

GREATER MANCHESTER POLICE, FIRE AND CRIME PANEL

DATE: Wednesday, 18th September, 2024

TIME: 1.30pm

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

AGENDA

1. **Apologies**
2. **Chairs Announcements and Urgent Business**
3. **Declarations of Interest** 1 - 4

To receive declarations of interest in any item for discussion at the meeting. A blank form for declaring interests has been circulated with the agenda; please ensure that this is returned to the Governance & Scrutiny Officer at the start of the meeting.
4. **Minutes of the Meeting of 24 July 2024** 5 - 16

To consider the approval of the minutes of the meeting held on 24th July 2024.
5. **Appointment of New Independent Members** 17 - 36

A report to be presented by Jeanette Staley, GM Police, Fire and Crime Policy & Strategy Support Officer.

BOLTON	MANCHESTER	ROCHDALE	STOCKPORT	TRAFFORD
BURY	OLDHAM	SALFORD	TAMESIDE	WIGAN

6. **Deputy Mayor Annual Report (To Follow)**
A report of Deputy Mayor for Safer & Strong Communities Kate Green.
7. **Police Complaints Report** 37 - 46
A report of Neil Evans, Director, Safer & Stronger Communities, GMCA.
8. **Standing Together 2022-25 - Priority 3, Year 3 Progress Report: Strengthening Communities and Places** 47 - 58
A report of Neil Evans, Director, Safer & Stronger Communities, GMCA.
9. **Right Care, Right Person** 59 - 70
A report of ACC Colin MacFarlane & Anna Berry (Partnership Liaison Lead).
10. **GMP Plan on a Page** 71 - 94
A report of CRO Lee Rawlinson, GMP.
11. **Update on Police Vetting Procedures & Performance** 95 - 110
A report of DCC Terence Woods.
12. **GMFRS Annual Delivery Report 23-24** 111 - 152
A report of DCFO Ben Norman, GMFRS.
13. **GMFRS Culture First Update** 153 - 160
A report of DCFO Ben Norman, GMFRS.
14. **Reducing Harm & Offending Strategy - Year 3 Update** 161 - 170
A report of Alison Connelly, GMCA & Chris Edwards, GM Probation Service.
15. **Organised Crime Annual Update and Forward Look** 171 - 184
A report of Damian Dallimore, Assistant Director (Police, Crime,

Fire and Criminal Justice) GMCA.

16. GM Drugs Intelligence Function 185 - 202

A report of Mark Knight, Strategic Lead for Substance Misuse,
GMCA

For Information: Joint Forward Plan 203 - 214

For copies of papers and further information on this meeting please refer to the website

www.greatermanchester-ca.gov.uk. Alternatively, contact the following

Governance & Scrutiny Officer: Lee Teasdale

✉ Lee.Teasdale@greatermanchester-ca.gov.uk

This agenda was issued on 10th September 2024 on behalf of Julie Connor, Secretary to

the

Greater Manchester Combined Authority, Broadhurst House, 56 Oxford Street,

Manchester M1 6EU

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POLICE FIRE AND CRIME PANEL – 18 SEPTEMBER 2024

Declaration of Councillors' Interests in Items Appearing on the Agenda

NAME: _____

DATE: _____

Minute Item No. / Agenda Item No.	Nature of Interest	Type of Interest
		Personal / Prejudicial / Disclosable Pecuniary
		Personal / Prejudicial / Disclosable Pecuniary
		Personal / Prejudicial / Disclosable Pecuniary
		Personal / Prejudicial / Disclosable Pecuniary
		Personal / Prejudicial / Disclosable Pecuniary
		Personal / Prejudicial / Disclosable Pecuniary

Please see overleaf for a quick guide to declaring interests at meetings.

QUICK GUIDE TO DECLARING INTERESTS AT MEETINGS

This is a summary of the rules around declaring interests at meetings. It does not replace the Member's Code of Conduct, the full description can be found in the GMCA's constitution Part 7A.

Your personal interests must be registered on the GMCA's Annual Register within 28 days of your appointment onto a GMCA committee and any changes to these interests must notified within 28 days. Personal interests that should be on the register include:

- Bodies to which you have been appointed by the GMCA
- Your membership of bodies exercising functions of a public nature, including charities, societies, political parties or trade unions.

You are also legally bound to disclose the following information called DISCLOSABLE PERSONAL INTERESTS which includes:

- You, and your partner's business interests (eg employment, trade, profession, contracts, or any company with which you are associated)
- You and your partner's wider financial interests (eg trust funds, investments, and assets including land and property).
- Any sponsorship you receive.

FAILURE TO DISCLOSE THIS INFORMATION IS A CRIMINAL OFFENCE

STEP ONE: ESTABLISH WHETHER YOU HAVE AN INTEREST IN THE BUSINESS OF THE AGENDA

If the answer to that question is 'No' – then that is the end of the matter. If the answer is 'Yes' or 'Very Likely' then you must go on to consider if that personal interest can be construed as being a prejudicial interest.

STEP TWO: DETERMINING IF YOUR INTEREST PREJUDICIAL?

A personal interest becomes a prejudicial interest:

- where the well being, or financial position of you, your partner, members of your family, or people with whom you have a close association (people who are more than just an acquaintance) are likely to be affected by the business of the meeting more than it would affect most people in the area.
- the interest is one which a member of the public with knowledge of the relevant facts would reasonably regard as so significant that it is likely to prejudice your judgement of the public interest.

FOR A NON PREJUDICIAL INTEREST

YOU MUST

- Notify the governance officer for the meeting as soon as you realise you have an interest
- Inform the meeting that you have a personal interest and the nature of the interest
- Fill in the declarations of interest form

TO NOTE:

FOR PREJUDICIAL INTERESTS

YOU MUST

- Notify the governance officer for the meeting as soon as you realise you have a prejudicial interest (before or during the meeting)
- Inform the meeting that you have a prejudicial interest and the nature of the interest
- Fill in the declarations of interest form
- Leave the meeting while that item of business is discussed

- You may remain in the room and speak and vote on the matter
- If your interest relates to a body to which the GMCA has appointed you to you only have to inform the meeting of that interest if you speak on the matter.

- Make sure the interest is recorded on your annual register of interests form if it relates to you or your partner's business or financial affairs. If it is not on the Register update it within 28 days of the interest becoming apparent.

YOU MUST NOT:

- participate in any discussion of the business at the meeting, or if you become aware of your disclosable pecuniary interest during the meeting participate further in any discussion of the business,
- participate in any vote or further vote taken on the matter at the meeting

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Agenda Item 4

GREATER MANCHESTER POLICE, FIRE AND CRIME PANEL

MINUTES OF A MEETING HELD ON 24 JULY 2024 AT FRIENDS MEETING HOUSE

PRESENT:

Councillor Janet Emsley	Rochdale Council (Chair)
Councillor Richard Gold	Bury Council
Councillor Peter Dean	Oldham Council
Councillor Aftab Hussain	Oldham Council
Councillor Barbara Bentham	Salford Council
Councillor David Lancaster	Salford Council
Councillor Vimal Choksi	Tameside Council
Councillor Rose Thompson	Trafford Council
Councillor Dane Anderton	Wigan Council
Majid Hussain	Independent Member
Angela Lawrence	Independent Member

Also in attendance:

Kate Green	GM Deputy Mayor
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Officers Present:

Ian Cosh	Chief Finance Officer, GMP
DCC Terry Woods	GMP
Supt. Gareth Parkin	GMP
Supt. John-Paul Ruffle	GMP
Supt. Mike Russell	GMP
ACO Barry Moore	GMFRS
Peter Fitzpatrick	GMFRS
Sarah Scoales	GMFRS
Neil Evans	Director of Police, Crime, Fire & Criminal Justice, GMCA
Lee Teasdale	Senior Governance & Scrutiny Officer, GMCA
Dominic Coleman	Senior Policy & Partnerships Officer, GMCA
Claire Postlethwaite	Deputy Treasurer, GMCA

PFCP/39/24 APPOINTMENTS OF CO-OPTED MEMBERS

RESOLVED/-

- (i) That the following five members local authority members be appointed to both the Police, Fire & Crime Panel and Steering Group to achieve the Balanced Appointment Objective:

- A: Councillor Barbara Bentham (Labour) (Salford)
- B: Councillor Rosemary Barratt (Labour) (Stockport)
- C: Councillor Aftab Hussain (Labour) (Oldham)
- D: Councillor Robin Garrido (Conservative) (Salford)
- E: Councillor Angela Smith (Conservative) (Rochdale)

PFCP/40/24 APOLOGIES

Apologies were received from Councillor Garry Bridges (Manchester), Councillor Rosemary Barratt (Stockport), Councillor Robin Garrido (Salford), Councillor Angela Smith (Rochdale), Councillor Tom Morrison (Stockport) and Councillor Sandra Walmsley (Bury) (substituted by Councillor Richard Gold).

PFCP/41/24 CHAIRS ANNOUNCEMENTS AND URGENT BUSINESS

There were none.

PFCP/42/24 DECLARATIONS OF INTEREST

RESOLVED/-

1. That there were no declarations of interest.

PFCP/43/24 MINUTES OF THE MEETING OF 11TH JUNE 2024

Members considered the minutes of the previous meeting, and the following points were highlighted:

- PFCP32/24: It was asked that the request pertaining to statistics breakdown down stop and searches by ethnicity be chased up as these had not been made available yet.

RESOLVED/-

1. That the minutes of the meeting of 11th June 2024 be agreed as a true and correct record.

PFCP/44/24 THE BAIRD INQUIRY REPORT

Deputy Mayor Kate Green presented a report detailing the publication of the Baird Inquiry report into the treatment of people arrested and taken into police custody in Greater Manchester, with a focus on women and girls. Points highlighted included:

- Whilst the initial remit of the inquiry had been focussed around strip searches in custody, during the course of the interviews it became apparent that wider issues needed to be incorporated. Specifically, the process of and justification for arrests; further custody suite issues such as record keeping; the role of the custody sergeant in making detention decisions; the importance of leadership in custody suites; and recommendations in relation to the complaints process.
- The report included around 30 recommendations, mostly for GMP, but also some for the Deputy Mayor for Policing, Fire & Crime. Particularly in relation to scrutiny and oversight. There were also several national recommendations.
- Some of the most noteworthy recommendations included an end in totality of 'welfare' strip searches; firming up what defined a 'strip search' (a national framework recommendation); and the appointment of a professional to take an oversight role supporting independent custody suite site visitors, a role that would be created within the Deputy Mayor's directorate.
- In terms of recommendations around arrests there was a request to make more use of voluntary attendance to avoid unnecessary arrests; the avoidance of being perceived to have an imbalance and 'take a side' in disputes between neighbours/partners etc; appropriate usage of arrest packs; complaints handling and scrutiny arrangements.

- Further detail was provided on the further scrutiny arrangements being put in place in the Deputy Mayor's Office. These included the formation of a Mayoral Oversight Group that would ensure that the recommendations made by Dame Vera Baird were being actioned as instructed, and that, where appropriate, they were also being mainstreamed into 'business as usual'. It was also recommended that scrutiny panels and dip sampling processes were put in place, and recruitment for these would happen as soon as possible. In the meantime, the Deputy Mayor would continue to draw upon the expertise of the GM Independent Ethics Committee.

DCC Terry Woods was invited to address the Panel on GMP's response to the review:

- It was highlighted that a number of the recommendations made had been picked up as actions within the HMICFRS Custody Inspections report that had been previously brought to the Panel.
- A robust and extensive action plan had now been running for a number of months. This included an extra £3.1m worth of investment into custody, with staffing increased by 62% (140 extra people), and £7.4m investment into the reopening of Longsight custody suite.
- DCC Woods would be the Gold Response for the overseeing of the Baird Review recommendations and would approach it with the same vigour as those that arose from the Manchester Arena Response Review.
- There was confidence that through scrutiny arrangements that the public would soon be reassured that the recommendations were being fully addressed.

Comments and Questions

Panel Members were invited to make comments and ask questions.

- Reference was made to the plans around inaugurating the Oversight Board. What would the composition of the Board be? It was advised that the constitution of the Board was currently being considered, one of the issues that would need to be addressed with any external members would be vetting issues. As it was hoped that the Board could start in some form as soon as possible, the Ethics Committee and GCMA staff colleagues may be called up initially. The voices of lived experience would also be drawn upon to support the work of the Board.

It was also important to fully establish the parameters of the Board before it began so that duplication of work being directly undertaken by GMP could be avoided. It was confirmed however that the remit of the Board would not just be limited to strip searches and would consider the full range of the issues that had risen through the Baird Review. The Deputy Mayor would advise the Panel on progress made with this at the next meeting.

- Members emphasised the importance of culture change in achieving the recommendations and sought more information on how this was being approached. It was also asked if in-depth scoping exercises were taking place through other areas of GMP's work with the public, particularly in terms of racism and sexism, to avoid these sort of shock incidents arising in future. It was advised that Chief Constable was absolutely explicit that he sees the quality standards of behaviour as the most central priority.

The Recovery Plan for GMP was always planned to take place through several phases. Phase 1 was performance, which now to a large degree had been achieved. Phase 2 was quality standards and behaviour, and Force management had been underway on this for some time, The Chief and Deputy Chief Constable had personally seen thousands of GMP employees face and face, explaining that this was how GMP would become outstanding, through a ruthless focus on standards and behaviour. The right Culture was vital, and discipline where needed was a key strand of that. More people had been fired by GMP in recent years than ever seen in the past, with a zero-tolerance approach now taken to inappropriate behaviour. It was fully accepted that mistakes would be made in the job, and that was not the focus, overall behaviour and culture change was the focus.

- Reference was made to independent custody suite visitors (ICVs) – what reporting mechanisms were in place for them feeding back? The Deputy Mayor advised that she met in person with ICVs twice a year, as did the Mayor. The ICVs produced an annual report and the manager of the ICVs was part of the Deputy Mayor's team for constant feedback within the directorate.

However, the Baird Review did make a powerful recommendation around the need for an extra layer of understanding and intelligence gathering, applying what was being seen into a constant cycle of improving practice.

- Members sought further assurance that all of the recommendations raised within the report would be implemented and sought information on the timescales and associated costs. It was confirmed that all of the recommendations made to GMP had been accepted and would be implemented. The GMP website would publish the Implementation Plan which would allow the tracking of progress. At this point exact timescales could not be given, but the Panel would receive an in-depth update on the progress made together with the expected timescales for completion at an appropriate future date in the first half of 2025.

In terms of costs there had been a further funding of the custody function including additional staff. But whilst there could be some element of cost implications the recommendations should not result in too many direct costs if the culture changes could be made to stick.

- Members sought assurance that cultural expectations within the force would commence from the recruitment phase onwards. The Deputy Mayor agreed that the approach had to begin from the moment recruitment begun and embedded henceforth through training & development, retention, progression and the overall wider cultural change that would enable and encourage people to speak up.
- Members noted that only 15 people were interviewed as part of the Baird Review and sought further clarification why this was the case. The Deputy Mayor advised that the three women who had initially taken part in the Sky News report last summer initially engaged with the review (though one of the three declined to take part in the final review). The other participants all took part following a public call out for people who had experiences of GMP custody that they wished to detail. A number of these took part via stakeholder organisations who supported them throughout the process. There were also engagements with people who wished to remain anonymous and thus were not included as interviewees in the final report. The parameters for taking part were 2019 as a cut off starting point, to ensure that the assessment remained as objective as possible.
- It was asked if any reports of disquiet had previously been received from Independent Custody Suite visitors. It was advised that ICVs arrived unannounced at custody suites and worked to a thorough process of reporting on all their findings, and these reports sit within the broader scrutiny process. However, if an issue arises they are encouraged to engage on this straight away.

- It was noted that half of people interviewed should have not been arrested and ended up in the custody suites. What was being done to address this area of concern? DCC Woods stated that there were clearly incidents where the wrong judgement call had been made by an individual. Front line officers working in response services had predominantly under two years of service and a plan was now in place around better training of new recruits outside of the training school. This was being trialled in Rochdale, and provided a very robust process that gave officers better surroundings for decision making and judgement calls on the street.

RESOLVED/-

1. That the contents of the inquiry report be noted.
2. That it be noted that the Mayoral Oversight Board will oversee delivery of the recommendations in the report.
3. That the Deputy Mayor provide the Panel with an update at the next meeting on the progress made in inaugurating the Mayoral Oversight Board.

PFCP/45/24 GMFRS ANNUAL STATEMENT OF ASSURANCE 2023/24

Sarah Scoales (Head of Service Excellence, GMFRS) was invited to present the GMFRS Annual Statement of Assurance 23-24 to the Panel setting out the arrangements in place covering the timeframe from 1st April 2023 to 31st March 2024.

