the personal circumstances of people in them are strongly linked to the demands for public services. Demand is higher at times and in places where people become concentrated together, whether through travelling, socialising, shopping or living in densely populated areas. Greater Manchester's programme of public service reform is seeking to align provision better to places and the demand for services. Integrated, place-based teams, provide a wide range of different interventions to deal with the underlying causes of problems and equip people and their families to lead better lives. The interventions include parenting and life skills classes, practical help and support, help with debt and support for those with substance dependency.

## Place-based Integration

*New ways of working are being designed based on what is needed by citizens and communities within the place; focussing on prevention, early intervention and reducing demand, and building on community assets. The aim is to work in a more integrated way to solve problems of a place by helping people to help themselves rather than responding to crises. Place-based multi-agency frontline teams co-ordinate the different services in taking a 'design by doing' approach to solving problems in the community. Frontline workers are empowered to make more informed decisions about how and when they work with individuals and families and wherever possible services are delivered close to home. This removes barriers and speeds the access to the most effective services. For example, by being based locally the need to travel in order to receive a service is reduced; by working as one team, different services can be provided as a package rather than as a series of disjointed, often delayed referrals.*



**Standing together**

**We commit** to using community safety funds to support the development of people and groups in local places which bring a sense of community. By doing this we will help people to help themselves; we call this asset-based community development.

We recognise that both communities and places are not always defined by geography. There are many communities of people that only exist online. Many people live large parts of their lives online and we recognise the need to protect people when online.

In 2017 there were a number of events in both Manchester and London that demonstrated how neglect of duty and malicious acts can have catastrophic consequences for different places and communities. By working together, the police and other public services help to make places safer by protecting them from accidents, wilful acts and natural disasters. This includes re-designing public spaces and maintaining civil contingency plans to coordinate their responses in caring for people and making places safe in the event of a catastrophe.

**Counter terrorism**

*The National Barrier Asset is a collection of temporary security barriers that give the police the ability to protect high profile locations or temporary events from vehicle-borne suicide attacks. Particular emphasis is given to crowded places and during December 2017, barriers were used to protect the Manchester Christmas Markets in Albert Square.*

**Target hardening and designing out crime**

*Crime prevention is most effective when considered at the outset. GMP’s Design by Security team provides crime prevention advice to architects about designing out crime, for example, managing access to buildings and spaces and the importance of clearly defined boundaries.*

*Target hardening is about making existing buildings and places less vulnerable to crime, for example, repeatedly burgled properties. Sites that are prone to anti-social behaviour or crime, such as places of worship, are assessed and recommendations made about how vulnerabilities can be reduced in order to prevent crime. Recommendations might include installation of CCTV, improved lighting, more secure mailboxes, more secure windows and better locks.*

**We commit** to developing a sustainable, local solution to protecting public spaces and places.





**Standing together**



## **CCTV – collaboration and links to the protection of public spaces**

*There are a number of CCTV schemes across Greater Manchester that monitor a variety of public spaces including shopping centres, railway stations and town centres and these play an important role in protecting public spaces. Over the next 12 months we will explore how we can develop a network of cameras across Greater Manchester. This will make their operation more efficient and effective.*

## **Civil contingencies**

*The Greater Manchester Resilience Forum assesses the risks posed to Greater Manchester from accidents, wilful acts and natural disasters and the preparedness of organisations to respond. It produces and tests response plans and undertakes collaborative training to take account of lessons learnt.*

*The forum comprises strategic leaders from multiple partner organisations such as; the emergency services, local and national government, specialist organisations such as the Environment Agency, Met Office, Highways England and utilities companies, and also a wide range of voluntary and academic organisations.*

*The forum will be responsible for co-ordinating the implementation of any recommendations relating to multi-agency preparedness that are made by the Kerslake Review of the Manchester Arena bombing which is due to report in March 2018.*

The police and other community services play a vital role in defusing tensions within and between different communities to prevent crimes of intolerance and hate. Those communities that lack a sense of identity or that have become isolated are more likely to be associated with neglect, abuse, intolerance and hate crimes.

Public and voluntary services are active in supporting some of the most challenged communities to develop and become more cohesive; by helping communities to realise their existing capabilities, the dependency on public services to solve and prevent problems can be reduced.

