

GREATER MANCHESTER POLICE AND CRIME PANEL

DATE: Thursday 14 November 2019

TIME: 3.00 pm

VENUE: Mechanics Institute, John Tocher Room - 103
Princess Street, Manchester M1 6DD

SUPPLEMENTARY AGENDA

**Please find attached the reports that were marked to follow
on the agenda pack published yesterday:**

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| 5. | PERFORMANCE OUTCOMES FRAMEWORK | 1 - 8 |
| | Report of Carolyn Wilkins, Chief Executive Oldham Council &
Lead Chief Executive for Police and Crime | |
| 7. | STANDING TOGETHER PLAN FOCUS - PRIORITY 2 | 9 - 32 |
| | Report of Beverley Hughes, Greater Manchester Deputy Mayor for
Policing and Crime | |

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GREATER MANCHESTER POLICE AND CRIME PANEL

Date: 14th November 2019

Subject: Standing Together Outcomes Framework – progress report

Report of: Bev Hughes – Deputy Mayor for Police, Crime, Criminal Justice services and Fire

PURPOSE OF REPORT

The Standing Together plan was launched in March 2018 when it was agreed that an outcomes framework be developed in order to provide information enabling strategic oversight. A variety of data sources have been used to inform the outcomes.

RECOMMENDATIONS:

The Panel is requested to note the progress made.

CONTACT OFFICER:

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1. INTRODUCTION AND BACKGROUND

1.1 Following the publication of the Standing Together Police and Crime Plan, an outcomes framework has been developed to provide an understanding of the impact that the Plan is making. This outcomes framework has been developed in close collaboration with Greater Manchester Police (GMP) and the 10 districts of Greater Manchester to ensure that it is meaningful at both a GM and locality level.

1.2 Progress towards achieving the outcomes of the Standing Together Plan is monitored using information from a range of sources, including GMP, the Office of National Statistics, Ministry of Justice and an ongoing GM Community Safety survey. The outcomes framework is updated on a quarterly basis (where the data are available). Each quarterly wave of the survey is based on interviews of 3,250 Greater Manchester residents selected to be representative of the population by age, gender and ethnicity at both a district and GM level. The survey has four key themes:

- Feelings of safety
- Confidence in access to services
- Satisfaction with accessed services
- Thoughts about the local area.

1.3 The report is intended to provide a summary of progress against the outcomes framework and to support a broader discussion at police and crime panel.

2.0 FEELINGS OF SAFETY

2.1 Of the respondents interviewed between June and September 2019, more than half (56%) had not had a community safety related experience in the preceding 12 months. Approximately one third (31%) of respondents had contact a community safety organisation on one or more occasions and a fifth of respondents (22%) had at least one contact with GMP.

2.2 For GM, the majority of respondents (86%) felt 'quite safe' or 'very safe' in their local area (defined as 5 minute walk from their home). These feelings of safety were higher for some groups of respondents most notable:

- Respondents who were aged over 61 years (91%) and
- Respondents who rated themselves as economically most comfortable (93%).

2.3 Feelings of safety were notable lower for respondents:

- Who rated themselves as economically least comfortable (70%)
- Who had contact with a community safety organisation in the preceding 12 months (78%)
- Who were BAME (79%)

- Aged between 30 and 44 years (82%)

There are likely to be some overlaps in these groups of respondents.

2.4 For those that said they felt safe in their local area, the most common reasons were:

- They live in a 'quiet area / nice area' (20%)
- They have no personal experience of problems (17%)
- The community is friendly and everyone knows everyone (16%)
- They have lived there a long time and know the area well (11%)

2.5 For those that said they felt unsafe in their local area, the most common reasons were:

- They are aware of antisocial behaviour in the area (39%)
- They are aware of crime in the area (28%)
- A lack of police presence (13%)

3.0 CRIME AND VICTIMISATION

3.1 Over the past five or so years, police forces in England and Wales have been refining their crime recording practices in line with recommendations made by HMICFRS. This has led to marked increases in the number of crimes that are recorded. However, these extent and timing of these refinements have been different in each of the 43 English and Welsh police forces; as a consequence, caution must be used when comparing changes and differences in crime levels. Notwithstanding this caveat, since 2014/15, the incidence of crime in GM has risen by 62% to 119 crimes per 1,000 residents compared to 89.5 for E&W as a whole. Over the same period, the crime severity score¹ has risen by 72% to 20.5 compared to 14 for E&W. This means that GM has a relatively high level of crime and proportionately more of those crimes are serious.

3.2 The incidence of household crimes in the 12 months ending March 2019 in GM, was 33.3; a year-on-year reduction of 6.7%. However, this remains higher than the 24.5 incidence for E&W as a whole. In the same period, the incidence of personal crimes in GM was 52.5 which is higher than the 38.8 incidence for E&W as a whole; the GM figure has not changed compared to the previous 12 months.

3.3 In the 12 month period ending in June 2019, 13% of victims were repeatedly victimised (i.e. experienced two or more crimes within the 12 month period) and they experienced an average of 2.64 crimes; this is slightly higher than 12 months earlier (12%). A very small cohort of people (1%) were victim of five or more crimes in the 12 month period, however this accounted for 5% of all the crimes recorded by GMP. The level of repeat victimisation is notable higher for victims of domestic abuse with 22% of victims experienced more than one crime. There is a similar concentration of offending, with 5.5% of suspected offenders being responsible for 25% of recorded crimes.

¹ A standardised measure of the seriousness of crime which has been developed by the Office of National Statistics which weights crime using average sentence lengths for different categories of crimes – meaning the longer average sentence length the more serious the crime is considered to be.

3.4 Statistical models using demographic and other data forecast an estimate of how many crimes of certain types are likely to occur in different places. These forecasts may be compared to the number of crimes that were recorded. In the 12 months to June 2019 across GM, 18% of the 343 local areas² had fewer reported crimes than were forecast, and 10% of the 343 areas had more crimes than forecasted. For domestic abuse many areas of GM (45% of areas) had significantly more crimes than had been forecast. This is particularly associated with areas of lower affluence and a small number of repeatedly attended individual addresses and consistent with the high levels of repeat victimisation.

4.0 GMP INVESTIGATIVE OUTCOMES

4.1 In the 12 months ending June 2019, for just over half of all crimes reported to GMP (57%), no suspect was identified from the investigation; and 8% of crimes resulted in a charge or caution. The proportion for which the victim did not support the investigation / prosecution has increased over the past three years (17% in 2017, 21% in 2018 and 24% in 2019).

4.2 The pattern for investigative outcomes varies markedly for different crime types. For example, in the year ending June 2019, no suspect was identified in 83% of household crimes, but for 1% of domestic abuse related crimes. For two thirds (69%) domestic abuse crimes of the victim did not support the investigation / prosecution.