Comments and Questions

- Members raised a query regarding the volume of recruitment needed at GMFRS over the next five years – was it anticipated that there would be issues in meeting this? It was advised that the recruitment strategy was currently on track with a significant amount of work undertaken by GMFRS, particularly on attraction in the communities the service served. Diversity and the hiring of female staff to the service historically proved to be challenging and this was why they were a significant part of the attraction focus.
- Members asked if opportunities existed for shared learning between GMFRS and GMP on diversity and inclusiveness. The Deputy Mayor stated that she had raised this point internally, as GMFRS had been a trailblazer on this front, and an event

had taken place in conjunction with HMICFRS for services across the country recognising the progress GMFRS had made and using them as an exemplar of good practice. There was a real opportunity for the two services to be learning and sharing experiences with each other.

RESOLVED/-

1. That the contents of the paper and the report provided in Appendix A be noted.
2. That support be given to the publication of the report on the GMFRS website.

PFCP/46/24 GMFRS ATLAS PROJECT UPDATE

Peter Fitzpatrick (Station Manager, GMFRS) presented a report that provided an update on the GMFRS Atlas Project and associated work around it. Points highlighted included:

- Since commencement of the pilot 34 referrals had been received directly from probation services. Of that number, 11 were not suitable for a variety of reasons (largely physical or mental ill health), of those remaining, 3 could not attend due to recall to prison or gaining employment. However, all other referees completed the courses satisfactorily, and none have reoffended since completion. There were a significant number of positive outcomes referred to within the report.
- There had been considerable learning throughout the process for GMFRS as well, particularly from a trauma informed perspective. Appropriate staffing was now in place for the trauma informed team, and this has resulted in a person-centred methodology that would be used to develop further interventions across the service.
- Upon conclusion of courses a follow up psychological assessment is in place, and these had all seen immensely positive outcomes – particularly in terms of developing ‘purpose in life’.
- A number of awards had been received by GMFRS in relation to the Project.

Comments and Questions

- The Deputy Mayor highlighted how proud she was of the Project and its associated achievements and was very keen to progress more projects of this nature.

RESOLVED/-

1. That the Panel notes the contents of the report.

PFCP/47/24 ASB – OPERATION HURRICANE

Superintendent John-Paul Ruffle and Superintendent Gareth Parkin (GMP) made a presentation to the Panel that provided an overview of GMP's response to tackling and reducing anti-social behaviour on motorbikes, electric bikes and quad bikes. Key points highlighted included:

- Whilst ASB issues around off-road biking was a long-standing problem, the recent proliferation of E-Bikes had brought a new set of issues to tackle.
- In the past there had always been pockets of good work on tackling these issues, however there had not been a consistent force-wide approach to this. Recent years had seen significant investment into specialist capabilities including fleet, drones, vehicles, smart tag technology and additional highly trained staff.
- Trends over the past three years had seen an increase in this type of ASB, with Stockport, Bolton and Wigan having seen some of the highest increases.
- Hotspot response funding had been received from the Home Office and intelligence gathering had been used to ensure that this funding was utilised in the most critical hotspot areas within the region.
- Operation Hurricane was initially running during the peak season of June to September with the intention that it will subsequently be incorporated within business as usual.
- Local intelligence and knowledge was gathered from a range of partners including local officers, PCSOs, community volunteers, local partners and community safety teams.
- Further concerns around the usage of E-Bikes was highlighted, these were often kept within houses, which would often breach tenancy agreements and created further concerns around the risk of fire.
- In 2010 as part of savings packages, the dedicated GMP motorcycle team had been decommissioned, however additional reinvestment meant that this was now active again.
- The operation had been receiving positive feedback from communities and was being studied by other forces who were considering emulation of the model.

Comments and Questions

- Members asked about work that was being done to combat the procurement of unregistered bikes that have often been modified illegally. It was advised that work around licensing was a key tenet of the prevention work taking place. This included working directly in conjunction with trading standards on unlicensed goods, working with GMFRS on spot checks of premises, and addressing complaints from housing associations around the storage of bikes on site.
- Members emphasised the importance of noting that incidents were often not just cases of ASB, but also included other forms of criminality such as drug dealing by organised gangs. It was agreed that this needed to be kept in mind, and that it could often be difficult to distinguish between the two activities. There was a plan in place running in parallel around the use of E-Bikes for criminality.
- Further information was sought on how local reporting of incidents linked up with the Operation Hurricane command. It was advised that link ups with local intelligence took place every week so that emerging hotspots of activity could be identified, and resources could then be deviated into them accordingly.
- Members asked that statistics pertaining to the number of bikes seized, the number of warnings given, and the number of arrests made for the whole of GM be made available to the Panel. It was stated that these could be provided after the meeting.

RESOLVED/-

1. That the presentation and report be noted and support be given to the partnership working approach to proactively tackle and reduce ASB on motorbikes ebikes and quads.
2. That stats available on the number of bikes seized, the number of warnings given, and the number of arrests made for the whole of GM be fed back to the Panel

PFCP 48/24

GMP UPDATE – HMICFRS INSPECTION ACTIVITY

Deputy Chief Constable Terry Woods provided the Panel with an update on areas of business within GMP that have been subject to inspection by HMICFRS during 2024. It

was also advised that a child protection inspection had just commenced at the beginning of the week.

RESOLVED/-

1. That the contents of the report be noted.

PFCP 49/24 GREATER MANCHESTER HATE CRIME PLAN – 2024-2028

Deputy Mayor Kate Green introduced a report setting out the process undertaken to develop the Greater Manchester Hate Crime Plan, setting out the priorities and actions within the Plan. Key points highlighted included:

- New elements added to the Plan included a more robust section on work within communities and enhancing of education opportunities.
- Significant work was taking place with communities to address the underreporting of hate crimes.

Comments and Questions

- Members welcomed the changes proposed within the Plan but emphasised the need to keep an eye on the ‘basics’ that were sometimes forgotten. There were still serious issues in place if many of the public still did not know what constituted a hate crime.

RESOLVED/-

1. That the Panel endorses the final Greater Manchester Hate Crime Plan and note that the plan was approved by the Deputy Mayor of Greater Manchester.

**PFCP 50/24 STANDING TOGETHER 2022-2025 – PRIORITY 2, YEAR 3
PROGRESS REPORT: REDUCING HARM AND OFFENDING**

Neil Evans (Director Police, Crime, Criminal Justice & Fire, GMCA) presented a paper providing a year 3 progress update on the work undertaken to progress Priority 2

(Reducing Harm and Offending) of the Police & Crime Plan 2022-2025. Points highlighted included:

- Arrest rates had seen a 7.9% increase on the previous 12 months, this compared to a 43% increase in the year before that. However, rather than taking the force out of kilter, this was because GMP was now 'where it should be' in terms of arrest rates in comparison with other forces around the country.
- Domestic abuse outcome rates had increased in the past 12 months from 11% to 12.2% - whilst small figures in isolation, this was a statistically significant improvement. The outcome rate for rape offenses had also risen from 6.8% to 9.9% also representing a significant increase in charges.
- The reoffending rate for young people in the region was also highlighted, this had reduced to 29.6% last year against an England and Wales average of 32.2%. Within the context of the challenges faced by the region this was a strong achievement.

RESOLVED/-

1. That the contents of the report be noted.

PFCP 51/24 POLICE AND CRIME PLAN DEVELOPMENT

Neil Evans (Director Police, Crime, Criminal Justice & Fire, GMCA) provided an overview of the approach to the development of a new Greater Manchester Police and Crime Plan. It was intended that the three existing priorities be retained. Full engagement would be taking place with all local communities as the Plan needs to reflect the priorities and worries of all our communities, so that they can have faith in it and feel the confidence to report.

RESOLVED/-

1. That the approach to developing a new Police and Crime Plan be noted.

Greater Manchester Police, Fire and Crime Panel

Date: 18 September 2024

Subject: GM Police, Fire and Crime Panel Independent Members Appointment

Report of: Samantha Stabler - Deputy GM Community Safety Lead

Purpose of Report

To seek approval from the GM Police, Fire and Crime Panel (GMPFCP) to appoint the newly recruited independent members of the Panel.

Recommendations:

The Greater Manchester Police, Fire and Crime Panel is requested to:

To appoint Stephen Williams and Anthony Gordon as independent members of the GMPFCP for a three year term of office commencing from the date of this meeting. The three year term can also be subject to an extension of a further 3 years subject to the candidates, Lead Chief Executive for GM Police and Crime and GMPCP members approval upon approaching the expiry of the initial 3 year term.

To appoint Duncan Craig as a third independent member of the GMPFCP subject to the approval of the Home Office.

Contact Officers

Samantha Stabler, Head of Compliance, Enforcement and Community Safety, Manchester City Council, and GM Deputy Police and Crime Lead Policy officer email: Samantha.stabler@manchester.gov.uk

Jeanette Staley, Head of Community Safety, Resilience and Neighbourhoods Salford City Council / GM Police, Fire and Crime Policy & Strategy Support Officer email: Jeanette.staley@salford.gov.uk

Equalities Implications

N/A

Climate Change Impact Assessment and Mitigation Measures

N/A

Risk Management

N/A

Legal Considerations

- 1.1 Under the terms of the Police Reform and Social Responsibility Act 2011 a minimum of two co-opted independent members are required to be appointed to serve on the Greater Manchester Police and Crime Panel (GMPCP).
- 1.2 Appointment of these mandatory members must be agreed by the GMPCP itself.
- 1.3 Appointment of additional independent members is subject to notification of the Home Office

Financial Consequences – Revenue

Each independent member receives an annual allowance of £930 per annum plus travel expenses. The Budget provided to the GMPFCP from the Home Office for the administration of the panel allows for this expenditure as part of its grant conditions and the panel receives sufficient funding to allow for this expenditure

Financial Consequences – Capital

There are no financial implications associated with this report

Number of attachments to the report:

1. Report to GMPCP in March 2024 recommending the appointments.
2. Recruitment pack
3. Roles and responsibilities of independent members.

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

Police Reform and Social Responsibility Act 2011

FeTracking/ Process

No

Exemption from call in

No

GM Transport Committee

N/A

Overview and Scrutiny Committee

The Police, Fire and Crime Panel undertakes the Scrutiny role relating to this work.

1. Background

- 1.4 Under the terms of the Police Reform and Social Responsibility Act 2011 a minimum of two co-opted independent members are required to be appointed to serve on the Greater Manchester Police and Crime Panel (GMPCP).
- 1.5 Appointment of these mandatory members must be agreed by the GMPCP itself.
- 1.6 In 2018 the Leaders (in their capacity as GMPFPCP members) delegated the recruitment of the two independent members to the Lead Chief Executive, working with the Chair. Majid Hussain and Angela Lawrence MBC were subsequently appointed in 2018 to serve three year terms. These terms were extended in 2021 and are due to expire in October 2024. These terms cannot be extended further in line with legislation.
- 1.7 In March 2024, the GMPCP approved a report setting out the process for recruiting 2 new co-opted independent members, delegating the recruitment to the Lead Chief Executive for Police and Crime (or her nominated representative), in consultation with the Chair of the GMPCP, Cllr Emsley. The GMPCP requested a report back from the recruitment panel outlining their preferred candidates to the October Panel meeting.

2. Detail

- 2.1 Following the July 2018 Panel meeting, a recruitment pack was developed (attached as appendix 1). This was used to inform potential candidates of the role.
- 2.2 A marketing campaign was developed which included the following:

- A webpage on GMCA advertising the opportunity – details here - <https://www.greatermanchester-ca.gov.uk/what-we-do/safer-and-stronger-communities/police-fire-and-crime-panel>
 - A short video with contributions from the Deputy Mayor, GMPCP Chair and one of the current independent members. This video was used to promote the opportunity through social media channels
 - The recruitment pack was sent to GM Local Authority Leaders, Chief Executives and Community Safety Managers with a request for them to disseminate amongst their contacts.
- 2.3 A short application form was also developed in order for interested parties to formally apply for the role.
- 2.4 The marketing campaign and recruitment pack went live in July 2024 and the closing date for applications was set on the 7 August 2024,
- 2.5 A total of 16 applications were received and 6 candidates were subsequently invited for interview. 5 candidates attended the interview.
- 2.6 Candidates were interviewed by the GM Police and Crime Deputy Community Safety Lead (on behalf of the Chief Executive for GM Police and Crime), the Chair of the GMPCP and current independent member Angela Lawrence.
- 2.7 2 candidates were selected and informally offered the role subject to GMPCP confirmation. The candidates recommended by the recruitment panel are as follows:
- Stephen Williams
 - Tony Gordon
- 2.8 Stephen Williams has previously been a committed member of the panel as a local authority representative member. The recruitment panel were impressed by Stephen's knowledge of the role of the independent member, GMPCP and the police and crime agenda. The recruitment panel were also impressed by

his work with local schools and in his local community, he brings significant experience of community work to the Panel.

- 2.9 Tony Gordon has a background in public service and training. The recruitment panel were impressed with Tony's knowledge and previous working experience of public and voluntary community sector governance sitting on other multi agency boards. In addition the recruitment panel were impressed with his inclusive approach and understanding of equality and diversity work in the context of the Panel.
- 2.10 Each candidate gave 2 referees and the references for Stephen and Tony are currently being taken up. Once these references have been taken up satisfactorily and the GMPCP have confirmed the appointments, both Stephen and Anthony will be given appointment letters,
- 2.11 These appointments will receive an annual allowance of £930 per year and travel expenses, in support of their contributions to the work on the GMPCP, subject to their continued reasonable attendance and engagement.
- 2.12 Once the GMPCP has confirmed the appointment and both Stephen and Tony have accepted both will receive an induction from the GM Police and Crime Community Safety Lead and will also receive ongoing support during their time as independent members in completing the role as outlined in appendix 2 of this report.
- 2.13 A further interviewee was also found to be appointable to the panel. Duncan Craig demonstrated experience in terms of working with victims and perpetrators of crime. The recruitment panel were impressed with his experience of the governance in the public and voluntary sector and thought he would bring significant skills to the Panel.

3. Additional Independent Member

- 3.1 The panel is currently made up of 10 appointed councillors from each of the Greater Manchester local authority areas, five co-opted political members, and two independent members.
- 3.2 Whilst the number of political members was increased to 15 to provide political balance the number of independent representatives has remained consistent.
- 3.3 It is proposed that the addition of an independent member of the Panel would support the balanced appointment objective by providing a further independent voice to the membership. This will support the Panel to ensure that the actions and decisions of the Deputy Mayor reflect public priorities.
- 3.4 In order to add an additional panel member, this decision should be supported by the Panel and is subject to approval of the Home Office.
- 3.5 Should the additional panel member be supported by the GMPFCP and Home Office the appointment process will be followed.

4. Recommendations

- 3.1 To appoint Stephen Williams and Tony Gordon as independent members of the GMPCP for a three year term of office commencing from the date of this meeting. The three year term can also be subject to an extension of a further 3 years subject to the candidates, Lead Chief Executive for GM Police and Crime and GMPCP members approval upon approaching the expiry of the initial 3 year term.
- 3.2 To support the appointment of an additional panel member, Duncan Craig as an independent member of the GMPCP for a three year term of office commencing from the date of this meeting. The three year term can also be subject to an extension of a further 3 years subject to the candidates, Lead Chief Executive for GM Police and Crime and GMPCP members approval upon approaching the expiry of the initial 3 year term.

Background Papers (available as appendices)

Recruitment Pack

Role profile

Contact Officer

- Samantha Stabler, Head of Compliance, Enforcement and Community Safety, Manchester City Council, and GM Deputy Police and Crime Lead Policy officer
email: Samantha.stabler@manchester.gov.uk, phone 0161 234 1284.

Greater Manchester Police, Crime and Fire Panel

Independent Member

ROLE DESCRIPTION

The following sets out the roles and responsibilities of the Greater Manchester Police, Crime and Fire Panel independent members.

Independent members are full voting members of the panel. They are treated equally to the elected local authority members and have the same responsibilities and duties. Independent members will have access to the same level of support and information as elected members on the panel.

