



**GREATER
MANCHESTER**

DOING THINGS DIFFERENTLY FOR OUR COMMUNITIES

Gender-Based Violence Strategy

Delivery Plan 2022/23

January 2023

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Foreword from the Mayor of Greater Manchester

Since our Gender Based Violence Strategy was published in September 2021, we have started to see a shift in Greater Manchester with people coming together to tackle gender-based violence in all its forms.

Leaders from across public services and the voluntary sector, as well as victims and survivors of gender-based violence have all come together to ensure that our work continues to be driven through the voice of lived experience. This approach has now been agreed by the Board and is explained in this plan.

The Deputy Mayor and I launched our public campaign #IsThisOK. Our video was viewed more than 5 million times in the first week alone – showing that the people of Greater Manchester, and beyond, will no longer accept gender-based violence as a fact of life that goes unchallenged. #IsThisOK challenges the sort of gender-based violence that commonly happens in public, such as sexual harassment and unwanted comments, which is primarily perpetrated by men and boys. The campaign calls on men, lads and boys to talk about

why these behaviours are not OK and realise that even small, everyday actions can make life safer and better for women and girls. It has started a debate that we must, and will, build upon and sustain.

The award-winning Safer Streets programme consisting of a partnership between Oldham Council, Oldham College, TfGM and GMCA has focused on improving safety for women and girls on the Metrolink system. We will embrace the learning and good practice from this partnership and seek to expand it.

In recent months we have seen Greater Manchester Police publish its own plan on tackling gender-based violence and the launch of 'Operation Lioness' which is specifically focused on stopping violent attacks and predatory behaviour towards women and girls, whether it be in the home, in public spaces or online.

These are just a few examples of the work that has started, but we are only at the beginning of this decade long plan

to deliver long lasting social change. I remain determined that Greater Manchester will become a global leader in tackling and eradicating gender-based violence. We have shown time and again here what we can achieve when we come together. We cannot underestimate the challenge and all our strength, innovation and determination will be required to make the changes we all want to see. I am committed to making this happen.

Andy Burnham

Mayor of Greater Manchester





Introduction

As co-chairs of the Gender Based Violence Board, we'd like to introduce together our first delivery plan for our ambitious decade long strategy to tackle gender-based violence in all its forms.

We have been steadfast from the outset that the implementation of our Strategy will have the voice of lived experience at its core and be its defining feature.

Within our Strategy we are clear that to make sustainable change, we need to challenge the attitudes and behaviours that enable gender-based violence to occur in the first place. Prevention activity must therefore be an enduring and central feature of our delivery.

If the voice of lived experience is to mean anything, we must and will call out poor practice and provide constructive challenge and support to deliver transformational change.

Some of the priorities outlined in this plan in terms of development

and delivery will extend beyond the lifetime of this plan, such as implementing the Whole Housing Approach in full. The Board will continually monitor progress and this will be reported publicly in our annual reports.

The Gender-Based Violence Strategy represents an ambitious plan, and the Board has had a difficult job to do in defining what we prioritise over the first eighteen months. We will monitor the progress of this plan and keep it under review. We also outline at the conclusion of this plan a forward view to what we want to focus on going forward. As we seek to deliver this plan, we will simultaneously work towards what comes after to ensure we maintain our momentum over time.

A significant amount of work and activity has taken place to develop the Gender-Based Violence Strategy, establish the necessary governance and define this delivery plan. The publication

of this plan represents the next important and exciting step. We look forward to working with our fellow Board members, leaders and organisations from all sectors, and the communities of Greater Manchester in delivering it. Together we will make the change.



Bev Hughes

Assistant Deputy
Mayor of Greater
Manchester

Co-Chair of GM
Gender-Based
Violence Board



Jane Gregory

Manager, Salford
Survivor Project

Co-Chair of GM
Gender-Based
Violence Board



Priority 1: Establishing a panel of lived experience

We will:

1. Through a formal tender or designed process, **commission a specialist organisation to be our partner** in recruiting members to the panel, facilitating its operation and providing support to members as appropriate. This will include assessing and providing the provision of welfare and emotional support.
2. **Ensure that membership reflects the wide-ranging nature** of gender-based violence and the diversity of our Greater Manchester communities.
3. **Fully engage the panel** in supporting the design and review of services that tackle gender-based violence in Greater Manchester.
4. **Consult and engage with the panel** to shape and develop our key prevention activities, in respect of public engagement and education for example.
5. **Invest £100,000** of police & crime commissioner funding to support this priority over a two-year period.

In developing our Gender-Based Violence Strategy we engaged and consulted extensively with people who have lived experience of gender-based violence and from organisations who provide support to them. We also engaged with those agencies who provide statutory services, such as local authorities, police, health services, voluntary and community services, as well as the diverse communities of Greater Manchester, and international communities from whom we could learn.

This continued engagement, particularly of people with lived experience will be the defining feature of how we implement our strategy going forward.

We are clear that we will only be truly successful in our endeavour by having those with lived experience at the very heart of everything we do.

This will require the commitment of us all and those responsible for providing services in particular, to a new level of openness, transparency and self-reflection.

We are committed to ensuring that all aspects of service provision are responsive to the voices of victims and survivors and that their views are given due prominence.

In support of this ethos there are two members of our communities with lived experience sitting on the Gender-Based Violence Board.

We will now go further by establishing a panel of people with lived experience of gender-based violence as one mechanism of ensuring that victims and survivors' voices are heard and validated, whilst providing more meaningful responses and consequences that are cognisant of what they perceive as justice.

It is important to state that this will not be our only mechanism of gaining the insights and voice of victims and survivors. We will continue to engage with our established networks, including those formed during our engagement.

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Senior Responsible Officer: Neil Evans
Lead Officer: Emma Stonier
Timescale for Delivery: February 2023

Priority 2: Initiate a Sustained Programme of Public Engagement



We will:

- 1. Invest in dedicated staff**
to develop and deliver our strategy and campaigns.
- 2. Develop a series of targeted campaigns** to highlight the various forms gender-based violence can take, as well as the attitudes and structural inequalities that give rise to it.
- 3.** Led by the Mayor, **continue to develop our bespoke campaign** directed at boys and men that addresses the intricacies of developing trust in intimate relationships, without being controlling.
- 4. Ensure this messaging is consistent**
with commissioned interventions to support victims and tackle perpetrators.
- 5. Co-work with schools, colleges, universities and organisations**
working with young people, and directly with young people themselves to ensure key messages are actively engaged with and understood by the audiences they are aimed at.

