

STRATEGY FOR GREATER
MANCHESTER

2018-20



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For more information about Programme Challenger please visit our website www.programmechallenger.co.uk

We are very proud of the achievements of Programme Challenger and would like to thank local people for their support.



Foreword by Baroness Beverley Hughes and Councillor Tamoor Tariq

We are pleased to introduce this strategy which sets out how, through the ground-breaking Programme Challenger, we intend to tackle serious and organised crime in all its forms in Greater Manchester.

The strategy builds on the numerous achievements Programme Challenger has made since its inception in 2013. Greater Manchester has been held up nationally as leading the way in the fight against serious and organised crime, and we are determined to keep up the pressure on criminals and to make our communities safer and stronger.

Organised criminality causes significant harm to individuals, families and communities. The crimes perpetrated by organised criminal gangs are abhorrent, often involving extreme violence, threats and intimidation. Their victims can be amongst the most vulnerable people in our society, targeted by loan sharks, drug dealers, traffickers and slavers. We have a duty to safeguard and support them as we loosen the grip of organised criminality on individuals and communities.

At a time when public funds are under significant strain, we are investing more resources than ever into protecting victims of these crimes and bringing perpetrators to justice. It is clear that Greater Manchester Police cannot deal with this problem alone, which is why Programme Challenger is rooted in partnership collaboration,

bringing together organisations from public, private and voluntary sectors in ever more creative and unique examples of cooperation and targeted action.

We are very proud of the achievements of Programme Challenger and would like to thank local people for their support. However, we recognise that there is still more to do. All agencies involved in Programme Challenger are committed to continued learning, growth and development by listening to victims and our communities. We are determined to do everything in our power to eradicate these problems from all communities of Greater Manchester and send a clear message to organised criminal gangs that they are not welcome here.



Baroness Beverley Hughes Deputy Mayor responsible for police and crime



Councillor Tamoor Tariq Chair of the Greater Manchester Police and Crime Panel

Programme Challenger

Programme Challenger is Greater Manchester's partnership approach to tackling serious organised crime in all its forms. Responding to the problem of organised crime is not solely the responsibility of the police and the criminal justice system; it requires collaboration with a range of organisations from the public, private and voluntary sectors, as well as a positive, reciprocal relationship between these agencies and the law-abiding public. In recognition of this, Programme Challenger was launched in 2013 to send a clear message to all communities in Greater Manchester that this type of criminality would not be tolerated and that there is strength in collaboration which will make this approach more effective in stopping organised crime than ever before.

At the heart of Programme Challenger is a co-located, multi-agency team whose role is to oversee and coordinate activity to tackle organised crime across Greater Manchester. It is the responsibility of this team to gather information and intelligence about organised crime, to map who the groups are and where they operate and put strategies in place to

target, disrupt and prosecute the organised criminals who orchestrate this criminal activity. In each of the ten boroughs of Greater Manchester there is an operational Challenger team, whose role is to manage the organised crime threat on a local level through neighbourhood-based partnership arrangements using various overt and covert tactics. In addition to traditional methods of targeting criminals, these teams also use a variety of regulatory tools and enforcement powers to target people, gangs, businesses and premises where organised criminal activity is taking place.

PROBLEM OF ORGANISED
CRIME IS NOT SOLELY THE
RESPONSIBILITY OF THE
POLICE AND THE CRIMINAL
JUSTICE SYSTEM.

In addition to targeting offending behaviour and prosecuting criminals involved in serious and organised crime, Programme Challenger is committed to ensuring that individuals and communities affected by these crimes receive appropriate protection and safeguarding. People may become victims of these crimes in many ways: they may be directly affected as a victim of trafficking, slavery or exploitation, or they are a victim of fraud or economic crime; or they may live in a community where organised criminal groups operate; or they may have friends or family members who commit offences of serious and organised crime which by association puts them at risk of harm. Programme Challenger works closely with local authority social care (both adults and children) as well as health services and voluntary organisations to ensure that victims are identified and provided with the relevant support based on their needs.



We collaborate with a range of organisations from the public, private and voluntary sectors.



What does the Challenger partnership look like?