**We commit** to working with communities to establish a number of agreements that set out a shared understanding of citizen's rights and responsibilities in creating strong communities and places.

We know that certain individuals and communities feel isolated and excluded and by tackling this issue directly through engagement with those communities, we can build on the good practice that already exists, to encourage a more consistent approach across the city region

The government's continuing austere public finances means that provision of services will be prioritised according the risk of harm and greatest need. We will improve the coordination of the services provided by different organisations, intervening in difficult situations earlier and by building the capabilities of communities, so that where there is a low risk of harm and no distress, some services will no longer be provided by the police.

It remains important that services are accessible and that disproportionality in the perceptions and experiences of service users are understood and reduced. It is also important that communities have confidence that services are accessible and fair.

## We will know we are strengthening communities and places if:

- » In the places people live, work, socialise, and travel through they feel protected and their quality of life is improving
- » People believe communities are stronger because they have good relationships with their neighbours; feel that they belong and have a sense of community
- » There are fewer repeatedly victimised places
- » There is an improved comparison between predicted harm and the actual harm
- » Communities and business are able to solve their own problems and there is a reduced reliance on public services







5

Better services

**G**reater Manchester's predominantly industrial heritage has shaped its physical appearance and its culturally diverse population. Notwithstanding considerable regeneration, in common with many former industrial regions, it is beset with complicated inter-generational social problems that contribute to the average life chances for people in Greater Manchester being below national levels. Outcomes in, for example, health, employment, education, and wellbeing, are heavily influenced by the conditions in which people live. These conditions also shape the behaviours and attitudes of people which can give rise to demands for a variety of public services. Both individually and collectively the police, local authorities, community safety and criminal justice services play vital roles in helping to build cohesive, strong communities and in reducing the risks of harm which in turn contribute to improving the outcomes for people.

Social, economic, technological and other changes frequently affect attitudes and behaviours which can result in demands for public services. Changes in the nature of crime, for example offences committed online and a better recognition of those who are at risk of being exploited or abused have increased the number and complexity of demands for services from the police

and other partner agencies. Many people repeatedly use several different services provided by different organisations. For some their complex needs have become a complex dependency. When separate organisations deal with parts of these complex needs on a piecemeal basis it is both inefficient in the short-term and ineffective in the long-term.

The difficulties in meeting these demands for services continue to be exacerbated by the Government's unrelenting policy of austere public finances which creates financial pressures, uncertainty, and smaller workforces. This policy has led to some services 'shrinking apart' with gaps in service provision that have consequences for some of the most vulnerable people.

**We commit** to continue to lobby the Government about the inadequacy of its funding of services provided in Greater Manchester.





The increase in the demands for services and reductions in the resources to provide them means there is a need to work differently, to better coordinate services by both integrating the provision of services and improving how calls for service are directed to the most appropriate responder.

**We commit** to promoting problem-solving, an approach that tackles the underlying causes, not just the symptoms - and supporting projects with a clear evidence base of how they will make a difference to our communities. This will include using the Community Safety Fund to pay for local initiatives that deliver improvements and will include those provided by third-sector organisations, such as Stop the Traffik who manage our modern slavery voluntary network as well as those commissioned from other public bodies such as our scheme which puts mental health nurses in police control rooms.

This also requires challenging the learnt and presumed dependencies on services and prioritising the provision of services to those at greatest risk of harm with a greater emphasis on addressing the underlying causes of problems not just their presenting symptoms.

**We commit** to developing a multi-agency strategy to reduce violence, focussing on violence against women and girls. This will include domestic abuse, female genital mutilation, forced marriage, stalking and harassment, and so-called honour-based abuse. We will work with partners across the criminal justice system to develop effective deterrents which address the causes of offending. Our focus will be on protecting victims and rehabilitating offenders.

In short, no single organisation or community acting alone can achieve better outcomes for all. Over the course of this plan, we will work to reshape the services that are provided by the police, local authorities, community safety and criminal justice organisations. We recognise that a wide range of different services are needed including public protection, investigation, and more pastoral services. We also recognise that there are different ways to provide these services. We will use a variety of different approaches to engage with communities and businesses across Greater Manchester to develop and maintain a better understanding of their needs for services. Together with the perceptions and experiences of the service users, this understanding will be used to shape services and how they are provided.