Engage with White Ribbon Champions, Expect Respect Advocates and Women's Aid Ask Me Ambassadors, as well as international research to identify innovative ways of encouraging men and boys to challenge gender inequality and gender-based violence.

- 6. Monitor and evaluate the impact** of all public engagement on the progression to gender equality for women and girls living in Greater Manchester.
- 7. Make the public aware of reporting mechanisms** and the breadth of service provision available to them.
- 8. Respond to the comments made by women and girls** in the GBV call for evidence and consultation by co-designing public safety campaigns to improve safety in public spaces, transport and the night-time economy including tackling perpetrators.
- 9. Expand existing signposting** to services and ensure that services are prepared for any increase in demand generated by increased public awareness.

- 10. Evaluate how our public engagement campaigns are received** to check that they are delivering greater understanding and improved attitudes. Recognise where counter responses, unintended consequences, or unforeseen demand on services are generated.
- 11. Ensure that all public awareness campaigns** tackling child sexual and criminal exploitation and online abuse, are fully supported by programmes of public engagement. These will be co-designed by young people and include the capacity to reach out to them through the use of mobile technologies.
- 12. Ensure that all of the new provisions** we are developing to address the behaviour of perpetrators will be signposted in our public engagement campaigns, so that victims and perpetrators know there is help available to those who need to address their behaviour.
- 13. Invest £300,000** of police & crime commissioner funding to support this priority.

A major component of the Gender-Based Violence Strategy is in respect of the need for sustained public engagement. We will call out the unacceptable behaviour and misogyny that makes women and girls the target of so much abuse and violence.

The Mayor launched a high-profile campaign at the end of last year in the form of the #IsThisOK? video. Within a month of its launch, the video had been viewed on Twitter alone over 5 million times. Its reach stretched well beyond Greater Manchester, and indeed the UK. Importantly, it started a debate and conversation about the behaviours highlighted, their prevalence and the negative effect they have on women and girls in terms of their feelings of safety.

Building on this video we will now initiate a sustained programme of public engagement, with the aim of changing the ways in which gender-based violence is discussed and responded to in Greater Manchester, identify what people can do to tackle it, and highlight what services are available to those experiencing it and those at risk of perpetrating it.

Our public engagement will build on the preventative education we have been supporting in schools, which will continue to develop and expand further through further investment, as part of our overall programme.

Greater Manchester's communities are rich in their diversity, and we thus recognise that there is no 'one size fits all' approach that can be taken to engagement. Our campaigns will be informed by the perspectives of victims and survivors and reflect the diversity of experiences within these groups. Our lived experience panel will play a key role in this regard, as will our networks established through our voluntary and community organisations and equality panels.

We will also make effective use of the various research available, that provides insights into how people and distinct groups and communities think and feel about gender-based violence. It is only through having as rich a picture as possible in respect of how people currently think and feel about the subject, that we can properly design our campaigns to achieve maximum impact.

Our campaigns will actively engage the public in dialogue, opening debate about how young men and boys can contribute to reducing the prevalence of gender-based violence and abuse, how the public should respond to the signs, and what can be done to encourage perpetrators to see themselves as such and seek help to change.

Three of our Gender-Based Violence Board members will act as a continual reference group to maintain continual input and oversight on behalf of the Board as a whole.



Senior Responsible Officer:

Sarah Keaveny

Lead Officer: Bob Ward

Timescale for Delivery: The next phase of the campaign will commence in September 2022 and remain ongoing for the lifetime of this delivery plan.



Priority 3: Initiate a long-term programme of education aimed at children and young people in schools, colleges and universities

We will:

- 1. Equip schools, colleges and teachers** to provide preventative education that connects with the public awareness campaigns, and which appraise young people how to access the support services Greater Manchester has to offer.
- 2. Produce a specific programme** and material directed at boys and young men that addresses the intricacies of developing trust in intimate relationships, without being controlling.
- 3. Develop preventative education** with young people, including the use of peer mentoring schemes, advocates and roles models, focusing on:
 - Promoting positive attitudes about women and girls.
 - Health relationships, citizenship and sexual consent.

- Harm caused by the sharing of sexual images online.
- How pornographic material portrays unrealistic views about sex and sexual consent, which can be damaging to intimate relationships.

- 4. Identify 'pathfinder' schools** in each local authority area where the head teacher acts as the local educational champion in respect of supporting this strand of delivery. (January 2023)
- 5. Encourage universities and colleges to engage students in education about gender-based violence,** hate crime and sexual citizenship in their induction and pastoral programmes, and redress the gendered and sexual norms that discriminate against women, sexual minorities and those who do not conform to gendered expectations.

- 6. Work closely with schools, colleges and other educational settings:**

- To implement an evidence-based programme of preventative education to change harmful attitudes and behaviours.
- Upskill teachers, teaching assistants and youth workers that will build upon education statutory requirements.

- 7. Work closely with the Greater Manchester Parenting Group** to explore ways to tackle stereotyping and precursors to gender-based violence.

- 8. Work closely with the Alliance for Learning Teaching School,** to develop a range of targeted resources that address gender stereotyping and abusive behaviours, including online abuse.

9. Liaise with head teachers and safeguarding leads to ensure examples of good practice within schools are shared and celebrated.

10. Devise in partnership, the resources and material required to educate young people about abuse and exploitation, including its digital dimensions.

11. Continue to support the many VCSE organisations that go into schools to inform young people about:

- Dating violence
- Peer abuse and bullying
- Mental ill-health and wellbeing
- Alcohol and substance abuse
- Sexual diversity
- Sexual health services.
- Services for victims and survivors of domestic and sexual abuse

12. Deliver education tailored towards young women, especially those who are at risk of pressure from peers, disadvantaged or vulnerable that addresses the significance of self-esteem and