The success of Programme
Challenger is reliant on buy-in from
key organisations and agencies. The
following is a list of organisations
which form the partnership, either on
a full-time co-location arrangement,
part-time co-location or through a
virtual arrangement:

Our Partners \longrightarrow

Greater Manchester Combined Authority

Greater Manchester Police

Greater Manchester local authorities

Crown Prosecution Service

National Probation Service Northwest Division

Cheshire and Greater Manchester Community Rehabilitation Company

NHS England

Greater Manchester Fire and Rescue Service

Housing Providers

City Hearts

Stop the Traffik

Community & Faith Groups

The Salvation Army

Gangmasters and Labour Abuse Authority

Home Office – Immigration Enforcement and Border Force

HM Revenue and Customs

The Co-op

Department for Work and Pensions

Trading Standards

Illegal Money Lending Team

Environmental Health

Government Agency Intelligence Network



The following diagram shows how Programme Challenger fits into the strategic landscape in Greater Manchester, including governance arrangements and lines of accountability. Community Safety Partnerships x10 Police and Crime Complex Local Safeguarding Safeguarding Board Children Board x10 Steering Group **GMP Senior** Greater Manchester Combined Local Safeguarding Authority wider leadership team Leadership Team Adult Boards x10 Programme **Challenger Board** Modern Slavery Organised crime governance 10 Challenger Teams Theme Group and tasking Non Government Bolton Organisation Forum Trapped Bury **Business Network** Manchester Independent Child Oldham Trafficking Advocates Rochdale Salford Stockport Tameside Trafford Wigan

What is serious organised crime?

For criminal activity to be defined as "serious organised crime" the following criteria must be met:

More than one criminal is involved;

It involves control, planning and use of specialist resources;

It causes significant harm or has the potential to do so;

There is material gain, which is usually financial.



What do we know about serious organised crime in Greater Manchester?

Traditionally, serious organised crime in Greater Manchester centred mainly on the movement and supply of drugs and criminality associated with that, such as serious violent crime, extortion and money laundering. Many of those organised crime groups were families or groups of families and their criminal activity was often confined to fairly specific boundaries and locations.

More recently the nature and scale of serious organised crime has changed. Whilst drugs offences are still the most common type of serious organised crime, organised crime groups are now more likely than ever to be involved in criminal activity where people are the commodity, such as trafficking offences, criminal exploitation of vulnerable people, sexual exploitation and forced labour.



The following facts and figures relate to the serious organised crime picture in Greater Manchester as is currently understood by Programme Challenger:

- Greater Manchester currently has 128 active organised crime groups. This is a reduction from 187 in August 2014 when the mapping process for organised crime within Programme Challenger started. This reduction has occurred because of the effectiveness of Programme Challenger in identifying, understanding, targeting and disrupting these groups using a range of tools, powers and techniques.
- Of these 128 organised crime groups, the principal crime type involves the production / supply / transportation of illegal drugs, which accounts for 110 of the groups (86 per cent). Many of these groups have access to firearms and other weapons.

- Other organised criminal activity in Greater Manchester is focused on fraud, human trafficking and sexual exploitation. There are five known organised crime groups whose primary offending involves slavery and human trafficking.
- There are 31 active organised crime groups in the city of Manchester, which accounts for 24 per cent of all the known groups in Greater Manchester. Rochdale has the second highest number of organised crime groups with 12, followed by Stockport and Salford which have 10 each.
- The majority of victims and perpetrators of modern slavery in Greater Manchester are Eastern European and predominantly Romanian, working across local, regional, national and international borders.
- In 2016, there was a 65 per cent increase in the number of modern slavery crimes in Greater Manchester compared with the previous year.



Challenger Vision, Aims and Objectives

Our Vision

To make Greater Manchester a hostile environment for those who seek to benefit from all forms of organised crime.

Our Aims



- Ensure a comprehensive understanding of organised crime including who is involved in this criminal activity and where it is taking place.
- Gather intelligence about organised crime from all relevant stakeholders, including the community.
- Take a partnership approach to disrupting organised criminal activity and bring offenders to justice.
- Protect vulnerable people from harm caused by organised crime.
- Engage all of our communities in playing a more active role in tackling serious organised crime.
- Raise awareness of organised crime with the public and all relevant professionals.
- Work with all relevant stakeholders, including the private sector, to tackle all forms of serious organised crime, including modern slavery.
- Support the development of appropriate rehabilitative interventions for those involved in serious organised crime.