This approach is consistent with Greater Manchester's innovative programme of public service reform which places an emphasis on services being provided locally by locally-based teams made up of workers from different organisations including the police. We will support this approach and its

emphasis on helping people to solve problems by working with communities and voluntary organisations. We will co-commission services with partner organisations such as health and voluntary organisations to maximise gains in effectiveness and efficiency, and integrate the services for the benefit of local people.

This approach both complements and is complemented by the Chief Constable's commitment to neighbourhood policing which will seek to maintain a visible police presence, particularly in those places with the greatest needs.

To assist in determining which people and places are at the greatest risk of harm and which have the greatest needs we will be promoting and supporting the sharing of information between different organisations and encouraging the use of the shared data. The GM Connect programme will greatly assist in achieving this by linking the information from health, police and other community safety partners. Using information from different organisations will help to better understand needs and to better coordinate responses.

In addition to improving the coordination of how services are provided, we also need to improve public awareness of the services that are available and how best to access them. At times, some of the existing channels of communication such as the 101 system are extremely busy and this can delay some calls being answered. By realising the potential of technology we hope to make it easier for people to access services and to better direct calls for service to the most appropriate service provider.

**We commit** to improving the 101 service, access to local authority services and to develop new and additional channels of communication including those between neighbourhood teams and communities.

A cornerstone of this plan and public service reform is building the skills within communities that will reduce their reliance on public services. We recognise that communities may be defined in a variety of different ways; some are defined by the place and others by shared interests, enterprise or background. Part of the continuing engagement and data sharing will be to improve our understanding of the needs in the different communities that make up Greater Manchester.

**We commit** to strengthening joint-working with the NHS and continuing to develop a better understanding of the demands for services. Our priorities for the next year are domestic abuse, sexual violence and dealing with young offenders. We will also work to develop common standards for drug and alcohol treatment programmes so that everyone across Greater Manchester can access the help they need. We will work to develop a shared understanding of individual and collective demands for services.

**We commit** to building capability through a multi-agency workforce development programme. Examples include identification of those at risk of being victims to or perpetrating sex offences, Universal Credit – improving awareness of the process, place based team – indicators of vulnerability and the need for intervention to prevent escalation to offending.

Our educational programmes and the interventions made by integrated place-based problem-solving teams set out what it means to be a citizen of Greater Manchester. In addition to explaining the rights of a Greater Manchester citizen, these will also set out responsibilities and acceptable standards of behaviour. While the programmes will raise awareness of the services and how to access them they will also develop skills that improve the capabilities of individuals and communities, reduce the reliance on public services and seek to improve cohesion of communities.



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**We commit** to taking a family-based approach to justice and to focus on the needs of children and young people. We will work to educate, support, protect and advocate for families while still intervening where necessary. Individual needs within their family and community will be identified to help to create safe and strong families.

In order to facilitate the approach to integrated working and problem solving we will encourage and support shared learning, training and development of the workforces of different organisations. Particular emphasis will be given to frontline workers and officers. Examples of topics might include recognising adverse childhood experiences, mediation, recognising so-called honour-based abuse and recognising modern slavery.



Despite services across Greater Manchester being increasingly integrated, the inspection and assessment of them continues to be undertaken by different inspectorates, reviewers and regulators. These bodies consider different parts of service provision and this can result in fragmented and sometimes contradictory reports. Her Majesty's Inspectorate of Constabulary, Fire and Rescue Services (HMICFRS) is responsible for assessing the effectiveness and efficiency of the police in England and Wales and it has recently had its remit broadened to include fire and rescue services. This has the potential to be a helpful development but we would like to see the consideration of integrated coordinated services become a matter of course. We will work with and lobby HMICFRS, other inspectorates, regulators and the government for more rounded inspections of the services that are provided to keep people and places safe.

The police also provide and use a number of specialist services, for example to prevent and investigate crime. We will encourage and support the development of these services in realising digital approaches and the use of information technology in providing them.

