

GREATER MANCHESTER POLICE FIRE AND CRIME PANEL

Date: 7th June 2023

Subject: Gender Based Violence Delivery Plan – Year 2 Update

Report of: Neil Evans, Director, Police, Crime, Fire and Criminal Justice, Greater
Manchester Combined Authority.

1. PURPOSE

To outline to the Police and Crime Panel the progress on the development of the Gender-Based Violence Delivery Plan 2022/23.

2. RECOMMENDATIONS

The Police and Crime Panel are asked to note the content of this report.

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Equalities Implications:

A full Equality Impact Assessment was prepared and published with the finalised Gender-Based Violence Strategy.

Climate Change Impact Assessment and Mitigation Measures:

None identified.

Risk Management:

A programme plan with a risk management log sits alongside the delivery plan.

Legal Considerations:

None identified.

Financial Consequences – Revenue:

The delivery plan requires ongoing financial support to implement the various elements, over and above those investments made by other partners. A budget of £1 million for this financial year has been allocated from the Deputy Mayor's Investment Fund. A considerable amount of additional funding from the Home Office and other sources has also been levered in by the team to enable delivery of this work.

Financial Consequences – Capital:

None identified.

Number of attachments to the report: 1

Gender-Based Violence Strategy Delivery Plan 2022/23

Comments/recommendations from Overview & Scrutiny Committee

Not applicable.

3. BACKGROUND

3.1 The Gender-Based Violence (GBV) Strategy was approved by the full GMCA in September 2021.

3.2 The GBV Board was appointed and met for the first time in December 2021. It has since met on a quarterly basis - overseeing the strategic delivery of the GBV Strategy.

3.3 The Board has focused on defining the priorities for delivery over the first 12 to 24 months. This is in recognition of the fact that the full strategy, which contains around 650 commitments, will be delivered over a ten-year period.

3.4 The delivery plan was adopted by the Board at their meeting on 18th July 2022.

3.5 The delivery plan contains 6 key priorities which are outlined below. The full programme plan with risk management log is shown at appendix A.

4. PRIORITY 1 – ESTABLISHING A VICTIM & SURVIVOR REFERENCE GROUP.

4.1 The desire to have the voice of lived experience has been central to the development the GBV Strategy from the outset.

4.2 An expression of interest for the support and delivery of the Lived Experience Reference Group (LERG) was published in November 2022. We received one response to this call.

4.3 This response came from a partnership of Olive Pathways and SAWN – two Black led by and for services in the community and voluntary sector who provide culturally sensitive GBV support to victims and survivors. Olive Pathway will be the lead organisation.

4.4 The evaluators of the EOI response were aware that there were some capacity gaps with the two organisations but that these organisations could be supported in this regard. It was assessed that the benefit of having by and for services leading in this

area outweighed the challenges posed by a lack of capacity in certain areas – also external support was identified to fill these gaps in capacity.

4.5 The contract for delivery was finalised in March 2023 and a report was presented to the GBV Board in June 2023 that covered the following areas:

- Role and functions of the Group.
- Working arrangements between the GBV Board and the Lived Experience Reference Group.
- Recruitment Approach and methodology
- Criteria to be used for appointment to the Group.

4.6 Several statutory agencies have expressed a desire to interface directly with the Lived Experience Reference Group to enable them to improve their services and responses to people who have been impacted by GBV. We are keen to promote this concept whilst at the same time ensuring that the Lived Experience Reference Group is not overwhelmed by external demands.

4.7 £100,000 from the Deputy Mayor's Investment Fund has supported the delivery of this priority.

5. PRIORITY 2 – INITIATE A SUSTAINED PROGRAMME OF PUBLIC ENGAGEMENT.

5.1 Public engagement and campaigning represent a key strand in supporting the prevention and eradication of GBV.

5.2 In December 2022, the current phase of the campaign launched with a short film. The film showed three scenes – a pub, a Metrolink stop, and a takeaway – and showed young women experiencing GBV from young men and how this behaviour can, and should, be called out by friends. This was promoted throughout January – March 2023 across bespoke campaign social media channels and out-of-home advertising across the city-region, including posters across the Metrolink platforms, on bus information screens at key interchanges, billboards in the Trafford Centre and Arndale, and digital billboards along busy roads. This launch film has been watched 1.5 million times on

social media, and the out-of-home advertising presented over 20m opportunities to see the campaign.