The core role of independent members on a panel, as with all members, is to act as a critical friend to the Police & Crime Commissioner (PCC), offering a balance of support and constructive challenge, using appropriate data, evidence and resources. Independent members as part of the panel, will be expected to:

- scrutinise the work of the PCC to ensure they are discharging their functions effectively.
- review the PCC's draft Police and Crime Plan, Fire and Rescue Plan, Fire and Rescue Statement, and annual report.
- review the PCC's annual proposed precept.
- review the PCC's proposed appointment of senior staff.
- resolve non-criminal complaints about the conduct of the PCC.
- make reports or recommendations to the PCC as needed.
- perform scrutiny duties independently, objectively and in the public interest.
- contribute to achieving an open, accountable and transparent decision-making process.
- contribute specialist knowledge, skills, experience and expertise to the scrutiny work of the panel.
- act as a non-party political voice for those who live and/or work in Greater Manchester.

Additionally, independent members will be expected to:

- attend all formal meetings of the panel (approximately 6 times a year).
- attend any necessary training and development sessions. Independent members are eligible for the same level of training and development as elected members.
- attend additional meetings such as sub-committees, working groups or evidence gathering sessions, as required.
- support the Greater Manchester Police, Crime and Fire Steering Group in the delivery of its primary objective of setting and implementing the overall strategic direction and focus for the Greater Manchester police, crime and fire agenda.
- independent members will attend regular informal meetings with the Greater Manchester Lead Leader and Lead Chief Executive for Safer Stronger as well as the Greater Manchester Deputy Mayor for Policing and Crime and relevant senior officers

from GMCA (around four per year).

- independent members will attend meetings as required in relation to work programme areas of the Greater Manchester Police and Crime Plan work plan.
- maintain good working relationships with other members of the panel, including the Lead Leader and Lead Chief Executive for Safer Stronger, supporting officers, alongside the PCC and the Office of the PCC.
- keep abreast of the key issues in relation to the responsibilities of the PCC and their priorities set out within the Police and Crime Plan, Fire and Rescue Plan, and Fire and Rescue Statement.
- prepare for each meeting by reading the agenda, papers and additional information to familiarise yourself with the issues to be covered.
- assist in the preparation of reports and the formulation of recommendations in relation to the work programme areas actively involved in.
- abide by the arrangements and rules of procedure which set out how the panel operates.

Person specification

Coming from a policing or fire background is not a requirement for being an independent member on a panel. There are many different sectors which provide prospective candidates with useful skills to be an effective independent member, with current and past independent members having come from a wide range of backgrounds.

The following suggestions regarding the ideal skills, knowledge and experience of independent members are not exhaustive. You may have particular expertise in one area only, or potentially a different background which nonetheless would make you a strong candidate. It is advised that candidates should meet at least one of the criteria listed below to perform the independent member role effectively.

Knowledge and experience

- knowledge and experience of working in the policing, fire and rescue, community safety or wider criminal justice sector.
- experience of working in local or central government.
- a management role in the public sector or charity sector.
- experience working in the financial industry.
- legal experience, such as a solicitor or legal executive.

Skills required

- strategic thinking: ability to concentrate on the bigger picture, rising above detail and seeing issues from a wider, forward-looking perspective, making appropriate linkages across priority areas of work.
- effective communication: able to communicate effectively both verbally and in writing,

and interact positively and constructively with the PCC, panel members, partner organisations and stakeholders.

- analytical skills: experience of interpreting complex written material, including financial information and key performance measures, to identify questions to put to the PCC and other relevant stakeholders.
- teamwork: capable of developing and maintaining effective and professional relationships with other members of the panel, the chair and supporting officers.
- scrutiny and challenge: willingness to rigorously scrutinise and challenge constructively, using appropriate data, evidence and resources.
- open-mindedness: able to take a balanced, objective and open-minded approach and provide constructive challenge to the PCC, without being confrontational or overtly political.
- Equality: able to treat all people fairly and with respect, valuing diversity and responding sensitively to individuals.
- Integrity: embracing high standards of conduct and ethics.
- Application: Ability to apply these skills to influence the development of the Police and Crime Plan, Fire and Rescue Plan and Fire and Rescue Statement.

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Greater Manchester Police, Crime and Fire Panel

Independent Member

Greater Manchester Combined Authority's, Police, Crime and Fire Panel offers a unique opportunity for Greater Manchester residents to engage directly in the governance of their community's safety services.

The Panel is currently recruiting for 2 independent members. Following the successful completion of the previous members' terms, we are looking for local people from diverse backgrounds who can bring a range of skills and expertise to be an effective independent member. Coming from a policing or fire background is not a requirement for being an independent member on a panel. Understanding what matters to local people is important to the role.

As an independent member, you will play a crucial role in shaping the strategic direction of Greater Manchester Police and Greater Manchester Fire and Rescue Service, ensuring they meet the needs of the public.

This position not only allows you to contribute to the welfare of your community but also provides a platform to challenge and enhance the effectiveness of local safety measures.

With the power to influence key decisions, from budgeting to senior appointments, your voice can lead to tangible improvements in the services that protect and serve Greater Manchester.

This is an opportunity to make a significant impact while gaining insight into the inner workings of public service governance.

Advert live 05/07/2024

Advert close 02/08/2024 midday

Shortlisting 09/08/2024

Interviews w/c 19/08/2024

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GREATER MANCHESTER POLICE, CRIME AND FIRE PANEL
INDEPENDENT MEMBER RECRUITMENT PACK

If you could take on a key role tackling local policing, crime, fire and rescue, and community safety issues, to make a real difference to communities in Greater Manchester, you may be the right person to serve as an independent member on the Greater Manchester Police, Crime and Fire Panel.

Contents

1. What is a Police, Crime and Fire Panel?
2. What do Police, Crime and Fire Panels do?
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1. What is a Police, Crime and Fire?

Police, Fire and Crime Panels (Panels) are an integral part of the local policing governance landscape and, where applicable, the fire governance landscape in England and Wales.

The role and functions of Panels are defined by the Police Reform and Social Responsibility Act 2011 (the 2011 Act), in particular, sections 28 to 30 and Schedules 1, 5, 6, 7 and 8. In each police force area, they play a vital role in scrutinising the actions and decisions of the relevant Police and Crime Commissioner (PCC), Police, Fire and Crime Commissioner (PFCC), or Combined Authority Mayor with PCC functions. In Greater Manchester the PCC's functions are part of the Greater Manchester Mayor's portfolio. The Mayor has delegated these functions to the Greater Manchester Deputy Mayor for Policing, Crime and Fire (except those which they are required by law to exercise personally).

Panels provide a crucial element of transparency to the public, hosting meetings publicly, whilst ensuring that appropriate information is available to enable the local electorate to hold their PCC or PFCC to account.

All 41 Panels across England and Wales, who have either a PCC, PFCC or a Combined Authority Mayor with PCC functions, are required to have a minimum of two independent members who sit alongside elected local authority members. Independent members bring a unique set of expertise, ensuring that the necessary skills and knowledge are available for a Panel to discharge its scrutiny function effectively.

1. What do Police, Crime and Fire Panels do?

The statutory responsibilities of the Panel are to:

- Review the draft Police and Crime Plan, Fire and Rescue Plan and Fire and Rescue Statement or variations and make reports or recommendations to the Mayor/Deputy Mayor.
- Review the Deputy Mayor's Annual Report and make reports or recommendations to the Deputy Mayor.
- Review and scrutinise decisions made, or actions taken, by the Mayor/Deputy Mayor, and make reports or recommendations in respect of them.
- Review the police and crime component of the Greater Manchester Mayor's precept.
- Review the Greater Manchester Mayor's proposed appointment of the Chief Constable, Chief Fire Officer and Deputy Mayor for Policing, Crime and Fire.

In Greater Manchester, the Panel takes a strong role in supporting the Mayor/Deputy Mayor to determine strategic priorities, and to ensure that future plans reflect and support local and partner priorities.

2. How do Police, Crime and Fire Panels work?

The Panel meets six times a year to carry out their main responsibilities and scrutinise the Mayor/Deputy Mayor about all aspects of their activities. Members of the public are able to attend these meetings and they are also live streamed.

In addition, the Panel operates a Steering Group, which looks in detail at particular issues, and this also meets six times a year. Independent members will be invited to become a member of the Steering Group too.

3. Who sits on the Police, Crime and Fire Panel?

The Panel currently has 17 members (ten elected, five co-opted political members and two independent).

Independent members will be treated equally to the elected members on the Panel and therefore have the same responsibilities and duties, including full voting rights, and access to the same level of support and information.

4. Why be an independent member of the Police, Crime and Fire Panel?

As an independent member of the Panel, you will play a key role in providing transparency and accountability for the public on the activities of the Mayor/Deputy Mayor. It is an important and challenging role which offers you the chance to review the key strategic actions and decisions taken by the Mayor/Deputy Mayor.

This will include scrutinising whether the Mayor/Deputy has achieved the objectives set out in their Police and Crime Plan, Fire and Rescue Plan and Fire and Rescue Statement, and considered the priorities of community safety partners, and consulted appropriately with the public.

Independent members have full voting rights and are encouraged to get involved in all areas of the panel's work.

Further details of the roles and responsibilities of independent members can be found in the role description.

5. What will I be expected to do?

You will be expected to attend and participate in all meetings of the Panel and any of its sub-committees that you may be assigned to.

As a guide it is anticipated that the total time commitment required from independent members will be around one day a month (around 12-14 days per year).

Further details of the roles and responsibilities of independent members can be found in the role description.

6. Are there any rules about conduct or standards?

At all times, Panel members must maintain the highest standards of conduct and ethics. You will be expected to abide by the same rules as local councillors. For example, when you become a Panel member you must not:

- Use your position improperly to advantage yourself, your own organisation or community.
- You must not disclose confidential information.
- If appointed, you will also be required to give details of any pecuniary interests and such other interests required by the Code of Conduct for Members. These will be listed in a register which is open to the public.
- These rules are set out in Rules of Procedure which are agreed by the Panel themselves at the first meeting of every municipal year. These will be consistent with the standards for local councillors. If you are found to be in breach of the rules, you may be suspended or removed from the Panel.

7. How much time is involved?

The typical commitment required from a Panel member is expected to average one day a month, including preparation time.

All Panel members will receive introductory information and other appropriate training to support them in their role.

8. Will I receive any payment?

Independent members of the Panel will receive an annual allowance of £930. You will also be able to claim for the costs of travel and other expenses involved in carrying out Panel work.

9. How long will I be a member?

Initially, independent members will be appointed for a term of three years. Legislation states that independent members are able to serve on the Panel for a maximum of two terms.

10. What qualities do I need?

We are looking for local people from different sectors who can bring a range of skills and expertise to be an effective independent member. Coming from a policing or fire background is not a requirement for being an independent member on a Panel. Understanding what matters to local people is important to the role.

The knowledge, skills and experience required can be found in the role description.

11. Who can be an independent member?

You must be at least 18 years old.

There are some rules about who cannot be an independent member of the Panel, specifically:

- Mayor/Deputy Mayor/PCC/PFCC for force area.
- a Member/Leader/City Mayor of the GM Combined Authority/10 Local Authorities for the area or substitute Members acting in their place.
- a member of a local council in the local force area.
- a member of staff of the PCC for the local force area.
- a member of staff of the fire and rescue authority (for Police, Fire and Crime Panels, where appropriate).
- a police officer/member of the civilian staff of the local force area.
- a Member of Parliament.
- a Member of the National Assembly for Wales.
- a Member of the Scottish Parliament.
- a Member of the European Parliament.

12. How do I apply?

On the application form you will need to explain why you wish to become an independent member and what skills and experience you would bring to the Panel

13. What happens next?

The Police, Crime and Fire Panel has appointed a selection panel to consider all applications. Its job will be to shortlist, interview and agree candidates to recommend to the Police, Crime and Fire Panel.

Shortlisting will take place on Friday 9th August 2024 and interviews will take place, week commencing 19th August 2024. Formal appointments will be made by the end of September once the Police, Crime and Fire Panel has considered the recommendations of the selection panel.

Successful candidates will be invited to join the Police, Crime and Fire Panel from the first available meeting after that date.

14. How can I find out more?

If you have any questions about this role, please use the contact gmcapeople@greatermanchester-ca.gov.uk

15. Can I get any feedback on my application?

The selection panel will offer feedback to any applicant who is shortlisted for interview but unsuccessful in the appointment.

Other useful information:

You can find out more information on the following websites:

Greater Manchester Combined Authority web pages - for more information on the work of the Greater Manchester Police, Crime and Fire Panel, including previous meeting papers:

[Police and Fire - Greater Manchester Combined Authority \(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk)

[Greater Manchester Combined Authority \(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk)

Home Office web pages - for more information about role of Police and Crime Commissioners, and Police, Crime and Fire Panels:

[Police and crime commissioners - GOV.UK \(www.gov.uk\)](https://www.gov.uk)

LGA web pages for more information about the role of Police and Crime Commissioners, and Police, Crime and Fire Panels:

[Police and crime panels | Local Government Association](#)

Greater Manchester's Fire Plan

[Fire Plan - Greater Manchester Combined Authority \(greatermanchester-ca.gov.uk\)](https://www.greatermanchester-ca.gov.uk)

[Fire Plan - Greater Manchester Fire Rescue Service](#)

Greater Manchester Police Fire and Crime Panel

Date: 18th September 2024

Subject: Police Complaints and Review Performance.

Report of: Neil Evans, Director, Safer & Stronger Communities, GMCA.

Introduction

1. The purpose of this report is to provide an update on how the Deputy Mayor exercises the statutory responsibilities on behalf of the Mayor to scrutinise and hold Greater Manchester Police (GMP) to account, with reference to the monitoring and overseeing the handling of police complaints. This report aims to offer assurance that the processes in place are effective in ensuring (GMP) addresses complaints and concerns raised by the public with improved quality and consistency. In exercising these statutory duties, the Deputy Mayor is committed to ensuring that the complaints handling process is robust and responsive to the needs of the community.

1.1 Over the past year, significant efforts have been made to enhance the efficiency and transparency of the complaints handling system. This report will detail the number of complaints submitted to GMP in the last 12 months, including reporting period Q1 of 2024/2025, and common themes within these complaints.

1.2 The Deputy Mayor, in conducting the Police and Crime Commissioner (PCC) functions, has implemented several measures to ensure that complaints are handled fairly and promptly. This includes conducting statutory reviews when complainants are dissatisfied with the handling of their complaints by GMP, ensuring accountability and transparency in the process, and working towards restoring and strengthening public trust and confidence in the police complaints system.

1.3 This report will also provide an overview of the police complaints review process, the themes arising from requests to review complaint decisions, and the ongoing efforts to monitor and improve GMP's handling of complaints. Through regular governance meetings and proactive problem-solving initiatives, the Deputy Mayor continues to work closely with GMP to enhance the overall quality of service and to improve public confidence in GMP.

2. Statutory responsibility (scrutiny by the Mayor/Deputy Mayor)

2.1 The Deputy Mayor undertakes several statutory responsibilities related to police complaints reviews on behalf of the Mayor in his capacity as Police and Crime Commissioner:

2.2 Monitoring and Oversight:

The Deputy Mayor is responsible for monitoring GMP's handling of complaints to ensure they are managed effectively and fairly.

She must ensure that the police force adheres to the statutory guidelines and procedures for handling complaints.

2.3 Conducting Reviews:

When complainants are dissatisfied with the initial handling of their complaints by GMP, the Deputy Mayor and her staff conduct reviews to assess the fairness and thoroughness of the process. This is a statutory process underpinned by the Police Reform and Social Responsibility Act 2011, the Police (Complaints and Misconduct) Regulations 2020, and the Policing and Crime Act 2017.

This involves scrutinising the decisions made and the actions taken during the initial complaint handling.

2.4 Accountability and Transparency:

The Deputy Mayor must ensure that the complaints and reviews process is transparent, and that the public has confidence in the system.

She is also responsible for communicating the outcomes of reviews and any subsequent actions to the complainants.

2.5 Extended Monitoring:

The Deputy Mayor has chosen to extend her monitoring of the handling of some police complaints by taking a more proactive with role in certain types of complaints, such as those involving serious misconduct, issues of significant public concern, or cases with a history of prolonged and damaging failings. An example of this is in respect of those complaints that have emerged from the Baird Review, which highlighted significant concerns around police handling of certain cases, or where there have been systemic issues over an extended period. This approach involves working closely with complainants to ensure their voices are heard and that GMP is held to account for addressing and resolving these concerns appropriately. By focusing on these high-impact/high-profile cases, the Deputy Mayor aims to strengthen public confidence and drive meaningful change within the police complaints system.

