



# HOW ARE WE DOING?

*Annual Report*

*1 April 2014 to 31 March 2015*

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**TONY LLOYD**

*Mayor and Police and Crime Commissioner*

This is an exciting time for Greater Manchester.

The negotiated devolution of real and meaningful powers from central Government to Greater Manchester is welcomed. I would like to pay tribute to the hard work done by colleagues across the 10 local authorities which has finally turned into reality what all of us have campaigned for.

As both Police and Crime Commissioner and Mayor, I give you my commitment to work constructively and collaboratively – both locally and with central Government – to build stronger, safer and more cohesive communities.

We will continue to radically reform our public services, ensuring we work better together to put citizens at

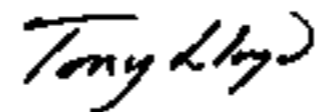
the centre of everything we do. I promise to be a clear voice for Greater Manchester and, as we move forward on the devolution journey, take full advantage of the opportunities it affords.

This annual report for 2014/15 tells you about some of the great work that has already been done to transform services at a local level. It outlines some of the fantastic projects and initiatives that are making a difference to the lives of some of the most vulnerable people across Greater Manchester. It shows how I am using the mandate you have granted me to scrutinise the work of the police and all those who have a stake in community safety. And it sets forward a positive vision for Greater Manchester as a place where we all feel safe and know where to turn in times of crisis.

Although there is much positive work going on across Greater Manchester there are also real and growing challenges. The Government's continuing programme of austerity is piling on the pressure, not just on police but on all public services in Greater Manchester. We have been subjected to unfair, disproportionate and unsustainable cuts to our services which have already damaged our communities and will continue to do so if left unchecked. Crime is going up in Greater Manchester. There are 1,500 fewer police officers on our streets despite rising demands. Those most in need in our society appear to be facing the brunt of the austerity agenda.

I will continue to speak up against these cuts because of the damage they are doing to our communities, I will continue to do all I can to get the government to reverse its course, and I will continue to be a voice for Greater Manchester's most vulnerable.

The focus must be on keeping people safe from harm and the work we are doing delivers this. I believe that by working together as one team we can rise to the challenges we face, and seize the opportunities before us.



*“I will continue to be a voice for Greater Manchester's most vulnerable.”*

# REFRESHING THE POLICE AND CRIME PLAN

The police and crime plan describes my priorities for building safe, strong and cohesive communities across Greater Manchester.



It reflects the views of local communities, councils and other partner agencies. This year I published a refreshed plan which takes into account emerging issues and complex challenges facing modern policing, such as child sexual exploitation and modern slavery.

## ***Keeping us safe, not chasing targets***

Greater Manchester Police regularly reports to me on how they are delivering on these objectives so I, and the public, can be confident of their commitment to building safer communities, and how they are working with other agencies and local people to achieve this. This isn't about chasing targets – as has been done in the past – because this detracts from the job in hand, which is delivering a police service that works in partnership with other agencies and the community to keep us safe.

## ***Putting victims and vulnerable people first***

The plan sets out six objectives, with an emphasis on partnership working, protecting vulnerable people and putting victims at the centre.

The objectives are:

- Tackling crime and anti-social behaviour
- Putting victims at the centre
- Protecting vulnerable people
- Dealing with terrorism, serious organised crime and maintaining public safety
- Investing in and delivering high quality policing services
- Building and strengthening partnerships

[Read my police and crime plan online.](#)