5. CONFIDENCE

5.1 Of the respondents to the GM Community Safety Survey, 59% were confident that, in an emergency, they would be able to get help from GMP and 39% were confident that they would be able to get help from GMP if they needed it in a non-emergency situation. Similar to questions asked in an HMICFRS survey indicated that 52% of E&W respondents were confident that the police would be effective dealing with an emergency and 46% were confident that the police would be effective dealing with a non-emergency.

5.2 Women tend to feel more confident in both emergencies (62% felt confident compared to 56% of men) and non-emergencies (41% compared to 37% of men). Younger respondents had more confidence than older respondents (45+) (emergencies: 66% compared to 55% in respondents aged 45+; non-emergencies: 48% compared to 35%). BAMER residents said that they would be less likely to contact the police in an emergency, but felt more confident that they would get a response from the police in a non-emergency (45% compared to 38% for white respondents). Feelings of confidence decline with increased perceptions of financial hardship, particularly in an emergency.

5.3 For those that said they were confident that they could get help from the police in an emergency, the most common reason was:

- They have had positive first-hand experience (11%)

² As defined using the Office of National Statistics Middle Super Output Area (MSOA)

- 5.4 For those that said they were not confident that they could get help from the police in an emergency, the most common reasons were:
- The police lack resources / funding (30%)
 - There is no local police presence / police station (21%)
 - First-hand experience of the police not attending / ignoring reports / only being given a crime reference number (18%)
 - Experience of slow response times (12%)
 - General negative first-hand experience (11%)
- 5.5 For those that said they were confident that they could get help from the police in a non-emergency, the most common reasons was:
- They have had positive first-hand experience (14%)
- 5.6 For those that said they were not confident that they could get help from the police in a non-emergency, the most common reasons were:
- The police lack resources / funding (28%)
 - First-hand experience of the police not attending / ignoring reports / only being given a crime reference number (20%)
 - They feel emergencies are prioritised (15%)
 - Experience of slow response times (12%)
 - There is no local police presence / police station (11%)
- 5.7 40% of respondents to the survey 'agree' or 'strongly agree' that the Community Safety Partnership (CSP) is dealing with community safety issues in their local area. 36% of respondents either did not know if the CSP was dealing with community safety issues in the local area or what the CSP is.
- 5.8 Women tended to agree with this statement more than men (42% compared to 39%). Those aged 45-60 were least likely to agree (35%), and those aged 16-29 most likely (48%). BAMER residents were more likely to agree than white respondents (46% compared to 39%). Those who rated themselves as the most financially challenged were least likely to agree (33%).
- 5.9 For those that said they agreed that the CSP were dealing with community safety issues, the most common reason was:
- A general sense of being safe in the local area (20%)
- 5.10 For those that said they did not agree that the CSP were dealing with community safety issues, the most common reasons were:
- There is no evidence to show safety issues are being dealt with (23%)
 - They didn't know who they [the CSP] were or what they did (20%)
 - There is no local police presence / police station (11%)

6.0 SATISFACTION

6.1 Of the respondents to the survey, who received a service from GMP, 53% were satisfied with the service that they had received and 47% were satisfied with the community safety service they had received from the local authority. Contact and satisfaction with other organisations is asked in the survey however the numbers are too small to comment on in this wave; this sample size will be built over the coming waves.

7.0 NEIGHBOURHOOD QUESTIONS

7.1 The survey asked the respondents about their strength of agreement or disagreement with a number of statements about the local area in which they lived. For each of these statements, a markedly lower proportion of those who rated themselves as the most economically challenged respondents agreed with the statements. Of the respondents to the survey:

- 73% agreed that, in their local area, people of different backgrounds get on well together – (55% of those who rated themselves as the most economically challenged).
- 71% agreed that, in their local area, people look out for each other (51% of those who rated themselves as the most economically challenged).
- 71% feel a strong sense of belonging to their local area (49% of those who rated themselves as the most economically challenged).
- 36% agreed that they have a say about what happens in their local area (26% of those who rated themselves as the most economically challenged).

8.0 ADDITIONAL SOURCES OF INFORMATION

8.1 Community safety is going to feature in a number of one off surveys, these include:

- A survey of GM businesses jointly commissioned by GMCA, the Manchester Growth Company and Manchester City Council; this survey is due to go out for tender shortly with data due in early 2020.
- A survey commissioned by TfGM which aims to gain a better understanding of people's use of transport (both public and private) at night time (currently live and due to close on 13th October 19).
- A separate survey by TfGM which aims to understand accessibility to public transport.

9.00 REPORTING PROGRESS AGAINST THE OUTCOMES FRAMEWORK

9.1 At a Greater Manchester level, a quarterly progress report will be provided for the Deputy Mayor for consideration against each of the Standing Together priorities. The design of the report is ongoing and will provide a narrative of the general direction of travel, supported by the work that is taking place.

9.2 The report will be presented to the Police and Crime Panel, following consideration by the Police and Crime Steering Group. Information will be drawn from district community safety partnerships, GM Boards and organisations as appropriate.

10.0 RECOMMENDATIONS

10.1 Appear on the front page of this report.

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GREATER MANCHESTER POLICE AND CRIME PANEL

Date: 14th November 2019

Subject: Standing Together: Priority 2 – Reducing Harm and Offending

Report of: Bev Hughes – Deputy Mayor for Police, Crime, Criminal Justice services and Fire

PURPOSE OF REPORT

The purpose of this report is to update members of the Police and Crime Panel regarding progress against the commitments under priority two of the Standing Together Police and Crime Plan- Reducing Harm and Offending.

RECOMMENDATIONS:

The Panel is requested to note the progress made.

CONTACT OFFICER:

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1. INTRODUCTION AND BACKGROUND

- 1.1 Standing Together, the police and crime plan, is the overarching strategy which outlines the Mayor's vision for how policing and other services which contribute to community safety will be delivered across Greater Manchester.
- 1.2 Standing Together was launched in March 2018 following extensive consultation with district community safety partnerships, partners, communities and organisations from the voluntary and community sector.
- 1.3 The plan identifies 3 key priorities:
 - Keeping people safe
 - Reducing harm and offending
 - Strengthening communities and places
- 1.4 Included in the plan are 34 high level commitments which describe the ambitions we have agreed for Greater Manchester.
- 1.5 Progress towards priority one of the plan was reported at the September 2019 meeting. This report focusses on priority two of the plan – Reducing Harm and offending, and provides a summary of progress to date.

2.0 REDUCING HARM AND OFFENDING

- 2.1 Priority two of the Standing Together plan is:

Reducing harm and Offending - Preventing and reducing 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.