5.3 In May 2023, a three-part film series was released showing the ways men and boys can discuss, become aware, and become active allies in tackling GBV. The film series has been watched over 850,000 times across the bespoke campaign social media channels. Responses on social media are of note: immature and negative comments have been called out and engaging with by men, with some comments having up to 60/70 replies. The film series has also helped the campaign reach different settings, partners, and projects outside of social media sharing – such as education and night-time economy work. Most notably, the campaign was supported by Greater Manchester’s Night-Time Economy Adviser, Sacha Lord, as part of Parklife ’23.

5.4 The final release of this campaign phase is a three-part podcast series. The podcast shows a group of men discussing gender-based violence, societal gender attitudes, and how they can help make life safer for all women and girls in GM. There will be an audio version – posted and promoted on platforms like Spotify and Apple podcasts – and there will be a filmed version – which will be posted on YouTube and clips will go out across the campaign’s social media channels.

5.5 Once released, the campaign will be evaluated to assess any changes in men and boys’ awareness of GBV, including awareness of how to be an active bystander, and how to tackle underlying gender attitudes. This will involve repeating a survey conducted prior to launching the current campaign phase and holding a focus group with men and another with women.

5.6 £300,000 from the Deputy Mayor’s Investment Fund has supported this priority. This includes a dedicated resource to engage, develop and implement this priority.

6. PRIORITY 3 – INITIATE A LONG-TERM PROGRAMME OF EDUCATION AIMED AT CHILDREN AND YOUNG PEOPLE IN SCHOOLS, COLLEGES, AND UNIVERSITIES.

6.1 This priority also demonstrates the commitment within the GBV Strategy to prevention. This strand of activity is owned by the Violence Reduction Unit’s multi-agency

education group. The attitudes and cultures that foster GBV 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.

- 6.2 The GBV education strand has made prevention a key driver of its work in all areas. The VRU team receives updates about how their strands can support the well-being of vulnerable groups including women and girls who are subject to abuse and violence (explicitly and subtly). These briefings are always voiced with reference to the GMCA safeguarding agenda with a specific focus about 'how does this activity or task contribute towards the promotion of a strong culture of safeguarding?'.
- 6.3 Delivery of Boys to Men began in January 2023, and as of April 2023, it is starting its 3rd iteration of the program. The program consists of six sessions: three education sessions and three social action focused sessions. The education sessions promote conversations around Positive Masculinity, allowing the project to raise the young people's awareness of what makes a good man as well as learning what attitudes they currently hold. The project has focused, so far, on role models, positive traits, masculine identity and behaviour and healthy relationships. This project covers 5 schools, of which 3 are high schools and 2 are primary and 162 male pupils are involved.
- 6.4 We have engaged with Social Switch which has trained older pupils to work with younger pupils about being safe online in 28 of our GMCA schools this year. Their work has opened our eyes to what young people know and are aware of in terms of sharing sexual images online and pornography. Often primary aged pupils in years 5 and 6 talk about their awareness, if not their engagement in these activities.
- 6.5 An education strategy board has been set up and is chaired by Dame Kathy August. Each member represents one of the GMCA local authorities and acts as an advocate and a voice for the schools and colleges in their area. This board has added its seal of approval to the GBV strategy proposal for schools. The GBV strategy has proposed that the resource available for schools is split equally between the primary and secondary phases and that a VCSE leads the design and delivery of a relevant GBV project that can be trialed in 4 or 5 similar schools across the GMCA area before it is rolled out across all GMCA schools.

