

POLICE AND CRIME PLAN

Greater Manchester May 2016 - Dec 2017



Contents



Greater Manchester Mayor and Police & Crime Commissioner Tony Lloyd	4	Investing in and delivering high quality policing services.....	19
Greater Manchester Police Chief Constable Ian Hopkins.....	6	Building and strengthening partnerships	20
Key principles and commitments.....	8	Our public contract	21
Key issues and challenges	9	Accountability	23
The way our police work.....	10	People and resources.....	26
Greater Manchester devolution and the role of mayor	11	Commissioning framework 2015-2017	28
Police and crime objectives.....	13	Working in partnership	35
Tackling crime and anti-social behaviour	15	Developing the police and crime objectives.....	41
Putting victims at the centre	16	What are the responsibilities and duties for the Greater Manchester Police and Crime Commissioner?.....	42
Protecting vulnerable people.....	17	About Greater Manchester.....	44
Dealing with terrorism, serious organised crime and maintaining public safety	18		



Greater Manchester Mayor and Police & Crime Commissioner **Tony Lloyd**

Since being elected in 2012 my guiding principle has been to bring people together in partnership so we can work to make our diverse communities safer.

That means ensuring that agencies and organisations are collaborating effectively together to ensure that the best possible services are being provided to Greater Manchester people. It means giving local people and communities a voice and stake in the safety of their neighbourhoods. And it means listening to the needs and aspirations of the people of Greater Manchester, and aligning our organisational priorities and activities with them.

We have made real progress over the past four years. For example, Project Phoenix, Greater Manchester's joint response to child sexual exploitation, has led the way nationally to protect victims and prevent child abuse. Our collaborative working in the field of justice and rehabilitation has been hailed as a model of success that others are following. We have transformed the way we deliver mental health crisis

care to people when they come into contact with police. We are seeing more and more teams from different organisations being located together, which is much more than just sharing office spaces – it's working as one team for the benefit of Greater Manchester people.

That is not to say everything is positive. All public bodies have faced significant challenges as a result of the relentless cuts imposed by central Government. We have seen thousands of police officers lost from our streets as a result of these cuts and it's no surprise that we have seen crime rise as a result.

I have taken our cause to the heart of Government to make them listen and, whilst we are still facing significant challenges between now and 2020, the Government has backtracked on plans to implement another major programme of cuts. Although the scale has





“Police must work to respond to the needs of our diverse communities and work to make sure that GMP reflects those we serve.”

been reduced significantly, we are still facing a cuts budget, and huge cuts to other public services, such as those faced by our local councils, will have a major impact on policing and community safety. One area of positive news is that, due to careful management of the budget I oversee, the Chief Constable will be able to recruit new officers to our service to replace those who are leaving – ending a five-year recruitment freeze forced on us by Government. Both the Chief Constable and I are determined to make sure those new recruits are drawn from across Greater Manchester’s diverse communities so the police better reflects the society it serves.

In May 2017 the people of Greater Manchester will choose an elected mayor, and the duties of the Police and Crime Commissioner will fall under the remit of the new Mayor of Greater Manchester. Devolution is a once-in-a-generation opportunity for Greater Manchester, and will allow us to accelerate the transformation of our public services. Although we must acknowledge that it doesn’t mean more money for our services, it is still good news for us all.

This revised plan sets out the key priorities for community safety as we prepare for the transfer of powers in May 2017, setting an ambitious programme of change that puts the people of Greater Manchester at its heart.

Tony Lloyd

Greater Manchester Mayor
and Police and Crime Commissioner



Greater Manchester Police Chief Constable **Ian Hopkins**

**Greater Manchester Police
receives around 3,000 calls
for assistance every day**

**Keeping people safe is
everyone's responsibility**

Keeping people safe is the priority for everyone in Greater Manchester Police. We are now transforming the way we police to provide the best possible service to meet the challenges we face. This will ensure we are able to meet the priorities outlined in these police and crime objectives.

We are putting more officers into frontline neighbourhood policing and they will be in a position to work with local people and other agencies to tackle the issues. They will also be using smartphones and tablets which means they can spend more time out and visible in communities. Officers are also using body worn video to help gather evidence. This new

technology will enable us to work smarter and save time to really focus on what matters.

GMP is a diverse area and there are some significant threats from serious and organised crime as well as the number of major events we face. This is set against a background of having around 3,000 calls for assistance every day.

The priority for GMP in the coming years is to continue to focus on delivering policing services at a local level, working with other agencies so that the right person is going to deal with the issue, whether that is police, social services, or a health professional. This integrated working

can provide a better service for citizens but also will help to move towards solutions. Alongside this focus on delivering services at a very local level, we are continuing to improve the ways we deal with those who are vulnerable in our communities.

We can only achieve this with the support of citizens across Greater Manchester. Keeping people safe is everyone's responsibility. Whether we are helping an elderly neighbour, spending time with community groups or even volunteering in some way, we can all make the difference to our communities. It is part of



“We police by consent and the support from people across Greater Manchester is essential.”

our contract as citizens within Greater Manchester to be active in tackling crime and promoting safety.

GMP has a network of assistance from groups and individuals from Homewatch co-ordinators and volunteers through to the Special Constables who all provide amazing support to policing. We police by consent and the support from people across Greater Manchester is essential. We will maintain this through our work on neighbourhood policing.

All this will put us in the best position possible to keep providing the best service possible and meet the challenges that we currently face, and will face in the future.

Together we can keep Greater Manchester safe.