Our Objectives

The Home Office and National Crime Agency endorse the **"Four P"** approach to tackling serious organised crime: Prepare, Prevent, Pursue and Protect. A fifth P, "Partnership" is embedded across everything that Programme Challenger does. Our stated partnership objectives are as follows:

1. Prepare

Programme Challenger will PREPARE the Greater Manchester partnership to tackle serious organised crime by:

- Ensuring that information and intelligence about organised criminal activity is shared quickly and effectively between all relevant organisations.
- Functioning effectively with input from all responsible agencies from the public, private and voluntary sectors.
- Reporting regularly on performance to senior leaders and officers across the Greater Manchester Combined Authority.
- Ensuring each borough of Greater Manchester has an organised crime problem profile and partnership delivery plan.
- Assisting all Greater Manchester community safety partnerships and local safeguarding boards in understanding and tackling the problem of organised crime at a local level.
- Listening to all communities in Greater Manchester and acting on any information and intelligence it receives in relation to organised crime.
- Seeking to improve its understanding of the experiences of victims of organised crime.
- Coordinating partnership weeks of action at key times throughout the year.
- Capturing and sharing learning from effective practice with all key partners.

2. Prevent

Programme Challenger will seek to PREVENT organised criminal activity from taking place by:

- Ensuring effective communication with the public and professionals through a high quality publicity campaign.
- Having a strong presence online and through social media.
- Providing education to children and young people in schools and through youth partner organisations about the dangers of serious organised crime.
- Providing high quality training to frontline staff across a range of partner organisations.
- Commissioning prevention programmes to deter people from involvement in organised crime.
- Working more effectively with offenders in prisons and in the community to reduce the risk of further offending and the subsequent harm caused by serious organised crime.
- Working in partnership with HMRC and Border Force to reduce, disrupt and manage the risk of Foreign National offending.

Objectives cont.

3. Pursue

Programme Challenger will use all of its powers to PURSUE people involved in serious organised crime by:

- Undertaking disruption activity with known organised crime groups.
- Targeting organised economic crime and fraud.
- Working with Immigration Enforcement and Border Force to target offences involving the illegal movement of people or goods into or out of Greater Manchester.
- Using the full complement of tools and powers available to all organisations with regulatory powers.
- Seizing money from organised crime groups through the Proceeds of Crime Act (2002).
- Working closely with Probation to support the appropriate use of prison release and recall.
- Deploying the most advanced tactics and specialised staff against those crime groups who pose the highest risk to our communities.
- Sharing the learning in relation to effective practice for disruption and enforcement activity with all key partners.

4. Protect

Programme Challenger will PROTECT our communities from the harm caused by serious organised crime by:

- Providing support to victims of trafficking and organised crime.
- Ensuring that the National Referral Mechanism and Duty to Notify are being used appropriately and comprehensively.
- Protecting children and vulnerable adults from criminal exploitation.
- Designing and delivering services that better meet the needs of victims.
- Ensuring that "Threats to Life" notices are used effectively and proportionately.
- Support the effective use of Multi Agency Public Protection Arrangements (MAPPA).
- Working towards an improved safeguarding response to complex cases.
- Improving the response to technologyenabled child safeguarding issues.
- Identifying potential victims of trafficking and modern slavery at Manchester airport and putting appropriate safeguards in place.





Programme Challenger achievements to date



Results of eight partnership weeks

In the three year period October 2013 to October 2016 Programme Challenger ran eight partnership weeks of action on a number of themes, including economic crime, modern slavery, safeguarding, organised crime facilitators and counterfeiting. These weeks of action involved the following:

654 Harm reduction visits.

27 Victims of trafficking identified and supported.

£820,000 enforcement notices issued.

£470,600 Cash Seized.

£200,015 Criminal assets seized (Vehicles, Jewellery).

141 Warrants executed.

£485,000 Class A+B Drugs seized.

32 cars seized.



318 arrests

£7.5 million

Counterfeit goods seized.

Programme Challenger's approach to tackling serious organised crime

Under Programme Challenger there are various teams or projects which seek to target a specific aspect of serious organised crime, which are as follows:

Organised Crime Coordination Unit

The Organised Crime Coordination Unit has the main responsibility for tackling organised crime groups in Greater Manchester. It comprises police detectives and police staff working alongside partner agencies and its primary purpose is to gather information and intelligence and to accurately map the organised crime groups and their criminal activity, including an assessment of the threats they pose to our communities in Greater Manchester. Programme Challenger is committed to ensuring this team is well resourced so that our intelligence picture is current and well informed.

Information about organised crime groups in Greater Manchester is sent out every day by the Organised Crime Coordination Unit to all relevant partners, including incidents that have occurred within the last twenty four hours. This means that a partnership response can be coordinated quickly and effectively and that any threats

to the community can be addressed by local partnership teams. Included in this exchange of information are any "threats to life" notices that have been issued as a result of intelligence received by the police about a threat to a person or people.