**SIX OBJECTIVES LIE AT THE HEART OF THE POLICE AND CRIME PLAN**

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**POLICE AND  
CRIME PLAN**

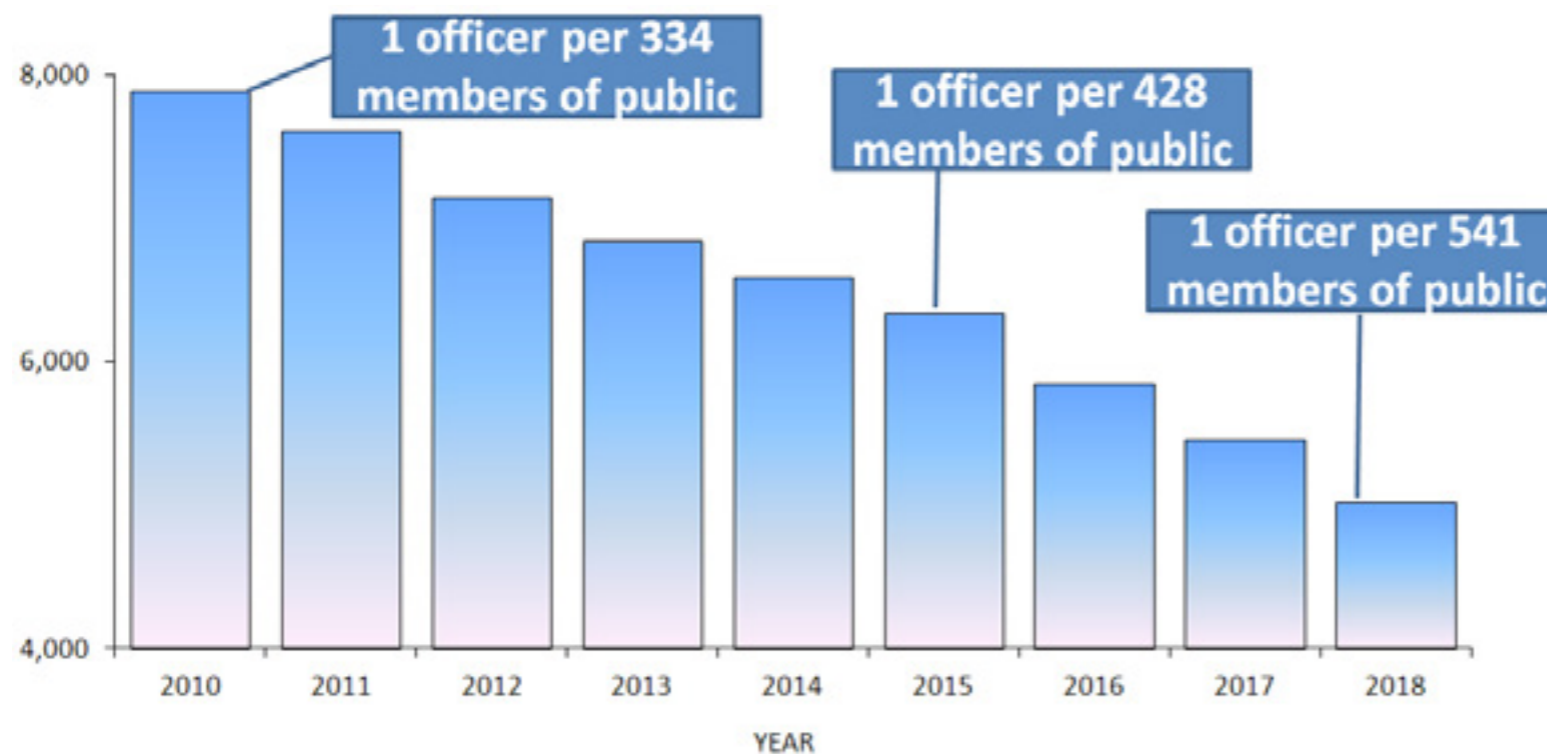


# BUDGET CHALLENGES

80% of GMP's budget is spent on people. The only way to deliver the cuts we face is through the loss of police officers.

It's no secret that local policing faces massive financial challenges due to the Government's unrelenting cuts. Since 2010 the local policing budget has been slashed by £102m and I estimate that by 2019 we will have to make another £164m of savings – this year alone I have had to find savings of more than £11m.

*“This year alone we have had to find savings of more than £11m.”*



### ***Losing five officers a week***

As 80% of GMP's budget is spent on people, the only way to deliver cuts of this magnitude is through the loss of police officers. In 2014-15 GMP lost an average of five officers per week which means that, since 2010, there are 1,500 fewer officers on our streets. By 2019 we will have dropped to below 5,500 officers.

Because the bulk of the money which funds policing in Greater Manchester comes from central Government, every £1 cut hits us harder compared to other areas of the country, where a higher proportion of income is raised through council tax. In 2014-15 I asked you to pay a little bit extra on your council tax bill to help protect neighbourhood policing. The additional amount was just under £3 for the year for the average property – that's 5p per week. I used this money to recruit 50 new police officers who are now working in neighbourhoods across Greater Manchester.