3. Numbers of complaints submitted to GMP over last 12 months, categories and timeliness.

Total Complaints made to GMP 01/08/2023 – 31/07/2024

Complaint Type	Total
Outside Schedule 3	1731
OTBI (Other Than By Investigation)	1537
PSD (Professional Stabdards Directorate)Investigation	163
IOPC Independent	17
Grand Total	3448

3.1 Outside of Schedule 3 -When a complaint is handled “Outside of Schedule 3,” the complaint is resolved informally and does not follow the formal procedures outlined in Schedule 3 of the Police Reform Act 2002. This typically happens when the

complaint can be quickly and satisfactorily resolved without the need for a formal investigation.

3.2 For example, if a complainant is unhappy with a minor issue that can be addressed promptly via a simple explanation or apology, the complaint may be handled outside of Schedule 3. If the issue cannot be resolved informally, it may later be recorded and handled under Schedule 3. Over half of complaints are informally resolved.

3.3 Other Than By Investigation -Handling “other than by investigation” refers to resolving the complaint through alternative methods than a formal investigation:

3.4 Local Resolution: This involves addressing the complaint at a local level, often through direct communication with the complainant to resolve the issue quickly and informally.

3.5 Reflective Practice Review Process: This is used for less serious complaints where the focus is on learning and improving practices rather than formal disciplinary measures.

3.6 These methods aim to handle complaints in a way that is proportionate to their seriousness and can often lead to quicker resolutions.

3.7 Timeliness

Ave Work Days Taken	
Outside S3	13
OTBI	59
PSD Investigation	145

3.8 GMP currently assess time taken to complete complaints handling by “average work days taken”. Whilst some cases can be very complex, and require thorough investigation and analysis, it is widely agreed that these timescales need to be brought down to more acceptable timeframes – for both the benefit of the complainant, and any staff involved in the process.

3.9 Ongoing continuous improvement activity is at the forefront of PSD’s working, and additional resources have been provided to the Directorate to tackle long wait times and workloads. The Office of the Deputy Mayor continues to offer support and scrutiny with a view to assist in these improvements.

4. Themes arising in overall complaints to GMP.

Top Ten Complaint Categories to GMP since recording started

Allegation Type	Total	%
Police action following contact	3191	28%
Information	890	8%
Use of force	861	8%
Decisions	806	7%
Unprofessional attitude and disrespect	643	6%
Detention in police custody	506	4%
Power to arrest and detain	427	4%
Impolite language/tone	421	4%
Impolite and intolerant actions	408	4%
Handling of or damage to property/premises	370	3%

4.1 Overlaying information from GMP as well as that publicised by the IOPC for Q1 24/25 shows that main recurrent themes specifically for the last 12 months are.

4.2 Quality of Service: A significant portion of complaints pertain to the perceived quality of police services. This includes concerns about response times, professionalism, and the effectiveness of police actions.

4.3 Conduct and Behaviour: Complaints about the conduct and behaviour of police officers are prevalent. These include allegations of misconduct, inappropriate behaviour, and breaches of protocol.

4.4 Communication Issues: Many complaints highlight issues with communication between the police and the public. This includes delays in providing updates, lack of transparency, and perceived unresponsiveness, including within the complaints process itself.

4.5 Procedural Errors: There are instances where procedural errors or lapses have been reported. These complaints often involve administrative mistakes, incorrect handling of cases, or failure to follow established protocols.

4.6 Public Trust and Confidence: Overall, the themes indicate a need for improving public trust and confidence in the police. Addressing the root causes of these complaints is essential for enhancing the relationship between GMP and the community it serves.

5. Police review process

Where a complaint has been recorded under Schedule 3 to the Police Reform Act 2002, the complainant has a right to apply for a review of the outcome of the complaint. This applies whether the complaint has been investigated by the 'Appropriate Authority' (GMP PSD) or handled otherwise than by investigation. The review will consider whether the outcome of the handling of the complaint is reasonable and proportionate. Where the 'relevant review body' finds that the outcome of the complaint is not reasonable and proportionate it will uphold the review.

5.1 The Independent Office of Police Conduct (IOPC) is the 'relevant review body' in more serious cases, and all other cases, the 'relevant review body' will be the 'Local Policing Body' (GMCA).

5.2 In March 2023 the Police Complaints Review Team within GMCA had over 150 outstanding reviews. This was due to staff sickness and retirement. A specialist provider was commissioned (SANCUS) to assist. Work commenced to reduce the

backlog and in September 2023 a new Manager (Ian Lees) was appointed and took up his position at the beginning of January 2024.

5.3 Since that time the team has worked hard to reduce the backlog and improve timeframes, and as of August 2024 the position is now excellent. All reviews are now turned around within 14-28 days and there is no backlog. As a result, proactive problem-solving work has begun to better scrutinise how GMP handles complaints.

5.4 GMCA position since September 2023 -

- 257 review requests were received by the team, of that number (including some previous cases):

There were 304 cases which were handled:

- i. 123 were not upheld
- ii. 71 were not upheld but considerations were raised with GMP
- iii. 110 were upheld with recommendations made to GMP

5.5 Overall performance monitoring indicates that:

- 36% of reviews are upheld with recommendations
- 23% of reviews are not upheld, but considerations are raised with GMP
- 40% of reviews are not upheld.

6. Themes arising via request to review complaints decisions

The main themes that are found in upheld complaints are:

- Complaint not fully understood due to no or limited contact with complainant
- Each individual allegation raised not being responded to
- Wrong outcome – siding with the officer when there is no other evidence

- Lack of an apology
- Lengthy timescales in handling complaints (especially those passed to Districts to conduct).

7. How we monitor with GMP

There are two quarterly governance meetings with GMP and there is regular liaison between the PSD and the GMCA Review Team for issues that cannot wait until the meetings.

7.1 The first is the Deputy Mayor's meeting with the Deputy Chief Constable, supported by officers and officials. The objective is to discuss key themes in recommendations from review outcomes, for GMP to provide updates on specific cases and on conduct investigations over 12 months old. Quarterly PSD performance data is also discussed.

7.2 The second meeting has a more operational focus and is attended by the Police Review Team alongside a Detective Chief Inspector from the PSD, and relevant PSD staff. Similar themes and performance are discussed along with any barriers and suggested changes to working practices to improve performance. The Review Team works closely with the PSD in order to strive for a better customer experience overall.

7.3 The PSD has also recognised that there are issues with quality and timelines of complaints that are handled in Districts and in April 2024 it introduced new measures to try and improve this. A new monthly governance meeting has been set up with Districts and performance data is more closely monitored, though improvements in certain Districts and Branches, notably Criminal Justice and Custody. It is too soon to quantify the overall success of this initiative and the Deputy Mayor will continue to monitor this new approach.

8. PSD Change Programme.

A significant PSD Change Programme has recently commenced, in part driven by the findings from the Deputy Mayor's scrutiny and oversight and the resulting conversations with the GMP. With support of her team the Deputy Mayor has identified several areas for potential development in terms of PSD practices and processes which were leading to additional work (failure demand), inaccurate data recording and subsequent further dissatisfaction. Several changes have been suggested, which it is considered would improve practices and therefore customer service, some of which have been accepted, and some are subject of further dialogue.

8.1 There remains work to be done in terms of the overall scrutiny of how GMP handles complaints. This work includes developing a process of dip sampling the handling of recent complaints that have not been subject of review requests, amongst others.

9. Chief Constable complaints

The 'appropriate authority' for a complaint or recordable conduct matter that relates to the conduct of a Chief Constable or acting Chief Constable is the local policing body with responsibility for that police force area. For GM the local policing body is GMCA.

9.1 It important to note that GMCA can only handle complaints that relate to the conduct of the Chief Constable. There will be times where a complaint names the chief constable or acting chief constable, but the complaint is about something where authority has been delegated to another officer or staff member within the force. Where the local policing body receives a complaint for which is it is not the appropriate authority, they must forward the complaint to the appropriate authority - GMP PSD.

9.2 Since September 2023, there have been very few complaints about Chief Constable Watson. None have met the criteria for a Chief Constable complaint, as they pertain to other organisational issues under his delegation rather than his own conduct or behaviour.

10. Conclusion

It is asserted that significant strides in improving the handling and review of police complaints have been made in recent times. Proactive measures have been implemented by the Deputy Mayor and her team aimed at enhancing transparency, accountability, and public trust in the complaints process. While challenges remain, particularly in addressing procedural errors and communication issues, the ongoing commitment of GMP to address them, and the work of the Deputy Mayor and her team to monitor, improve and support these processes are noteworthy.

10.1 The commitment to continuous improvement and the recent reduction in review backlogs demonstrate a positive trajectory towards a more efficient and responsive complaints system. Moving forward, the focus will remain on maintaining high standards of service and ensuring that the concerns of the public are effectively and efficiently managed and resolved.

Greater Manchester Police, Fire and Crime Panel

Date: 18th September 2024

Subject: Standing Together 2022-25 - Priority 3, year 3 Progress Report:
Strengthening Communities and Places

Report of: Kate Green – Deputy Mayor for Police, Crime, Criminal Justice
services and Fire

PURPOSE OF REPORT

The purpose of this report is to provide a year 3 progress update on the work to progress Priority 3 of the Police and Crime Plan 2022 – 25.

Priority 3 - Strengthening Communities and Places

RECOMMENDATIONS:

The Police, Fire and Crime Panel are requested to note the content of the report.

CONTACT OFFICER:

Neil Evans

Director – Police, Crime, Criminal Justice and Fire

neil.evans@greatermanchester-ca.gov.uk

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Standing Together 2022-25

Priority 3, year 3 Progress Report: Strengthening Communities and Places

Executive Summary

This report provides a summary of progress against Priority 3 of the Police and Crime Plan, 'Standing Together' on Strengthening Communities and Places and is supplemented by a programme of deep dive thematic reports to the Police and Crime Panel.

During the past 12 months we have seen:

- Overall neighbourhood crime (personal robbery, domestic burglary, theft of vehicles and of the person) has reduced by 15.4%.
- GMP are solving more crimes, increased to 11.7% this year (up 2.2% on last year). The number of arrests has also increased by 7.7%.
- There were 84,148 antisocial behaviour incidents recorded by GMP in the 12 months. This is an increase of 8.2% on last year.
- Following the success of Operation VULCAN in Cheetham Hill, the methodology was applied to Piccadilly Gardens and will move on other districts and hubs that require support.
- Bury, Bolton and GMCA / GMP were successful in their bids to the Home Office Safer Streets fund Round 5, bringing a further £815,000 of extra funding for the city region. There is a focus on reducing neighbourhood crime, ASB and improving safety in the night-time economy.
- Continued investment into road safety with the Vision Zero Strategy and further roll out of the community speedwatch initiative. There were 45 road fatalities recorded in Greater Manchester in 2023, a reduction from 64 fatalities in 2022.
- The GM TravelSafe Partnership educational outreach programme continues delivery to thousands of young people. Operation AVRO (July 2024) provided targeted checks and stops on the public transport network and road network.
- A new Night-Time Economy Panel has been convened and met for the first time in January, and again in April. The Panel is made up of local business leaders and partners who jointly provide support to the Night-Time Economy Adviser.
- A new night bus pilot commenced on 1st September, providing 24-hour bus services on two key routes connecting Manchester with Leigh and Bolton. Transport Safety Enforcement Officers and the GMP LiveChat service are in place to support users across the network.
- The Good Night Out Guide and campaign is now in its 3rd year and has been refreshed for 2024 with advice on what to do and where to go if you need help on a night out (safe places, help points, travel advice, reporting, advice etc).
- Shoplifting arrests have increased by 50.4% and the proportion of solved outcomes has also increased to 23.2%. GMCA and GMP continue to actively support the #ShopKind campaign, the Safer Business Action Week and USDAW Respect for Shopworkers Week.
- In light of recent events a Greater Manchester Recovery Coordination Group for Community Tensions has been established.
- There were 9,327 hate crimes recorded in the last 12 months. This is a reduction of 18.9% (2,169 fewer crimes) compared with the 11,496 recorded in the previous 12 months. In October we will be launching a new partnership plan to tackle hate crime.
- The Protection of Premises Act/Protect Duty (Martyn's Law) was included in the King's Speech. Government is seeking to enact it as soon as possible and plans are in place locally in support of that.
- In 2024 we refreshed the Greater Manchester Independent Police Ethics Committee. The Ethics Committee recently reviewed and made recommendations on how GMP officers would navigate transgender search policies and practice.
- Over the past year the Gender-Based Violence strategy has secured over £5million funding to support programmes and has commissioned a project in schools to understand and change boys' perceptions of women and girls.

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	You asked us to	Progress update and highlights	How is this being achieved and measured?
1.	Reduce crime and anti-social behaviour in neighbourhoods	<p>Neighbourhood Crime (data represents the 12 months to July 2024):</p> <ul style="list-style-type: none"> • Overall neighbourhood crime (personal robbery, domestic burglary, theft of vehicles and of the person) reduced this year by 15.4% (41,730 crimes recorded – 7,623 fewer than last year). In addition, residential burglary reduced by 9.8% (12,519 recorded, 1,365 fewer than last year). • Robbery of personal property reduced by 12.5%, vehicle offences reduced by 17.9% and theft from the person reduced by 19.9%. • GMP are also solving more crimes. Overall, the proportion of all crime outcomes that were solved increased to 11.7% this year (up 2.2% points on last year). • The number of arrests has also increased by 7.7% (up 4,712 from last year.). • There were 84,148 antisocial behaviour incidents recorded by GMP in the 12 months to July 2024. This is an increase of 8.2% on last year (6,395 more ASB incidents). • Prevention hubs continue to map the top victims, locations, and offenders of ASB as part of Neighbourhood policing plans. • Success of Operation AVRO in localities with good examples of joint activity with community safety partners. • Following the success of Operation VULCAN in Cheetham Hill, the methodology was applied to Piccadilly Gardens where 1000+ wraps of class A drugs were recovered. 953 stop searches were undertaken, 263 arrests made and 18 weapons recovered. VULCAN will continue to offer support to other districts and transport hubs. • Bury, Bolton and GMCA / GMP were successful in their bids to the Home Office Safer Streets fund Round 5, bringing a further £815,000 of extra funding for the city region. The various bids are focussed on reducing neighbourhood crime, improving safety in the night-time economy, reducing anti-social behaviour and violence against women and girls in public spaces. • The GM Policing and Community Safety survey continues to provide valuable insights at district and GM level on feelings of safety. The survey tells us that over the last year: 	<p>GMP Improvement Plan</p> <p>Operation Avro</p> <p>GMP Neighbourhood Policing Review</p> <p>GMP Prevention Hubs</p> <p>Safer Streets Fund bids</p> <p>Community Safety Partnerships</p> <p>Key scorecard metrics: Police recorded ASB incidents Neighbourhood crime</p>

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		<ul style="list-style-type: none"> ○ 88% of people tell us they feel safe where they live and 80% of people feel safe when they are out and about ○ 60% of people confident they could get help from GMP in an emergency and 40% in a non-emergency situation ○ 53% of people who contacted GMP in the last 12 months (2,600 people) were satisfied with the service they received from GMP. ○ Over 75% of people say they feel their local area is a place where people from different backgrounds get on well. ○ A new victims focussed survey has been commissioned and a victim satisfaction figure will be available in 12 months time. 	
2.	Reduce road danger and make our transport system safer	<ul style="list-style-type: none"> ● There were 45 road fatalities recorded in Greater Manchester in 2023, a reduction from 64 fatalities in 2022. This is based on the DfT published Annual Provisional Estimate for 2023 published 30th May 2024 and the next update will be the Validated Annual Casualty figures for 2023 is due to be published by DfT end of September 2024. ● Community Speedwatch schemes launched in 3 Districts in Stockport, Wigan and Manchester with another 2 due to launch in Bolton and Stockport. ● The new Vision Zero Strategy seeks to achieve zero road deaths by 2040. Between February- March 2024, individuals and organisations were asked to share their views on the draft Vision Zero Strategy with over 1,000 people responding. ● In July 2024, as part of Operation AVRO, GMP carried out multiple targeted deployments across all 10 districts as work continues to make the transport network safer for all users. Alongside the TravelSafe Partnership, GMP officers made 17 arrests, carried out 307 vehicle checks. Around 240 Metrolink fines were issued for fare evasion and over 6,700 passengers were checked. ● TravelSafe partners and the police Transport Unit dedicate more than 13,400 hours per week patrolling the bus and Metrolink networks, day and night, seven days a week. The staff are supported by more than 4,700 CCTV cameras that are in place across the GM bus stations and interchanges, tram stops and rail stations. These cameras are monitored 24/7 by a dedicated control room. 	<p>GMP Improvement Plan</p> <p>Road Danger Reduction Plan</p> <p>Safer Roads Partnership</p> <p>TravelSafe Partnership</p> <p>Key scorecard metrics: Road fatalities Transport incidents with injury</p>