- 2.2 This report provides a detailed overview of progress against this priority.

Delivering Standing Together - Priority Two

Introduction and Overview

Standing Together

Priority Two of the Standing Together plan is:

Reducing Harm and Offending - Preventing and reducing 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.

There are four high level commitments described within priority two. Summaries of the progress made against the commitments for this priority are set out in this report.

In addition, there are a number of work areas that cut across each of the four commitments.

Strategic Approach and Key Developments

The Justice and Rehabilitation Executive is the GM public service reform body chaired by the Deputy Mayor, which drives much of the Reducing Harm and Offending priority. The Executive's four priority areas are:

Youth Justice Transformation: An integrated offer for Greater Manchester's young people

Smarter Justice: Taking a problem solving approach and using family centred principles

Reforming Adult Offender Management: From conviction, to custody to resettlement and rehabilitation

Improving the Victim Journey: Joining up the system to improve the quality of service and experience

High-Level Commitments:



Commitment - Early identification in order to prevent the risk of people offending and re-offending

Commitment – Effective age appropriate interventions that work closely with mainstream service provision

Commitment – Resettlement of offenders from prison custody

Commitment - Restorative Justice

Justice and Rehabilitation

The Justice and Rehabilitation Executive's four priority areas also form the core of the **Justice Devolution Memorandum of Understanding** that was led by the Deputy Mayor and signed-off by the Ministry of Justice (MoJ) and Combined Authority in May 2019. It was formally launched by MoJ Minister Argar and the Deputy Mayor through a service-user voice workshop.

A significant development arising out of the devolution arrangements has been the agreement to a **unified probation service on a GM footprint**. Co-design discussions have started in earnest with GM through a joint meeting with Her Majesty's Prison and Probation Service (HMPPS) on 3rd September 2019. In addition, a report went to the Justice and Rehabilitation Executive in September 2019, to consider the HMPPS probation service design blueprint and the Deputy Mayor is interviewing for the GM Probation Service Director post on 15th November with HMPPS.

Justice and Rehabilitation Governance

The governance structure is as follows:



A key enabler to support delivery of the four priorities is the development of a performance framework, which includes a dashboard for each of the priorities and an underpinning multi-agency CJS performance database.

Commitment 1

Early identification in order to prevent the risk of people offending and re-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.

Youth Justice Analytics

Specialist analytics, commissioned by the Deputy Mayor for the Youth Justice Transformation Programme, attempted to link youth offending and police data. There have been difficulties with the consistency and quality of the data and discussions are taking place with the Youth Justice Board to enable GM to receive a 'download' of data on a regular basis. This data will then feed in to the Criminal Justice System (CJS) dashboard.

In considering the data and key features, the following issues have arisen from the data and discussions with partners:

- ❑ A number of young people go through the custody suite without Youth Justice Service referrals
- ❑ Concern expressed from partners about 'No Further Action' (NFAs) and the lack of 'consequences' in the system
- ❑ Rebalancing the system – we don't want to criminalise young people but how do we use the levers of the system to do something
- ❑ Discussions have started about 'Looked After Children' issues – data shows us that there is an issue around care homes but we don't know if young people are being reported to police too readily or if there is an increased risk of offending / exploitation / instigation Further work is needed to better understand the issues relating to care homes
- ❑ The peak of offending is at 'school home time' which is recognised across CJS partners – and there are various initiatives linked to Home Office funding that are considering this.
- ❑ It's about place – young people don't tend to travel widely – localities are key.



- ❑ There is a link with social deprivation via Lower Super Output Areas (LSOAs) profiling. This could be linked to the impact of austerity – our most vulnerable communities being hit the hardest.
- ❑ Disproportionality is an issue at sentence – we are linked to a youth problem solving court research initiative to look at further opportunities for diversion at this point.

The national Youth Justice Board focus has been to achieve a reduction in 'first time entrants' to the criminal justice system. However, from a risk and harm basis locally, we need to focus on repeat / prolific offenders and the level of harm they cause. We may need to bring more people in to the 'system' to ensure that we can direct them to the correct pathways – this does not have to result in a criminal justice outcome - but the current risk is that people are hidden and potentially miss out on early intervention.

Data packs have been created for each district and shared with youth justice leads. Each lead has been individually engaged with by police and crime team staff and a consultation on key issues with leads and the MoJ is taking place on 14th November 2019 which will culminate in a 'Round Table' discussion with the Deputy Mayor.

Early Intervention Youth Fund

*In July 2018, the Deputy Mayor made a successful bid to the Home Office's **Early Intervention Youth Fund** to the value of £1,014,500. This bid will support the GMCA working alongside GMP and GM Community Safety Partnerships (CSPs) and Youth Justice Teams.*

GM's programme consists of targeted intervention in all GM Local Authorities, alongside quantitative research and the **Targeted Intervention Programme** - this involves the delivery of direct 1-2-1 interventions in all 10 Local Authorities (£30k per authority per year), focussed on young people identified to be at risk of committing serious violence and escalating their criminal behaviour. The interventions are designed, commissioned and co-ordinated locally by each of the GM CSPs, working with their youth justice services and local partners, including the Police and Social Care.

The Salford Foundation, who's STEER model is the basis for the programme, are acting as the Strategic Delivery Partner to provide support to local authorities to start-up and develop their targeted intervention programme.



Research and analytics - Edge Hill University are engaged as the evaluation partner and will independently assess the effectiveness and impact of the targeted intervention programme. The results will enable us to:

- Assess the programme's effectiveness in enabling participants to desist from crime and serious youth violence.
- Understand the behaviours, attributes and risk factors of the cohorts of young people involved in serious youth violence
- Understand which interventions are most appropriate and effective
- Assess the different models and approaches used to deliver the intervention in different local authority areas

In addition, a quantitative analysis of seven years (2012 to June 2019) of Greater Manchester Police's data is being undertaken to help us further understand what the wider problem of serious violence looks like and help inform future decisions as to where resources and interventions can be best directed to address the challenge.

Due to Government grant conditions and constraints, this funding would not provide the resources for a long-term solution and therefore the proposal focussed on developing an improved system-wide understanding of youth violence in GM and an evidence base of 'what works'. Through this programme, it is anticipated that we will be in a strong position to apply for and utilise future Government funding streams for early intervention, prevention and serious violence. The Deputy Mayor will consider business cases for sustainability, dependent on the future government funding position.

Whole System Approach to Women at Risk

The Deputy Mayor, through the Justice and Rehabilitation Executive, co-commissions a **Whole System Approach to Women at Risk** with the Community Rehabilitation Company and other external funders.