### ***Fighting for a fair deal***

This is nowhere near enough – we are losing up to 400 officers per year – and the continuing uncertainty about future cuts to policing means I can not make the same commitment for 2015-16. I continue to lobby Government to rethink the cuts and to ensure the people of Greater Manchester get a fair deal and a police service they deserve.

As well as being responsible for the policing budget, I also manage the budget for my own office. Since taking office in 2012 we have saved more than £900,000 per year compared to the former police authority. In 2014-15 I undertook a restructure of my office, reducing the number of staff and relocating to GMP headquarters, saving money and time previously wasted travelling between the two offices. This has resulted in £400,000 of savings. As you will read later, I've been able to use this money to invest in our local communities to help us all work together to make Greater Manchester safer.

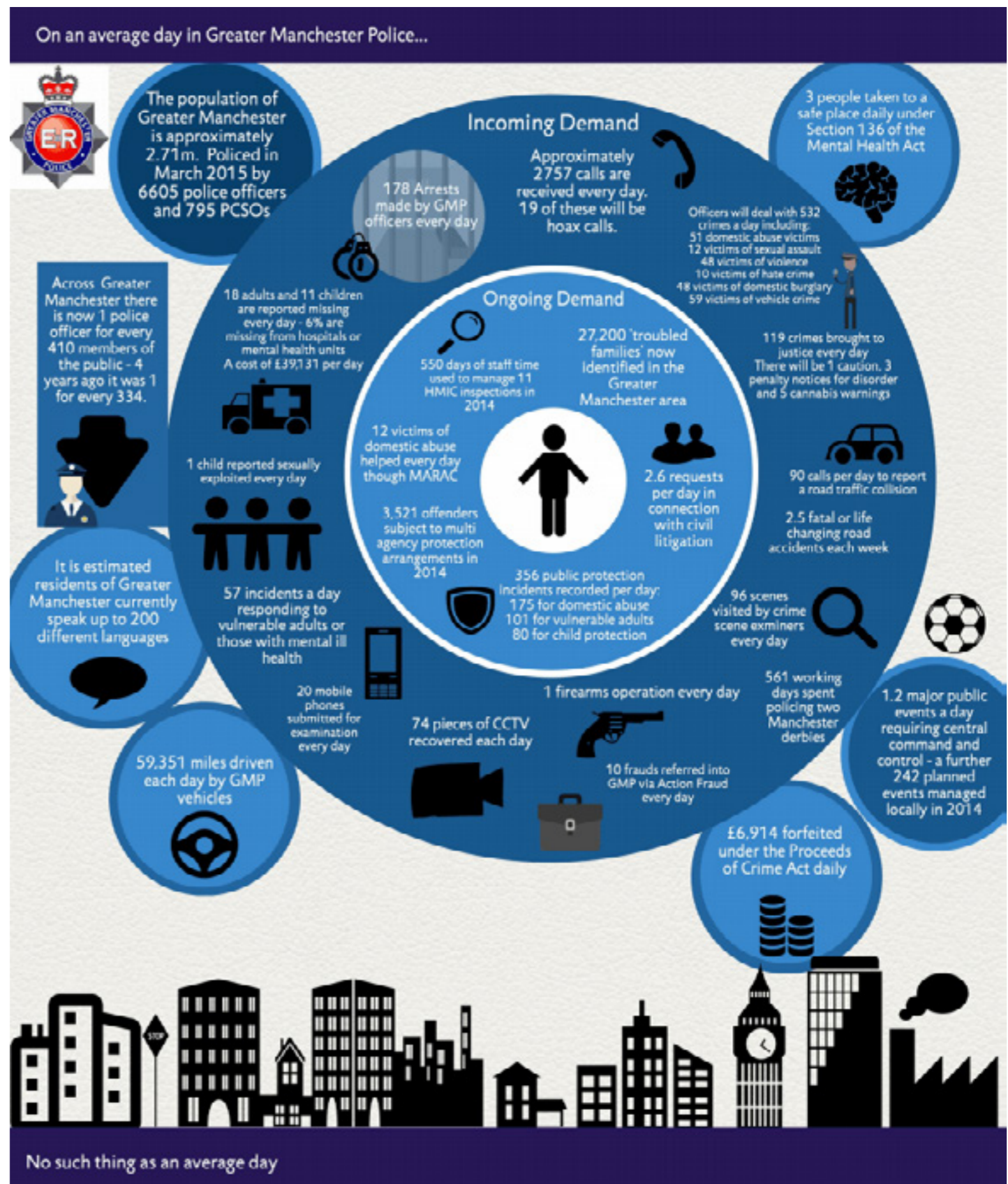


# BUDGET CHALLENGES

GMP officers and staff are spending more time on protecting people and dealing with complex crime