Ian Hopkins

Chief Constable
Greater Manchester Police

Key principles and commitments

- Deliver policing from and in our neighbourhoods
- Tackle crime and anti-social behaviour problems
- Meet the needs of victims, ensuring that services are tailored appropriately
- Recognise and deal with vulnerability, working with others to ensure that vulnerable people are safe and supported in their communities
- Safeguard children
- Ensure that Greater Manchester Police provide services that are accessible, responsive, consistent, reliable, fair and legitimate
- Ensure services that we provide will make a real difference in our communities
- Make sure the police officers and staff of Greater Manchester Police uphold the highest ethical values and standards to build upon their relationship with the public which must be based on respect and integrity
- Work to ensure the public have trust and confidence in Greater Manchester Police
- Encourage and respond to feedback from the public
- Provide appropriate and robust challenge and support to Greater Manchester Police through the chief constable
- Make sure that Greater Manchester Police is efficient and provides value for money to the public of Greater Manchester



Key issues and challenges

- Increasing and changing demands on police time due to social care issues (for example, mental health, alcohol and substance misuse)
- The increasing prevalence of vulnerability including domestic abuse, child sexual exploitation, modern slavery, human trafficking, female genital mutilation, forced marriage, hate crime and gang violence
- Recent increases in recorded crime including victim-based crime
- Further cuts to public sector budgets and the resulting impact on service delivery by the police service and partners
- Challenges presented by the growth and complexity of fraud and cyber crime
- The threat of terrorism and serious organised crime and their impact on community cohesion
- Issues relating to customer service
- Business crime
- The changes to probation services and delivery under the Transforming Rehabilitation reforms
- New anti-social behaviour legislation which shifts responsibilities between police and local authorities



The way our police work



The approach to crime and policing in Greater Manchester is designed to ensure that local police work with the community and other public services to protect society and help keep people safe. Neighbourhood policing is at its core. These neighbourhood teams include uniformed police officers, detectives, police community support officers and volunteers such as special constables. They are responsible for patrolling, investigating local crime, gathering local intelligence, working with local communities and responding to their concerns.

Over the past few years, neighbourhood teams have been strengthened and their effectiveness improved by working more closely with local people and with partner agencies. By focusing on local problem-solving the force is working to prevent offending and reduce reoffending, reduce the costs and demand for services,

protecting the people and places most at risk. But keeping us safe in our neighbourhoods and communities needs police specialists. Neighbourhood teams are complemented and supported by specialist teams with expertise in areas such as serious crime, counter-terrorism, forensic investigation, communications and public order who operate not only across Greater Manchester but, where appropriate, nationally and internationally.



Neighbourhood policing teams work with - and respond to - the concerns of local communities.

Greater Manchester devolution and the role of mayor

Over the last year Greater Manchester has made great progress with our devolution deal to take power back to our communities from central government. This groundbreaking agreement will see local decision making on vital services such as health and social care, housing, training and skills, transport and of course policing, justice and community safety handed back to Greater Manchester.

This devolution deal allows us to bring to life our ambition to redesign our public services and grow our economy so that we can give Greater Manchester people access to decent homes, good training and jobs, excellent public transport and world class health care, all delivered in Britain's safest communities.

As part of this deal we have agreed that the powers of the Police and Crime Commissioner (PCC) will be merged with those of the elected mayor. This will ensure that Greater

Manchester Police and others who deliver our community safety and justice services are working with all our public services to achieve the best results for Greater Manchester. As the interim mayor, and current Police and Crime Commissioner, I am well placed to continue to lead this work, and for this Police and Crime Plan I have prioritised the kind of partnership work that supports vulnerable people and builds resilience in our communities.

An example of the real difference we can make by working together is how Greater Manchester Police now deal with people in crisis because of mental ill health. We have brought together different



organisations to make sure that there is a consistent and effective approach across Greater Manchester. Over the course of the past year we held discussions with partners across the police and health sectors which led to the introduction of a 24/7 helpline for police. This means that the police have immediate access to the information that allows them to keep people out of a police cell when they are in mental health crisis.

Our groundbreaking whole-system approach to working with women offenders has rightly been held up nationally for bringing together police, probation, health and other agencies and the voluntary sector to tackle the underlying issues of reoffending. We are helping women offenders tackle their reasons for offending, such as mental ill health and substance abuse, and supporting them as they leave behind the offending lifestyle. This allows them to become happy, healthy contributors to

society, benefiting both them and their local communities.

Devolution does mean that some services have changed and more changes will be needed. As PCC, I will make sure that what is delivered demonstrates that our services are effective in achieving what is important – reducing offending, reducing risk to children and protecting the most vulnerable.

Devolution offers a unique opportunity to build on this work by accelerating it where it is succeeding, and introducing it into new areas which will benefit communities across Greater Manchester.




Police and crime objectives

These objectives lie at the heart of the plan. By working together to deliver them we will bring the plan to life and make it relevant for everyone. I've drawn them up after listening to the views of people and organisations across Greater Manchester.

I have developed them in consultation with the public, the Chief Constable of Greater Manchester and key partner organisations. In addition to the objectives, police and crime commissioners have a number of duties and responsibilities to fulfil. ([See supporting document VIII: 'What are the responsibilities and duties for the Police and Crime Commissioner for Greater Manchester?'](#)).

It is not possible to specify every public concern in this plan, nor all the activities undertaken by Greater Manchester Police, partners and other agencies. Everyone knows that keeping our roads safe and getting knife crime down are priorities for the public, where working in partnership is key, and around which we need to determine how best to have an impact.

The Police and Crime Plan will be underpinned by a number of delivery plans which will provide information about how GMP, community safety partnerships, criminal justice agencies and other service providers are working to support relevant areas of activity. These delivery plans will clearly need to be flexible in order to take account of issues that are specific to particular places or service providers and respond to changing circumstances.



"It is vital that the police and public have a relationship built on respect and trust."

These six objectives lie at the heart of the police and crime plan:



1

Tackling crime and anti-social behaviour

Working with local people and partner agencies to:

- Prevent, solve and reduce crime and anti-social behaviour
- Focus on the specific offences and offenders that cause the greatest harm to communities and individuals
- Reduce offending and re-offending by:
 - understanding and addressing factors that can lead to and aggravate criminal behaviours (e.g. mental health issues, alcohol abuse, drug use)
 - using evidence-based tactics to divert people towards positive alternatives to criminality through education and training
 - ensuring that victims are meaningfully engaged in the justice process
- Work to reduce the impact of crimes and behaviours that cause greatest harm to communities and individuals by:
 - understanding and addressing factors, including vulnerability, that can lead to and aggravate offending and anti-social behaviour
 - reducing repeated victimisation and anti-social behaviour
 - strengthening communities
 - using appropriate ways to deal with and prevent such behaviour, ensuring that victims are engaged in the process
- Identify, understand and tackle emerging threats