6.6 VRU staff have supported schools and youth organisations on a one-to-one basis. In one institution, this involved meeting with support staff to equip them with basic strategies to pupils who voiced negative opinions. Work has also been undertaken to actively promote the work of groups that can be negatively affected by pupils. Staff have been trained in developing soft listening and response skills to help de-escalate such situations.

6.7 £200,00 from the Deputy Mayor's Investment Fund has supported this priority.

7. PRIORITY 4 – ENSURING CONSISTENT SERVICES IN ALL GREATER MANCHESTER COMMUNITIES.

7.1 This priority is sub-divided into three separate categories.

7.2 Equality, Diversity and Inclusivity

7.2.1 We have explored in depth the possibility of merging this work with the GM Tackling Multiple Disadvantage Steering Group. It has been agreed that this will not easily align and therefore the work will be done separately whilst ensuring read across.

7.2.2 We have promoted the recently announced Home Office VAWG by-and-for and Specialist funding across our partners. We particularly focused on organisations working with minority and marginalised communities and supporting their applications. We have agreed to act as lead partner for a consortium of organisations that serve minority and marginalised communities so that, subject to a successful bid, they are able to access Home Office VAWG funding to strengthen their work with these communities. The bid has been successful, and we have attracted £660,000 of funding to support minority and marginalised communities and those impacted by No Recourse to Public Funds (NRPF).

7.2.3 Through Ministry of Justice victims grant funding we have funded Safety4Sisters and Independent Choices for a project worker working across GM to support women with NRPF and assist local authorities with identifying appropriate referral pathways into services. This is 3-year funding until 31st March 2025.

7.2.4 Through Ministry of Justice uplift funding - £156,000 funding 2023/24 we have been able to support an additional 3.5 IDVA/ISVA posts extending provision in by-and-for organisations, for stalking and harassment victims and for sex workers.

7.2.5 With the support from the ten GM Local authorities and GM Immigration Aid Unit, we have supported a roll out of service level agreements between the local authorities and the immigration aid unit which commits to providing funding to support domestic abuse cases where the victim has no recourse to public funds.

7.2.6 To allocate additional funding from the MOJ we issued a call for bids to support organisations working with victims of domestic abuse and sexual violence with funding to be used to help them and people accessing their services to better cope with the impact of the cost-of-living crisis. We particularly welcomed support for communities of identity, support for victims with no recourse to public funds, support for older people and support for people with disabilities which broadly aligns with the GM GBV Strategy. Through this process we were able to allocate a total of £346,498 to 30 organisations across Greater Manchester.

7.2.7 We have engaged with the Ageing Well Programme Manager to explore how we approach this priority in relation to older people. A GM Older Persons Network (GMOPN) is in place. We have attended a steering group meeting to present on the GBV Strategy and engage with members around how we best take this priority forward. We have conducted a desk-based exercise to ascertain what research exists around older people and GBV. We have engaged with the refresh of the GM Age Friendly Strategy ensuring that GBV was reflected within the framework.

7.2.8 Disabled People - we have engaged with representatives from GM Coalition of Disabled People (GMCDP) and held several discussions with them and with a disabled women's organisation – Stand Up Sisters about the issue of GBV and the impact on people with disabilities recognising the diversity of this community. We have agreed to hold a focus group, similar to that held with older people to take this work forward and agree priorities. It is clear that data around this is limited and the picture on prevalence is not complete. We will be exploring what research is available and future options around how we can support bespoke research into this.

7.2.9 Men & Boys - The GBV Strategy states, “A bespoke plan will be drawn up to address how we effectively meet the needs of male victims and survivors. This will cover the full range of acts of violence, abuse and exploitation in which men or boys are the victims, and in which their gender, sexuality and/or intimate relationships are motivating or prevailing factors.”

7.2.10 It has been agreed by the GBV Board at its meeting in June 2023 that to take this work forward we need to develop a plan that seeks to address the issues around Intimate Violence Against Men and Boys (IVAMAB) and that this plan should focus on the following priority areas:

- RASSO (Rape and Serious Sexual Offences – including CSA, CSE, both current and non-current/historic)
- Domestic Abuse and Violence (including familial abuse)
- ‘So Called’ Honour Based Killing
- Forced Marriage

7.3 Assist agencies to develop a consistent approach to dealing with perpetrators, building on the work currently taking place.