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		<ul style="list-style-type: none"> The TravelSafe Partnership educational outreach programme delivered inputs to 24,141 young people across the academic year. This includes roll-out of a new Virtual Reality offer (funded through the Safer Streets Fund) designed to educate young people on the consequences of criminal damage to buses, trams and trains – behaviour that tends to be largely thoughtless in nature. 	
3.	Make our streets and night-time economy safer	<ul style="list-style-type: none"> There was a reduction of 5.8% in serious violence recorded crime (a count of robbery and violence with injury offence), in the last 12 months, up to July this year compared with last year (33,333 crimes recorded this year, which was 2,046 fewer than last year). The solved outcome rate this year was 12.9% (up 1.2% points on last year). A new Night-Time Economy Panel has been convened and met for the first time in January, and again in April. The Panel is made up of local business leaders and partners who jointly provide support to the Night-Time Economy Adviser in ensuring that Greater Manchester is one of the best places go out, stay out, work, and run a business between the hours of 6pm and 6am. A new night bus pilot commenced on 1st September, providing 24-hour bus services on two key routes connecting Manchester with Leigh and Bolton, via Salford. The Pilot is a key step in improving transport links to support people who need to travel at night. TfGM have put a number of measures in place to keep people safe, including a mobile response team of Transport Safety Enforcement Officers, GMP LiveChat service accessed through the Bee Network app, as well as close partnership working with GMP and voluntary organisations including Strut Safe. The Good Night Out Guide and campaign first launched in September 2022 is now in its 3rd year and has been refreshed again for 2024 with advice on what to do and where to go if you need help on a night out (safe places, help points, travel advice, reporting, advice etc). <ul style="list-style-type: none"> Around 9,000 z-card pocket guides are being reissued through student welcome packs and via bar, pub, and club networks as part of student welcome week and in the run up to Christmas. Posters displayed on key transport network assets along Oxford Road during student welcome week. 	Gender Based Violence Board

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		<ul style="list-style-type: none"> ○ Positive feedback received from partners and young people on the guide. ○ Work is continuing to adapt the guide content for other interested localities across Greater Manchester. ○ Good practice from localities includes Manchester’s Women’s Night-time Charter aimed at employers to increase safety for staff and patrons and a new WalkSafe App. ● The LGBT Foundation continue the delivery of the vital Village Angels and Haven schemes which offers support to those showing signs of vulnerability in Manchester's Gay Village. The Angels in the last year have engaged with over 21,000 individuals and supported nearly 500 extremely vulnerable individuals who would otherwise be unable to make the.ir own way home safely. 	
4.	Improve our response to retail and business crime	<p>Data from the last 12 months (up to July 2024) has shown: -</p> <ul style="list-style-type: none"> ● Recording of shoplifting crime has increased by 22.0% this year (20,543 recorded, which is 3,709 more than last year). ● Meanwhile, the proportion of solved outcomes for shoplifting has also increased to 23.2% this year (up 5.3% points on last year). ● In addition, shoplifting arrests have increased – by 50.4% (2,941 arrests this year, which is 986 more than last year). ● Prevention is a key element in reducing retail crime. The GMP Crime Prevention Team work with the National Business Crime Centre to support national campaigns and share best practice with retailers. At a strategic level, they work with Regional Managers and stakeholders to improve physical security measures and procedures. They also support the delivery of the Retail Crime Steering Group. At a local level the Team work with their neighbourhood policing teams to develop problem solving solutions to repeat retail crime demand in their area. ● The GM Retail Crime Steering Group ensures there is a clear communication opportunity between GMCA, GMP, Retailers and representative groups. It is an opportunity to raise issues, share good practice, review the Retail Crime Delivery Plan and scrutinise delivery. Membership is constantly reviewed to 	<p>GM Retail Crime Steering Group</p> <p>Key scorecard metrics: Business and Retail Crime</p>

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		<p>ensure the widest range of partners and engaged in the reduction of retail crime.</p> <ul style="list-style-type: none"> • GMP have recognised the impact of retail crime on shop workers and retailers. There is a dedicated force level lead and on each district with monthly meetings to drive this work. GMP have also improved how they assess crime through the adoption of the THRIVE risk assessment where every crime reported to GMP undergoes an assessment of harm, treat and vulnerability. • The Initial Investigation Unit provides a clearly defined reporting process that pursues all incidents that have not been grade immediate/priority providing a consistent and thorough approach to shoplifting investigations. • GMP have increased the use of facial recognition technology to assist with prompt identification of offenders. • A new Digital Evidence Management System (DEMS) has been developed to allow digital images of offences to be automatically transferred from retailers to GMP to assist with the speed and ability to follow all reasonable lines of inquiry. • GMP continue to deliver a campaign to tackle Business Fraud. This is a free resource to smaller businesses and enterprises. • GMCA and GMP are members of the APCC Retail Crime Group to ensure that Greater Manchester is aware of the national trends of retail crime and best practice. • GMCA and GMP continue to actively support the #ShopKind campaign, the Safer Business Action Week and USDAW Respect for Shopworkers Week in November with direct support from the Deputy Mayor. 	
5.	Invest in ways to bring communities together to improve community cohesion and deter crime	<ul style="list-style-type: none"> • Over the last 9 months partners have met regularly to review and respond to community concerns in respect of international conflicts and national and local public disorder. Information and support has been provided to local communities and will continue over the coming months. • In light of recent events a Greater Manchester Recovery Coordination Group for Community Tensions has been established with key senior representatives across Greater Manchester and localities. • £1.2 million delegated to CSPs each year for direct work with community and voluntary organisations using local processes (commitment agreed for the next 	<p>Community Safety Partnerships</p> <p>Key scorecard metrics: Community Cohesion and Hate Crime</p>

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		<p>two years). This includes £10,000 provided to each district in support of bringing communities together to celebrate diversity and raise awareness of hate crime. £5,000 of this funding is ringfenced for community small grants processes, to raise awareness of hate and prejudice, develop programmes to counter hate speech and direct people to reporting and support mechanisms. Proactive initiatives include:</p> <ul style="list-style-type: none"> ○ Tameside have developed an arts project which details the impact of hate crime. They will use the art display at future hate crime events. ○ Bury rolled out Third Party Reporting Centre ambassador/champion training. This is a rolling training programme delivered in partnership with Greater Manchester Police, Bury LGBTQI and Victim Support to allow community groups and individuals to become registered Third-Party Reporting Centres and hate crime ambassadors/champions with Bury Council. Bury currently have 19 Third Party Reporting Centres. ● This year (12 months to July 2024) there were 9,327 hate crimes recorded. This is a reduction of 18.9% (2,169 fewer crimes) compared with the 11,496 recorded last year. Race is the most prevalent motivator for hate crime – with this being recorded as a motivation in 71% of hate crimes. ● GM support to bring in further funding from Safer Streets and Youth Deterrence funding including directly to the community, voluntary and social enterprise sector. 	
6.	Make public spaces and venues safer	<ul style="list-style-type: none"> ● Project Servator is a policing tactic that aims to disrupt a range of criminal activity, including terrorism, while providing a reassuring presence for the public. The approach relies on police working with the community – businesses, partners and members of the public – to build a network of vigilance and encourage suspicious activity to be reported. ● In the 3 months from April – June 2024 there were 166 deployments to over 100 locations, 45 stop and searches have been undertaken, 21 arrests and 25 pieces of Crime and ASB related intel has been captured whilst on deployment. ● National CTPHQ continues to develop the ProtectUK platform, ProtectUK App and ACT (Action Counters Terrorism) e-learning package. This is free and 	<p>Protect duty (via GMRU)</p> <p>Manchester Arena Inquiry</p> <p>Mayoral Oversight Group</p>

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		<p>gives regular CT updates via text and email. National webinars are being held to raise visibility and local authorities are encouraged to adopt these products.</p> <ul style="list-style-type: none"> • The GM Resilience Unit is working to support local councils in developing 'Move to Critical' plans. These plans ensure that measures can be implemented quickly across GM if the national threat level changes to Critical. • The CONTEST Board meets quarterly with strategic leaders across GM sharing their current and future work on each of the strands from the CONTEST strategy. In addition, representatives from outside GM provide updates on the Board, e.g. National Protective Security Authority, Counter Terrorism Preparedness Network, Victims of Terrorism Unit. The National Protective Security Authority is working with local authorities across the country to deliver courses and training documents which will develop the skills needed to identify and respond to threats and hazards. • The Protection of Premises Act/Protect Duty (Martyn's Law) was included in the King's Speech. Government is seeking to enact it as soon as possible. • The Protect programme manager within GM Resilience Unit is working to produce a protect programme to support work within local authorities for the upcoming Protect Duty. 	
7.	Tackle inequalities within services	<ul style="list-style-type: none"> • The GMP Achieving Race Equality Report was published in November 2023 with a focus on ensuring people experiencing racial inequalities are not under protected or over policed, represented and have a voice. • In GM, the rate of disproportionality in stop and search of black people has fallen from 3.7 to 2.1. The rate for Asian people has fallen from 2.1 to 1.9. • Whilst there are positives in this report, there are many outstanding issues and challenges. Recruitment of black and other minority groups still requires improvement. • A new Achieving Race Equality report has been commissioned and will be published later this year. • In line with the Mayors Manifesto commitment, we have started to develop a framework for Joint Enterprise. 	<p>GMP Equality, Diversity, and Inclusion Strategy</p> <p>NPCC/APCC Police Action Plan</p> <p>GM Gender Based Violence Board</p> <p>Key scorecard metrics: Workforce diversity</p>

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		<ul style="list-style-type: none"> • GM Hate Crime Awareness Week ran from 5th – 13th February 2024. A partnership campaign was in place to raise awareness and host dozens of community events. • In October we will be launching a new partnership plan to tackle hate crime. • In 2024 we refreshed the Greater Manchester Independent Police Ethics Committee which is now chaired by Dame Robina Shah. The Ethics Committee recently reviewed and made recommendations on how GMP officers would navigate transgender search policies and practice. • The GM Gender-Based Violence Strategy is now entering a new Delivery Phase which includes ambitious new priorities on transport, employers and sex work as well as continuing with existing themes. • Over the past year the Gender Based Violence strategy has: - <ul style="list-style-type: none"> ○ Secured Over £5million funding to support programmes, including for those with no recourse to public funds. ○ Commissioned a project in schools to understand and change boys’ perceptions of women and girls ○ Relunched the #IsThisOK campaign to reach more men and boys, with over 4.1 million views. ○ Created a Lived Experience Panel of women from diverse backgrounds to shape policy. ○ Pilot and rollout of multi-agency model to target high-harm, high-risk perpetrators. ○ More domestic abuse crimes solved by Greater Manchester Police, from 9.2% in 21/22 to 12.6% in 23/24. 	
8.	Make our services sustainable and reduce our carbon footprint	<ul style="list-style-type: none"> • GMP has an Estates, Fleet, and Business Support Transformation Programme for 2024/25. This programme is a key contributor to GMP’s promise to Deliver Outstanding Service to the Public, by investing in the fleet and estate to ensure it meets the evolving requirements of GMP. The transformation program needs to parallel the estate strategy ensuring investment in the right buildings in the right location. 	<p>Key scorecard metrics: Carbon reduction metrics are in development with GMP and GMFRS</p>

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		<ul style="list-style-type: none">• The production of a new Estates strategy extended to run through to 2050 will set the parameters, principles, and governance to enable GMP to evolve the estate based on operational need and effective use of resources. The Estate Strategy to 2050 will capture the latest thinking on new ways of policing so that we can prepare our GMP land and buildings for change. There are continually strategies, emerging policies and government papers discussing the future of UK policing. These examine the changing landscape of public safety, including technological advancements, globalisation, and rising social issues. The growth in forensics is an example of change which is being considered at the moment. It is likely that there will be property implications and therefore significant costs to provide the right accommodation.• There will be a focus on greater agile working and collaboration with partners to ensure buildings and office space can be used more effectively and efficiently, and we will seek to minimise GMP’s carbon footprint. The leading themes that are driving the direction are informed by our horizon scanning processes and the latest hybrid working policies.• GMCA use of the Social Value portal on all contracts to ensure added value to communities through the investment of public funds. Encouraging opportunities for local employment, work experience, apprenticeships.	

GREATER MANCHESTER POLICE, FIRE & CRIME PANEL

Date: 18th September 2024

Subject: Right Care, Right Person

Report of: Assistant Chief Constable (ACC) Colin McFarlane / Anna Berry Partnership
Liaison Lead

Purpose of Report

The purpose of the report is to provide an update on the Right Care, Right Person (RCRP) approach being implemented in Greater Manchester (GM) on the 30th September.

Recommendations:

It is recommended that the Police and Crime Panel;

- Note the RCRP model being implemented in GM and note the go live date of the first phase which is taking place on the 30th September.
- Receive regular progress updates as and when required.

Contact Officers

ACC Colin McFarlane - Colin.McFarlane@gmp.police.uk

Anna Berry - Anna.Berry@gmp.police.uk

Equalities Impact, Carbon and Sustainability Assessment:

A detailed equality impact assessment has been completed and partners have also conducted their own equality impact assessment in readiness for RCRP implementation.

Risk Management

A robust risk management plan is in place to track and oversee any associated risks.

Legal Considerations

Legal counsel has been sought, both locally and nationally, throughout the project to inform the development of the RCRP model.

Financial Consequences – Revenue

A budget of £70,900 revenue required to deliver the RCRP project.

Financial Consequences – Capital

N/A

Number of attachments to the report:

None

1. Introduction & Background

Greater Manchester Police (GMP) are embarking on a significant change programme called RCRP. RCRP is a national approach, coordinated through the National Police Chief's Council (NPCC). All police forces have been asked to undertake significant analysis to better understand incoming calls, to understand what calls require a police response and, for those calls where police are not the right agency, who would be better equipped to respond.

It is nationally recognised that over many years the police have taken on the role of other agencies, responding to more calls for service that relate to health concerns, mental health where there is no immediate risk and other social issues that would be far better addressed by the agency with the right skills, experience and training to help that person's specific need.

Police forces are being asked to implement an accountable and consistent decision-making model to be used at the very point when a call comes into the police. Using this decision-making tool will re-align deployment decisions against the core policing responsibilities.

RCRP aims for police forces to work with partners including local authorities, NHS trusts and mental health agencies to improve pathways to ensure that individuals receive the right support by the right organisation, at the earliest opportunity.

A RCRP National Partnership Agreement is in place, which sets out a collective national commitment from the Home Office, Department of Health & Social Care, the NPCC, Association of Police and Crime Commissioners and NHS England to work to end the inappropriate and avoidable involvement of police in responding to incidents involving people with mental health needs. Where it is appropriate for the police to be involved in responding, this will continue to happen, but the police should only be involved for as long as is necessary, and in conjunction with health and/or social care services.

A RCRP Strategic Oversight and Learning Group has been established, which is chaired by the Deputy Mayor (DM), Kate Green. Membership also includes nominated system leads across GM. The purpose of this group is to oversee the RCRP programme, identify and develop collaborative opportunities and identify / align more suitable pathways with partners.

From the outset, GMP have committed to working collaboratively with partners to implement RCRP. Over the past number of months, the RCRP Project Team have delivered over 150 inputs, workshops and engagement sessions at both a GM and district

level including engaging with those who have lived experiences. All of which have helped shape the approach.

The majority of other forces have already implemented RCRP and GMP have been working closely with those forces to identify any learning and best practice to help shape the proposed model. Humberside Police, the Metropolitan Police, South Yorkshire Police and Cheshire Police attended one of the Strategic Oversight & Learning Groups to share their experiences and learning. Humberside and the Metropolitan Police have also committed to providing face to face support post go live.

The RCRP transformation will:

- Encourage meaningful and collaborative signposting to the right agency.
- Provide all GM residents with the right care at the earliest opportunity.
- Improve the quality of life for all GM residents and provide the best possible outcomes.
- Enable police officers across the 10 GM districts to have more time to fight, prevent and reduce crime, harm, and anti-social behaviour; investigate and solve crime; and keep people and communities safe.
- Align with the GMP Plan on A Page (POAP) and the Standing Together Plan

2. Greater Manchester Right Care, Right Person Model

GM's approach to RCRP will include the following themes:

- Mental Health
- Physical Health
- Social Issues

It is important to highlight that the RCRP model only relates to calls where policing powers aren't required and where partners would be the better agency to give the care and support needed, to that individual.

The introduction of RCRP, will see a digital assessment tool being implemented within the Force Contact, Crime and Operations branch (FCCO). This will result in a consistent decision-making approach being applied for calls.