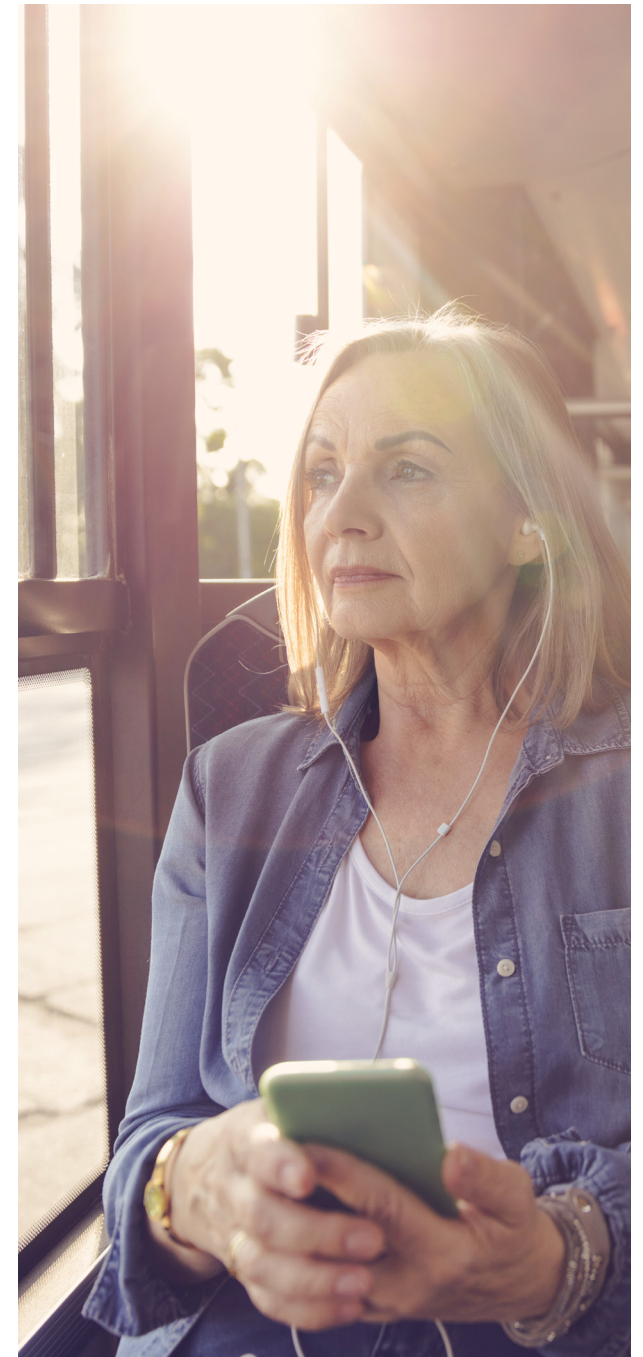
choice in relationships, so they are not pressured to stay with boys and men who are coercive.

13. Work with organisations such as the National Autistic Society to develop and deliver neurodiverse sex and relationships educational material through Skills for Life, Personal, Social, Health and Economic (PHSE), and Sex and Relationship (SRE) programmes, to reflect different learning needs and levels of social understanding.

14. In partnership with the NHS Greater Manchester Integrated Care, Unlimited Potential and Salford Foundation, deliver education in selected communities and schools focusing on 'positive masculinity,' with investment funding secured from the National Health Service.

15. Work with universities to co-design a Good Night Out Guide and Charter to improve night-time safety for students and work with night-time industries to improve welfare, tackle perpetrators and spiking in hotspots (launched September 2022).

16. Invest £200,000 of police & crime commissioner funding to support this priority.



We are clear within our Gender-Based Violence Strategy of our commitment to prioritise preventative activity that addresses the causes of gender-based violence before it becomes entrenched and inflicts enduring harm.

The attitudes and cultures that foster gender-based violence have been established and re-enforced over generations, therefore the education of our young people is a critical component to eradicating it in the future.

This however, is not simply about preparing our young people to become healthy, happy and safe adults, but also about delivering the same for them now and during the entirety of their childhoods. We know that gender-based violence in its various forms is perpetrated against children by adults. As the OFSTED report, published last year, in respect of sexual harassment in schools and colleges outlined, children are also offending against their peers.

The education provided in our educational establishments is therefore crucial as are the environments they provide for young people. All of them should ensure that children and young people are safe and respected.

We know that students in higher education are disproportionately affected by gender-based violence. Survey based research suggests that female students are at twice the risk of sexual violence than other women within the general population.

The prosecution case against Reynhard Sinaga drew international attention to the degree to which men in the student population are at risk of sexual assault, and how reticent they are to report such violations and reach out for help.

This underscores the need for colleges and universities to provide effective internal pastoral support as well as signposting to local services independent of them. We will work closely with them in this regard.

The engagement and consultation that we have undertaken emphasised to us the need to specifically reference and seek to tackle harms caused through the on-line environment and availability of pornography. The need for sustained education in respect of sexual consent was also highlighted, particularly by young people themselves, both girls and boys.

The educational delivery group that works under the auspices of our Violence Reduction Unit, will lead our work in respect of this priority and its membership and terms of reference will be revised/ expanded upon as appropriate. In further developing delivery they will take account of the following, which has been specified by the Gender-Based Violence Board:

- Clarify and agree the specific target groups and issues that the education programme will focus upon.
- Target age-groups where young people are at risk of becoming potential perpetrators. In particular focus on 'micro-aggressions.'
 - Ensure language is tailored to target audiences.
 - Work aimed at boys and young men should be underpinned by robust behavioural insights research to ensure that our activities have the greatest impact.

A member of the Gender-Based Violence Board currently sits on the education delivery group and will continue to do so.

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Senior Responsible Officer:

Damian Dallimore

Lead Officer: Antony Edkins

Timescale for Delivery: July 2023, except where otherwise identified



Priority 4: Ensure consistent services in all Greater Manchester communities

Equality, Diversity & Inclusivity

We will:

- 1. Establish a working group** with the support and inclusion of the Greater Manchester Disability Network, with the purpose of devising a bespoke plan to better address the distinct needs of people with disabilities. (November 2022)
- 2. Establish a working group** with the support and inclusion of the Greater Manchester Older Persons Network, with the purpose of devising a bespoke plan to better address the distinct needs of older people. (November 2022)
- 3. Through the support** of Directorates within GMCA and our voluntary and community organisation networks, we will refresh and reform the GM Vulnerable & Marginalised Women's Board that will establish a working group arrangement, led by a GBV Board member, with the purpose of devising a bespoke plan to address the distinct needs of those in minority and marginalised communities including:
 - Particular regard to be given to the issue faced by people with no recourse to public funds and insecure immigration status including how the police respond.
 - Scope the potential to work towards 'City of Sanctuary' status.
 - Ensuring those experiencing the threat of gender-based violence from multiple perpetrators within their own families and communities are provided with places of safety, and that the exceptional risks they face are properly recognised and responded to by all those intervening and supporting them.
 - Ensuring that assessment procedures take full account of survivors' social, emotional and economic needs and anticipate the risks of further violence, including targeted forms of abuse, racial and religious harassment and hate crime in particular localities. (October 2022)
- 4. Establish a working group** to develop a bespoke plan for men and boys who are victims or survivors of gender-based violence. (January 2023)
- 5. Investigate how we can increase and improve training** and risk assessment tools for working with both victims and perpetrators who have learning difficulties and those who identify as autistic or neurodivergent. (July 2023)
- 6. Undertake a comprehensive scoping exercise** to assess the extent to which our services are meeting the needs of, and how accessible they are to victims and survivors from ethnic minority, foreign national, LGBTQ+, disabled, learning disabled and neurodivergent populations. (July 2023)