We've funded Stop The Traffik to head up a network of voluntary organisations supporting victims of modern slavery and human trafficking

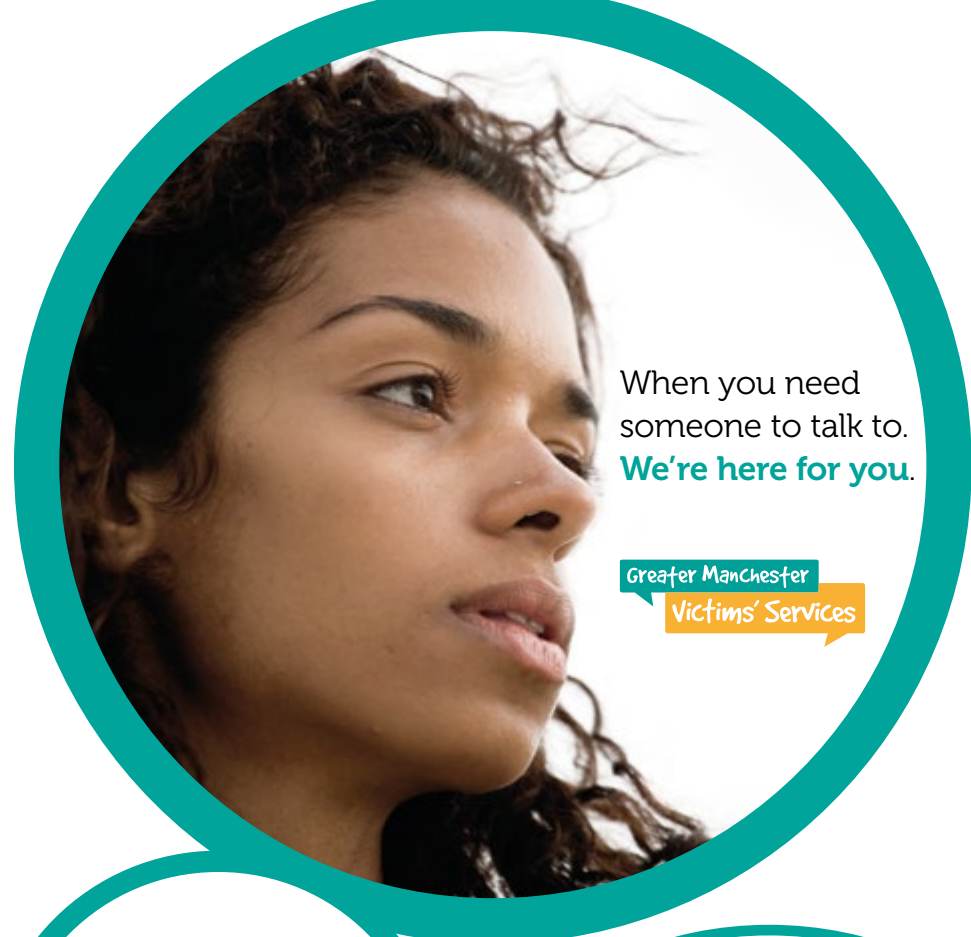


2

Putting victims at the centre

Working with local people and partner agencies to:

- Be open, responsive and accountable to victims, witnesses and communities, giving them an effective voice in the wider criminal justice system and working to develop new ways to meet their needs
- Ensure that victims, witnesses and communities get the help and support they need, when they need it from relevant agencies particularly the police, Crown Prosecution Service, the courts, the Probation Trust, Victim Support and other agencies that are commissioned to provide support to victims
- Identify and address the causes of dissatisfaction and complaint with services received by victims and witnesses
- Ensure that the recommendations made by the Victim Services Advocate are addressed



We're making it easier for victims of crime to get help and support. Find out more at gmvictims.org.uk



3

Protecting vulnerable people

Working with local people and partner agencies to:

- Identify the factors that can lead to individuals and groups being at risk of becoming victims
- Identify, protect and support individuals and groups at greatest risk. This includes, but is not limited to, those at risk of:
 - domestic abuse
 - child sexual abuse and child sexual exploitation (working with Project Phoenix, a widely recognised example of best practice)
 - other sexual offences including female genital mutilation
 - poor health (including mental health)
 - hate crime (for example, because of disability including learning disability, gender, gender identity, race, age, religion/belief or sexuality)
- Build confidence amongst victims and witnesses to report their experiences by providing and promoting accessible services in the community that meet their needs



Thanks to Project Phoenix and the 'It's Not Okay' campaign, we're leading the the fight against child sexual exploitation. See: itsnotokay.co.uk

4

Dealing with terrorism, serious organised crime and maintaining public safety

We've set up an independent 'protest panel' and 'ethics committee' to ensure the police are held to account in all areas of policing

Working with local people and partner agencies to:

- Prevent, solve and reduce serious crime, including armed violence
- Tackle the problems caused by organised crime groups and gangs, ensuring that local people are aware of how this impacts on their community
- Counter all forms of terrorism locally, across the region and nationally
- Build on the good work that has been undertaken over a number of years, including:
 - efforts to address the issues of guns and gangs within our communities
 - community cohesion initiatives
 - sharing information between relevant partner agencies, identifying opportunities to intervene and take effective action
 - disrupting criminal enterprises and seizing criminal assets
- Ensure there is suitable capacity and capability within Greater Manchester to maintain public safety and security, both locally and nationally:
 - managing civil emergencies and major incidents such as large scale public disorder, natural disaster, catastrophes, etc
 - managing major events such as party conferences, large public gatherings, demonstrations and protests
 - protecting Greater Manchester's roads and public spaces
- Ensure that the response to civil emergencies and major events is comprehensive, coordinated and effective, testing contingencies where appropriate
- Identify, understand and tackle emerging threats to safety, such as cyber crime, locally, across the region, and nationally



5

Investing in and delivering high quality policing services

Working with local people and partner agencies to:

- Build trust in policing services
 - Develop opportunities for all those who live, work and visit Greater Manchester to express their views on policing and crime and contribute to policing
 - Ensure commitment to equality and diversity, promoting respect and cohesion within communities, creating an environment where crime and anti-social behaviour are not tolerated
 - Ensure that policing services are accessible and responsive to the needs of service users, police powers (such as stop and search) are used fairly and proportionately and people are treated with dignity and respect
 - Strengthen the openness, integrity and accountability for policing by increasing the effectiveness of the complaints system, ensuring that malpractice is dealt with robustly and complaints are dealt with sensitively and transparently
- Recognise the importance of front-line, visible neighbourhood policing services, including police community support officers
 - Care for the well-being of police officers, police staff, special constables and volunteers, acknowledging the impact of increasing pressure on resources and the extraordinary challenges they face. This includes supporting staff to ensure they receive due recognition for the personal sacrifices they make to protect society and help to keep people safe

We're investing in body-worn video and mobile devices to make sure Greater Manchester Police is an efficient service, fit for the future



6

Building and strengthening partnerships

Working with local people and partner agencies to:

- Maintain services through the promotion of a mature approach to partnership working, ranging from fully integrated joint working to establishing new relationships and collaborations
- Identify and progress both innovative and tested partnership initiatives that:
 - focus on early intervention
 - address crime, anti-social behaviour and offending behaviours
 - use resources effectively
 - represent the most efficient ways of working
- Ensure that the criminal justice system in Greater Manchester works as a coherent and integrated whole focusing on:
 - reducing offending and reoffending collaboratively
 - the needs of victims
- Understand and minimise the impacts of the ongoing cuts to the police and other public service budgets. This includes realising opportunities to work with other public sector organisations to provide both better outcomes and reduce future calls for service

We're making it easier for partner agencies to work together, by moving them in together under one roof. This also saves money.



Our public contract

We will strive to make Greater Manchester Police the best, most trusted police force in the country. We will use our respective positions to enable all our partners to join together to achieve these goals. We will join the people of Greater Manchester in supporting the officers and staff who go to work on their behalf to serve the public and keep our communities safe.

The Police and Crime Commissioner undertakes:

- To seek and reflect the views of the public and particularly victims of crime in setting policing priorities and holding the chief constable to account for the performance of the force
- To coordinate the work of the police and other agencies across Greater Manchester to ensure that there is a comprehensive joint strategy for the reduction of crime and the strengthening of community safety
- To ensure that the public are consulted on the budget priorities for the force and the difficult decisions the force has to make to cope with current and future budget reductions
- To advocate to national and local government and other partners within and outwith the criminal justice system for the resources and for the proper framework needed to allow Greater Manchester Police to operate effectively and efficiently
- To hold the chief constable to account through a transparent system of scrutiny that promotes professional standards of behaviour, communication and service and that responds pro-actively when concerns are raised



The Chief Constable undertakes:

- To work with the Commissioner to ensure that the views of local people and particularly victims drive police strategy and practice
- Through maintaining and where possible strengthening neighbourhood policing and specialist capability, to continue the record of GMP in tackling crime, anti-social behaviour, and organised criminality
- To ensure that the force displays openness and integrity in all its activities and works to further improve the service to the public and the protection of vulnerable people and to strengthen the confidence local people have in GMP

The Police and Crime Commissioner and the Chief Constable together undertake:

- To hold public meetings where the performance of the force is scrutinised and the public consulted on priorities
- To explore new ways of strengthening accountability and the consultation with different groups in Greater Manchester, to make information on policing more available and to involve more local people in policing
- To create more responsive ways for the public to raise concerns about the service they have received and to ensure failings are addressed speedily
- To ensure that the dedication of staff is recognised and that staff are consulted and listened to as the force makes changes.





Accountability

Greater Manchester Police has developed a future 2020 'Target Operating Model' for the service and has set out key principles for how they will deliver policing in the future. These principles inform the performance questions that Tony will ask to help him assess Greater Manchester Police's progress against the Police and Crime Plan.

Threaded throughout the key principles and performance questions are two cross-cutting themes:

Equality, Diversity and Human Rights.

Both the Chief Constable and the Commissioner have duties under the Equality Act 2010. In brief, they must consider how their decisions, functions and practices may affect different groups. In developing policing services, engaging with citizens and developing

the GMP workforce in accordance with the TOM, the Chief Constable will ensure that proper consideration is given to eliminating discrimination, advancing equality of opportunity and fostering good relations between different groups, and the Commissioner will ask how this has been done. Overall progress in implementing GMP's Equality, Diversity and Human Rights Strategy will be reported to Tony on a regular basis.

Value for Money.

The Target Operating Model is being developed to make best use of public money in delivering effective services and outcomes for citizens. It is focussed on developing the way services will be delivered and prioritised, that GMP's workforce has the skills and capabilities, and that both are supported by good information and technology, to meet the



needs of policing in 2020. It is also focused on how police and other public services will work effectively and efficiently together in support of local people.

The key principles and questions are:

Commitment to 'place'

- Does local policing and other public services operate in a way that is relevant to local communities, with an understanding of their needs and concerns?
- Is GMP working effectively with partners to share responsibility and make best use of local resources and leadership?
- Is GMP improving outcomes for local communities?
- Is GMP allocating its resources based on need and prioritising individuals with complex needs or who are vulnerable?

- Is GMP intervening early to tackle root causes of local problems, crime and repeating demand for service?
- Is GMP targeting information and involving communities in ways that will help them keep themselves safe?

Approach to threat, harm and risk

- Does GMP effectively allocate resources to meet assessed threat, harm and risk?
- Is partnership work effectively focused on threat, harm and risk and GMP's shared responsibilities?
- Is GMP anticipating threat and harm and preventing it in partnership?
- Do GMP staff use their discretion in making decisions to achieve the best outcomes for victims and communities?
- Is GMP collaborating effectively with other bodies and maintaining its

local, regional and national policing commitments to help keep people safe?

Establishing our Citizen Contract

- Has GMP prioritised attending when individuals are in danger, distressed or vulnerable, and when there is a high chance of catching an offender?
- Has GMP introduced more effective and efficient ways for citizens to access its services and engage with them?
- Is GMP encouraging citizens to play their part in making our communities stronger and safer, volunteering their time and investing their efforts to build on local strengths, capacity and assets?
- Has GMP done its utmost to provide good customer care and levels of service?