The whole system approach aims to identify women at the points of arrest, sentence and release from custody to offer support to help change behaviour. Where appropriate, women are diverted away from justice interventions into support to meet their needs. Examples of this are referral to women's centres at point of arrest directly by police or partners in the custody suite including the custody healthcare and liaison and diversion service. Where it is in the public interest for the women to go through the justice system, there is a problem solving court approach that aims to reduce the number of women sentenced to short custodial sentences. We know short custodial sentences do not allow women to receive the support they need to address their offending behaviour and which can cause major disruption and harm to families and children. This reduction is achieved by proposing intensive community interventions, which take a trauma informed approach, and co-ordinating justice, voluntary sector and local authority support through the local women's centre.

The **problem solving court** approach was initially delivered only from Manchester Magistrates Court, however, during the summer of 2019 this approach was rolled out across all 10 Greater Manchester courts and local authority areas. The national 'Transforming Rehabilitation' and the 'Transforming Summary Justice' programmes have put significant obstacles in the way of the development of this approach but local governance structures have supported justice, voluntary and community services to come together to better meet the need of vulnerable women.

The criteria and process:

A Woman has:

- multiple support needs,
- offended at the level of a medium to high tariff Community Order, a Suspended Sentence Order or a short custodial sentence

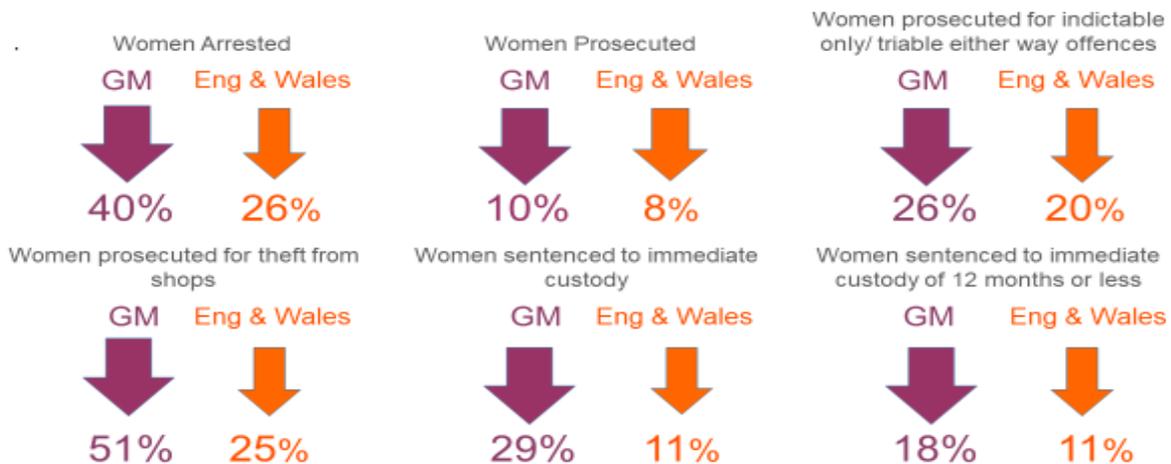
Success is contingent on:

- **Pre Sentence Reports**
- **Magistrate, supported by court Legal Advisors**, will consider sentencing the woman to such a sentence with a problem solving approach.

Once sentenced - women attend **Review Hearings** to monitor progress. The approach is also being used in the Crown Court when appropriate.

The following performance information demonstrates the demand reduction achieved across Greater Manchester compared to national England and Wales reduction rates.

Adult women



Percentage changes between 2016 and 2018



Women who receive a custodial sentence are worked with in custody and there are two dedicated Prison Link workers who provide a bespoke 'through the gate' service for Greater Manchester women at HMP Styal. This service works with the women for the first three days in the community to engage them with their local women's centre and wider community support. The vast majority of women subject to probation in the community are seen at their local women's centre to further promote the advantages of engagement with their women's service.

The Deputy Mayor is working to secure funding considering the sustainability of the Whole System Approach and will be engaging with local partners regarding this in the New Year.

Pilot on Community Sentence Treatment Requirements (CSTRs)

The Deputy Mayor agreed a pilot on Community Sentence Treatment Requirements, which became fully operational in September 2019. This national programme aims to reduce the risk

of re-offending, and the use of short-term custodial sentences, by improving health and social care outcomes for offenders.

Community Case Reviews

The reviews will encourage greater joint accountability and joint delivery between agencies. Courts will be kept fully informed of progress and have the option to make an order more onerous in the event of non-compliance

Aim: to increase both the quality and usage of Drug Rehabilitation Requirements (DRRs) and Alcohol Treatment Requirements (ATRs).

Many offenders experience drug and alcohol problems but the use of CSTRs, to encourage people into treatment for these problems, has been declining

over recent years. This decline has been accompanied by a fall in judicial confidence in such court orders. However, as shown by pilots elsewhere in the country, improved partnership working can increase the use of treatment requirements and reduce the number of vulnerable people in custody.

National data evidences that between 2009 and 2017 the use of DRRs and ATRS fell by 46% and 41% respectively.

A central feature of the GM approach to increasing the uptake of treatment requirements will be the introduction of regular **community case reviews**. Treatment and offender managers will jointly meet with the service user (and significant others if they choose) to give everyone the opportunity to reflect on progress and shape responses that best promote recovery and reduce reoffending.



Requirements may involve drug testing of the offender if there are community safety concerns or if testing is thought necessary to measure engagement.

Before receiving ministerial approval, considerable preparatory work was undertaken with local criminal justice partners and the Greater Manchester Mental Health NHS Foundation Trust (GMMH) who provide drug and alcohol services for residents of the pilot areas of Bolton, Salford and Trafford. Court-based staff and magistrates were also consulted to promote confidence in the orders being requested and the approach being adopted in GM.

We have already seen an increase in orders and full evaluation will take place by the end of March 2020. It is the Deputy Mayor's intention to expand the programme across GM if the pilot succeeds in increasing the numbers of people receiving CSTRs and produces successful outcomes.

Integrated Healthcare in Custody and Wider Liaison & Diversion Service

Commissioned by the Deputy Mayor, this service simultaneously delivers the traditional aspects of custody healthcare and the liaison and diversion offer rolled out across England in recent years. The integration of these services at the point of commissioning was nationally unique. By unifying them, Greater Manchester has been able to enhance the scale of health support which is available to individuals with issues relating to physical or mental health, or substance misuse, when they come into contact with the criminal justice system. They are also able to ensure that these vulnerabilities are better supported when individuals return to the community – reducing the likelihood of re-offending in the long-term through the support of ten community support

navigators in each GM locality. This service is present in all police custody suites across Greater Manchester, and in our magistrates' and crown courts. The service has been in operation since 2017 and works with approx. 25,000 offenders per annum. An independent

evaluation of the service will be completed in 2020. Commitment 2

Commitment – Effective age appropriate interventions that work closely with mainstream service provision

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

Intensive Community Orders (ICO)

The Deputy Mayor oversees the delivery of Intensive Community Orders (ICO) via both the Justice and Rehabilitation Executive and the CA's Reform Investment Fund. ICO continues to be used effectively for young men aged 18 – 25 as an alternative to a short-term custodial sentence. Annually, approximately **400 young men are accessing the programme**, with 65% completing successfully.