The police also have commitments beyond Greater Manchester which are set out in the Government's Strategic Policing Requirement. These commitments include counter terrorism, serious and organised crime, public order and other specialist services. We will support the police contribution to national policing including working with other forces, collaboration with other blue light services and interacting with the security services. We will ensure the efficiency and the effectiveness of these services and those that are bought in.

**We commit** to maximising our opportunities to achieve our priorities by using our social value policy in the procurement of services and goods, as well as in making appointments.

We will use public confidence in the police and others as an indicator of how well services are provided. The timeliness and manner in which services are provided are key determinants of public confidence and we will support the development of procedural justice and place particular emphasis on how complaints about the police are dealt with.

**We commit** to engaging with communities across Greater Manchester to help us understand their needs and their perceptions and experiences of police, community safety and criminal justice. To help with this we will commission a continuing survey of Greater Manchester's citizens and use new media as well as more traditional face-to-face meetings. We will have an ongoing conversation about both individual rights and responsibilities in achieving safe communities.

**We commit** to continuously engaging with businesses through a business engagement panel to establish the needs of business and their perceptions and experiences of police, community safety and criminal justice. This will include establishing a number of agreements that set out how we will work together, rights and responsibilities, and the contribution that business should make to in achieving safe communities.

The confidence in police and other services is also influenced by the composition and representativeness of the workforce. This has been further evidenced by the Lammy Review of Black, Asian and Minority Ethnic (BAME) representation in the criminal justice system and the Cabinet Office Race Disparity Audit. GMP has already taken steps to address a historic under-representation of police officers from BAME communities by taking action to recruit, retain and progress applicants from BAME backgrounds. This positive action includes raising awareness of the career opportunities as a police officer and removing barriers and disincentives within the recruitment and selection process. This is further supported by a programme of continuing support and mentoring for those applicants coming from under-represented backgrounds. For the police this includes increasing opportunities for cadets, volunteers and apprentices and ensuring diversity in recruitment for these schemes.

We will review diversity and disproportionality in light of the recommendations made by the Lammy Review and consider how to achieve workforces that reflect the communities they serve.

A further consequence of escalating demands for services and diminishing resources is the pressure on the existing workforce. We will support the wellbeing of GMP officers and staff and where they do become unwell help them get back to work as soon as possible.





# Budget, grants and accountability

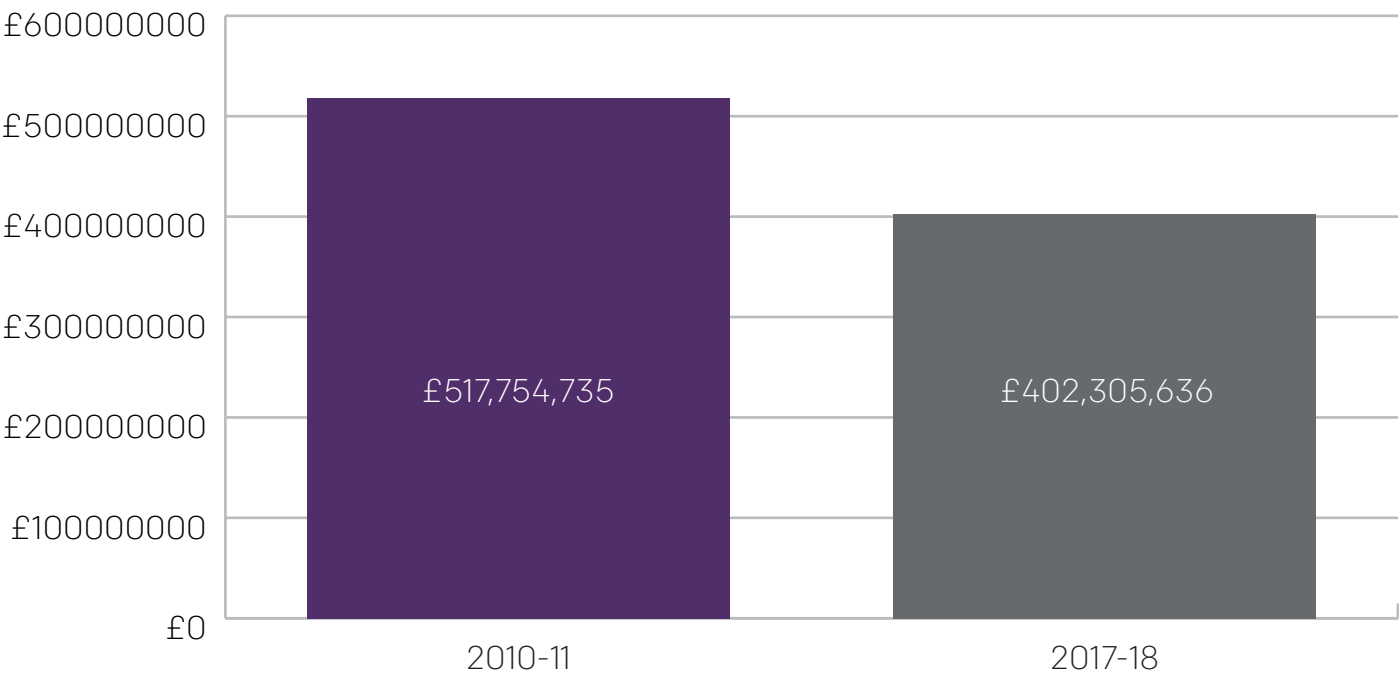
## How we are going to deliver - providing resources