The Assessment Tool ensures that all calls for service are subject to a consistent and accountable decision-making process.

GMP will continue to deploy to calls:

- When there is a real and immediate risk to life to a person or group.
- When there is a real and immediate risk of serious harm to a person or group.
- When a child is suffering or likely to suffer significant harm.
- If the whereabouts of an individual have not been established.
- To assist with a specific police function (for example section 135 or section 136 of the mental health act).
- To support a partner agency where appropriate.
- If a crime is being reported (as this sits outside of the RCRP model).

Alongside the Assessment Tool, call handlers will ask appropriate questions of the caller to ensure that the circumstances / risks of each call are fully understood, so a decision can be made as to whether it meets the threshold for police attendance. As such call handlers will ask any questions, they deem relevant.

THRIVE OVERRIDE & ESCALATION

The response to calls cannot always be accurately decided by an assessment tool and GMP recognises the skills and expertise of its staff.

If the RCRP assessment tool suggests that the threshold for police attendance is not met, but the call handler does not agree with this outcome, utilising their professional judgement, they can override the outcome of non-attendance and send the incident for the deployment of police resources.

TRAINING

A bespoke training package has been developed using guidance from the College of Policing and good practice from other force areas. Partner agencies have also been invited to review the training material and content. This intensive training programme has now been delivered to all relevant staff / officers prior to go live.

Dedicated subject matter experts, who have received advanced training in RCRP will be introduced as floorwalkers to embed the change and support the implementation process.

The floorwalkers will provide intensive, live-time support for staff and report back any issues or observations. Within the first two week of implementation, staff from both Humberside and the Metropolitan Police will also provide intensive support to embed the changes effectively.

POST GO LIVE AND WRAP AROUND SUPPORT

The Chief Constable originally intended to go live in April 2024. However, in the spirit of partnership working, at the request of partner agencies, the first phase of RCRP has now been pushed back to the 30th September 2024. This date has now been agreed with key partners to allow sufficient time to fully prepare for the changes.

A robust escalation process will also be in place when RCRP is implemented to ensure GMP staff, members of the public and partners are able to escalate specific incidents and decisions. This will include live time escalation routes, slow time escalation routes and daily huddles with partners, as outlined in the table below.

<p>Live Time Escalation</p>	<ul style="list-style-type: none"> ➤ A live time escalation process is in place for any incidents where: <ul style="list-style-type: none"> ○ the call handler is unsure whether the incident meets the threshold for police attendance. ○ the caller (public or partner) insists on police deployment. ➤ Calls will be reviewed live time by a supervisor.
<p>Slow Time Escalation</p>	<ul style="list-style-type: none"> ➤ Partners wishing to dispute an RCRP deployment decision after the event, or raise RCRP trends, themes feedback can do so by using the RCRP dedicated inbox.

	<ul style="list-style-type: none"> ➤ The dedicated inbox will be reviewed daily, and key themes will be raised / actioned.
Daily Huddles	<ul style="list-style-type: none"> ➤ Internal daily huddles will take place twice daily. ➤ Partner daily huddles will also take place on a daily basis. ➤ The purpose of the daily meetings is to share thematic issues, feedback and learning for RCRP during the early part of implementation.

3. Right, Care, Right Person Pathways

From the outset, GMP has seen the introduction of RCRP as an opportunity to work collaboratively across the system. This will ensure individuals receive the right support, by the right partner / agency, at the earliest opportunity.

Over recent months, GMP has been working closely with partners to identify suitable pathways for calls that do not require a policing response. Each of the pathways have now been finalised and will be implemented on the 30th September.

RCRP Theme	RCRP Pathway
Mental Health	<p>Non-emergency mental health calls will be transferred to 111. Callers will be asked to press 2 to access the 24/7 crisis line service.</p> <p>Details will be also provided both verbally and via text.</p> <p><i>Note - GMP will continue to deploy to emergency mental health calls</i></p>

<p>Physical Health</p>	<p>Signpost caller to 111 / 999 (Ambulance Service). Details will be shared both verbally and by text.</p> <p>Call handler to also contact NWAS directly if they perceive the physical health concern to be a real and immediate risk to life or serious harm</p> <p>or</p> <p>If they feel it's necessary to call the ambulance on behalf of the caller.</p>
<p>Social Issues</p>	<p>Signpost caller to the most appropriate service using the Making the Difference tool kit – a service directory of organisations available across GM that are better placed to support their presenting needs. This directory is currently being used as part of business as usual within GMP.</p> <p><i>The content of the Making the Difference tool kit has been sense checked by partners and is reviewed regularly to ensure information is up to date and accurate.</i></p>
<p>Child Concern</p>	<p>Threshold lowered to significant harm for all concern for welfare calls concerning a child.</p> <p>GMP will continue to deploy to children suffering or likely to suffer significant harm.</p> <p>If the deployment threshold is not met the call handler will signpost statutory partners to the most appropriate service and ask that they carry out their own statutory safeguarding responsibilities.</p> <p>If the caller is a non-statutory partner or member of the public the call handler will signpost the caller to the most appropriate service and share information with the local authority.</p>

4. Operation Addition

GMP has recently reviewed their Missing Persons framework. These changes will provide a consistent and standardised response to all reports of missing persons across GM.

Operation Addition is the operational name that the Missing Person Framework falls within.

Key Headlines:

- GMP will accept a high-risk missing report and work with the informant to locate the missing person.
- The default risk setting is high for children aged 13 or under.
- The default risk setting is high for children identified as being at risk of child sexual exploitation / crime criminal exploitation.
- For calls that are deemed as medium / low risk - GMP will expect reasonable enquiries to have been carried out before the report is made.
- The term 'reasonable enquiries' grants a degree of flexibility in decision-making, particularly as the steps that need to be taken in each case will vary. The term 'reasonable' also makes it clear that there is a limit to what is expected of the caller.

The above policy changes will take effect from **Monday 30th September 2024** and partners have been notified to ensure key messages are cascaded to across their workforce and policies are aligned.

5. Monitoring and Evaluation

From the outset, GMP have been keen to identify the learning from RCRP. This is also a key function of the Strategic Oversight and Learning Group, chaired by the DM.

A robust performance management framework has been developed to monitor, evaluate, and capture learning.

Monitoring and evaluation will include partner interaction and feedback, issues resolution and collating qualitative and quantitative data from both partners and GMP.

Monitoring and evaluation data will be shared at the relevant governance meetings both internally and externally to ensure effective oversight.

6. Communication and Engagement

Communication and engagement have been key to the implementation of RCRP. The collaborative approach being taken in GM provides a framework to inform the public who the right agency is to support their needs.

GMP's Corporate Communications Branch have established a RCRP communications working group to encourage joint working across the partnership. Partners have also been invited to help shape the RCRP Communications Strategy for GM. A comprehensive RCRP Communications Tool Kit has been developed and shared with partners to support readiness of RCRP. Partners are using the templates to cascade across their own workforce, to support training inputs and to act as an aid when reviewing their own policies.

In addition to this a RCRP Partner Brief is circulated to all partners and GMP senior leaders to provide regular updates on the programme and key activities / milestones.

A number of webinar sessions have also taken place, and more are scheduled prior to the implementation of RCRP. The purpose of the webinars is to share the RCRP model and pathways that have been identified through the partner engagement sessions.

GMP has also developed an internal RCRP Communication Strategy to ensure the workforce has a good understanding of the key principles of RCRP, prior to implementation.

7. Timescales

The table below provides an indicative timescale to implement RCRP with partners.

PHASED IMPLEMENTATION:	
Phase 1: <ul style="list-style-type: none">○ Concern for Welfare○ Walkout of Healthcare Facilities○ AWOL from Mental Health Facilities	30 th September 2024
Phase 2: <ul style="list-style-type: none">○ Section 136 of Mental Health Act and voluntary mental health patients	April 2025

Phase 3: ○ Transportation	April 2025
Partnership Agreements:	
RCRP Partnership Agreements signed off	Mid-September 24
Training	
Training Completed	End of August 24
Communications:	
Partner Briefings / Webinars	September 2024
Develop and share partner communications tool kit	Complete
Elected Member Briefings	September 2024
Public Communications Strategy	September 2024
Implementation:	
Go Live	30 th September 24
RCRP Governance meetings in place (internal & external)	30 th September 24 onwards
Post Evaluation & Feedback	December 24

8. Conclusion Summary

It is recommended that the Police and Crime Panel members;

- Note the RCRP model being implemented in GM and note the go live date of the first phase taking place on the 30th September.
- Receive regular progress updates as and when required.

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GREATER MANCHESTER POLICE, FIRE & CRIME PANEL

Date: 18th September 2024

Subject: Greater Manchester Police: Plan on a Page Portfolio Progress Update

Report of: Chief Resources Officer (CRO) Lee Rawlinson

Purpose of Report

The purpose of this report is to provide an annual update on the key achievements of the 2023/24 Plan on a Page (PoP) Improvement Portfolio, alongside any key mid-point progress updates against the 2024/25 PoP Delivery Plan and associated programmes and projects.

Recommendations:

The Panel is requested to note the report.

Contact Officers

CRO Lee Rawlinson - lee.rawlinson@gmp.police.uk

Director of Transformation Dawn Royle - Dawn.Royle@gmp.police.uk

Equalities Impact, Carbon and Sustainability Assessment:

None in the context of this report.

Risk Management

None in the context of this report.

Legal Considerations

None in the context of this report.

Financial Consequences – Revenue

None in the context of this report.

Financial Consequences – Capital

None in the context of this report.

Number of attachments to the report:

None.

1. Introduction & Background

1.1 Executive summary

It has been another successful year for Greater Manchester Police (GMP). The PoaP remains the focal point for driving transformational change across the Force. There has been significant progress over the last 12 months, delivering GMP's ambitious portfolio of strategic change and transformation projects, collectively contributing to GMP's ongoing improvement journey and rapid progress out of special measures, to being the most improved force in UK policing.

Building on improvements delivered to date since the launch of the PoaP in September 2021, the 2023/24 portfolio has continued to deliver impressive results, with a clear focus on delivering qualitative change: preventing and reducing crime, keeping people safe and delivering better outcomes for victims of crime.

Following the successes of the 2022/23 portfolio, GMP has continued to go from strength to strength through the successful delivery of the 2023/24 PoaP Portfolio transformation, with a wide range of further key achievements delivered including:

- Phase 1 of neighbourhood policing has been delivered, aligning police community support officers (PCSO) to the neighbourhood beat officers shift pattern. The new model delivers an increase in neighbourhood policing through the creation of Neighbourhood Tasking Teams, Neighbourhood Crime Teams, and local prevention work, alongside 1 PCSO per ward.
- The Force Crime Management Unit (FCMU) has successfully launched, supporting officers to investigate all crimes, improve the standards of investigations and crime recording, as well as bringing the crime finalisation process into a centralised team, resulting in significantly improved quality and outcomes.
- Call handling and crime recording timeliness remain strong and consistent, ensuring the Force is meeting the communities needs through 999 and 101 performance.

- A revised graded response policy was implemented with a new Threat, Harm, Risk, Investigation, Vulnerability, Engagement (THRIVE) assessment to ensure the Force is effectively prioritising its calls for service.
- Enhanced digital contact options now enable the public to make crime reports online, automatically creating incidents in a few seconds as opposed to hours elsewhere, whilst the Live Chat facility offers dynamic and real-time discussion online.
- Implementation of Phase 1 of the District Operating Model, Response and Investigation, has complemented improvements in the Force Contact Crime and Operations (FCCO) Branch to improve Grade 1 and 2 response capability, creating an efficient flow of work from the FCCO through to districts.
- Investigative resilience has been significantly increased following the accelerated completion of detective portfolios (from 876 days down to 404 days).
- A new Digital Forensics Hub has been delivered in Salford to increase digital investigation capacity – with plans for a further seven hubs to follow.
- Criminal Justice (CJ) Phase 1 has been delivered, creating locally based, but centrally controlled, CJ hubs to strengthen governance and improve performance, resulting in 80% of CJ pre-charge files being accepted at first triage (up from 40%)
- A wide range of improvements have been implemented across the Custody Branch including strengthened leadership, increased staffing, more training and improved infrastructure.
- A new performance framework has been introduced in the Professional Standards Directorate (PSD), driving improved quality and standards alongside a significant reduction in open complaints – down by 75%.
- The procurement of a new Records Management System (RMS) continues alongside significant achievements across multiple Digital Policing Programme (DPP) projects, for example replacement radios, a Force-wide mobile refresh, extended uptake and usage of the Digital Evidence Management System (DEMS) saving valuable time for investigators, and significant productivity gains following further rollout of Marple products, saving the Force around 25 minutes per crime recorded, equating to around £730,000 per annum.

- £6 million has been invested in new uniform and body armour, 200 vehicles replaced, 35 additional beat cars to districts and 30 additional vans on the road.
- New Roads Policing Unit opened at Whitefield and rollout of Automatic Number-Plate Recognition (ANPR) app across the Specialist Operations Branch vehicles.
- Significant work has been undertaken in preparation for the Right Care, Right Person (RCRP) project, which is on track to launch at the end of September 24. This is a national programme that aims to ensure that individuals in need receive the right care from the right agency. Training has commenced to train over 1000 colleagues within the Force and readiness plans are in place with Greater Manchester (GM) partners.

Whilst these achievements to date mark significant milestones in the improvement journey, there still remains a substantial amount of work to do.

Over the past few years, there have been made significant strides in improving GMP, addressing urgent needs and moving out of special measures. However, to maintain this momentum, the Force must now shift the focus towards developing a longer-term strategy for continuous improvement and sustainable transformation, improving outcomes in the most efficient and effective way, ensuring value for money (VfM), whilst continuing to deliver the ambitious change agenda.

As the Force continues with the delivery of the improvement portfolio into 2024/25, the following areas have been prioritised for delivery:

- Full implementation of the District Operating Model (DOM), ensuring the right teams are in place to meet demand.
- Enhanced drive to prioritise child protection, strengthen investigative standards, leadership, governance, response and identification of risk.
- Full review of general forensics, including a Crime Scene Investigation (CSI) Review to ensure effective deployment and VfM.
- Delivery of the Digital Forensics and Image Identification (DFII) review, replicating the Hub model piloted at Salford across a further seven sites, aligned with custody suites to revolutionise forensic support for officers.

- Leading on the development and transition to a strategic, 5-year plan to support the continued delivery of sustainable improvements, ensuring all directorates are efficient, effective and optimise available resource. This will in turn ensure the Force is delivering VfM and will provide the building blocks for longer-term planning to enable future improvements.

The main detail of the report provides further information relating to key achievements of the 2023/24 PoaP Improvement Portfolio, alongside any key mid-point progress updates against the 2024/25 PoaP delivery plan and associated programmes and projects.

1.2 Overview

In December 2020, His Majesty's Inspectorate of Constabulary and the Fire and Rescue Service (HMICFRS) found that GMP's services to victims were a serious cause of concern. Following this assessment, GMP was formally 'engaged' by the HMICFRS, and four enduring causes of concern were identified.

Upon commencement of the role of Chief Constable (CC) of GMP in May 2021, Stephen Watson began a wide-reaching root cause analysis of the enduring concerns to establish the strategic conditions required to secure fundamental long-term success, with a focus on clear strategic direction, capable, committed and inspiring leadership, operational effectiveness, and cultural transformation.

In September 2021, an improvement plan set out as a PoaP was published, which distilled the strategic approach into a clear plan, with the purpose of re-focussing on the basics of preventing and reducing crime to keep people safe and to care for victims. The plan is now the framework through which transformational change is being delivered within GMP.

Following the successful implementation of the plan in the financial year 2022/23, by November 2022 the Force was removed from special measures, making GMP the quickest force ever to leave the programme of enhanced scrutiny.

GMP developed a robust plan, put in place capable leadership at all levels, and the collective delivery effort across all the projects and programmes within the PoaP portfolio made a significant contribution to building a better GMP.

There remains a substantial amount of work to do, however, the achievements to date together with the subsequent removal from special measures marks a significant milestone in the improvement journey.

GMP's PoaP describes the Force's purpose, vision and values and sets out the strategic priorities, as follows:

- Priority 1: Respond to incidents and emergencies.
- Priority 2: Investigate and solve crime.
- Priority 3: Prevent and reduce crime, harm, and anti-social behaviour.
- Priority 4: Deliver outstanding service.
- Priority 5: Build public trust and confidence.

2. GMP's Plan on a Page Portfolio

The PoaP Improvement Portfolio was created to drive improvements across all areas of the Force, supporting the effective delivery of GMP's strategic objectives and addressing the changing needs of the organisation.