40% of demand for police response concerns safety and welfare - of vulnerable people, missing adults and children and mental ill health

GMP records 356 public protection incidents a day



# INVESTING IN OUR COMMUNITIES

**Investing in communities and giving residents the tools to work together, keep themselves safe from crime, and work with us to reduce demand on the police and public services, is key.**



Part of this involves transforming how we deliver public services, and using our shrinking resources in a more targeted way to address complex issues, such as domestic abuse and supporting families with multiple needs.

It is also about working with community groups and voluntary organisations to build resilient communities and in 2014-15 I distributed £3.2m of funding for community safety projects including Ugly Mugs, an organisation that works with and supports sex workers; and the Village Angels, a volunteer scheme run by the LGBT Foundation to keep people safe on a night out in Manchester's Gay Village.

Alongside specialist projects such as these, the bulk of community safety funding is distributed to local authorities to support local initiatives.

*“The Village Angels give up their own time every weekend to help vulnerable people and make sure everybody has a safe night out.”*





*“Giving residents the tools to work together, keep themselves safe from crime, and work with us to reduce demand on the police and public services is key.”* TONY LLOYD

# GIVING YOUNG PEOPLE A VOICE

Empowering our young people and giving them the life skills to make the best start in life has been the focus of some of our work over the last 12 months.

In December 2014, we launched the Youth Aspiration Fund. This £600,000 funds initiatives to give young people across Greater Manchester the opportunity to develop their confidence, team-building skills and to respect themselves and their communities.

More than 30 innovative projects won a share of the fund, ranging from hard-hitting initiatives using mock prison cells and real-life experiences to educate young people about the consequences of crime, through to interactive theatre-based projects exploring issues of grooming, bullying and anti-social behaviour.







*“We must help our children choose the right path for their future. And, if they begin to struggle, we must do all we can to get their lives back on track.”* TONY LLOYD

Worcester  
COMMUNITY  
SUPPORT OFFICER

Worcester  
COMMUNITY  
SUPPORT OFFICER

# TACKLING CHILD SEXUAL EXPLOITATION

**This year saw the launch of the ‘It’s Not Okay’ campaign to help raise awareness of child sexual exploitation in Greater Manchester.**



Last year I commissioned Ann Coffey MP to carry out an inquiry into child sexual exploitation across Greater Manchester. In October she published her ground-breaking report – ‘Real Voices’. It was sobering, revealing that child sexual exploitation has become a new social norm in some areas of Greater Manchester.

One of the key recommendations in Ann’s report was that a radical new approach be taken to tackle child sexual exploitation. One that is led by young people and recognises that the police, criminal justice system and children’s services cannot deal with the issue alone.

Unity Radio, a community radio station, is working with young people on a dedicated show, produced and hosted by young people, including those who have been sexually exploited, providing them with a network to explore the issues around CSE and challenge agencies on what they are doing to tackle it.

September 2014 also saw the launch of a successful hard-hitting campaign to raise awareness of child sexual exploitation and encourage people to speak out. Central to this is a website – [itsnotokay.co.uk](http://itsnotokay.co.uk) – which contains information for children, young people, parents, carers and professionals on how to spot the signs of child sex exploitation and what to do about it.

The campaign complements the work of Project Phoenix, which brings together police, health organisations, the 10 Greater Manchester local authorities, and the voluntary sector to tackle child sexual exploitation in a more co-ordinated way, sharing information and offering specialist support to victims.

# PUTTING VICTIMS FIRST

**I am now responsible for commissioning victims' services in Greater Manchester. It's my job to make sure people get the best possible support.**



Putting victims at the heart of everything we do is central to my Police and Crime Plan and in March 2015 I also became responsible for commissioning victims services. I will be working with partner agencies to develop a more responsive service for victims and witnesses which will involve gaining an insight into peoples' experience of the criminal justice system.