A real-time partnership response to serious organised crime is not only the most effective way to respond, but it also reduces the likelihood of problems escalating through retaliation and retribution.

The team in the Unit provide a critical response support to local boroughs who suffer serious effects of organised crime such as serious violence or death, by attending multi agency briefings and offering advice in planning disruption plans to support investigations, and help reduce the risk of further harm.

Modern Slavery Coordination Unit

In recognition that crimes of slavery, human trafficking and exploitation were growing in Greater Manchester, the multi-agency Modern Slavery Coordination Unit was launched as part of Programme Challenger in 2015. Partners recognised at the time that our understanding of these criminal activities was not fully understood and that a significant proportion of these crimes were hidden and went un-reported. The core functions of the Modern Slavery Coordination Unit are to provide the highest level of care for victims once they have been identified, to raise awareness with the public and professionals about the various forms of slavery, trafficking and exploitation, encourage people to report any concerns they have in relation to these issues and develop operational strategies with partners to respond to the problem.

Within Greater Manchester Police there are 50 modern slavery tactical advisors, who provide advice, support and expertise to police officers across the force in relation to modern slavery. This support includes help with the legislation, the National Referral Mechanism, applying a victim-focused approach, effective disruption tactics and writing a tactical advice documents for investigation teams. There is an advisor on cover 7am to 11pm 7 days a week. In addition, there are approximately 120 police Victim Liaison Officers who have had a two day modern slavery course on victim focus, victim support, the National Referral Mechanism and signposting victims for further support. They are also a single point of contact for any ongoing court cases. Every report of a potential modern slavery victim has a Victim Liaison Officer assigned to the incident.

The Modern Slavery Coordination Unit supports all partner agencies in notifying the Home Office and making a referral to the National Crime Agency through the National Referral Mechanism when a person has been identified as a victim of trafficking.

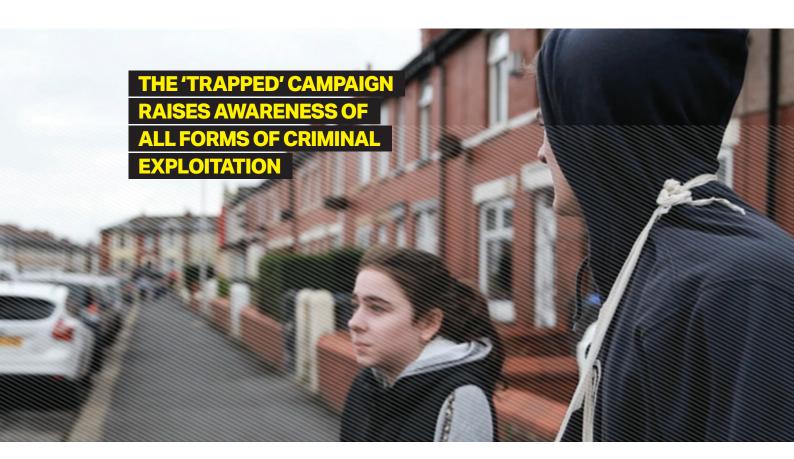
The Modern Slavery Coordination Unit works closely with third sector organisations to ensure victims of trafficking and slavery receive all the support they need,

particularly safe accommodation, material assistance and access to counselling and therapeutic support. Greater Manchester is also one of three pilot sites for the Home Office's Independent Child Trafficking Advocate scheme and by working closely with Barnardo's in their role delivering the project, Programme Challenger aims to ensure that all child victims of trafficking receive the highest level of care and support available to them. Learning from this project and other elements of modern slavery is routinely captured and shared with government to assist in the development of national policy.

In 2016, Programme Challenger launched the "Would you?" campaign to raise awareness of modern slavery and trafficking with all communities in Greater Manchester. The campaign seeks to educate the public about the various types of slavery and trafficking that exist which the public may unwittingly come into contact with as part of their everyday lives. Examples include car washes, nail bars, massage parlours, restaurants, take aways, construction sites and factories.

Trapped: The criminal exploitation of children and vulnerable adults

"County Lines" is a national term used by police and law enforcement to commonly describe the approach taken by gangs and criminal networks originating from urban areas, who travel to locations such as county or coastal towns to sell class A drugs.







Scan this image to watch the Trapped short film and listen to the stories of those involved Download the 'Zappar' app, launch the app and hold it over the leaflet

Gangs typically use children, young people and vulnerable adults to deliver drugs to customers and this often involves the child being subjected to deception, intimidation, violence, financial exploitation and grooming.