- Are citizens clear about what to expect from GMP and does GMP consistently meet these expectations?

Developing and supporting our workforce

- Is GMP investing in its people to be able to meet the future model for delivering effective police services?
- Does the example set by leaders support people in understanding what is expected of them?
- Is GMP investing in new capabilities and skills to respond to changes in crime and society?
- Has GMP embedded the police Code of Ethics across the service?
- Has GMP put in place leadership and career development opportunities for all, to help its people deliver to their full potential?

- Do staff feel that GMP invests in their wellbeing and supports them to perform well at work?
- Is GMP equipping staff to work in a more integrated way, as one team with its partners?
- Is GMP making the workforce more representative of our communities?
- Is GMP using public feedback effectively to improve how its staff performs and deliver services?

Enabling Information and Technology

- Does GMP have the right information, at the right time, to make better decisions about how it supports people and places?
- Does GMP properly understand what drives demand for police services in Greater Manchester?
- Does GMP effectively share

information with the public and with other public and voluntary services?

- Is GMP using technology to improve how the public and businesses access and interact with the service?
- Has GMP invested in technology to provide its workforce with the information they need to make the right decisions, and to help them operate in the most efficient way?

People and resources

The police officers, police community support officers, police staff and volunteers that make up the Greater Manchester Police force are undoubtedly its greatest asset. The public sector funding cuts imposed by the government have not only impacted on policing numbers but will also have had an effect on the morale of the men and women of GMP, increasing the level of challenge they face in performing their duties. Despite this, we are very fortunate to have a highly motivated and talented workforce that is fully committed to serve our local communities to the best of their ability.

Budget

GMP's budget in 2016-17 is £547.1 million. This includes £111 million generated from the police portion of local council tax bills. This element, known as the precept, has increased by 3.28% and equates to a £5-per-year increase for a Band D property.

The Band A equivalent is £3.34 per year, a weekly increase of 10p and 6p a week, respectively.

Key points within the 2016-17 budget include:

- For the first time in 5 years I am able to provide a budget which allows the Chief Constable to recruit significant numbers of police officers. In effect this will offset those officers who resign or retire from Greater Manchester Police. This presents an opportunity to increase the diversity of Greater Manchester Police and its ability to reach out to all our communities.
- Building on the success of the award-winning apprentice scheme,



GMP will increase the annual intake of apprentices, particularly providing opportunities for young people from a disadvantaged background.

- Investment to deliver the 'Target Operating Model' within Greater Manchester Police to ensure that a new approach to policing services is embedded swiftly.
- Capital investment in an Information Services Transformation Programme which will remove the significant risk of IT failure, and act as a key enabler to support the delivery of the new Target Operating Model. The programme will replace ageing infrastructure and architecture, and includes investment in technology that will facilitate mobile working.
- Investment in body-worn video technology which will achieve a number of benefits, including a reduction in the number of complaints and a more efficient evidence process.
- Investment for innovative projects which both reduce demand on public services and improve the outcomes for vulnerable people. In the past year these projects have included supporting female offenders who are often victims of crime, and those in crisis as a result of mental illness.
- Continued investment in our communities by providing funding to Community Safety Partnerships and voluntary and community groups. There is no doubt that our communities face many threats including anti-social behaviour, substance misuse, domestic abuse, organised crime and child sexual exploitation. These challenges can only be met by working together at a community level.



Commissioning framework 2015-2017

This framework is based upon tried and tested commissioning approaches, the lessons learned in this new role since the election and by listening to partner's views. I have consciously tried to ensure that the Commissioning Framework aligns with, and is complementary to, my Police and Crime Plan and [Greater Manchester's Growth and Reform Plan](#). The Police and Crime Plan is built around six objectives and was developed in consultation with the public, partners and Greater Manchester Police. The objectives provide the focus for policing and partnership activity to deliver my vision to build the safest communities in Britain.

Greater Manchester's Growth and Reform Plan sets out the ambition to become a financially self-sustaining city region. The current gap between spending on public services in Greater Manchester and the tax generated in the area is £4.7 billion a year. It is therefore vital that effective commissioning is in place to ensure that all partners play their role in community safety and criminal justice systems. We need to understand the totality of public resources within the systems and focus on our shared

responsibilities by identifying common issues which require common solutions.

In supporting the Greater Manchester approach to Public Service Reform, I want Greater Manchester to be a transformative place where we are all open to the possibility of change. I want to use commissioning to reduce dependency on public services, target resources at early intervention and prevention measures and decommission those services that provide low value or are unaffordable through an evidence based approach.

A recent addition to the commissioning framework is my Social Value policy which goes far beyond the legal requirements of the Public Services (Social Value) Act. It is my belief that applying Social Value principles to commissioning activity supports my vision to build

Reduce dependency
on public services

Target resources at
early intervention and
prevention measures

Decommission
services that provide
low value or are
unaffordable

resilient communities, reduce demand for public services and lower environmental impacts. I will endeavour to ensure that social, economic and environmental issues are considered during all stages of our commissioning and procurement process and as part of the whole life cost of a contract. In addition the policy seeks to secure improvements in Social Capital such as citizenship, neighbourliness, social networks and civic participation.

In conjunction with partners and with support from the Public Service Reform Team, I have established the Justice and Rehabilitation Executive Board at which the first decision was to agree a co-commissioning approach. The Board has subsequently governed over the commissioning of Intensive Community Orders, a collaborative approach to female offenders, created a strategy for dealing with Transforming Rehabilitation

(the probation service split) and it is developing a review and consolidation of Restorative Justice services across Greater Manchester.

The community safety landscape is complex and I have no desire to constrain local decision making. However, I have a personal commitment and a public requirement to ensure that I consider value for money in decisions on grant funding and the principles set out in this framework aim to align plans whilst supporting local delivery. The creation of a common Strategic Assessment Framework will also help identify thematic aspects to consider for co-commissioning development.

On 1 April 2015 I became responsible for the commissioning of victims services, putting victims at the heart of everything we do. The first 12 months

have focussed on gaining an insight in to people's experiences of the criminal justice system. This has informed the design of a responsive service for victims and witnesses which will shortly be commissioned, providing opportunities for the voluntary sector and community provision.