## ***Better access to support and information***

Part of this work involves commissioning a website which will be launched in Autumn 2015, and will be a central portal for victims of crime where they can get advice and access help and support. This will be complemented by work focusing on the crimes which affect our most vulnerable victims such as domestic abuse, doorstep crime and scams, sexual assault and rape, and hate crime.

For too long, the criminal justice system has repeatedly failed victims, overlooking their needs and making the justice process unnecessarily complex and, in some cases, traumatic. Throughout 2014-15 we've continued to drive forward improvements to the often-fraught journey victims must endure when they enter the criminal justice service, working with organisations that support victims to identify issues and barriers, and fund innovative and vital support services. For example, we are supporting Independent Choices, which runs the domestic abuse helpline and gives vital support to victims of domestic violence across Greater Manchester.

## ***Protecting the most vulnerable***

Greater Manchester has also been successful in clawing back millions from central Government to fund innovative projects to tackle child sexual exploitation, domestic abuse and reoffending. For example, we

secured than £2m from the Home Office Police Innovation Fund for a domestic abuse initiative which will see police and other agencies working with victims of domestic violence and their families, providing support at an early stage, working with perpetrators to change their behaviour, and break the cycle of abuse for children and young people. Police, local authorities and other partner agencies will also work with the voluntary sector to develop a network of Victim Champions, bringing agencies together to signpost victims to relevant support services, share best practice and prevent repeat victims of domestic abuse.

### ***Investing in improvements***

We were awarded more than £700,000 from the Ministry of Justice to improve support to victims throughout the criminal justice process, including a training and counselling programme for victims of sexual violence in the LGBT community, funding for a support worker for male survivors of rape and sexual assault, and a video link from St Mary's Sexual Assault Referral Centre so victims don't have to face the trauma of attending court.

### ***Speaking out***

I have not been afraid to speak out on difficult issues, such as child sexual exploitation and modern slavery, nor shied away from challenging the Government on policies and proposals which put our communities at risk.

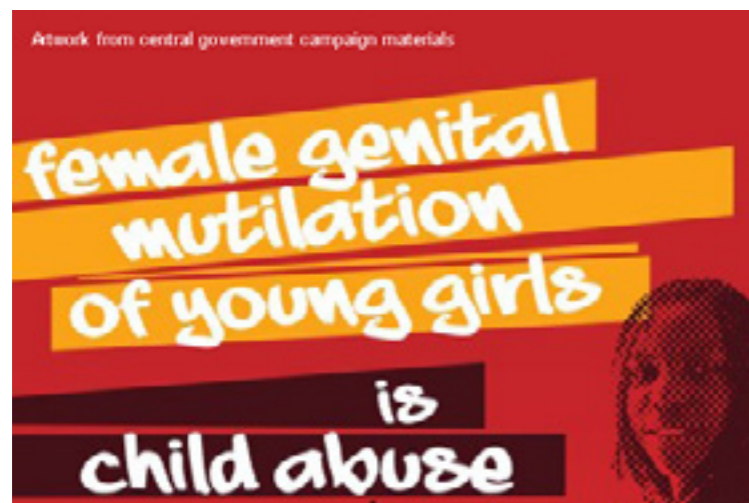
In October 2014, alongside Greater Manchester civic leaders, fellow PCCs, licensing authorities, victims' charities and the taxi trade, I spearheaded a successful campaign against Government plans to introduce changes to taxi regulations which would have led to an increase in rape and sexual assaults on people going home from a night out. The changes, proposed as part of the Deregulation Bill, would have allowed anyone to drive a taxi or private hire vehicle when it was off-duty. It was a foolhardy and ill-thought proposal and I'm glad the Government listened and dropped the plans which would have risked lives and people's welfare.

*“ I have not been afraid to speak out on difficult issues, such as child sexual exploitation and modern slavery, nor shied away from challenging the government on policies and proposals which put our communities at risk. ”*



# FEMALE GENITAL MUTILATION

**Female genital mutilation is child abuse. It is illegal, life-threatening and has a long-term emotional and physical impact on young victims.**



It is a very secretive practice but the reality is that it is happening within our communities. In September, police, health services and the 10 Greater Manchester councils joined me to take a stand against this barbaric practice, signing a commitment to educate and support those who work with vulnerable children to make them aware of the issue and how they can help and support victims.