The county lines business model is linked by a marketed mobile phone line through which users phone for specific drugs to be supplied.

In Greater Manchester we recognise that the criminal exploitation of children and vulnerable adults is not only in relation to drugs but can include other forms of criminal activity such as arson, violent offences, storing firearms and holding money, amongst other forms of criminality. We also know that young people and vulnerable adults are not always moved to towns outside of Greater Manchester and that the exploitation can take place within our boundaries. The movement of a person for the purposes of exploitation is detailed in the Modern Slavery Act 2015 as a form of trafficking and slavery.

Another form of criminal exploitation is 'Cuckooing' which involves gangs and criminal networks taking over the home of a vulnerable person and using their property as a base to store drugs, firearms and often run their criminal activity.

Programme Challenger has developed the 'Trapped' campaign to raise awareness of all forms of criminal exploitation, in recognition that young people and vulnerable adults may feel 'Trapped' and need support to 'find a way out'.

Programme Challenger will use the Trapped campaign to raise awareness of criminal exploitation amongst key partners in the statutory and voluntary sectors and to work with communities to ensure they feel confident about identifying and reporting their concerns

Key to this is working with schools, youth centres, housing and drugs services to raise awareness with young people and vulnerable adults, to enable them to identify when someone is trying to exploit them and provide them with safe places to report their concerns. Programme Challenger will ensure that there is a co-ordinated, victim-centred approach to any reported case of criminal exploitation.

Sexual exploitation of children and vulnerable adults

Greater Manchester's partnership approach to tackling child sexual exploitation is called Project Phoenix, which has received national recognition as best practice.

Under Phoenix there are now teams in place dealing with child sexual exploitation in each of the ten boroughs of Greater Manchester. Each team works with young people who are victims of sexual exploitation or deemed to be at risk and offers a joined-up, multi-agency response to the problem. Phoenix provides advice, support and guidance to these teams to ensure that all professionals are working to the best standards and to improve services offered to victims and those at risk of child sexual exploitation. Each team participates in a multi-disciplinary peer review each year to highlight good practice as well as opportunities to improve services to children and families and bring offenders to justice.

Programme Challenger and Project Phoenix work closely together to ensure that child victims of sexual exploitation receive the best possible care and support and that offenders who seek to exploit children – whether working alone or as part of a gang – are arrested and brought to justice. There is a regular flow of intelligence between Phoenix and Challenger both locally and centrally and there are several cases where children have been appropriately safeguarded from this abuse as a result of outstanding partnership working. Through devolution in Greater Manchester, there are plans in place to co-locate local Phoenix and Challenger

teams under the auspices of a "Complex Safeguarding" programme, which will also seek to address other similar issues such as sham marriages, honour based abuse, female genital mutilation and radicalisation.

OPERATION GYRAL IS AN EXAMPLE OF HOW PROGRAMME CHALLENGER WORKS WITH VULNERABLE SEX WORKERS.

Operation Gyral commenced in 2017 as a partnership approach to working with vulnerable adult sex workers on the streets of Greater Manchester. It is a joint operation between Greater Manchester Police, Immigration Enforcement and Manchester Action on Street Health (MASH). The objectives are to engage with street sex workers (many of whom are foreign nationals) and signpost them to appropriate support, as well as avenues that are available to them where they can report that they are being exploited. This includes explaining their treaty rights. Immigration enforcement will take appropriate action where necessary, including taking steps to repatriate people. Programme Challenger also prioritises the targeting of "pop-up brothels" many of which are managed by organised crime groups and which usually involve vulnerable women (sometimes children) being forced to sell sex against their will.

Economic crime

Programme Challenger works closely with the Greater Manchester Police Economic Crime Unit (ECU) to develop responses to economic crime. Economic crime affects the public, communities and businesses in various ways. Economic crime encompasses, fraud, email, telephone scams, money laundering, illegal money lending, doorstep and rogue trader crime which can have a devastating impact on individuals, families and communities. Programme Challenger and the ECU identify opportunities to target criminals engaged

in organised crime to remove the financial assets they have made from their criminality, including businesses, property, vehicles or money. The main objective of this work is to identify vulnerable victims and the opportunities available to prevent people becoming victims of economic crime and to educate communities in how to protect themselves from economic crime making it more difficult for criminals to make financial gain from this criminality.