We will continue to fight for a fairer funding deal for policing. In these difficult financial times we need to make the best use of our existing resources and will continually review the levels of demand being placed on our organisations and how we are equipped to meet this.

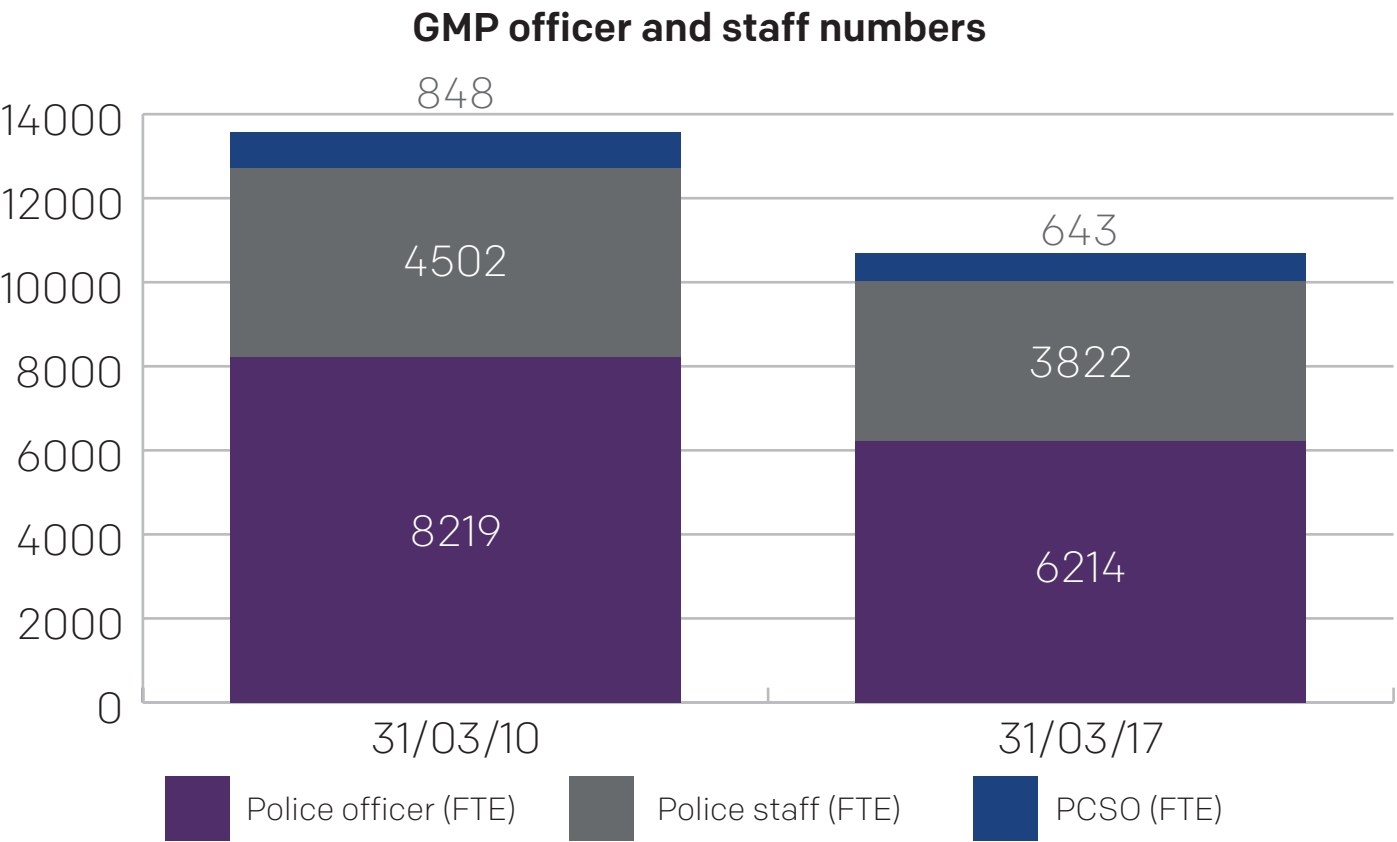
Funding for the police comes both directly from central government and also a proportion of your council tax. In Greater Manchester, about 80% of the funding for the police comes