The current PoaP Portfolio includes over 84 projects, coordinated through 12 programmes. Each programme is led by a chief officer, supported by the Change and Transformation Branch:

Chief Officer	PoaP Programme
ACC Sykes	Force Contact, Crime & Operations
ACC Boyle	District Operating Model
ACC McFarlane	Criminal Justice, Custody & Prevention
ACC R Jackson	Crime, Intelligence & Forensics
ACC S Jackson	Protecting Vulnerable People
ACO Henderson	IT Delivery & Infrastructure
	Digital Policing
ACC Choudhry	Specialist Operations
CRO Rawlinson	GMP Future Delivery
	Estates, Fleet and Business Support
	HR Transformation
ACO Cosh	Finance, Legal and Information Management

This report provides an overview of each programme and the key achievements in 2023/24, into 2024/25.

2.1 Force Contact, Crime and Operations Programme - Chief Officer Lead Assistant Chief Constable (ACC) Chris Sykes

The public expect that when they need help from the police, whether in an emergency or a less urgent situation, they can easily contact GMP and the Force will answer as quickly as possible, getting the right resources to them at the right time. Thanks to the hard work and dedication of the team, significant improvements have been made. It is important GMP maintains this momentum and further focus on improving the quality of interactions with the public.

Key achievements to date

- The FCMU, launched at the beginning of September 23, changes the way the Force responds to, investigates and finalises crime, simplifying and aligning core processes so that it delivers a more efficient and consistent service to victims of crime by providing a consistent, high-quality service. As a result, the standard of investigations has risen, creating more opportunities for positive criminal justice outcomes in addition to reducing demand on districts.
- Call handling and crime recording timeliness remain strong and consistent, supported by the revised incident response policy, enabling the Branch to meet national 999 performance targets, including during peak periods of demand, without impacting upon service to the public.
- The rapid and significant improvements made in these areas now see the FCCO being identified as a leading example for improvement. GMP has since shared the improvement journey with a number of visiting forces as well as hosting a College of Policing national event at Force Headquarters (FHQ).
- Throughout 2024/25 the work within the FCCO continues to sustain call performance improvement through the retention, development, and productivity of people, securing telephony infrastructure and developing digital enhancements to services.

Alongside this, the Force Contact Centre Optimisation project is moving forward and on track to deliver £2.4M saving from the FCCO budget, to reinvest and sustain the 2024/25 establishment of the FCMU.

- The Rapid Video Response (RVR) project also continues to make good progress. The new technology provides the ability to live locate and video consult, piloting it's use in investigations and domestic abuse, response appointments and missing from home reports, working towards establishing RVR as a key working practice in the service response to victims.

2.2 District Operating Model Programme - Chief Officer

Lead ACC Matt Boyle

The features of good local policing include enabling people to easily access policing through named individuals; offering them opportunities to influence local policing priorities in their neighbourhoods; taking joint action with partners to tackle the root causes of the priority problems in an area; and delivering quality of service and feedback on results. The new Neighbourhood Policing Model will be complemented by a number of projects such as the response review implementation, the neighbourhoods policing review implementation, domestic abuse arrangements review (DAAR), and a renewed focus on neighbourhood crime teams, which will see GMP seek to dramatically improve the response at a local level alongside a consistent provision of services across the 10 districts of GM.

Key achievements to date

- Phase 1 of neighbourhood policing has been delivered, aligning PCSOs to neighbourhood beat officers shift pattern. The new model delivers an increase in neighbourhood policing through the creation of Neighbourhood Tasking Teams, Neighbourhood Crime Teams, and local prevention work, alongside one PCSO per ward.
- Community messaging and neighbourhood policing apps have been developed and released, enabling neighbourhood policing teams to keep communities updated on local issues.
- Phase 1 of the district operations model has been implemented with response and investigation teams now live, complementing improvements in the FCCO to improve grade 1 and 2 response capability.

- Technical workflow rationalised and implemented to ensure efficient flow of work from FCCO through to district operations teams.
- Learning and Development Hub pages dedicated to district operations are now in place, with guidance material published.
- The DAAR includes the creation of domestic abuse teams as part of the overall district operating model and the RVR domestic abuse pilot in the FCCO, in collaboration with the City of Manchester (CoM). The project has also developed the process, policy and training requirement for a pilot, on behalf of the Home Office. This is currently delayed and on hold until new government direction.
- The CoM Futures project is currently being impact assessed to be able to identify boundary changes to align with local authorities. The project will also look at:
 - Review of city centre policing.
 - Alignment of Neighbourhood Policing Model and identify divergence in city centre.
 - Senior leadership team (SLT) functional / thematic structure – defined and implemented.

2.3 Criminal Justice, Custody & Prevention Programme - Chief Officer Lead ACC Colin McFarlane

Building on the Force pledge, this programme will deliver the capacity and capability in the CJ and custody functions, to manage the increasing volume of activity that GMP undertakes in response to criminality; maintaining commitment to arrest and bring more criminals to justice, supporting victims through the CJ process from point of referral.

Alongside this, GMP will continue to deliver on the commitment to work in effective partnerships to understand and reduce GMP demand by addressing underlying causes to enable GM citizens to connect to the right GM services.

Key achievements to date:

- Custody Review Phase 1 has delivered an increase in staffing and leadership, with custody site inspector numbers doubling. New roles, like command-and-control sergeants, have tightened operational grip, and a performance framework driving continuous improvements whilst internal audits ensure standards are met, evidenced by a reduction in the length of time detainees are in custody and late reviews by inspectors.
- Overdue bails and released under investigations (RUI) have reduced through interim supervisory oversight by the Criminal Justice and Custody (CJ&C) Branch to regain control. A 6-month pilot was approved and initiated from 01 March 2024 to test and inform the longer-term model. The pilot has since demonstrated that bail management has improved during the trial and has contributed to sustained public protection.
- CJ Review Phase 1 was delivered creating locally based but centrally controlled CJ Hubs by transferring the four CJ Hubs from district ownership to CJ&C Branch owned, strengthening the CJ governance and performance management.
- CJ pre-charge files at first Crown Prosecution Service (CPS) triage achieved the target 70% pass rate, up from 45% in early 2023. Further improvement proposals have also been developed for consideration as part of the CJ Review Phase 2 to ensure the future sustainability of the service.
- A Force-wide continual professional development (CPD) session on file quality has been delivered, and creation of a sergeant decision maker training course in file quality.
- HMICFRS inspection of custody in GMP in October 2022 highlighted six causes for concern and 13 areas for improvement. These have been addressed through a comprehensive delivery plan and the six causes for concern are now reported as lower following a revisit in late 2023.
- Ongoing work is being completed to respond to the Baird Report, with GMP custody focused on female treatment and children in custody.
- The Longsight custody refurbishment will deliver a flagship custody suite in 2025 and remains on track, progressing from Stage 3 to Stage 4 of the site construction upgrade. Considerations to the longer-term custody estate are also underway.

- Implementation remains ongoing to strengthen the functions with the CJ&C Central Team who are now expected to support a much larger CJ and Custody Operations across multiple sites.
- Significant amount of work and engagement with GM Partners to agree suitable pathways for non-crime calls into GMP to enable the implementation of RCRP, supported by a Strategic Oversight Group and Learning Board chaired by the Deputy Mayor.
- The project has delivered over 100 RCRP inputs to a wide range of partners, to help shape the model from strategic and local levels.
- RCRP delivery is on track to launch in September 2024, to enable better support to GM citizens.
- RCRP training has commenced for FCCO Staff, which includes a newly developed RCRP assessment tool built into the Force's ControlWorks system, in readiness for a 2024 implementation.
- A business case has been developed and approved for the creation and formalisation of a Prevention Branch, which will fulfil the requirements under the National Policing Prevention Strategy and Force PoaP, to deliver a change in culture, a reduction in harm and offending, and reducing demand across the Force through evidence-based problem solving, which is expected to be delivered in 2024/25.

2.4 Protecting Vulnerable People / Crime, Intelligence and Forensics Programmes - Chief Officer Lead ACC Sarah Jackson/ACC Rick Jackson

These programmes are working to strengthen the response to the needs of the most vulnerable, delivering transformational changes to service arrangements and support to districts around investigative resilience, forensics, and digital / cyber investigations, offender management and child protection.

This year GMP has been focussing on increasing detective capability, improving intelligence functions, and laying the foundations to deal with future digital and cyber demand and opportunities. This will ensure the Force provides the best prospects to investigate and solve crime, both now and in the future.

Excellent progress has been achieved and this will be strengthened further to ensure GMP delivers an outstanding service and improve VfM. Through persistence and hard work, the team have delivered some significant results.

Key achievements to date:

- The strategic review of investigative resilience has been completed and numerous improvements implemented. GMP's performance at National Investigators Examination (NIE) in June 24 was above the national average, detective constable strength has improved, and average time to accredit detectives continues to reduce (from 876 days down to 404 days, a 54% reduction)
- The digital forensics, intelligence, and investigations proof of concept site at Salford was successfully completed, accelerating investigations, reducing failure demand and uncovering hidden demand from previously overlooked lines of inquiry. A full business case has now been approved to implement a further seven digital hubs across GM, taking services closer to officers to ensure delivery to members of the public.
- Positive progress is being made across Operation Soteria, a national programme led by the National Police Chiefs' Council (NPCC) and funded by the Home Office to deliver improvements to rape and other sexual offence investigations (RAOSO). All six pillars have now been scoped and GMP's transformation plan was completed at the end of July 24.
- Preparations for the start of the Child Protection Project are underway. A project proposal has been drafted and project scoping is progressing.
- All elements of offender management have been brought under a single project, reporting to the Protecting Vulnerable People Programme. Discovery work is underway, with dedicated business analyst resources providing support.
- General Forensics Review – the wider Forensic Services Review has commenced. Business analyst sprint on CSI has completed, with recommendations presented, next steps are being considered to implement recommendations.

- Serious organised crime gang (SOCG) firearms licensing – A new IT Solution is in the early stages, with a supplier having been appointed over the Summer. The benefits to be realised from this project are:
 - Meeting of national requirements and recommendations;
 - Improved efficiencies;
 - Increased business intelligence opportunities;
 - Increased organisational resilience and data security; and
 - Reduced carbon footprint and physical space/storage.
- Completion of tender for introduction of digitalised case management system to manage the Firearms and Explosives Licensing Unit (FELU).
- Digital Investigation Unit (DIU) CCTV Case Management Project is due to go-live in September 2024. Scheduled go-live was pushed back to allow for additional business processes to be incorporated into the system at launch.

2.5 IT Transformation, Delivery & Infrastructure - Chief Officer Lead ACO Dougie Henderson

To take the Force to 'outstanding' status, GMP needed to invest in the improvement and modernisation of its IT. The existing estate is, in some cases, either approaching the end of its serviceable life or is already past it. Most key systems and infrastructure services are outsourced, with suppliers in some cases not fulfilling the terms of their contracts. Additionally, there is a need to upskill and grow the workforce within the Information Services (IS) Branch to deliver, support and manage services and the suppliers that are used to underpin the delivery of GMP services to the public.

Key achievements to date:

- 365, Fix the Basics & Security: a full data centre migration has been completed. Significant improvements have been delivered by the Fix the Basics Team, though the removal of ageing software and hardware from the IT estate and the upgrading of operating systems.

- Security patching has been applied across the IT estate and work has commenced on the re-platforming of GMP's IT estate onto a modern and resilient IT infrastructure platform. An aggressive consolidation exercise is underway, decommissioning a significant number of old or redundant services, reducing licences, support and environmental costs.
- IT Future Operating Model - For the first time in many years GMP now has a published IT Strategy and a newly established SLT. A new IT structure has been designed, with consultation commencing in 2024. There has also been a successful refocussing on customer services, most readily demonstrated by the reduction in open IT help desk tickets down from 34,000 tickets to fewer than 3,000.
- Communications, Service Redesign & Procurement - A number of ageing systems have been upgraded and several projects that have been live for many years have been completed. Work has also started to insource several contracts to enable GMP to deliver increased VfM and improved service delivery. Work continues with suppliers to develop a viable solution for the uplift of the IT systems supporting the contact centre.
- Operational Policing, Data & National - Detailed discovery and design work has been undertaken that will enable viable interfaces between systems to be implemented in 2024/25, improving the flow and availability of data, enabling GMP to have an improved view of its staff and capabilities. Significant work with suppliers has enabled a number of key systems to be upgraded or to have confirmed delivery plans for 2024/25.
- Collaboration, Innovation & Refresh - A significant amount of collaborative work has been undertaken across the PoaP Portfolio to support the delivery of projects that have a significant IT element. Work has been completed to procure and begin the roll out of body-worn video units, video conferencing equipment, radios and mobile phones. Proof of concept work is currently underway to utilise AI to improve risk assessment processes and well as a Robotic Process Automation (RPA) proof of concept in the FCCO. Work is also progressing in respect of the Force Capability Assessment.

2.6 Digital Policing Programme - Chief Officer Lead Assistant Chief Officer (ACO) Dougie Henderson

This programme helps simplify and align GMP's core digital and business processes by replacing the current RMS, PoliceWorks, and legacy data stores with user-friendly alternatives. The DPP will deliver transformational changes to GMP's operational policing systems, improving all business processes and useability, while removing key blockages to delivering the best possible policing to the citizens of GM. The programme will ensure a data protection by design approach, to improve data quality across the Force. This year the focus will be to deliver transformational changes to operational policing and boost digital skills across the organisation. It will create greater efficiencies for frontline officers through the continued investment and development in digital technology, ensuring it is an easy-to-use enabler of core processes, mobile working and evidence and intelligence platforms.

Key achievements to date:

- RMS Project - Work to replace the PoliceWorks system is continuing. The new RMS will deliver better functionality and user experience for front line officers and staff making it easier to create and update records, supervise investigations, update victims; safeguard vulnerable people and prosecute offenders. Procurement is focussed upon identifying and reporting on viable RMS products which can be procured through a commercial framework. The multi-solution assessment is being progressed with the support of commercial legal specialists.
- Strategic Data Store (SDS) Project: SDS Phase 1 has completed its primary objective to transfer GMP's legacy data from two unsupported systems, the Operational Policing Unit System (Opus) and the Integrated Custody Information System (ICIS), to Blue Star Software's CORVUS system. This has enabled the decommissioning of both (Opus and ICIS) legacy systems. The Corvus infrastructure has been relocated to GMP's estate and work is progressing in SDS Phase 2 to integrate PoliceWorks data into Corvus. This project is integral to the implementation of the RMS project as it will reduce the requirement for back record conversion into the new RMS.

The soft launch to the Covert Force Intelligence Bureau (FIB) was completed in July 2024 with 'Go Live' for all users anticipated in October 2024.

- Digital Futures Project - Contracts for the continuation of existing PoliceWorks, ControlWorks and data warehouse services have been agreed and signed. These contracts provide the reassurance that GMP's current systems and service support provisions will continue. ControlWorks Upgrade Project and the Digital Policing Review Project workstreams are now complete and formally closed. The DPP team has provided significant support to the preparation for child protection ahead of the HMICFRS audit inspection including additional functionality in PoliceWorks. A business case for upgrade to Police Works 3.6 has been approved, and user acceptance testing is underway.
- Mobile Futures - This is a programme of mobile technology projects. Key successes include the refresh of mobile telephone handsets, 8,500 phones (of 10,500) have been issued to date. A new digital signature capability has been developed to allow members of the public to review and sign witness statements remotely. The solution is being assured by independent security experts prior to soft launch in October 2024. GMP is one of the first forces to go live with a product that records 'Vehicle Stops' in accordance with the Police Race Action Plan (PRAP). The data gathered will help us to understand any disproportionality in the use of this policing power. There have already been 1,226 vehicle stop records created at an average of 118 per day.
- National Law Enforcement Data Service (NLEDs) - This is a Home Office led programme of works to replace the policing services currently delivered by the Police National Computer (PNC). GMP is a pioneer force for the development of the person modules and role-based access solution. Work continues in line with the national timetable.
- Digital Evidence Management Systems (DEM) - Actively working with teams across the Force to provide a better service to victims and witnesses through digital evidence retrieval which eliminates travel and use of portable media, and enables the secure storage, management and onward transmission of digital evidence. Over 3,500,000 digital evidence records now secured, 200,000 this month, up from 60,000 the same time last year.

Over 7,000 community requests for evidence sent in July with 72% returned with digital evidence attached and uploaded to Evidence.com where it is readily accessible to investigators.