Managing and Deporting Foreign National Offenders

There are occasions when foreign nationals who have committed serious criminal offences in their home country or in other countries outside of the UK, make attempts to come to the UK to live, work or for the purpose of criminality. Some of these foreign nationals are part of an organised crime group whereas others are lone offenders. Programme Challenger is committed to identifying any such offenders that live or spend time in Greater Manchester to take appropriate action against these individuals, including deportation in some cases. Border Force is a key partner in Programme Challenger and they use their powers to refuse foreign national offenders entry into

the UK. In November 2017, Programme Challenger launched Project Advenus which seeks to ensure that this system of identifying and taking action against foreign national offenders is operating effectively.

WE ARE COMMITTED
TO IDENTIFYING
OFFENDERS THAT LIVE
OR SPEND TIME IN
GREATER MANCHESTER

Measuring Success

Successful implementation of this strategy and its accompanying delivery plan will be measured primarily by monitoring progress against the following performance indicators:

1.

An increase in the number of arrests of offenders involved in serious organised crime / modern slavery.

3.

Improved conviction rates for offenders involved in serious organised crime / modern slavery.

2.

Increase in the use of ancillary orders against people suspected of involvement in serious organised crime / modern slavery.

4.

An increase in disruption activity against mapped organised criminal groups.



5.

An increase in the number of weapons seized from organised criminal groups.

6.

An increase in the quantities of drugs seized from organised criminal groups.

7.

An increase in the assets recouped from proceeds of crime in relation to organised crime groups.

8.

Improvements in the approaches taken to safeguard vulnerable children / adults affected by serious organised crime / modern slavery (including the number of children supported by the Independent Child Trafficking Advocacy service).

9.

Improvements to the quality and quantity of referrals to the National Referral Mechanism.

10.

Improvements to the management of threats to life.

11.

Enhanced offender management and better sentence planning from court to prison and the community.

12.

Positive feedback from victims and communities.

13.

An increase in the number of foreign nationals involved in organised crime being removed from the UK or stopped re-entering at the border.

Communications

Raising awareness of serious organised crime and modern slavery with all residents of Greater Manchester, along with the actions taken by Programme Challenger to tackle these issues, are fundamental components of this strategy.

Programme Challenger's aims in relation to communications are as follows:

Provide the public with clear, accurate and up to date information about what Programme Challenger is doing to tackle serious organised crime.

To engender accurate, informed and balanced media coverage for the actions being taken by the partner agencies in tackling serious organised crime.

To raise the awareness and understanding of all partner agencies of the various forms of organised crime and the work being undertaken to combat and prevent such crime.

To engage directly with businesses in Greater Manchester to ensure staff are aware of organised crime and report it appropriately.

Programme Challenger will seek to achieve these aims by publicising the following key messages:

- 1. Organised crime can take many forms.
- Often people do not know how they are affected by serious organised crime and on occasion may unwittingly find themselves complicit with, or a victim of, organised criminal activity.
- 3. Tackling organised crime is not solely the responsibility of the police; it takes coordinated, partnership approaches to effectively deal with the problem.
- 4. We cannot effectively target organised crime without the information and intelligence and we need the public's assistance with this.

These messages will be tailored to a variety of audiences. The primary audiences that Challenger will target are:

- 1. Children and young people.
- 2. Parents.
- **3.** Professionals working with children, young people and families.
- **4.** Other Criminal Justice partners including courts and prisons.
- 5. Private businesses.
- 6. The voluntary sector.
- 7. Influencers, including politicians.
- 8. The health sector.
- **9.** Perpetrators or potential perpetrators.

There are various methods that Programme Challenger will employ to ensure this communication is effective in reaching those audiences.

Such methods include:

Online platforms, including a Programme Challenger website.

Social media accounts, particularly Twitter, Facebook and Instagram.

Local press.

Local radio stations.

Targeted weeks of action.

Awareness days and events.

Targeted public relations.

Trade journals.

Internal methods of communication, such as intranet pages.

Contact us

For more information about Programme Challenger please visit our website www.programmechallenger.co.uk

In an emergency, where there is a threat to life or a crime in progress, always phone 999.

If you want to contact Greater Manchester Police in relation to any issue that isn't an emergency, please phone 101.

You can call Crimestoppers anonymously on 0800 555 111.

The national modern slavery helpline 08000 121 700 provides the public with access to information and links to support on a 24/7 basis.

If you have any information about vulnerable people being criminally exploited in any way, you can email this information to trapped@gmp.police.uk