in a grant from the Government, and the Mayor is responsible for setting the element of council tax, called the police precept, that local households pay for the police. In the absence of an increase from central government, an increase in the local police precept is the only way of increasing the funding available to the Chief Constable. Since 2010 the Government has cut the amount of money they provide to Greater Manchester Police by more than £200 million.

Comparison of grant settlement for Greater Manchester Police



This has resulted in the loss of 2,000 police officers – a 25% reduction – and almost 1,000 police staff and PCSOs. At the same time the police have to deal with ever increasing serious and complex crimes, such as cyber crimes, terrorism, child sexual exploitation and human trafficking.



The Government chooses to make its financial settlement on an annual basis which makes longer-term planning very difficult. Despite this, by careful financial management, we have and will continue to invest over the longer-term in approaches that will make policing more efficient and effective. Examples include the development of better computer systems including mobile technology that helps to maintain a presence in communities.

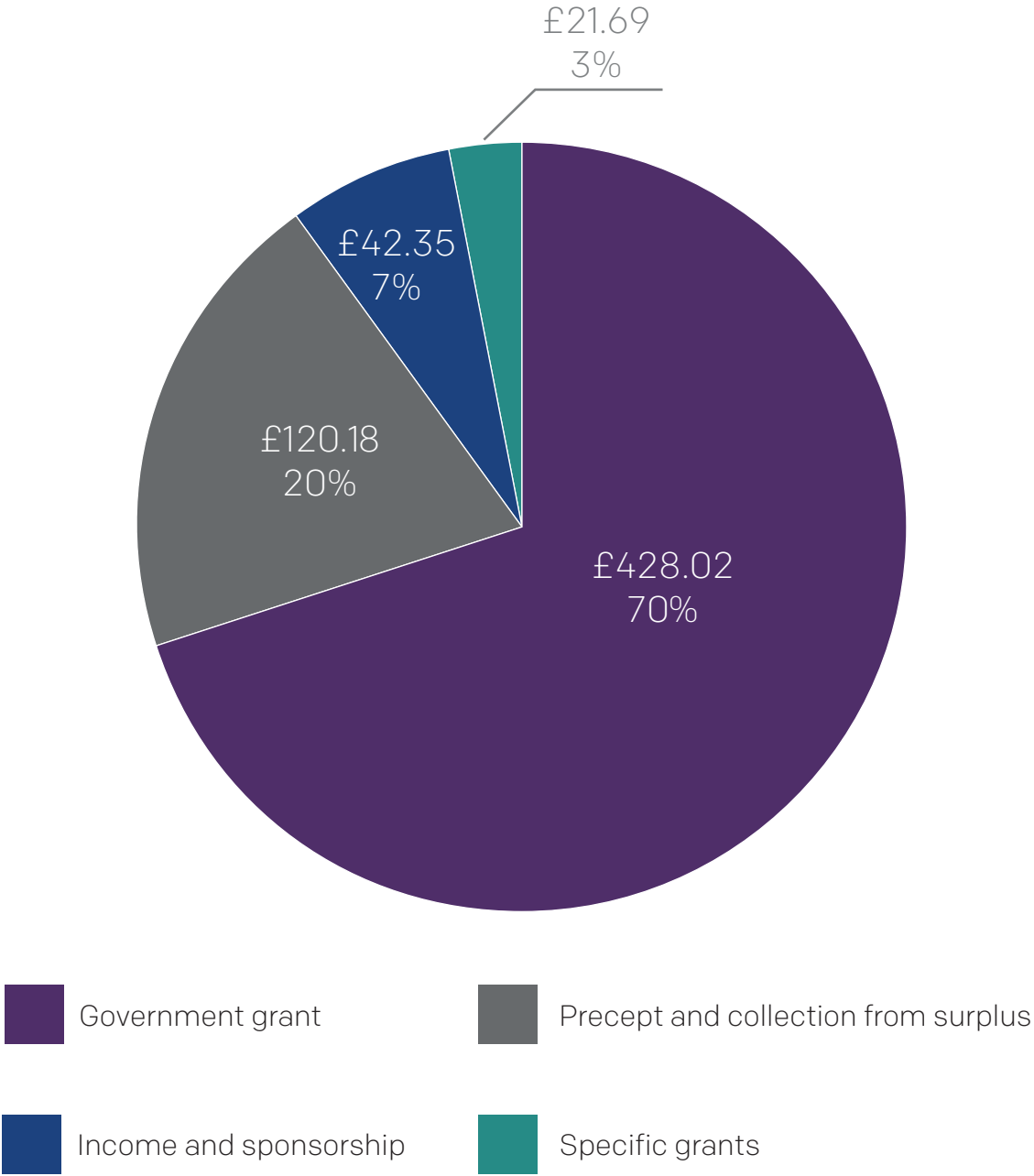
As part of the public consultation on this plan, people from across Greater Manchester were

asked about their priorities and how much they would be willing to pay towards policing. The majority of respondents (74% of 1,872) would support an increase in the policing element of council tax by on average £9.66 per year, because they do not want the police service to be cut further.