7. Work with and support our local authorities to develop strategies within the scope of gender-based violence, based on the needs and priorities of their respective local areas. Data on the rates and prevalence of various forms of violence and abuse will be collected in each area, be attentive to local demand for services and be responsive to the needs of all communities and demographic groups. (July 2023)

8. Review and revamp our IDVA and ISVA provision to make sure it is meeting the needs in all areas of the city-region and working most effectively with the VCSE sector, ensuring our provision best reflects and caters for the diversity of victims and survivors. Work has already commenced in this regard as we prepare our submission to the Ministry of Justice for a 3-year funding stream for domestic and sexual abuse services. (July 2023)

9. Appoint a Health Service Project Manager to review existing pathways into health and wellbeing services for vulnerable women to identify opportunities to improve referrals. Post is currently being hosted by the Women's Support

Alliance through short-term funding. Longer-term funding is being explored by NHS GM.

10. Ensure that young people can self-refer to support services and get help outside of the criminal justice system if needed, ensuring that this service provision is properly signposted in all educational contexts, including schools, pupil referral units, colleges and universities. (July 2023)

11. Work closely with health service providers to deliver their commitment to address the immediate, medium and long-term needs of victims of gender-based violence in line with their statutory duties to reduce health inequalities in service provision through:

- Implementing minimum standards for domestic abuse training for clinical and clerical staff working in primary care across GM and ensuring effective referral pathways into advocacy support for victims
- Raising awareness across health services of the requirement for suitable facilities and cultural sensitivity, to ensure that victims and survivors of gender-based

violence are seen in the health care settings most familiar to them. (April 2023)

- Ensure that appropriately trained and impartial translators are available to help those whose first language is not English, in order to access appropriate support. (December 2023)
- Ensure that all health care professionals know how to fast track victims of stalking, strangulation and sexual assault to specialist medical and psychotherapeutic services. (June 2023)

12. Deliver the Mental Health Pathfinders for Survivors of Sexual Assault and Abuse to:

- Create and improve pathways and partnership working approaches to the benefit of individuals with complex trauma related mental health needs associated with sexual assault and abuse.
- Improve access to professionals trained in identification of, and appropriate response to, complex trauma related mental health needs associated with sexual assault and abuse.

- For individuals with complex trauma related mental health needs
 - reduce trauma related symptoms and improve quality of life (improve personal wellbeing, reduce mental health symptoms, minimise harm and re-traumatisation, improve functioning, including personal and occupational, and support healing and recovery).
- Encourage establishment of trauma informed systems that have impact beyond this pathfinder.
- Build the evidence base for the value of new approaches. (September 2023)

13. Support the Pride in Practice initiative, through audit and review, which provides training to general practices, dental practices and pharmacies to ensure that practices effectively and confidently meet the needs of LGBTQ+ patients. (June 2023)

14. Extend the provision of hospital based IDVAs across Greater Manchester to enable early identification of potential victims and provide end-to-end support for those who present with injuries. (June 2023)

15. Develop a pilot with Manchester Foundation Trust and local sexual health services to increase identification, referral and support for victims of domestic and sexual abuse. (Pilot has commenced and evaluation will be completed by December 2022)

16. Generate new opportunities for service user engagement for vulnerable and marginalised women, who are victims of gender-based violence through Primary Care Networks. Interdependency with minority and marginalised women working group. (April 2023)

17. Work with the police, night-time industries (bars, pubs and clubs), licensing, transport, community safety, health and voluntary sector partners to provide welfare and trusted people schemes to help people at night and welfare and vulnerability training to staff. (December 2022)

18. Invest £150,000 of police & crime commissioner funding to support this priority.



As a result of the engagement and public consultation phases of the development of the Gender-Based Violence Strategy, it is clear that certain groups of people within our communities, who have gender-based violence perpetrated against them face marginalisation or have distinct needs that are far from being fully recognised or provided for. This was particularly the case in respect of those with disabilities, older people and those from minoritised communities.

As a result of this feedback, we made a commitment to develop specific plans based on the needs of victims and survivors from those communities and the Gender-Based Violence Board have indicated that these commitments should be prioritised and thus included within this initial delivery plan.

We know also that some services are less accessible to people from sexual minorities, trans and gender-queer people and those with learning difficulties.

In addition, we know that fear of criminalisation deters a range of women in particular, from seeking support, including those whose immigration status is insecure. We know that in many cases the fact that such marginalised

women have no recourse to public funds, presents additional barriers that prevents them receiving the support necessary. We do not consider any of these issues to be reason to deny people sanctuary and protection and this delivery plan will begin our work to deliver our commitment of offering them the very best service provision.

In the Gender-Based Violence Strategy we said that we would scope the potential to establish Greater Manchester as a 'City of Sanctuary.' City of Sanctuary UK is an organisation that supports areas create networks from community groups to schools and universities, local councils to libraries and theatres and more, with the aim of encouraging inclusivity, compassion and solidarity of and with migrants and those seeking asylum. Sheffield was the first city in the UK to receive 'City of Sanctuary' status back in 2005.

In the Gender-Based Violence Strategy we are clear that women and girls are exposed to higher risk of gender-based violence, but that men and boys can be victims too. This is why we committed to draw up a bespoke plan to effectively meet the needs of male victims and survivors and this will be achieved through this delivery plan.

In delivering the elements of this priority we will ensure that 'hidden voices' are heard and avoid approaches to 'multi-culturalism' that result in the same voices being heard repeatedly, at the exclusion of others. We will also seek to ensure that we provide culturally sensitive support including addressing potential language barriers, and consistently monitor the equality and diversity of the support we offer.

The scope of delivery within this strand is particularly wide and will have the particular focus of the Gender-Based Violence Executive (see section 6) who will exercise direction and oversight on behalf of and reporting to the Gender-Based Violence Board.

Also contained within this section is a focus on health-based commitments that seek to improve service provision, taking account of the diversity of our communities and with an ambition to increase the consistency of provision across Greater Manchester.