7.3.1 Progress has been made in the development of a GM Perpetrator Framework which was reported to the GBV Board in January 2023. This is overseen by the Justice and Rehabilitation Executive Chaired by the Deputy Mayor. The three identified priority areas are: Sex Offending, Domestic Abuse and Stalking. The approach is formed around a ‘Protect, Enforce, Change’ structure to interventions. Nominations from Local authorities to be part of the three work-streams are welcomed.

7.3.2 **Domestic Abuse:** The Framework has considered the existing Home Office Domestic Abuse Perpetrator Schemes as part of the Home Office’s initiative to increase the evidence base around domestic abuse perpetrator behaviour change programmes that are engaged with on a voluntary (non-statutory) basis. The approach initially focused on coordinating bids to the Home Office Fund and will now begin to align with the GM MARAC Review and developments regarding Domestic Abuse Prevention/Protection Orders.

7.3.3 **Stalking:** A Multi-Agency Stalking Intervention Partnership (MASIP) has been established with the GMCA, police, probation, health, Manchester University and the Pankhurst Centre (who have funding to develop a specialist stalking service for victims). Funding has recently been secured to:

- Create a GMP/ MASIP Triage Centre to screen incidents and crimes.
- Develop a plan for communications and engagement events.
- Funds for research, evaluation, intervention design, personality disorder expertise and safeguarding.
- Developing a Problem Profile to understand domestic abuse related and non-DA related typologies.
- Commissioning a VCSE perpetrator intervention pilot.
- Programme support.
- The Pankhurst Centre has been allocated Stalking IDVA from Ministry of Justice additional GM allocation.

7.3.4 Wider considerations for the approach to stalking are:

- Delivering training to GMP FCC to help identify potential stalking victims.
- Create a communications campaign initially focusing on the identified main group of victims (aged 32-38).
- Consult with Local Authorities and key partners such as health, to develop further analysis to assess repeat location/offender/victim dynamics.
- Link in with external experts.
- For victims consider target hardening elements, making homes and vehicles feel safer.

7.3.5 **Sex Offending:** We are in the process of re-invigorating the former GM ACCORD Sex Offender Management programme with police, probation, and the voluntary sector. This will include joint commissioning with probation and community of practice training and development on understanding typology and offending behaviour. GMP have commissioned research into typology with Manchester University and re-structured the Sex Offender Management Unit. A two-year pilot approach is in development and a Round Table is due to be held with partners in the next months to review the approach and delivery plan.

7.4 Ensure that the experience of the criminal justice system is consistent with the ethos of the GBV Strategy.

7.4.1 The GBV Strategy is explicit in its intention to maximise accountability to victims and survivors and to ensure that policing and the criminal justice system are as effective as possible.

7.4.2 The GBV Strategy was in development at the time when the Victim Services Assessment of GMP was published by HMICFRS in 2020. Several commitments within the Strategy therefore were directly related to that report.

7.4.3 Based on this context, many of the commitments featuring in the delivery plan are related specifically to policing. GMP have established a Violence Against Women and Girls Board, chaired by the Assistant Chief Constable for Local Policing. This Board is driving and monitoring the elements of the GBV delivery plan related to policing, in addition to their own VAWG action plan.

7.4.4 GMP are one of the national lead police forces for **Operation Soteria** which is the national approach to improve the reporting, investigation, and prosecution of adult rape. The aim is to enable police forces to assess and reflect on their current practices in investigating rape and identify any barriers – and enablers – to improvement across the following 6 pillars:

- Suspect focused investigations.
- Identification of repeat/serial offenders.
- Procedural justice approach to victim engagement.
- Learning, development, and wellbeing.
- Data analytics and performance.
- Digital Forensics.

7.4.5 A meeting with GMP and the Greater Manchester Sexual Violence Harm Reduction Group, took place on 18th May 2023 to help shape the wider partner response to Operation Soteria. A draft high-level Improvement Plan will be circulated shortly for consultation.