Frontline workers, including health professionals, social workers, police officers and teachers, are all being trained on how to spot the signs of female genital mutilation, identify vulnerable young girls, and – vitally – how to protect and help potential victims. With this multi-agency agreement we are making a joint commitment to work together to eradicate this practice and give confidence to those who live under its shadow that they can get help.

*“This is a horrific and life-threatening crime. We all have a duty to take action and eradicate it.”*

# WORKING TOGETHER

**Working in partnership has to be the norm if we are to meet the financial challenges and the complex and high-demand issues which cannot be solved by one agency alone.**



Working together with agencies is a common thread throughout everything we do, not just because of continued budget and resource pressures but because it's common sense. Bringing partner agencies together for all areas of work is something I am very much committed to – this approach has to be the norm if we are to meet the financial challenges and also the complex and high-demand issues which cannot be solved by one agency alone.

Over the last year I've continued to embed this culture across Greater Manchester. An example of this is our ambitious programme of public sector reform which includes the delivery of Intensive Community Orders across Greater Manchester, which provides alternative interventions for young men who are on the cusp of custody.

The Justice and Rehabilitation Executive Board, which I chair, provides vital strategic leadership and decision-making to drive forward changes to how we tackle reoffending in Greater Manchester.

Key work under this banner has included designing a whole-system approach to dealing with women offenders. Greater Manchester has been commended nationally for its work in this area, recognising that many women who end up in prison are themselves victims of crimes, such as domestic violence and sexual abuse, and that some are affected by mental health issues and problems with drugs and alcohol.

Police, probation, health and local voluntary organisations are now working together much more closely, providing community-based punishments and

tackling the reasons for women's offending, instead of putting them in prison. This has wide-reaching social and economic benefits, including reduced costs for the criminal justice system, fewer victims of crime, reduced truancy of dependents, fewer victims of domestic violence, and less demand on health and local authority services.

We are now developing far-reaching proposals with the Greater Manchester Combined Authority and partners to transform the youth justice system for Greater Manchester, focusing on the overall needs of young people to stop what can be seen as a conveyor belt to prison.





# SUPPORTING OUR ARMED FORCES

Greater Manchester is home to thousands of former armed forces personnel, and while many continue their public service when they leave the armed forces, there are some veterans who struggle to re-adjust to civilian life.

Some veterans face problems with drugs and alcohol and mental ill health, with a small number going on to commit criminal offences.

These men and women have made great personal sacrifices to protect our way of life, and that is why Chief Constable Sir Peter Fahy and I signed a declaration of support for former servicemen and women, and committed to ensuring the police service meets their specific needs, offering those who do enter the criminal justice system help and support from the point of arrest.



# LEADING THE WAY IN MENTAL HEALTH CRISIS CARE

**Working together to make sure people suffering a mental health crisis get the right care, when they need it.**



In December, police, health and local authorities across Greater Manchester firmed up their promise to improve care and support to people with mental health problems with the signing of the Crisis Care Concordat – a framework for agencies to work together and share information to make sure people suffering a mental health crisis get the right care when they need it.

Vitality, the commitment to work together has already translated into real results on the ground, with pioneering initiatives across Greater Manchester. This includes the rollout of the mental health triage scheme following a successful pilot in Oldham. The scheme gives police officers 24-hour telephone contact with specialist mental health teams. This means officers attending an incident that potentially involves a person suffering from a mental illness can ring the triage

number for information to allow the officers to direct the individual involved to the most appropriate service on attendance.

The result is quicker assessments for people suffering a mental health crisis and a reduction in officer time spent dealing with people with mental health problems.

Complementing this work are other projects including the opening of Sanctuary centres in Manchester, Wigan and Bolton, providing overnight support for people in crisis, and mental health training for police officers.

# GREATER MANCHESTER ALCOHOL STRATEGY

**Alcohol abuse costs every person in Greater Manchester £436 each year, putting the total annual cost of dealing with the effects of excessive drinking at £1.2bn.**

In a UK-first, the police, health and the 10 Greater Manchester local authorities have committed to work together to tackle the causes and effects of alcohol abuse across Greater Manchester. The comprehensive strategy sets out a co-ordinated approach to licensing powers to ensure they are more effective and used consistently, putting the right services in place to protect victims of domestic abuse and supporting public health activity to reduce the levels of drinking across the whole local population with a focus on education.

This approach presents a unique opportunity to direct our collective efforts to address the harm caused by alcohol, making best use of good practice that is taking place locally and the resources we have available.