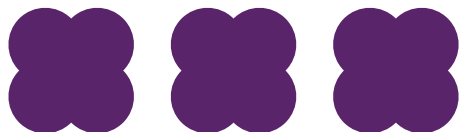
NHS England is investing significant funding in this regard. This includes investment of £630,000 for a pathfinder programme to support the mental health of survivors of sexual assault and abuse.

Rape, sexual assault and abuse is traumatic and violates a person's sense of autonomy and control over their body. Experiencing such trauma can lead to fear, confusion, disassociation and feelings of shame, self-blame, and may also impact on an individual's mental health and psychological wellbeing throughout the rest of their life.

Victims and survivors of sexual assault and abuse experience increased risk of depression, suicidal behaviour, post-traumatic stress disorder and complex post-traumatic stress disorder etc.

The pathfinder programme acknowledges the current unmet need that victims and survivors with complex trauma related mental health needs may face. For example:

- Staff in existing mental health services may not be sufficiently trained to identify or respond to trauma related mental health needs, related to sexual assault and abuse and thus not be able to deliver sufficiently tailored support and interventions.



- There can currently be challenges in navigating services or accessing the right care at the right time, due to waiting lists and eligibility criteria, and voluntary sector organisations and NHS services working in silos.

The pathfinders will seek to improve care for victims and survivors of sexual assault and abuse with complex trauma related mental health needs, so that they can recover, heal and rebuild their lives.

This will involve improving collaboration, integration and information sharing between organisations involved in the care of victims and survivors.

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Senior Responsible Officer: Neil Evans
Lead Officers: Martin Nugent, Tabz O'Brien, Debs Thompson
Timescale for Delivery: See list above



Delivering a consistent approach to perpetrators

We will:

- 1. Through a newly established working group,** led by a member of the Gender-Based Violence Board - map and evaluate gender-based violence related adult perpetrator programmes across Greater Manchester, to assist with the development of a GM perpetrator framework that will seek to deliver programmes for all who need them on both a voluntary and compulsory basis. The development of perpetrator programmes for those under 18 are under the governance of the GM Youth Justice Transformation Programme, due to differing legal frameworks. The SRO will ensure clear alignment between the 2 programmes of work.
- 2. Ensure that the newly configured Greater Manchester Probation Service** is at the forefront of new developments in working safely and effectively with perpetrators.

Through our Gender-Based Violence Strategy we are taking a transformative approach with the ambition of eradicating it. This is no less the case in respect of those who perpetrate such violence. Other areas of the strategy and this delivery plan seek to prevent people from becoming perpetrators in the first place, but we must also have a focus on those who are found to be offending in this way to prevent them harming others in the future. This is why we are aligning our specialist work with perpetrators with the wider strategy of primary prevention and early intervention that mobilises public engagement.

We know that some perpetrators have no motivation or intention to change, and we must hold them to account through an effective criminal justice system (see section 6.3). But we also know that some perpetrators, the majority of whom are men and boys, understand that their behaviour is wrong and damaging and that they seek to change. We must ensure that there is provision available to assist them to do so.

One feature of gender-based violence is that far too often victims and survivors, most often women, are forced to flee the family home, to obtain sanctuary and security. This clearly has a

massive implication for children who predominantly have to leave the family home with their mothers. We thus want to increase the housing options for perpetrators to minimise the impact on victims and their children (see section 7).

A number of pilot perpetrator programmes are taking place across Greater Manchester, including the nationally recognised and RESPECT accredited DRIVE programme, which is being delivered by TLC: Talk, Listen and Change in several districts. These programmes are being funded in various different ways, the DRIVE programme for example is funded by the Home Office following successful bids made from GM.

Greater Manchester needs to develop a whole system-approach, which responds consistently to both those engaged by the criminal justice system and statutory enforcement services and perpetrators who are identified through voluntary/ community or civil law routes.

In developing this approach, we will seek to identify and address systemic barriers, such as competing quality assurance standards and data sharing across agencies.

We understand that in order to respond effectively to perpetrators, practitioners need to be able to listen carefully to what victims and survivors share about their experiences, as well as what offenders say about their motivations and problems. This is why all of our work with perpetrators will be routinely appraised by the Gender-Based Violence Board.

We know that most victims and survivors want perpetrators to be able to access effective interventions that will help them to change, but nationally only a small minority of repeat offenders receive specialist interventions.

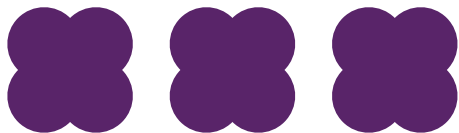
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Senior Responsible Officer:

Alison Connelly

Lead Officer: Bethan Dearden

Timescale for Delivery: March 2025
(March 2024 for domestic abuse programmes)



Work with the criminal justice system to deliver a service that reflects the ethos of the GBV Strategy

We will:

Formally review how domestic abuse cases are managed by GMP, including but not restricted to:

1. Ensuring that the 'Think Victim' campaign is fully embedded within GMP and further explore how to improve outcomes for victims in the criminal justice system, ensuring they are offered the very best service, kept informed, treated with dignity, listened to and understood. The 'Think Victim' campaign is split into three tranches of delivery, with two having been completed and embedded into ongoing training. Tranche 3 will commence in November 2022 and consist of the DA Matters training programme, provided by Safe Lives in association with the College of Policing, being rolled out across the Force. Delivery is aimed to be completed by September 2023.

2. Investigating how case management can be improved by frontline, investigating and senior police officers, and what can be done to reduce the number of reports to GMP that result in no further action. (March 2023)

3. Examining how Super-complaints submitted to HMICFRS and the findings in respect of them, can be best utilised to improve service delivery. We await the findings in respect of the super-complaint submitted by the Centre for Women's Justice in respect of 'police perpetrated domestic abuse,' and seek to implement any recommendations in a timely manner. (March 2023)

4. Conduct a GM End-to-End Rape Review that will involve those who have lived experience of such abuse. Preparatory work has already commenced. This work will be aligned with the introduction of Operation Soteria Bluestone. (March 2023)

5. Ensure that cases involving serious harm and risk, such as domestic abuse and stalking, are subject to bail conditions that protect victims. New risk assessments will be required as

a matter of routine before a suspect's bail status changes. (March 2023)

6. Ensure that the police as a matter of routine, notify the Crown Prosecution Service, whether a suspect is on bail or released under investigation for a specified time period. Those released on bail or released under investigation must be so for the shortest possible time, in the interests of both victims and suspects. (March 2023)