7.4.6 The Home Office Safeguarding Minister visited Greater Manchester on 4th July 2023, to coincide with the national launch of Operation Soteria. Though this work is ongoing, data from the 12 months to the end of June 2023 shows early signs of progress – with a 4.2% increase in recording and a 51% increase in summons/charges – equating to approximately one in 16.

7.4.7 An overall funding envelope of £1 million over 2 years has been allocated from the GMCA Sexual Violence Reserve to GMP. The funding primarily secured a lead Detective Superintendent in GMP for a minimum of two years. In addition to the Detective Superintendent post, resources will be allocated for initiatives to accelerate change including but not exclusive to:

- Support sector and external expertise input to training and awareness raising programmes.
- Officer and staff wellbeing support
- Learning and development programmes prioritising a suspect-focused approach
- Research into victim and offender insights
- Delivery of dynamic problem profiles

7.4.8 The Improvement Plan will also need to consider developments emerging from the Victims and Prisoners Bill currently making its way through parliament. This work has been long anticipated, and it is now vital that partners take a collaborative and purposeful approach to improvement. Leadership from the Greater Manchester Sexual Violence Harm Reduction Partnership will be crucial to owning and driving the plan.

7.4.9 £290,000 from the Deputy Mayor's Investment Fund has been allocated to support various elements of this priority.

8. PRIORITY 5 – FOCUS ON THE WHOLE HOUSING APPROACH TO REDUCE THE RISK OF HOMELESSNESS

8.1 The GM Domestic Abuse Out of Borough Housing Reciprocal was developed in 2022 and is intended to improve the way in which we support victims of domestic abuse. This was developed with local authorities and housing providers and outlines a mechanism in which responsibilities for the provision of housing, care, and support

services when victims of violence and abuse move between local authority areas can be provided. This is just one-way victims of domestic abuse can be supported to move to another local authority area within Greater Manchester – if they wish to do so for their own safety. We are tracking the efficacy of the reciprocal.

8.2 The GBV Strategy recognises the importance of housing and security to tackling and responding effectively to gender-based violence. One of the commitments underneath the ‘Whole Housing; priority is that Greater Manchester 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’.

8.3 To support this a proposal has been developed to use £30,000 funding from the GBV funds assigned to housing to enable RSL’s to pursue DAHA Accreditation. Alongside this a workshop will be held in GM in conjunction with DAHA to provide an overview of the accreditation process and to support sign up. Approximately 10 RSLs have expressed interest in pursuing accreditation.

8.4 GMCA have been working with DAHA and Registered Social Landlords across Greater Manchester to insert a clause into tenancy agreements about GBV and tenancy rights. This is intended to send a ‘zero tolerance’ message to perpetrators of GBV/DA and enable victims of Domestic Abuse, coercive control, stalking and harassment to remain in their family homes, even though they may not hold the tenancy and for perpetrators to lose the tenancy in cases where they have been found guilty of an offence.

8.5 The development of our work within this priority will be coordinated by the GMCA working with established partnership arrangements such as the GM housing provider CEO Group, Housing Needs Group and Domestic Abuse Partnership Steering Group.

8.6 £80,000 from the Deputy Mayor’s Investment Fund has been allocated to support this priority.

9. PRIORITY 7 – GOVERNANCE: RECOGNISING THE GBV BOARD’S ROLE IN FOCUSING ON STRATEGIC PRIORITIES

9.1 In defining this priority, the GBV Board recognised the breadth of work and activity required to deliver the strategy, and thus the imperative for it to remain focused on the bigger picture.

9.2 The clear objective of the Board is to retain the focus of partners on precise strategic priorities. Board members will challenge each other to establish and maintain the tackling of GBV as a strategic commitment in each of their organisations, and the sectors which they represent.

9.3 To assist them in delivering their strategic objectives, the Board has established an Executive group, which consists of senior officials from relevant agencies and organisations. The executive meets on a bi-monthly basis.