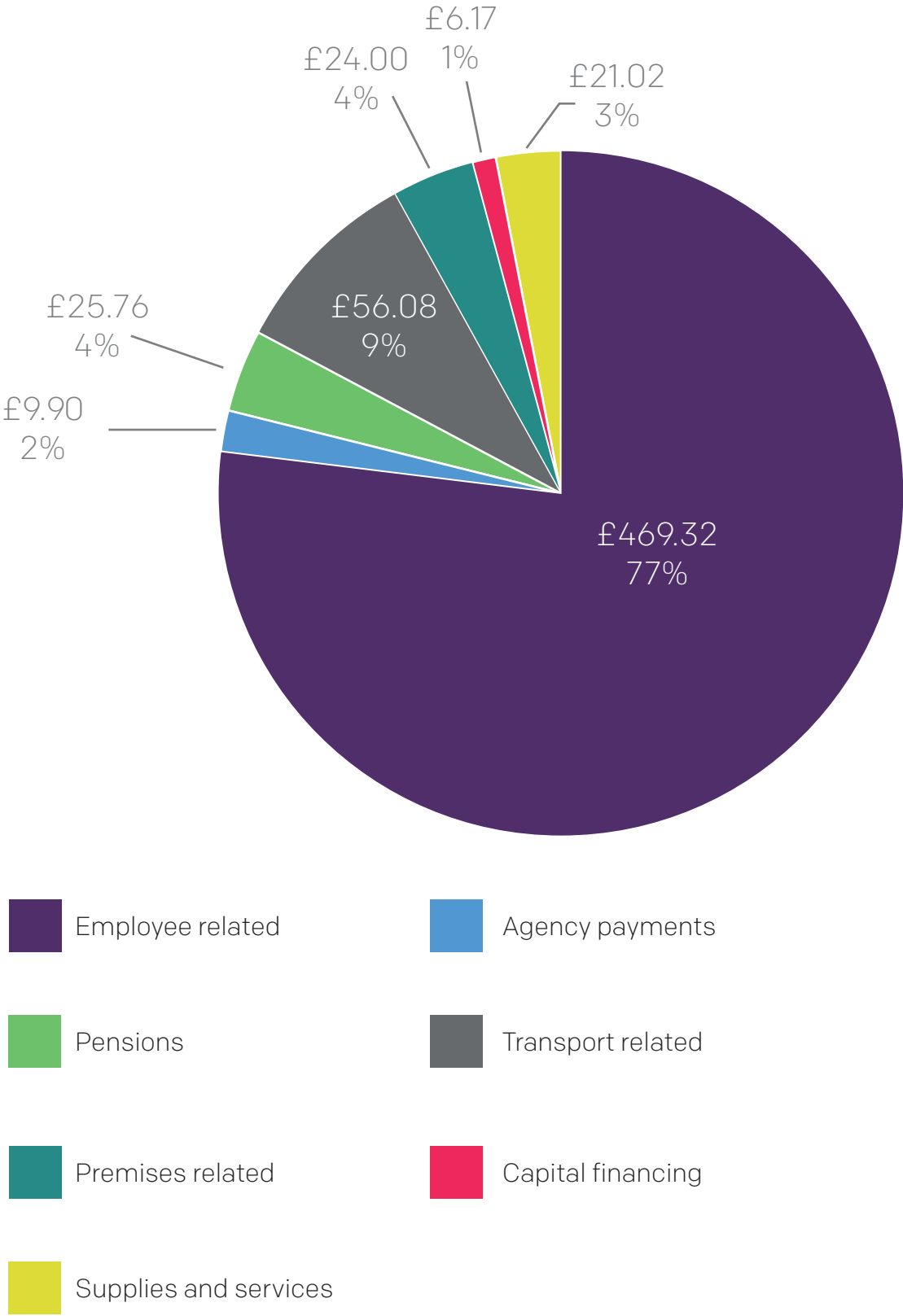
The gross budget for Greater Manchester Police for 2017/18 was £612 million. These charts show where that money came from and where it was spent in 2017/18.



Where the money came from 2017/18  
(£millions)



Where the money was spent 2017/18  
(£millions)



## How we will know we have delivered

This plan sets out the priorities, commitments and outcomes that will drive our work between 2018 and 2021. It also sets the strategic direction for policing and community safety. The plan has been produced after extensive consultation and has been informed by listening to people and partners from across Greater Manchester. It is informed by wider information gathering, is evidence-based and sets out what we want to deliver, how we are going to deliver, and how we - and importantly you - are going to know we have delivered.

Through our public and stakeholder consultation we are confident that our priorities tackle the things that matter most to the residents of Greater Manchester. They will only be achieved by partners working together at a Greater Manchester and district level so that we can make a positive change in people's lives.

Knowing that we are making a difference and are achieving our priorities is extremely important. This plan sets out the priorities and outcomes we want to deliver and how we will work to deliver them. It is vital that we can demonstrate to you the difference that has been made over the lifetime of this plan. Strategies will be developed in partnership to deliver on the outcomes with clear objectives

to focus our efforts and specific indicators to help us measure our collective progress. Each of the Community Safety Partnerships supports this approach so we will know if we are going in the right direction. We will know how people feel through a Greater Manchester-wide perception survey.

Progress will be assessed through Greater Manchester and local meetings so that we can have a clear and consistent picture of improvement in all areas against each priority. We will use this information to identify where additional focus may be necessary and use a problem-solving approach to get back on track.

The Chief Constable will be held to account for Greater Manchester Police's role in delivering on this Police and Crime Plan. Where resources have been provided for partnership working, partners will also be expected to evidence their contribution to the outcomes and the priorities and be required to report back on their progress including on the delivery framework.

The activities and achievements of the Mayor working towards the delivery of this plan will also be captured in an Annual Report. The Police and Crime Panel will scrutinise and support this work but it is the public who will tell us if we are delivering the plan's priorities of this plan.