7. Consult with the public of Greater Manchester and other interested parties on how to introduce the recording of misogynistic incidents by Greater Manchester Police, in the same way as they record racist and homophobic incidents. We will also work with the police to ensure that if such incidents are to be recorded, they have the necessary systems in place and officers trained to ensure effective implementation of any changes. (June 2023)

8. Expedite compliance with the Victim's Code of practice ahead of the introduction of the new Victims Law to ensure victims receive the support they deserve and to put things right when things go wrong. (March 2023)

- 9. Seek sustained improvement** in the quality of police investigations and their outcomes in cases of gender-based violence. (March 2023)
- 10. Closely monitor and oversee** how the Early Investigative Advice Process (advice to police from the Crown Prosecution Service) is working, including its digital dimensions. (March 2023)
- 11. Ask GMP to deliver on the investment in key technologies**, such as body-worn video, digital forensic technology and core IT systems, and to demonstrate how they have improved justice outcomes for victims of gender-based violence. (March 2023)
- 12. Ensure that when police officers attend domestic abuse incidents** they gather and secure all the relevant evidence. This will include the mandatory use of body worn cameras. (March 2023)
- 13. Ensure that all frontline police officers are able to speak clearly** to children who are present to obtain their views and know how to request to talk to victims on their own so that they feel safe to disclose abuse. (March 2023)
- 14. Train all criminal justice personnel** in the powers the new criminal and civil legislation confer, with an immediate focus on the Domestic Abuse Act and the Domestic Violence Disclosure Scheme, commonly known as Clare's Law, and enduring focus on best practice with regard to safeguarding children and vulnerable adults. (September 2023)
- 15. Institute a programme of learning and development** to ensure all frontline officers understand the differences between domestic abuse, 'honour' based violence, and elder abuse, and how these present specific risks to victims that need to be anticipated. (September 2023)
- 16. Ensure that victims are referred** to the statutory Probation Service Victim Contact Scheme when those who have abused them receive custodial sentences of 12 months or more. This will ensure they are allocated a designated Victim Liaison Officer who will provide information and advice about the criminal justice process, including IDVA and ISVA service provision, and their rights, from the point of sentencing through to post-release. (March 2023)
- 17. Monitor, evaluate and roll out** learning from Stockport Family Drug and Alcohol Court (FDAC) with regards to its problem-solving approach to families managing substance use while undergoing care proceedings. (September 2023)
- 18. Explore the potential to establish Stalking Assessment Centres**, which will enable the police to more effectively determine the risks to victims earlier and whether to seek Stalking Prevention Orders that can help protect those suffering from on and offline. (September 2023)
- 19. Ensure that GMP** will also continue to review and develop its monitoring of Domestic Abuse Protection Orders (DAPOs). (September 2023)
- 20. Invest £140,000** of police & crime commissioner funding to support this priority.



Within the key priorities section of our Gender-Based Violence Strategy we state our intention to maximise accountability to victims and survivors, especially with regard to police and criminal justice outcomes.

Whilst we explicitly recognise that policing and criminal justice can only ever be one part of the solution, we must ensure that the criminal justice system and the agencies that operate within it, are as effective as possible. We owe this to the victims and survivors who engage with and seek the support of criminal justice agencies, to ensure their needs and experience are maximised.

Confidence in Greater Manchester Police (GMP) was challenged following the publication in December 2020 of a report by Her Majesty's Inspector of Constabulary and Fire and Rescue Services (HMICFRS) in respect of the service they provide to victims of crime.

Since that publication, a new chief constable was appointed for GMP in May 2021. During his tenure to date, the chief constable has quickly changed and strengthened the senior leadership within the organisation to support him in his plans to improve the performance of the Force.

HMICFRS published their latest PEEL assessment of GMP, which is in respect of effectiveness, efficiency and legitimacy, in March of this year. This followed inspection activity within the Force between July and September 2021. The overall findings of the report suggested little improvement since their previous inspection.

It is important to note however that the inspection activity pre-dated the launch of the chief constable's strategic plan, "Planning our future: Building a new GMP;" (known as the 'plan on a page') which sets out the blueprint for how GMP will significantly improve. In his preface to the PEEL report, Her Majesty's Inspector, Andy Cooke (now chief inspector of HMICFRS) noted that, "Whilst this report outlines the concerns, I have.....I am pleased with the progress that has been made in a short period of time since the Force published its new long-term plan."

From our public consultation we know that many views were consistent with the findings of HMICFRS. People wanted to see a focus on better training as well as a greater focus on tackling sexism, racism and homophobia within policing. Some responses also called for greater recognition of those within the police who themselves perpetrate gender-based violence and more robust tackling

of it. Nationally there has been growing concern about these issues, with a current focus on the Metropolitan Police in particular. The National Police Chief's Council has recently published its VAWG Strategy, which includes focus on these and other internal issues through the 'Building Trust and Confidence' pillar.

GMP has also published its own VAWG Strategy, taking account of the NPCC's. They have sought to listen to and hear the voice of lived experience in developing their plan, for example through dialogue with the GM Women and Girls Equality Panel. They have also been working with organisations specialised in supporting migrant and minoritised women to develop their practice in respect of victim's whose immigration status is insecure.

Taking the above into account we intend to prioritise in this delivery plan those commitments in our strategy that apply to policing, though we will prioritise others as well.

There is a clear concern within our communities about the level of misogyny within our society and its connection with the perpetration of gender-based violence. Several police services within England & Wales have been recording offences as hate crime, where the

victim perceived that misogyny was a motivation. Whilst the Law Commission has recently advised the government not to formally treat misogyny as a hate crime, debate continues to take place, most notably within parliament. We committed to consult with the public of Greater Manchester on this issue and still intend to.

There is deep concern concerning the response of the criminal justice system to offences of rape, which are pertinent to all agencies that operate within it. These concerns relate to the response by the police, very low charge rates, the treatment of victims and survivors in court, the effect that court backlogs have on them, and pitifully low conviction rates.

In our strategy we reference the governments End-to-End Rape Review and action plan that was published in June 2021. In December the same year, the government reported that most of their actions were progressing as planned, but there remained much to do to ensure they have the impact intended. We will thus focus on ensuring that significant improvement takes place in Greater Manchester and that the necessary impact begins to be felt. In support of this ambition Greater Manchester Police applied to become a phase 2 Force in respect of the Home Office

supported Operation Soteria Bluestone. This is an initiative underpinned by intense academic rigour that seeks to transform the investigation of rape. Work will commence in this regard from September 2022.