In 2019 the Programme was rolled out to include young men being released from HMP Hindley back to Greater Manchester. Partners of Prisoners who are one of the ICO delivery partners, will work with both the offender and their family/ significant other through the gate linking both parties to the ICO community offer once released. So far, 22 young men from Hindley are engaging in the programme. This aspect of the programme will be evaluated in 2020.

Re-offending rates for the ICO cohort continue to be lower than the generic 18 – 24 year old cohort managed by Probation (5 percentage point lower in the last dataset), and frequency of

Case Study: Liaison and Diversion

The Liaison and Diversion team jointly worked with a health care professional to screen a female juvenile in custody. On screening it was identified that the young woman appeared to be the victim and had bruising and a bite mark to her body. She disclosed how her mother and sister were treating her at home and this information was shared with the arresting officer and the allocated social worker. This changed the police process and how she was treated and viewed in police custody. The allocated social worker came to custody to offer support to the girl and make appropriate arrangements to safeguard her. The approach taken by the team empowered the girl and supported her to voice what was happening to her at home and follow-up steps were taken to ensure she is protected in the community.

re-offending is also reduced.

Snapshot: Local CRC data suggests 26.3% of participants have re-offended, compared to the generic 18 – 24 CRC cohort proven re-offending rate of 36.6%. The percentage breaching resulting in custody rate stands at 7.5% with only 12 young men being sent to prison as a result of a breach in the last 12 months.

Prison Governors Group

A GM Prison Devolution Forum was developed in May 2019 in response the Justice Devolution Memorandum of Understanding (MoU). This group has representation from the GMCA and the main prisons where GM offenders are held. Within this forum it had been raised that HMP Forrest Bank were having issues with young males in their transition from the youth estate – mainly Wetherby Young Offenders Institute (YOI) to Forest Bank. Many were being transferred as high risk prisoners due to their behaviour whilst in Wetherby.

Through the established partnership that GM has, links were made between Forest Bank and Wetherby, where planned work with young males takes place before the transition to the adult estate. This includes a video that has been developed at Forest Bank using males from that estate which is shown to the young male in Wetherby. On arrival the young male is now given a dedicated adult worker who helps them to focus on education, training and development through programmes including arts and sport. They have also developed a mentoring scheme with older males to support the 18 -25 cohort. It is being reported that since these changes were implemented there has been a significant improvement in behaviour on arrival.

Sex Offender Polygraph Pilot

Reducing harm and offending approaches also include targeted enforcement. The Deputy Mayor sponsored a two-year Home Office funded programme called ACCORD which looked at a whole-system approach to managing sex offenders. The legacy of this work has been the completion of research into the effective use of polygraph by the police. The findings demonstrate that there have been significant positive results and safeguarding as a result of polygraph examinations. National research, funded by the GM programme, is due to be published in November 2019.

The national polygraph research paper is still in draft format but clearly shows that offenders who undertake a polygraph are significantly more likely to disclose information about risk of offending than those who do not. In terms of safeguarding children, in excess of 200 children have been safeguarded in GM as a direct result of information received from polygraph examinations.

Key polygraph performance highlights for GM for Registered Sex Offenders:

84% of tests completed in 2018 resulted in a disclosure to the police, which we did not know previously. Of these...

27% related to child contact and 20% related to a breach of their Sexual Harm Prevention Order



In terms of taking polygraph forward nationally, the National Policing lead is engaged in this work it is likely that polygraph will be able to be added as a condition to Sexual Harm Prevention Orders. We will be working with the national lead and police services to seek to use polygraph as part of the exit strategy for Registered Sex Offenders coming off notification requirements.

The forthcoming Domestic Abuse Bill sees the National Probation Service using polygraph as a risk management tool for high risk Domestic abuse perpetrators who are on licence. There are many perpetrators who are in the community who present significant risk to vulnerable people and there is scope for polygraph to be used in offender management in this area. The Deputy Mayor will be considering business cases to this effect.

The police have a variety of powers and civil orders in which to safeguard and protect including violent offender orders, Domestic Violence Protection Orders, Clare's Law, Sarah's Law, Serious Crime Prevention Orders, Criminal Behaviour Orders, Slavery and Trafficking Prevention and Risk Orders. The new Stalking and Harassment Protection Order also provides opportunity to manage high risk offenders through polygraph examinations.

The Deputy Mayor, in collaboration with GMP, will be hosting a learning event in the New Year to share the findings and consider safeguarding implications across child and adult services.

Commitment 3

Commitment – Resettlement of offenders from prison custody

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.

Although the Government has announced that the MoJ's Prison Estate Transformation Programme has been delayed we have continued to work to prepare prisoners for their release with the ambition of reducing re-offending and preventing further harm to people and our communities.

Reform of Adult Offender Management

A new Board has been established by the Deputy Mayor to drive reform around Adult Offender Management, which is chaired by Chief Superintendent Paul Savill from GMP.

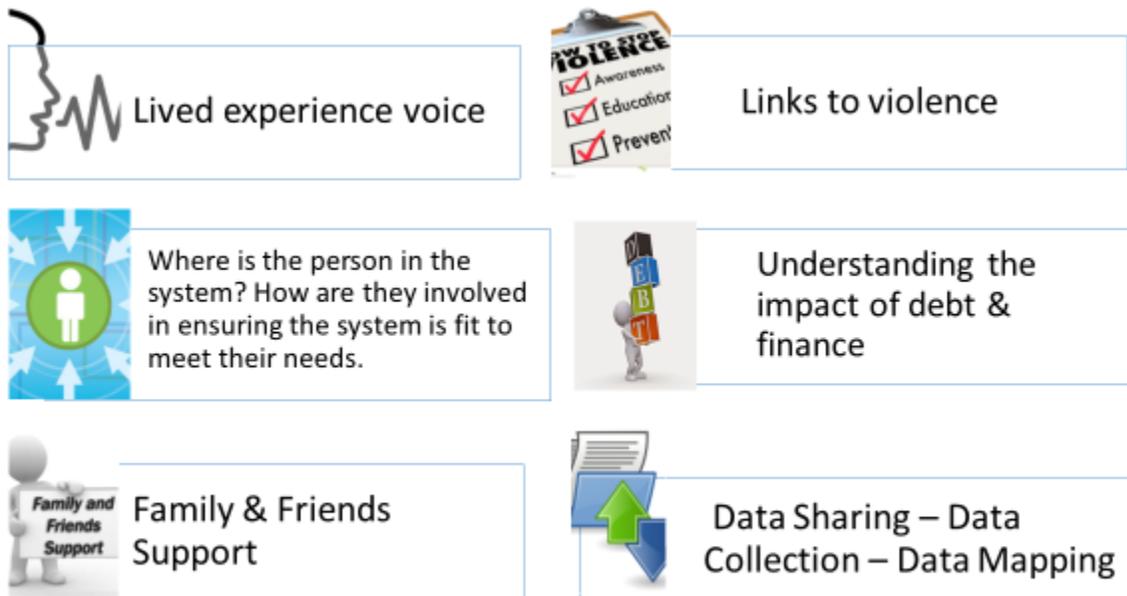
The role of the Adult Offender Management Reform Board is to:

- To progress a strategic needs assessment for offenders
- To develop problem solving approaches for the person and the agencies
- To understand diversion pathways & offender pathways

Key work areas for the board include:

- A business case is being developed to map and scope the use of peer mentors and voluntary sector trusted relationship in diversionary activity
- A task and finish is in place to review Reducing Reoffending Boards and consider how they can be supported
- Stocktake of Integrated Offender Management will be undertaken to review performance and consider its role against the new probation service blueprint

For the Strategic Offender Needs Analysis that is being undertaken, a number of critical factors have been identified:



These factors will help build the priorities and work programme for the Board and will feed back through local Reducing Reoffending Boards.



Tackling violence in prisons – work at Hindley

Linked to the work of the GM Adult Offender Management Reform Board, the North West Prison Governors have commissioned work to look at violence in North West prisons with a focus on young men from Greater Manchester. GMCA will work with the North West prisons and the North West Safer Custody Unit to undertake various pieces of work which will include a strategic violence assessment across the prisons, a focus on 18-25 year old men in HMP Hindley and their offending inside the prison and prior to sentence, and young men transferring to HMP Forest Bank and HOM Hindley from HMP/YOI Wetherby on turning 18 years old. The aim will be to reduce violence across the North West estate through needs analysis and improved flow of information. Work will commence in late 2019 and report to the Deputy Mayor and partners via the Justice and Rehabilitation Executive.

Community Rehabilitation Company – Through the Gate

A new integrated Through the Gate specification was launched on 1st April 2019 and the Deputy Mayor held a GM partnership event in March 2019. Following this, a CRC strategic manager has attended most CSP/Reducing Reoffending meetings to present the enhanced model.

To aid the delivery and development of the service. The model is delivered in prisons across GM (HMP Manchester, Forest Bank) and prisons outside of GM that have a population that resettle in Greater Manchester (HMP Thorn Cross, Risley, Hindley Women in Styal).

Whilst the enhanced specification has meant an injection of resources, Shelter continues to provide an existing service delivering against the accommodation, Employment Training and Education (ETE), finance benefit and debt pathways. The CRC has recruited additional staff to deliver specialist services against the enhanced levels. Each prison now has a strategic manager leading on the delivery of the service, working in partnership with the prison to ensure the specification is being delivered.

The CRC has implemented the new MoJ specification against a desistance-based delivery model that aims to integrate the work between community and custody. It is underpinned by the assessment of individuals using three key enabling areas: stable lifestyle, healthy lifestyle and prosocial lifestyle.

A suite of brief interventions has also been developed and rolled out as part of the implementation of the new service. They include interventions that can operate across the gate for example, there are brief interventions such as: "Creating Positive Connections" aimed at increasing social capital and "Positive Self Image" aimed at improving an individual's self-esteem in order to support a positive lifestyle in the community. "Stay Safe" is for individuals who engage in sex work and explores personal safety and readiness for release.



Where possible, a discharge hub will be established at resettlement prisons. They are currently operating in: HMPs - Manchester, Forest Bank, Risley and Styal. This function facilitates the initial appointment for all CRC managed cases. National Probation Service (NPS) cases may also access services at the hub where appropriate such as mentor pick up, setting up universal credit claims etc.

The day of release can be extremely chaotic for most services users who must juggle appointments with housing, recovery services etc. By removing the need to also attend at a CRC office, compliance and engagement has been seen to improve.

GM developments include:

- Several workshops have been held by the CRC between October 2018 and June 2019 to engage community based resettlement officers
- Funding and performance aligned to 'A Bed Every Night' is in development
- GM Homelessness worker post at point of release
- Development of mentoring service to expand the number of people that have access to support at the gate
- Education, Training and Employment: Joint work has been undertaken with the ministry of Justice & GMCA on ensuring the new skills budget within the prisons is relevant to the Greater Manchester Labour Market. Subsequently a new Task & Finish group has been set up chaired by the Governor of HMP Forrest Bank to look at the in prison and the 'through the gate' offer. GMCA has committed to looking at ways of flexing the Adult Education Budget to support those on short sentences and those who are soon to leave to align offers.

Commitment 4

Commitment – Restorative Justice

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.

Restorative Justice

Restorative Justice (RJ) brings those harmed by crime or conflict and those responsible for the harm into communication, enabling everyone affected by a particular incident to play a part in repairing the harm and finding a positive way forward. It is more than an Out of Court Disposal and can be used at any stage of the criminal justice system.

The Deputy Mayor undertook a review of RJ Services and approaches which found that there was lack of strategic direction and an inconsistent approach across GM resulting in a 'postcode lottery' for victims. There was limited awareness and communication around the use of restorative approaches and there were unclear referral processes. This culminated in the Deputy Mayor, through the Justice and Rehabilitation Executive, commissioning a service to deliver RJ across GM.

The Greater Manchester Restorative Justice Service is a whole system approach to restorative justice interventions for victims of crime and offenders. It is also used in cases where it is felt that an alternative to the criminal justice system will achieve the best outcome.

The service works with partners within Greater Manchester including: Victim Support; 11 GMP Victim Service Coordinators; Greater Manchester Police; Local Authorities – Community Safety Partnerships; local Youth Justice Services; Probation Service providers and; 6 North West Prisons.

The aim is to help people to cope and recover from the crime or incident they have experienced and; to ensure that all offenders are able to consider restorative approaches to help them understand the consequences of their actions and change their behaviour to prevent re-offending.

The service started fully from June 2019 and it will focus on the use of RJ in community resolutions, conditional cautions and post court, post sentence work (specifically where the offender is engaging with probation services). RJ is not for everyone but it can be very effective for victims' well-being and supporting offender rehabilitation.