I see this framework as a call to action to put people at the centre of commissioning services and to break down organisational barriers to help build the safest communities in Britain and I will continue to learn and listen as the framework develops.

Commissioning approach

The Police Reform and Social Responsibility Act 2011 states that the Police and Crime Commissioner can provide Crime and Disorder Reduction Grants:

- to any person
- for securing crime and disorder reduction
- and can make grants subject to any conditions

As a significant proportion of the funding which this framework covers is non-recurring, it is vital that a Public Service Reform approach is taken to ensure it is targeted effectively and value for money is sought. Adopting the objectives of seeking an evidence-based approach and focusing on early intervention and prevention to reduce dependency, provides a clarity of purpose that is common to all partners.

In addition, the two key strands of growth and reform and complex dependency read across to the drivers of offending behaviour and the objectives of the Police and Crime Plan.

The Police and Crime Plan states that commissioning is about enabling the best use of resources, policy and partnerships through the issuing of Crime Reduction Grants to:

- seek to support communities, groups and individuals affected by crime and disorder and at risk of harm
- promote partnership working and collaboration, particularly through the use of early intervention and prevention measures
- try to get the right balance between meeting local needs and strategic joint working
- help to stabilise the provision of

community safety and criminal justice services across all sectors

- use an evidence-based approach to focus on securing better outcomes for our most vulnerable individuals and communities

This framework has been developed to provide a structured and transparent approach to the commissioning of interventions, innovation, projects and services. The framework will be an iterative, living document which takes into account lessons learned from feedback, experience, research and decisions that are made, over time. At the core of this commissioning framework are key principles which form the basis for the construction of the framework including systems and processes and the way in which it operates.

Funding

The Police and Crime Commissioner receives a single pot of funding through the Main Police Grant for policing and community safety purposes and receives or is responsible for additional funding streams. If the funds are available, the Commissioner may ring-fence a Community Safety Fund from the Main Police Grant. The Main Police Grant has been subject to a year on year reduction and the Community Safety Fund will incur reductions in line with this. There is uncertainty about future funding of the Main Police Grant and therefore the Commissioner cannot be precise about the continuing size of the commissioning budget. GMP already has a significant budget for policing services, but they can receive additional funds as part of partnership arrangements.

There are a variety of commissioning funding streams and grant giving with a

mix of time limits. Below is an overview of the streams, but please note that much of the funding is already committed.

Justice and Rehabilitation

Ministry of Justice Financial Incentive Mechanism monies. This is one-off funding for partners in Greater Manchester and can be spent over any period but there is no further funding once this has been allocated. This is subject to co-commissioning arrangements through the Justice and Rehabilitation Executive Board.

Funds: £7.6m

Restrictions: There is no time limit. The conditions are broad and require that it must be used for reducing offending.

Victim Services Commissioning

Ongoing budget (with annual settlement) from the Ministry of Justice.

Funds: £3.2m

Restrictions: To be spent by the end of each financial year. Specific grant conditions and a framework supplied by the Ministry of Justice.

Community Safety Fund

Payable to Community Safety Partnerships (CSPs), administered by the 10 Local Authorities. Locally the monies are allocated to specific projects which support the evidenced local needs of the area in the context of the Police and Crime Plan. Each CSP provides the Commissioner with details of their local plan and are accountable for the delivery of the stated outcomes.

Funds: £2.8m 2016/17

Restrictions: aligned to the police grant settlement

Community Crime Fund

For 2016/17 a £2m fund will be available for members of the public or partners

to work with the OPCC to co-design innovative schemes which can evidence that they will:

- Reduce demand on police services, particularly focusing on areas of high demand
- Increase the resilience of our communities
- Demonstrate scalability across GM

Youth Aspiration Fund

This fund seeks to support appropriate schemes for children and young people who are identified as being at risk of offending, risky behaviour, vulnerable to exploitation and harm, have complex needs or live in a family or community which is vulnerable to exploitation and harm. The aim is to ensure that young people are diverted away from the criminal justice system and risky behaviour and provided with appropriate

support, guidance, challenge and personal development. The ultimate goal is to tackle young people's vulnerability, anti-social behaviour, crime and reoffending through families, schools, communities and partnerships.

Funds: £0.5m will be available for 2016/17.

Commissioner's Neighbourhood Fund

Grants of up to £1000 are available for projects that contribute to stronger, safer neighbourhoods; increase neighbourliness; and encourage communities to help themselves and others.

Funds: £0.4m will be available for 2016/17 in two separate releases.

Active citizens' fund

Grants of up to £5000 are available for projects that support and boost local volunteering, and encourage people to become involved in local community

projects and organisations.

Funds: £0.4m will be available for 2016/17 in two separate releases.

Commissioning principles

The Commissioner may commission both outcomes and specific services with the appropriate governance approaches in place to deliver either. The Commissioner recognises that it can be difficult to measure impact as often there is no singular, responsible agency or initiative, especially when dealing with complex needs, however it is important that the overarching principles by which the Commissioner intends to deliver the framework outcomes are clearly defined.

The ten principles are:

Driving change: By supporting the Public Service Reform in Greater Manchester, the framework will promote innovation with the Commissioner using his leadership

role to test new ideas, in order to help shape future policy and core service delivery. At its most strategic level, the framework adopts the Greater Manchester Public Service Reform principles, which focus on: using an evidence-based approach; reducing demand and dependency on public services; developing new models of service delivery; promoting early intervention and prevention; using a cost benefits analysis approach to evaluate outcomes.

Understanding what works: Both in terms of understanding needs and what are the best solutions to common and emerging problems. Commissioning decisions will aim to be evidence-based and proportionate to the scale and type of commissioning approach used. This can be achieved by building on the foundations of what already exists; reviewing data and information; and listening to service users and the public about what the characteristics of effective

services are and what should change. Subsequently, conducting a needs assessment will be an essential element of any commissioning cycle and business case development.

Prioritisation according to need: There may be many good ideas and organisations needing extra support and resources, but interventions need to be sequenced correctly and prioritised on an evidential basis against Public Service Reform principles. These will be considered alongside levels of resources required and any available match funding.