Greater Manchester Police have recently established a Violence Against Women and Girls Governance Board chaired by an assistant chief constable. In addition to governing the implementation of the National Police Chief Council's national VAWG Strategy, the Board will also monitor progress in respect of the commitments made in this delivery plan. Several members of the GBV Executive will also be members of this Board to provide insight and challenge where appropriate. There are several established mechanisms within Greater Manchester that focus on improvement and accountability of the police and wider criminal justice, and also where these agencies work in partnership to improve overall practice and service to victims and survivors.

These include:

- Deputy Mayor's Executive (Police)
- Local Criminal Justice Board
- Justice and Rehabilitation Executive
- Domestic Abuse Partnership Steering Group
- Victim Resilience Forum

We will utilise all the above mechanisms to govern the changes and improvements required and overall oversight will be undertaken by the Gender-Based Violence Board. As we have outlined elsewhere, we will ensure that we seek, hear and utilise the voices of those with lived experience.

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Senior Responsible Officer: Neil Evans
Lead Officers: Ch Supt Nicky Porter,
D/Ch Supt Michaela Kerr, Emma Stonier
Timescale for Delivery: See list above





Priority 5: Focus on the 'whole housing approach' to reduce the risk of homelessness

We will:

- **Begin our journey** of over the next few years completing compliance with the principles set out by the Domestic Abuse Housing Alliance (DAHA) that advocates for 'an enabling environment' where survivors know they will be 'listened to' and housing providers 'recognise that' tenants may be disadvantaged by multiple oppressions.
- **Develop, implement and evaluate** a Whole Housing Approach to housing and law enforcement, as advocated by DAHA, which prioritises moving perpetrators elsewhere as a fairer and less disruptive solution to the threats of intimate partner violence and stalking wherever possible.
- **Implement the Greater Manchester Cross-Border Housing Reciprocal.**
- **Work across voluntary and statutory sectors** to build on innovative practice during the COVID-19 pandemic, to support the swift transition of victims and their children from refuge to stable accommodation.
- **Ensure the Greater Manchester Homeless Prevention strategy**, in practice, addresses the various ways in which housing insecurity compounds the risks of gender-based violence women and children face.
- **Make it a requirement** that those working with perpetrators engage with housing providers to identify solutions to the management of repeat offenders that prioritise the safety of victims and their children so that they can stay in their homes. To that end we will:
 - **Work with the Greater Manchester Probation Service's** new Homeless Prevention Taskforce, while building upon the Mayor's 'A Bed Every Night' initiative. (Commenced and will remain ongoing).
 - **Make a positive difference** to the lives of private tenants at risk of homelessness by working in partnership with private landlords to provide quality housing provision through our Greater Manchester Good Landlord Scheme. Commenced via Good Landlord Scheme, which is currently funded until March 2025.
- **Foster reciprocal arrangements** between housing providers in the city-region's ten boroughs to minimise the cost and disruption to victims and their families who need to move in order to flee domestic abuse.
- **Ensure that local authority housing provision is available** for men who are victims of domestic abuse. (March 2025)
- **Ensure that emergency housing provision is also available** for trans people who are victims of domestic abuse. (March 2025)
- **Invest £80,000** of police & crime commissioner funding to support this priority.

The issue of housing features as one of the 10 key priorities within the Gender-Based Violence Strategy. We have committed to taking a Whole Housing Approach to reducing the risk of homelessness that forces many victims and their children to endure domestic abuse and increase the options for rehousing perpetrators to minimise the harm caused to victims.

The Whole Housing Approach developed by the Domestic Abuse Housing Alliance (DAHA) is a framework for addressing the housing and safety needs of victim/survivors in a local area. It brings together under one umbrella all the main housing tenure types alongside the housing options and support initiatives needed to help people experiencing domestic abuse to either maintain or access safe and stable housing.

The WHA mission is to:

- Improve access to safe and stable housing across all housing tenure types (social, private rented and private ownership). It considers the need for move on from refuge services and other types of temporary or emergency accommodation into more settled housing and;
- Ensure access to a range of housing options and initiatives tailored for

domestic abuse, giving choice for people experiencing domestic abuse to relocate or remain in their existing accommodation.

Its key aims are to:

- Increase tenancy sustainment options so that people experiencing domestic abuse can remain safely in their home when it is their choice to do so or do not lose their tenancy status if they relocate. This includes social housing landlords taking action to remove perpetrators from properties through enforcement and positive engagement activities.
- To bring together the housing and domestic abuse sectors through a Coordinated Community Response (CCR) to keep victim/survivors safe and hold abusers to account.

The WHA has 14 key components:

- Supported/sheltered housing
- Social housing
- Refuge services
- Private rented sector
- Privately owned
- Move on accommodation

- Housing First
- Managed reciprocals
- Sanctuary schemes
- Specialist DA services provision for housing
- WHA coordination
- Flexible funding
- DAHA
- Perpetrator management.

We have already completed work on a Cross-Border Housing Reciprocal in partnership with our local authorities and social housing associations. This will shortly be presented to the Gender-based Violence Board for approval and implementation.

The development of our work within this priority will be coordinated by officials within GMCA working with established partnership arrangements such as the Housing Needs Group, Housing Provider CEO Group, Domestic Abuse Partnership Steering Group etc. It is through this route that the development of the Housing Reciprocal has been completed.

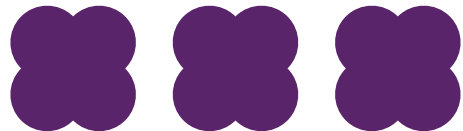
As work develops, we will need to engage with wider stakeholders such as estate and letting agents. In addition, we will ensure that the voice of lived experience is catered for.