Restorative Justice outcomes that will be measured include:

- Increased resilience, satisfaction and confidence for victims.
- Increased ability to cope and recovery from the impact of crime.
- Reductions in offending / reoffending, threat and harm.
- Reduction in police and partner demand.

Out of Court Disposals

The Antisocial Behaviour, Crime and Policing Act 2014 brought changes to the use of language in relation to RJ and introduced '**Community Resolution**', however historically within Greater



Manchester Police, the term '**restorative justice**' has been used to cover a wide range of out of court disposals that are more suited to a community resolution. RJ is not a formal disposal in its own right but a tool that can be used at any stage of the criminal justice system.

The Deputy Mayor has resourced additional staff in GMP to help drive an approach to Out Of Court Disposals. In June 2019 GMP issued a new policy and procedure that replaced their existing Restorative Justice policy. The purpose of the policy and procedure is to provide clear guidance on when and how a community resolution can be effectively used as an out of court disposal option for both adult and youth offenders. It also outlines the considerations and procedures for using RJ as part of a community resolution, whilst recognising that it is not the only available outcome and may not always be appropriate.

Out Of Court Disposal Scrutiny - An out of court disposal is a way of dealing with a crime or offence that does not require a prosecution in court. In practice there are a number of different disposal options for a crime, offence or anti-social behaviour that if used prevents the need for the case to proceed to court. In exceptional circumstances an out of court disposal can be given for more serious offences if it is determined that it is not in the public interest to prosecute the offender. Out of court disposals used by GMP are:

- Cannabis Warnings
- Penalty Notices for Disorder
- Youth Cautions - youths
- Simple Cautions - adults
- Conditional Cautions
- Community Resolution

In Greater Manchester, Out Of Court Disposal panels are supported and co-ordinated by the Police and Crime Team on behalf of the Deputy Mayor and includes representatives of the following agencies:

- Greater Manchester Police
- Greater Manchester Combined Authority
- Youth Offending Teams
- Crown Prosecution Service
- Victim Services Co-ordinators
- Magistrates
- Other agencies/ subject matter experts as required (for thematic reviews)

Following each panel, GMP produces a summary of the panel's findings which will be published on GMP's website and, therefore, available for the public to view. The panels' findings will also, when required, be reported to:

- Individual officers or teams to highlight good practice/ areas of improvement
- The Out of Court Disposal Steering Group
- GMP's Organisational Learning Board
- The Justice and Rehabilitation Executive Board



- Local Criminal Justice Board

Out of Court Disposals can also be used with young people where it is felt to be the most effective sanction in reducing re-offending and protecting the public. There are three disposals that can be used to deal with an offence by a young person, these are:

- Community Resolution
- Caution, and
- Conditional Caution

Pilot work is taking place in Oldham and Tameside, focussing on young people who might not otherwise be eligible for an out of court disposal due to previous offending history. A review of the approach and its effectiveness will be due to begin early in 2020, and we continue to 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.

Cross Cutting Themes and Delivery

Work to support the achievement of Priority 2

Round Table Scrutiny

The Deputy Mayor has implemented a 'Round Table' scrutiny process to consider key issues related to Priority Two. Two such examples are Rape and Sexual Assault and the Local Criminal Justice Board:

Rape and Sexual Assault – Investigation & Prosecution

The Deputy Mayor held a series of Rape and Sexual Assault Round Tables and agreed a joint improvement plan with HMCTS, GMP and the CPS. The four areas of the improvement plan are:

- Confidence and Victim Issues
- Governance and Leadership
- Timeliness and Processes
- Quality: Assurance and Continuous Improvement

A Rape Strategy Group has been formed - linked to the Local Criminal Justice Board - which has taken on responsibility for the plan and monitoring improvements in the investigation and prosecution of Rape and Sexual Assault.

Local Criminal Justice Board

The focus for improvement is on 'Getting Trial Ready' and a Local Criminal Justice Board Round Table with Police, CPS and HMCTS was held on the 4th October to identify leadership requirements to improve performance and prioritise areas of work. The following areas of performance have been identified as affecting delivery across the local CJS:



Getting Trial Ready is critical to the total CJS as many of the processes stand or fail on the quality and completeness of the case file. Extensive work is being undertaken in GM which is likely to provide a challenge to the core functions of the CJS and changes are being made to the remit and membership of the Local Criminal Justice Board to ensure that it can identify and tackle key performance issues.

Prevent – North West Counter Terrorism Unit (NWCTU) Mental Health Pilot

One important way that we can prevent offending and reoffending is to provide early help for those people who may otherwise enter into mental health crisis. We know that when people are in such crisis, they may act in a manner which poses a risk, either to themselves and/or others.

Recent academic research has highlighted that between 30-40% of 'Lone Actor' terrorists have overt signs of mental illness. This is likely to be a significant underestimate if broader mental health issues and psychological vulnerabilities are taken into account. Research carried out by Birmingham and Solihull Mental Health Foundation Trust, commissioned by Counter-Terrorism



Police Headquarters (CTPHQ) indicated that between 44-59% of Channel referrals across England and Wales had vulnerabilities related to mental health.

A proposal was developed to embed Mental Health Practitioners within the Counter Terrorism Police service to assess referrals into Prevent for mental health vulnerabilities and ensure they are engaged with/referred to appropriate support. The outline of the service is set out below:

- The aim of the joint NHS & Police mental health teams – Vulnerability Support Hubs of which there are 3 across the country - is to effectively and efficiently assess and manage the risk of individuals that may have vulnerabilities linked to mental health, identify suitable interventions at an early stage, and improve outcomes for the individuals. Additionally, the Hub supports the Investigation team in managing risk linked to mental health and terrorism.
- The team is comprised of a police sergeant, a consultant psychiatrist (clinical lead) a consultant psychologist , 4 mental health nurses, an administrator and police lead who are the Northern Vulnerability Support Hub covering the North East and North West regions and provides support to Prevent through the Channel and Prevent Case Management process. As stated, they also participate alongside Investigators to identify, assess and manage risk linked to mental health and terrorism, when there is a documented safeguarding purpose.
- The consultants' roles are strategic and advisory ; the Hub adopts a liaison and diversion model which adds the following value to colleagues in mainstream services;
 - Help with diagnosis
 - Formulation
 - Risk management plans.
- The aim of the hub is to improve the mental health outcomes for those individuals referred into Prevent by applying a psychological formulation approach to determine if the mindset of the individual is linked to CT or not; if linked then the team collectively look at the best way to safeguard in order to mitigate risk. If not linked then the team signpost back to multi-agency/prevent officer support.
- There is a weekly Multi-Disciplinary Team (MDT) meeting which reviews all cases, where it may also identify that a policing response is needed as a behaviour may be too risky.
- The nurses receive clinical supervision from the consultants and the consultants receive supervision and support from their own Trust.
- Our current model is an integrated model of collaborative working, however we are moving to a centrally commissioned service; a single service model with national oversight which may offer some differences to delivery. This is currently being developed and should be fully implemented by 2021.