# ACCOUNTABILITY

**Holding the police to account on behalf of the people of Greater Manchester is one of my main responsibilities.**



Since coming into office I have done away with the culture of chasing targets, which distracts from the core role of policing – keeping the public safe and bringing criminals to justice. Instead I receive quarterly reports from GMP which shows emerging trends and threats, what police are doing well, areas of concern and, importantly, what police are doing to address those concerns.

## ***Challenging and scrutinising GMP***

These reports are presented in my public forums where I can scrutinise and challenge GMP on what they are doing to improve the service to the public and build safe, strong communities.

I have also held a number of thematic public forums, a format I introduced in 2013, allowing me and a panel

of guest members to examine a specific issue of public interest and challenge police and other relevant bodies on what they are doing to tackle it. This year burglary, stop and search, community resolutions and child sexual exploitation have all been under the spotlight.

## ***Driving forward improvements***

We are also driving forward improvements to how rape and sexual assault cases are dealt with, from initial report to conviction, bringing together police and criminal justice bodies to make sure the victims of these horrific crimes are supported throughout the criminal justice journey. Victims of rape and sexual assault have already made a brave step in coming forward to report it so it's imperative that the criminal justice process puts their needs first.



### ***Ethics and integrity***

Ethics and integrity go to the heart of good policing. It's also an area that is increasingly in the spotlight due to high-profile cases which have the potential to damage confidence in policing. In response to this we have established an independent ethics committee – the first of its type in the country – to advise GMP and me on the complex moral, ethical and integrity dilemmas policing faces in the modern world. Chaired by the Bishop of Manchester, the Rt Revd David Walker, the committee is examining a number of issues, such as body-worn cameras and use of tasers, challenging and scrutinising myself and GMP and providing robust advice to help drive up standards in policing both here in Greater Manchester and across the country.

### ***Free speech and peaceful protest***

Greater Manchester is a region proud of its history of facilitating free speech and peaceful protest, and our police have extensive experience in managing

demonstrations so that democratic right is protected. It's a difficult balance and sometimes there are conflicts between the police and protesters, which is why we set up an independent panel to provide strategic advice on how police manage major demonstrations, as well as being actively involved in police operations during live events.

Throughout the year panel members have attended the police control room on numerous demonstrations to ensure the police operation is proportionate and effective. In October 2014 they published a report into the Barton Moss anti-fracking protest which found that more robust planning and better engagement with protest groups will help improve public confidence and trust in GMP. It also found that protesters should do more to recognise their responsibilities when protesting.







*"You do not need to break the law in our country to take a stand against injustice. Protest should be lawful, and it should be peaceful."* TONY LLOYD

# STOP AND SEARCH

**When used properly, stop and search helps protect our communities and keeps us safe. But when used the wrong way it massively damages trust in the police.**

Stop and search is a particular area of contention for the public. While it can be a useful and effective tool when used correctly, when used in the wrong way it can be the cause of public distrust and lack of confidence in police. This is an area I regularly challenge GMP on, and they have improved the way they use stop and search – which has seen a reduction in its general use and the adoption of the Home Office scheme for best practice.

I have also launched a stop and search app, which gives people a simple and anonymous way to share their stop and search experiences with me. This will help me hold GMP to account on this issue and make sure that a careful balance between public safety and individual freedoms is being struck.

## STOPPED BY THE POLICE?

What's your experience of being stopped and searched by the police? Use our app to tell us about it and learn your rights.



[gmpcc.org.uk/stopandsearch](http://gmpcc.org.uk/stopandsearch)

**TONY LLOYD** As Police and Crime Commissioner, Tony's role is to represent you and make sure Greater Manchester Police is doing its job properly.





*“A careful balance must be struck between public safety and individual freedoms.”* TONY LLOYD

# OUT AND ABOUT IN YOUR NEIGHBOURHOOD

**If I am to be an effective voice, acting on behalf of the public, it's important that you have an opportunity to share your views and concerns with me.**



You play a key part in developing new ways of working across Greater Manchester. There are many ways you can do this and I regularly travel across the conurbation meeting local people and community and voluntary organisations showcasing the fantastic work you are doing – often in partnership with the police and local authorities, to make your communities safer and stronger.