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Senior Responsible Officer: Dave Kelly

Lead Officers: Molly Bishop, Joe Donohue, Emma Stonier

Timescale for Delivery: Unless otherwise shown – March 2026 coinciding with the conclusion of the current Homelessness Prevention Strategy



Priority 6: Governance – Recognising the GBV Board's role in focusing on strategic priorities

Our Gender-Based Violence Board has overall responsibility for the delivery and progress of the commitments made within the Gender-Based Violence Strategy. The membership of the Board is as below:

Baroness Beverley Hughes (co-chair)	Assistant Deputy Mayor of Greater Manchester
Jane Gregory (co-chair)	Manager, Salford Survivor Project
Janice Allen	Head Teacher, Falinge High School, Rochdale
Sandy Bering	GM Strategic Lead Clinical Commissioner, Mental Health & Disabilities
Duncan Craig	CEO, Survivors Manchester
Charlotte Curle	Community Member
Damian Dallimore	Head of Serious Violence & Organised Crime, GMCA
Chris Edwards	Regional Director, National Probation Service
Neil Evans	Strategic Adviser to the Deputy Mayor, GMCA
Yehudis Fletcher	Community Member
Professor David Gadd	Professor of Criminology, University of Manchester

Dr Sharmishtha Ghangrekar	Safeguarding Lead, Salford Clinical Commissioning Group
Gail Heath	CEO, Pankhurst Trust (incorporating Manchester Women's Aid)
Katie Nicholson	Deputy Chief Crown Prosecutor, CPS North-West
Alison McKenzie-Folan	Chief Executive, Wigan Council
Clare Monaghan	Director, Policing, Crime & Criminal Justice, GMCA
Shabnum Mustapha	Assistant Director, News & Media, GMCA
Fiona Noden	Chief Executive, Bolton NHS Foundation Trust
Memory Nyahunzwi	Chief Executive, The Olive Pathway
Nuala O'Rourke	Head of Service, Safeguarding & Learning, Stockport Council
Jane Pilkington	Deputy Director of Population Health, GM Health & Social Care Partnership
Sam Stabler	Community Safety Manager, Manchester City Council
Jeanette Staley	Head of Community Safety, Salford City Council
Liz Treacy	Solicitor & Monitoring Officer, GMCA
Terry Woods	Deputy Chief Constable, Greater Manchester Police

The clear objective of the Board is to retain the focus of partners on precise strategic priorities and to ensure that delivery of the commitments with the Gender-Based Violence Strategy makes a significant positive difference in the city-region. Board members will challenge each other to establish and maintain the tackling of gender-based violence as a strategic commitment in each of their organisations and the sectors which they represent.

The Board will seek to ensure that partners remain focused on priorities and commitments expressed in the strategy and current delivery plans, and that we do not become overly reactive to contexts and circumstances that prevail at a given time.

That said, the Board, at that strategic level, will remain sensitive to context and circumstances, and it will be they who decide whether amendments/additions are required in respect of our strategy and delivery plans.

To assist them in their strategic objectives and delivery of priorities, the Board has established an Executive group, which consists of senior officials from relevant public agencies and organisations. This includes representation from all our local authorities. In addition, organisations

within the voluntary and community sector are also represented.

The Executive met for the first time in June 2022 and terms of reference were set and agreed. Within those terms of reference, the responsibilities of the Executive have been agreed as:

- Advise and assist the Board on development of priorities and delivery plans.
- Drive implementation and delivery within organisations and/or sectors represented.
- Guide, oversee, and monitor progress of detailed delivery plans prepared to deliver the strategic priorities, set by the Board.
- Provide effective and constructive challenge to agencies and sectors in respect of their practice, performance and contribution towards delivery of the strategy.
- Ensure that the voice of lived experience of gender-based violence is effectively gathered, listened to and heard, and is the golden thread in all aspects of development and delivery.
- Contribute ideas and challenge to ongoing review of the strategy and delivery plans.

- Function as a champion for the Gender-Based Violence Strategy and its objectives within organisations/ sectors represented, and local communities where appropriate.
- Assist in building and maintaining appropriate strategic and partnership support for the delivery of the ambitions set out within the Gender-Based Violence Strategy.
- Support the development and implementation of priorities and objectives through identification and commitment of resources where appropriate.
- Advocate to ensure high standards of practice are applied consistently across the whole of Greater Manchester.

Senior Responsible Officers:

Bev Hughes and Jane Gregory

Lead Officer: Neil Evans





Forward Plan

The below acts as an agreed framework for consideration at the appropriate time:

- 1. Reflect on the operation of the panel of people with lived experience** to ensure maximum benefit is obtained going forward. This includes for the panel members themselves.
- 2. Assess, continually develop, adapt and refresh** our public engagement and campaigns.
- 3. Assess, continually develop, adapt and refresh** our education programme.
- 4. Assess effectiveness of plans** developed for people and communities with distinctive needs and devise further plans such as to address the distinct needs of sex workers.
- 5. Refresh and update our plan** in respect of perpetrators building on our defined framework.
- 6. Broaden activity and focus** in respect of the criminal justice system beyond policing.
- 7. Assessing the impact**, and building upon where necessary, the Whole Housing Approach.
- 8. Build a trauma informed workforce** across the public sector.
- 9. Training and development of staff across sectors**, addressing common challenges and fostering collaborative working, to provide seamless services from the first point of disclosure.
- 10. Build processes to ensure we can monitor prevalence rates of GBV** across GM so we can compare with national and international pictures and understand how they are shaped by rates of reporting and public awareness.
- 11. Fostering dialogue between** academics, policymakers, practitioners, victims, and survivors to clarify what success in the short, medium and long term looks like, and how it should be measured going forward.
- 12. Support Local Authorities** across Greater Manchester in seeking public space protection orders that protect women and girls from harassment and abuse. This will include working with the Greater Manchester Nighttime Economy Adviser to implement an action plan that tackles gender-based violence in public places and commercial settings.
- 13. Support and devise ways** to enhance the feelings of, and actual safety of women and girls, embedding and building on the Safer Streets work.
- 14. Work with universities** to enhance the safety of students both within the campus and education environment as well as outside.
- 15. Work with all city-region employers** to tackle bullying and harassment in the workplace and to provide better support for those who have suffered gender-based violence whether within the workplace or not.
- 16. Maximise the delivery of commitments** contained within chapter 6 of the GBV Strategy – meeting the needs of children and young people.

Whilst the content of this delivery plan will require constant focus and review it is important to recognise that ultimately the Gender-Based Violence Strategy represents a ten-year programme of delivery.

In order to maintain momentum therefore it is necessary to provide a forward look at what activity should be considered over the more medium term.

Some activity will fall naturally at the conclusion of work within the priorities that are defined in this plan. For example, Priority 4c makes clear that initial focus is concentrated on improving the effectiveness of policing. It thus follows that to improve the criminal justice system overall timely focus on other areas within the criminal justice system should follow.

The above purposely does not go into detail of what delivery could or should look like, rather reflects commitments made in the Gender-Based Violence Strategy. It will be for the Gender-Based Violence Board to build and define that detail based on the prevailing content, knowledge and understanding at the time of developing a refreshed and updated delivery plan.