The Hub refers or recommends to mental health teams and / or GPs about the potential need for an assessment of a subject's mental state when there is sufficient evidence to warrant such an intervention. It also supports Channel meetings with attendance or written reports and where needed other professional meetings to discuss a case and provide advice and recommendation where appropriate. They have started to develop local care pathways in partnership with criminal justice services, NHS, statutory and third sector services.



The Hub is creating better outcomes for individuals referred to Prevent by:

- Improved detection of mental health vulnerabilities
- Reducing the time it takes to get health information and has thus markedly saving police time and resources.
- Increased confidence in Police assessment of risk / vulnerability and facilitated access to appropriate services
- Enabling more efficient use of interventions, including use of Intervention providers, which are now more targeted to assessed need with improved outcomes
- Identifying previously unidentified mental health needs, thereby improving risk awareness and creating new treatment options and plans
- Enabling long standing Prevent cases to be discharged thus releasing police resource for responding to other cases
- Helping police Prevent and CTU colleagues to better understand how mental health vulnerabilities may impact upon behaviours and risk.

Challenger, Early Intervention and Prevention

Programme Challenger is Greater Manchester's partnership response to serious organised crime. The central Challenger team provides advice, coordination and mapping functions that support district teams to prepare partnerships, develop prevention programmes, pursue offenders and protect victims and other vulnerable community members from the impact of serious organised crime.

In September 2018, Serious Organised Crime Partnership Governance meetings were introduced to bring together district and central partners to enable improved management of responses to serious organised crime. Since the introduction of the Governance meeting, the number of active mapped organised crime groups (OCGs) has reduced from 121 to 105. In 2018/19 alone, 73 OCGs were archived, with interventions to disrupt their activity meaning that the threat and harm they posed had been significantly reduced, if not removed, as scored through the national Management of Risk in Law Enforcement (MoRiLE) tool, which was introduced in 2018.

From 1st April 2018 to 30th September 2019, there have been a total of 534 disruptions targeting OCGs in Greater Manchester. 65 of these have been major disruptions, including the conviction of OCG members; 181 moderate, including the arrest of OCG members and seizure of firearms etc.; 217 minor, including warrants being executed and safeguarding referrals made; and 69 were found to have no impact on the OCG. No impact disruptions could include the arrest of minor OCG members, or warrants where few seizures were made. In addition to the predominantly GMP led disruptions, 56 partnership activities have taken place since April 2019. These include strategy meetings, joint visits, and community visits to raise awareness of local issues around serious organised crime.

In addition, there has been a significant improvement in the management of offenders linked to OCGs who are subject to Serious Crime Prevention Orders (SCPOs). These were introduced



as part of the Serious Crime Act 2015, and provide courts with the power to apply conditions on an offender, on conviction, in order to reduce or remove their involvement in serious organised crime.

There are currently 145 offenders who have been issued a SCPO across Greater Manchester, with 58 being actively managed by divisional teams, 72 being in custody (the SCPO will become active on their release) and 15 being allocated by a Greater Manchester court, but living outside of the GMP force area. Allocation of the orders is co-ordinated through the Challenger Team, with processes put in place to ensure information is shared between police and National Probation Service (NPS)/Community Rehabilitation Company teams to enable conditions to be most effectively managed. This has been supported through the provision of a dedicated Serious Organised Crime Probation Officer based within the Programme Challenger team.

An additional development with the NPS has been the improved information sharing between investigative police teams and NPS staff when preparing court documents for cases with multiple defendants who have involvement in serious organised crime. Where information has been shared with probation staff, we have seen an increase in the length of average custodial sentences as a result, and an increase in offenders being allocated to the NPS for management, recognising the serious nature of their offending.

The Challenger team have also recently seen the fifth active **modern slavery OCG** mapped in Greater Manchester, as a result of a new tactic implemented by GMP to identify and safeguard at risk sex workers utilising adult service websites. The implementation of this tactic has led to an investigative operation being launched, which has resulted in three possible victims of modern slavery being recovered, and two arrests being made, with a further seven harm reduction visits conducted to premises and signposting and safety online advice being provided. The tactic has been deployed three times since September 2019, and will continue to be utilised to safeguard at sex workers who may be being exploited. In a separate, pro-active investigation, Greater Manchester police obtained its first interim Slavery and Trafficking Risk Order, applied to an individual who is being investigated for slavery and trafficking offences. A Slavery and Trafficking Prevention Order will be applied for on conviction, or a full Risk Order if a conviction is not obtained, to further protect victims and minimise offending.

The development of **Complex Safeguarding** during 2018 and 2019 has also seen a significant shift in the way Children's Services respond to extra-familial risk, particularly from criminality and serious organised crime. This has seen specialist teams being established in eight out of the ten Localities in Greater Manchester, working closely with the local Challenger teams to identify young people vulnerable to, or being, criminally or sexually exploited. Once a young person is successfully referred into the teams, they receive tailored, person-centred interventions based on the risk they are experiencing. This is a system change programme in line with the most recent Government guidance on safeguarding to ensure that young people are supported where risk of harm does not come from within the family, or household. The work is underpinned by a trauma informed response, and an awareness of the effects of Adverse Childhood



Experiences on young people, and the current case load for complex safeguarding teams across Greater Manchester is 557.

The Children's Society are delivering two programmes to localised areas across Greater Manchester (Disrupting Exploitation; and Preventing Exploitation), providing 1-1 and group support for young people experiencing different levels of vulnerability and risk from exploiters.

The Home Office funded **Trusted Relationships** programme has enabled GMCA to commission Pennine Trust to recruit and embed psychotherapists into complex safeguarding teams across Greater Manchester. The psychotherapists are improving the knowledge and practice of professionals working with young people who are vulnerable to abuse and exploitation, particularly in relation to trauma-informed and relational approaches to safeguarding, as well as offering consultations and supervision with social workers, early help officers, police officers and other complex safeguarding staff. This approach has also involved the introduction of case formulation into the practice of the complex safeguarding teams, which helps professionals to better understand behaviour in the context of life events and put in place more effective interventions with the child and their family. Psychotherapists are now working in seven of the ten districts of Greater Manchester, with an ambition to be in all ten by the end of the year. The evaluation of the project will be undertaken in 2020/21 but early signs are excellent and feedback from staff working in the complex safeguarding teams has been universally positive.