For example, in February 2014 I met with residents of the Springs Estate in Bury, who have invested their own time and passion to transform what was once considered a ‘no-go area’ into a thriving neighbourhood where people aspire to live. This is just one of many, many examples of local people striving to make their neighbourhoods a better place to live, work and visit.

This crucial work is something I very much support and must be emulated across Greater Manchester, held up as an exemplar of community activism at its best.

Of course, it is also important that I am held to account and this responsibility lies with the Police and Crime Panel. In Greater Manchester the panel is made up of the nine local authority leaders, Salford City Mayor and two independent members. Underpinning this is a steering group which works closely with my office and other agencies to drive forward joint pieces of work. This approach shows the commitment to community safety across Greater Manchester, allowing the panel to effectively scrutinise my work and set a strategic direction for local authority crime and disorder partnerships.



# VOLUNTEERS

**Greater Manchester boasts an army of volunteers who give up their own time to make a real difference to the lives of others and their communities.**



As I travel around Greater Manchester I have met many of these inspirational people who are passionate about helping people and making their communities stronger and safer.

From the Street Angels and Pastors who patrol the streets keeping people safe on a night out to the Home Watch co-ordinators bringing neighbours together to look out for each other, each has their own selfless motivation for doing what they do and are united by passion and commitment.

I'm proud to support a number of organisations who rely on volunteers to deliver vital services and support the most vulnerable.

Greater Manchester Police (GMP) also relies on Special Constables - volunteers who give up their time to help keep our neighbourhoods safe.

Hundreds of youngsters across Greater Manchester volunteer for GMP's wonderful police cadets scheme, building confidence, respect and equipping our young people with the tools of good citizenship.

I run two volunteer schemes: one where volunteers randomly visit police stations to ensure custody facilities are up to the required standards, and an appropriate adults scheme, where volunteers provide support to young or vulnerable people who have been arrested and no parent or carer is available to sit with them during the interview process.

These schemes help to ensure the integrity of the criminal justice system while protecting vulnerable people and their effectiveness is reliant on volunteers. In 2014-15, appropriate adults supported 1,319 young and vulnerable people in custody and independent custody visitors made a total of 413 visits to 10 custody suites across Greater Manchester, meeting with 3,911 detainees.

# LOOKING FORWARD

**I believe that by working together as one team we can rise to the challenges we face and emerge from them stronger and safer than ever before.**



Devolution represents a huge change in the balance of power between Westminster and the people of Greater Manchester. I am proud that Greater Manchester is – once again – leading the way.

### ***I will be a strong voice for local people***

As both your Police and Crime Commissioner and Mayor I can make a commitment to everyone in Greater Manchester that I will be the strong voice for local people, bringing transparency and accountability to local decision-making. Key to my role is working with political and civic leaders to build on the effective partnership working that has already brought great benefits to the people of Greater Manchester, continuing to transform how we deliver services and strengthen communities.

Since April, I have developed a commissioning framework which clearly establishes funding priorities and how we will ensure effective delivery of activities. I have moved further towards an approach of co-design with partners to ensure that expertise is maximised and that funded projects achieve the outcomes desired.

### ***Transforming vital services***

I will continue to ensure that victims are at the heart of everything I do and we have a clear partnership strategy for delivering better services to victims. The launch of the victims' services website in Autumn 2015 is just one of the steps in transforming how these vital services are commissioned and delivered, improving the way victims are treated when they enter the criminal justice system and identifying and mitigating any gaps in support.

Some of the funding pots referred to in this annual report will also come to fruition over the next 12 months. These pots include multi-million pound innovation awards from the Home Office to deliver radical new approaches to dealing with domestic violence, and the creation of a new way of engaging with young people to help ensure they make the right choices.

### ***An effective police service***

Of course, continuing budget pressures and uncertainty around future funding from Government provide real challenges which can threaten all this work. GMP has already transformed the way it delivers policing, providing a more effective and targeted service, and I will continue to work with them to

drive further innovation and improvement, identify more opportunities for collaboration, for example co-location with other agencies, ensure shrinking resources are focused where they are needed most and maintain neighbourhood policing at the heart of our communities.

The future is uncertain, but I believe that by everyone – police, other emergency services, local authorities, other agencies and communities themselves – working together as one team we can rise to the challenges we face and emerge from them stronger and safer than ever before.

“*I will continue to work with GMP to drive innovation and identify more opportunities for collaboration with partners.*”