Incentivising collaboration: Collaborative proposals will be prioritised as the Commissioner does not want unnecessary time and money spent on bureaucracy and competitive bidding processes which can often create tensions between organisations. Well written bids may not always equate to good delivery. The Commissioner wants to see how organisations can work with each other to

resolve critical issues for the benefit of the public.

Focus on adding value: Community Safety Partnerships retain statutory responsibility for the reduction of crime and disorder and the delivery of core services. Other statutory partners in the criminal justice system and wider public sector such as health and local authorities, are responsible for their core services. The police have a significant budget to pay for core services. The funding available through the commissioning process will be focussed on interventions designed to provide added value linked to the objectives as laid out in the Police and Crime Plan, but not in place of core services. Funds may be used to pump-prime new models of delivery for core services.

Outcome based: The overarching aim of the framework will be to identify outcomes both in terms of a value for money assessment and quality of

services requirements. Realistic delivery plans must be in place, efficiency and effectiveness achieved and cashable savings realised. There will be a proportionate approach to evaluation as the amount of effective bureaucracy should be set in relation to the scale of commissioning and any associated risks.

Alignment with partners: This will be achieved through transparent communication and by taking in to account the existing structures and partnership approaches. A significant level of investment and activity takes place independently of the Commissioner and all partners need to share the level of investment in order that we can all make effective value for money assessments. There is also an expectation that other parties take account of the Commissioner's approach. This framework will respect the need for local delivery and will use local frameworks when required and the people and organisations best suited to the task.

Public value led: A key element will be to understand what the public experience is of services. Through building capacity and capability in the public services, the voluntary sector and in communities, this framework will seek to ensure that voices can be heard. We will listen to a range of people and organisations such as service users, representative organisations, those unable to access provision, the experienced professional, elected leaders and the expert adviser.

Decommissioning, exit strategies and sustainability: This framework will ensure that recipients of grants and funding understand the limitations of the funding and actively seek long-term or alternative solutions to any funding gaps. Grant funding is finite and the Commissioner's funding pot can only be realistically set on an annual basis. All parties will need to understand what services stop and what the cost and impact of this is. The correct balance should be struck between achieving efficiencies and delivering effective services.

Transparency and accountability: The Commissioner will publish all commissioning decisions including the rationale and the level of financial investment in compliance with the Police Reform and Social Responsibility Act Statutory Instrument on Publication of Information. The Commissioner will wish to demonstrate to the public that value for money has been considered in commissioning decisions - that the maximum benefit from the goods and services both purchased and provided, within the resources available, has been achieved. The Commissioner will also ensure that Standing Orders and Financial Regulations are kept up to date in line with the development of the framework.



Working in partnership

Police and crime commissioners are uniquely placed to provide leadership which crosses organisational and geographical boundaries and act as an advocate for the public, the police and other community safety partner agencies.

Greater Manchester has many well-established partnerships with a positive track record of proven expertise and successful delivery. I want to build on the good work and achievements to date, strengthen existing relationships and build new links where these are needed.

Partnership roles and responsibilities covering different spheres naturally overlap and the landscape is understandably complex. The information provided below illustrates just some of the partners involved in work aligned to a number of specific community safety themes. The reasons for the involvement of many partner agencies, such as local authorities,

are clear. By comparison, certain other agencies' participation in partnership work to tackle crime and community safety issues is perhaps less obvious. For example, the Department of Work and Pensions performs a key role in Operation Challenger by investigating and freezing illegitimate access to benefits to help combat organised criminality.



Prevention

Community Safety
Partnerships

Police

Local Authorities

Safeguarding Boards

Health and Wellbeing Boards

Housing providers

Fire and Rescue Service

Local Resilience Forum

Highways Agency

Department for Work and
Pensions

HM Revenue and Customs

UK Borders Agency

Voluntary and community
projects, agencies and groups

Environment Agency

National Crime Agency

Drug and Alcohol Services

Chamber of Commerce/
business community

Professional bodies

Protection

Community Safety
Partnerships

Police

Local Authorities

Safeguarding Boards

Health and Wellbeing Boards

National Probation Service

Cheshire and Greater
Manchester Community
Rehabilitation Company

HM Prison Service

Housing providers

Fire and Rescue Service

Local Resilience Forum

Victims' Services

Highways Agency

Transport for Greater
Manchester

HM Revenue and Customs

UK Borders Agency

Voluntary and community
projects, agencies and groups

Environment Agency

National Crime Agency

Drug and Alcohol Services

Professional bodies

Investigation

Police

Local Authorities

Fire and Rescue Service

Victims' Services

Highways Agency

HM Revenue and Customs

Department for Work and Pensions

UK Borders Agency

Environment Agency

National Crime Agency

Chamber of Commerce/business community

Professional bodies

Intervention

Community Safety
Partnerships

Police

Local Authorities

Crown Prosecution Service

Courts Service

National Probation Service

Cheshire and Greater
Manchester Community
Rehabilitation Company

HM Prison Service

Housing providers

Victims' Services

HM Revenue and Customs

Department for Work and
Pensions

UK Borders Agency

Voluntary and community
projects, agencies and groups

Environment agency

National Crime Agency

Drug and Alcohol Services

Chamber of Commerce/
business community

Professional bodies

Problem solving

Community Safety
Partnerships

Police

Local Authorities

National Probation Service

Cheshire and Greater
Manchester Community
Rehabilitation Company

HM Prison Service

Housing providers

Fire and Rescue Service

Highways Agency

HM Revenue and Customs

Department for Work and

Pensions

UK Borders Agency

Voluntary and community
projects, agencies and groups

Environment Agency

National Crime Agency

Drug and Alcohol Services

Chamber of Commerce/
business community

Professional bodies

Developing the police and crime objectives

The objectives have been developed by drawing from a range of sources including:

- Public views on policing and crime gathered from focus groups, surveys and other public meetings. Consultation with the public is an ongoing activity throughout the year.
- The priorities of community safety partners in Greater Manchester:
 - [Bolton](#)
 - [Bury](#)
 - [Manchester](#)
 - [Oldham](#)
 - [Rochdale](#)
 - [Salford](#)
 - [Stockport](#)
 - [Tameside](#)
 - [Trafford](#)
 - [Wigan](#)
- Key issues from the first integrated strategic assessment for Greater Manchester. This comprehensive assessment considered information concerning crime, anti-social behaviour, offending behaviour and other social issues. The assessment will be refreshed on a regular basis and will assist in the identification of emerging threats and issues. A copy of the current assessment can be viewed at <http://www.neweconomymanchester.com/publications/2014-integrated-greater-manchester-assessment>
- The Strategic Policing Requirement which sets out the national threats that the government expects the police to address and the policing capabilities required to deal with the threats. The current national threats are [terrorism](#), organised crime, serious threats to public order or public safety and other civil emergencies including large scale cyber incidents. Further information about the Strategic Policing Requirement can be viewed here <https://www.gov.uk/government/publications/strategic-policing-requirement>
- The Public Sector Reform agenda and the five key reform themes of: Health and Social Care, Early Years, Work and Skills, Troubled Families and Transforming Justice. (https://www.greatermanchester-ca.gov.uk/info/20011/public_service_reform)
- The Greater Manchester Alcohol Strategy (http://archive.agma.gov.uk/cms_media/files/gm_alcohol_strategy_web.pdf?static=1%20)
- Stronger Together: Greater Manchester Strategy (https://www.greatermanchester-ca.gov.uk/info/20067/greater_manchester_strategy)
- The Greater Manchester Growth and Reform Plan (https://www.greatermanchester-ca.gov.uk/downloads/file/10/gm_growth_and_reform_plan%20)

What are the responsibilities and duties for the Greater Manchester Police and Crime Commissioner?

Police and crime commissioners have a number of key duties and responsibilities that they must meet. For me these focus on:

- Making sure that Greater Manchester Police is efficient and effective.
- Holding the chief constable to account for the delivery of policing on behalf of the public and for the performance of his police officers and police staff, whilst at the same time not inhibiting their operational independence. This includes holding the chief constable to account for:
 - having regard to the Police and Crime Plan, Strategic Policing Requirement, codes of practice issued by the Secretary of State
 - the effectiveness and efficiency of his arrangements for co-operating with other persons in delivering policing and engaging with local people
 - providing value for money
 - the exercise of duties relating to equality and diversity, the safeguarding of children and the promotion of child welfare
- Deciding the budget for Greater Manchester Police, allocating assets and funds to the chief constable, determining the policing element of local council tax and awarding grants for work that will reduce crime and disorder.
- Managing the police budget effectively.
- Delivering community safety and crime reduction and enhancing the delivery of criminal justice within Greater Manchester.
- Having regard to the priorities of other responsible authorities in exercising my functions as Police and Crime Commissioner and working in co-operation with those authorities.
- Making arrangements with criminal justice agencies in the



area to exercise our functions in ways that will provide an efficient and effective criminal justice system for Greater Manchester.

- Developing, consulting on and issuing a plan for Greater Manchester which sets out my objectives for policing and crime, sets the strategic direction for Greater Manchester Police and which has regard to the Strategic Policing Requirement set by the Home Secretary.
- Reviewing, supporting and challenging the overall performance of Greater Manchester Police including against the objectives within the Police and Crime Plan.
- Listening to and consulting with the public, victims of crime, partners and other stakeholders.
- Providing the local link between the police and communities, working to communicate their legitimate needs and wants into action.
- Publishing information that will assist the public in Greater Manchester to assess my performance and that of the chief constable.
- Entering into collaboration agreements with other police and

crime commissioners, other policing bodies and partners.

- Making sure that collaboration agreements deliver better value for money or enhance the effectiveness of policing and resilience.
- Preparing and issuing an annual report to the Police and Crime Panel which details how I have delivered against the objectives within my Police and Crime Plan.
- Complying with all reasonable formal requests from the Police and Crime Panel to attend their meetings.
- Appointing the chief constable and, if necessary, removing the chief constable from office.
- Monitoring complaints made against police officers and police staff, having responsibility for complaints against the chief constable.

About Greater Manchester

With Manchester city centre at its heart, the 500 square mile area of Greater Manchester spans ten local authority areas, across both urban and rural geographies. The population is 2.7 million people and is diverse in terms of its social, economic, cultural and religious make up. 16% of the population belong to a minority ethnic group.

There are 1.13 million households in Greater Manchester and the area has the largest travel-to-work area of any conurbation in the UK outside London, with seven million people living within one hour's drive of the city centre. At over 100,000, Greater Manchester has one of the largest student populations in Europe.

Manchester is the third most popular city for international visitors in the UK (after London and Edinburgh). The city's business, retail and leisure appeal combine to generate significant policing challenges. Annually, more than 20

million passengers use Manchester International Airport and the area attracts more than five million delegates to conferences and business events. The area is also a popular destination for sports, leisure and recreation. Every year four million people watch football in Greater Manchester.

Demographic information from the Office for National Statistics and other sources

- 2,732,900 million people live in Greater Manchester
- Diverse social, economic, cultural and religious backgrounds across both urban and rural geographical areas
- 50% male, 50% female
- Population grew by 7% between 2004 and 2014
- 1.13 million households – average of 2.34 residents per household

- Largest travel-to-work area of any conurbation in the UK outside London, with 7 million people living within one hour's drive of the city centre
- 1.2 million people work in Greater Manchester
- Manchester is the third most popular city for international visitors (after London and Edinburgh), with over 1 million visitors each year
- One of the largest student populations in Europe - almost 100,000 people study at 5 higher education institutions, of which 18,000 are international students
- Over 4 million football fans watch football in Greater Manchester every year



If you need a copy of this document in larger print or an alternative format or language, please contact us on 0161 604 7711 or email info@gmpcc.org.uk

Thank you to Greater Manchester Police
Corporate Media Imaging team
and www.markwaugh.net
for the use of photographs.

“As we work together to deliver this plan we are making a difference to the lives of everyone across Greater Manchester.”

TONY LLOYD
POLICE & CRIME COMMISSIONER
GREATER MANCHESTER

Tony Lloyd
Greater Manchester Police and Crime Commissioner
GMP Openshaw Complex
Lawton Street, Openshaw
Manchester M11 2NS
0161 604 7711 | info@gmpcc.org.uk