2.7 Specialist Operations Programme - Chief Officer Lead ACC Wasim Chaudhry

The Specialist Operations Branch is committed to making GM safer by providing outstanding specialist police services to target crime, reduce danger on the transport system, deter terrorism and plan for emergencies. This year the focus will be to deliver a more resilient specialist capability to meet the future demands and tactical deployments envisaged.

Key achievements to date

- The roll-out of upgraded in-car ANPR kit has been completed across Specialist Operations vehicles, with further deployments on in-car ANPR planned as a follow-on business as usual activity.
- An ANPR app has now been rolled out for use with officer mobile devices.
- Approval of an IT solution for CCTV link up with third parties secured which will enhance CCTV quality and support public safety. A pilot has also commenced within the CCTV project to allow automated evaluation of historical digital CCTV.
- Successfully completed Phase 2 of the uniform replacement project with 6,500 officers having been measured for their new uniforms during 2023. The second round of appointments started in March 2024, with officers starting to collect their new uniform when they are measured for their new upgraded body armour.
- The Central Ticketing Office (CTO) expansion project continues to progress, which will see a significant uplift in the CTO as the team will commence recruitment of an additional 32 posts. A 63% increase is anticipated in the detection of speed violations considered for enforcement.
- Procurement process completed for a new outbound postal solution for the CTO. This will replace the existing equipment which is end of life with a new more efficient solution.
- Preparations completed for GMP's withdrawal from the North-West Armed Policing Collaboration (NWAPC) in April 2024. After obtaining interim licences to deliver firearms and taser training in-house, work will continue in 2024/25 for GMP to obtain full training licences.

- A review of all police dog related units is underway which will bring them under a single management structure in Specialist Operations, increasing efficiency via a single point of oversight, in line with the National Authorised Professional Practice (APP) requirements.

2.8 Finance, Legal and Information Management Programme - Chief Officer Lead ACO Ian Cosh

This programme focuses on key functions, building on the progress made in 2023/24, Finance, Legal Services and Information Management (IM) will continue to ensure that the specialist knowledge, skills and expertise required to sustain and build operational service delivery are in place. 2024/25 will focus on ensuring that the requirements to ensure sustainable delivery is met in 2024/25 as well as planning for sustainable delivery over the medium to longer term.

Key achievements to date:

- Tackling critical risks in Evidential Property Management - The Evidential Property Management (EPM) Project has commenced and is progressing at pace. For the short-term, the project is focusing on stabilisation and identifying efficiency and productivity opportunities through people, process (including policy updates around chemical storage, firearms and cold stores) and technology improvements. Recently, a dedicated 'day of action' was held to reduce high volume backlogs in Swinton and there is the potential to undertake more of these based on this success.
Longer-term, the project will deliver costed design options to transform and further improve the way evidence is managed and stored e.g. proposal to move to a central Property Management (PM) Hub model similar to Merseyside.
- Strengthening the Information Management branch - The IM Branch has received essential investment this year to address critical needs which include building some resilience within their structure. Human Resources (HR) have made great progress reviewing all job descriptions and job evaluations. Next steps include moving to consultation and progressing implementation activities.

- Reducing disclosure backlogs - The ad-hoc disclosures strategic outline business case was endorsed at PoaP April 2024, and work continues to progress reducing the backlogs. The aim of the project is to:
 - Establish the volume and nature of all current disclosures, their purpose and who owns/provides them.
 - Define the types of ad hoc disclosure being reviewed.
 - Agree single points of contact (SPOC) in the business for each disclosure activity to increase ownership and accountability.
 - Identify any training requirements, awareness raising and communications required to prevent backlogs occurring.
- New structures in place for Legal and Finance, increasing internal resilience and reducing reliance on external specialist support.

2.9 GMP Future Delivery Programme - Chief Officer Lead CRO Lee Rawlinson

This programme will develop a 5-year Corporate Strategy 2025-30, Delivery Plan and refreshed PoaP. The plan centres on outlining future ambitions to deliver continued sustainable improvements, together with a strong focus on becoming leaner, more efficient, more effective and providing outstanding VfM.

Each of the 11 PoaP programmes has a 'Planning for the Future' project to oversee the successful development of their 5-year delivery plans.

Key achievements to date:

- Developing GMP's five-year strategy & future plan - A dedicated change programme has been mobilised to support the business to develop their long-term vision, outcome plan and the workforce, Finance and IT which underpins this. Work continues at pace to develop their plans by the end of October and following this there will be a Force-wide review of all plans to ensure the sum of the parts adds up.

- Streamlining future business planning - This year the five-year planning replaces the usual annual business planning. One of the benefits of planning for the future over a five-year period is that it will make reviewing the plan each year easier as there should be fewer surprises and it is a more streamlined, quicker review process. This streamlined annual review will accommodate any changes to be addressed and reflected in an updated annual delivery plan for example national operations, statutory changes etc.
- Strengthening performance management and quality across Corporate Services - To ensure GMP is being as efficient and effective as it can be across Corporate Services, the Victims and Communities Performance Framework (VCPF) Organisational Board has been established to strengthen performance management and reporting. The first Board launched in July 24, focusing on Force-wide business-critical areas including health and safety and absence management, alongside an input around Quality, Standards and Behaviours (QSB).

2.10 Estates, Fleet, and Business Support Transformation Programme - Chief Officer Lead CRO Lee Rawlinson

This programme is a key contributor to GMP's promise to deliver outstanding service to the public, by investing in fleet and estate to ensure it meets the evolving requirements of GMP. The production of a new 10-year Estates strategy will set the parameters, principles, and governance to enable GMP to evolve the estate based on operational need and effective use of resources.

In delivering this strategy, GMP will plan and make sustainable long-term decisions on built space. There will be a focus on greater agile working and collaboration with partners to ensure buildings and office space can be used more effectively and efficiently, and GMP will seek to minimise the carbon footprint.

Key achievements to date:

- The decommissioning of Chester House was completed and handed over to the Greater Manchester Combines Authority (GMCA) in January 2024.
- The development of the Estates Implementation Plan is ongoing with fortnightly working groups now in place. The Plan will set the roadmap for the next 10 years of investment in the GMP estate.

- A holistic review of GMP's Vehicle Recovery Service (VRS) is underway to ensure it can meet the anticipated demand as GMP looks to seize more vehicles and disrupt crime.
- Fleet Logistics and Telematics Project continues to progress. Following the completion of the outline business case, further work is being undertaken to validate potential benefits with visits to Lancashire, Merseyside and Cheshire forces.

2.11 - HR Transformation Programme - Chief Officer Lead

CRO Lee Rawlinson

The HR transformation Programme is a key contributor to GMP's promise to invest in and support people.

The programme will continue to review and define the scope of the HR transformation to strengthen the strategic and operational HR, and workforce planning processes, including improving leadership skills across the organisation. A review will ensure the structure, capacity, and skills are in place to provide effective HR services and support for the effective and efficient delivery of operational policing and overall running of the Force.

Key achievements to date:

- HR Brilliant Basics Project continues to make good progress with the improvement of key HR policies, processes and procedures, ensuring they are easy to follow with associated guidance and toolkits. Training in policy application has also been included within the wider Leadership offering.
- HR Transformation Phase 1 - Proposals to move towards a one People Branch have been developed for consideration and will be progressed accordingly.
- A review of the functioning services of Occupational Health and Wellbeing Service (OHWS) has now been completed which focused the project on providing the business area with the capabilities to drive towards achievement of the Oscar Kilo (OK) National Police Wellbeing Service Foundation standards. The OHWS software system has also been upgraded to enable the processes and procedures to move away from a paper-based admin workflow system.

The implementation of the Chronicle taser and driver modules have been onboarded enabling the training school to have digital and compliant training records for Taser driving training.

- GMP has been an early adopter of the College of Policing Workforce Planning Tool Diagnostic, to help identify and plan for current and future skills gaps, and alignment of leadership and training offers to support.
- Work is progressing to review and update the current Job Evaluation Scheme. Training to panel members on new elements of the scheme and review panels to be established. Timelines are to be developed for the review of all roles, prioritising those within structural change.
- Work continues to further develop GMP's Police Leadership Programme, an evolving and crucial area essential for upholding the highest standards of conduct, integrity and public confidence. The objective at GMP is to establish a leadership programme that caters to individuals at all levels, aligning with Force values, priorities, professional standards and behavioural expectations. The project team have engaged the supplier market to collaborate on the design of the programme material.
- Implementation of the National Centre for Police Leadership has also been delivered, providing development opportunities for all levels within GMP; partnership work with a higher education establishment to create a leadership programme.
- Chronicle Training Records System Project - Implementation planning for Phases 1 and 2 modules in progress. A review of existing learning management admin establishment has been completed to identify resources for Chronicle Inputters and a suitable management/governance structure.

3. Conclusion Summary

Progress to date for the PoaP portfolio is largely demonstrated through the outputs of each programme and associated improvement projects set out in the detail of this report.

The scale of improvement since the launch of the PoaP marks a significant milestone in GMP's change journey. The Force has developed a robust plan, put in place capable leadership at all levels and the collective delivery effort across all parts of the Force has directly contributed to GMP continuing to be recognised as the most improved and the fastest improving police service in the country - the only force to have been taken out of special measures in under two years. GMP must now prepare for the next chapter of change, ensuring that the improvements delivered to date are sustainable, and built upon an efficient and effective operating model.

There is an ambitious programme of change ahead, delivered through the PoaP Portfolio, which is continuing to make a significant contribution to building a better GMP, re-focussing on the basics of preventing and reducing crime, keeping people safe, delivering better outcomes for victims of crime, whilst ensuring VfM.

GREATER MANCHESTER POLICE, FIRE & CRIME PANEL

Date: 18th September 2024

Subject: Update on Police Vetting Procedures and Performance

Report of: Deputy Chief Constable (DCC) Terence Woods

Purpose of Report

To provide the Greater Manchester Police, Fire and Crime Panel with an update on vetting procedures at Greater Manchester Police (GMP), both for new applicants and the existing workforce.

Recommendations:

The Panel is requested to:

1. Note the content of the report and the action taken by GMP's Force Vetting Unit (FVU) to protect the integrity of the Force, safeguarding both the public and the workforce from the risk of corruption and / or behaviour that does not accord with police service values.

Contact Officers

DCC Terence Woods – Terence.Woods1@gmp.police.uk

Detective Chief Superintendent (DCS) Michael Allen, Head of Professional Standards Directorate (PSD) - Michael.Allen@gmp.police.uk

Equalities Impact, Carbon and Sustainability Assessment:

N/A

Risk Management

N/A

Legal Considerations

N/A

Financial Consequences – Revenue

N/A

Financial Consequences – Capital

N/A

Number of attachments to the report:

None

1. Introduction and Background

1. It is vital that the public has trust and confidence in policing. Recent examples of crimes, committed by serving police officers, have severely impacted that trust and confidence and, quite rightly, placed a national focus on police vetting and whether the police vetting regime is fit for purpose.
2. The GMP FVU undertakes the completion of all vetting in compliance with the standards set in the 2023 Vetting Code of Practice and supporting 2021 College of Policing (CoP's) Vetting Authorised Professional Practice (APP). As a statutory code of practice issued under section 39A of the Police Act 1996, the code is the single national standard that must be followed by all forces. It applies to all those engaged on a permanent, temporary, full-time, part-time, casual, consultancy, contracted or volunteer role with GMP, as well as any individuals who apply to join the service. As a result, GMP does not have its own vetting regime and policy, however, operates in compliance with the national standard.
3. Since November 2022, all police vetting has been subject to layers of additive recommendations. These include those contained within the 2022 His Majesty's Inspectorate of Constabulary and Fire and Rescue Service (HMICFRS) report on vetting, misconduct, and misogyny in the police service, and the report arising from Part 1 of the Dame Angiolini Inquiry, following the murder of Sarah Everard by an off-duty Metropolitan Police officer. The Baroness Casey Report (2023), an independent review of the standards behaviour and internal culture of the Metropolitan Police, was also critical of the vetting regime and standards as it applied to this Force.
4. It is anticipated that the latest iteration of the APP (2024) will be released by the College of Policing in December 2024. Its publication has been delayed whilst consideration is given to including requisite changes within its content in response to a number of national vetting recommendations, most latterly those arising from Part 1 of the Dame Angiolini Inquiry.
5. As a unit, the FVU has sought to respond to these changes and deliver against national recommendations in a robust and proportionate manner, with the emphasis on improving public confidence at the forefront of its activity. Future anticipated changes in the police conduct regulations are likely to further impact on police vetting and increase demand.

2. Force Vetting Unit Governance

2.1. Organisational Structure

1. The FVU is a constituent department of GMP's PSD, led operationally by the Force Vetting Manager (FVM), reporting to the Head of PSD who, in turn, reports to the DCC. In addition to the FVM, the FVU comprises of one Senior Vetting Officer (SVO), seven Vetting Officers (VO), three Team Managers, 15 Vetting Researchers (VR) and two Administration Assistants.
2. The FVU has historically found it difficult to recruit and retain VRs. The skill set being one that is competitive across the Force. In response to this, and the demands of the HMICFRS, the FVU recognised the need to invest in the increased provision of VOs, the decision makers, and in 2023 repurposed four existing and vacant VR positions for three VO roles. The VO is the principal decision maker in whether to grant a vetting clearance. This increase in VO capacity has further improved the unit's ability to deliver objective decision making, with the profile and experience of those performing the VO role including former professional standards and Anti-Corruption Unit (ACU) detectives.
3. The Unit's VR capability is split across three teams, each with their own Team Manager and a thematic area of responsibility, specifically (i) officer and staff initial applications, (ii) contractor clearances and (iii) an Aftercare Team managing both reviews and renewals of vetting, and the maintenance of designated posts requiring a higher level of clearance.
4. The three teams ensure greater efficiency and an improved level of competent capability within each individual thematic area of responsibility. The collective focus to rigorously assess integrity, character and motivations of all current and future police personnel through the lifetime of their vetting clearance. Such clarity as to primary responsibilities is the first line of defence in safeguarding against expiration of vetting clearance and / or erroneous granting of clearances that have been the subject of continued criticism of the police service nationally by HMICFRS.
5. The area of vetting aftercare continues to be subject of increased thematic demand. Centred on the review of vetting of all police personnel across the existing workforce, this team ensures clearances are maintained within the timeframes set nationally within the APP on vetting, and takes account of circumstantial changes, for example.

but not limited to, a change of role, receipt of information relating to criminal conduct and / or disciplinary matters, third party associations or a differing financial position.

6. In addition to the focused activity set out at point five above, the Aftercare Team, working in close unison with the ACU and the Complaints and Misconduct Unit (CMU), ensures any risk mitigation that forms part of granting vetting clearance has clear ownership and is effectively monitored and reviewed to ensure it remains effective.
7. In 2024, whilst continuing to deliver both in terms of quality and timeliness, the FVU successfully transferred to a paperless working environment. In addition, hybrid working is currently being trialled. Collectively, this change in working practice, and learning gained from the challenges faced by the unit during the COVID-19, form part of an improved business continuity plan.

2.2. Appeal and Quality Assurance Governance

1. It is expected that some individuals will be dissatisfied with the decision not to grant vetting clearance and, as a matter of organisational justice and procedural fairness against the requirements of the APP on Vetting. GMP operates a Vetting Appeal Panel (VAP) comprising the FVM, Senior VO, Head of ACU and the Force Operational Security (OpSy) Manager.
2. The VAP will only consider appeals on four grounds: specifically new information that was not available to the original VO; the decision was disproportionate; the decision was perverse or unreasonable; and no explanation was given for the decision given. The decision of the VAP is final and, to ensure the panel's legitimacy and integrity, it acts autonomously and free from the possibility of either undue influence from any internal or external stakeholder, or numerical recruitment and selection targets.
3. Responding to the HMICFRS inspection report, the FVU has in place a proactive process for effective dip sampling of those applications and vetting renewals where clearance has either been rejected, or granted in circumstances where adverse information was documented during the process. Rejection dip sampling is informed by the data reported by the PSD Analytics Team in their quarterly disproportionality monitoring reports. The dip sampling is undertaken by a detective inspector (DI) who has competent tactical experience in the application of the APP on vetting.

3. Force Vetting Regime

3.1. Procedure

1. A comprehensive, systematic, and effective vetting regime is essential for assessing an individual's integrity and suitability to work in policing. Vetting identifies areas of vulnerability that could damage public confidence in GMP or the wider police service and, to ensure consistent application of the national standards relating to vetting across the police service of England and Wales, the FVU works to the statutory Vetting Code of Practice (2023) and the associated APP for Vetting (2021). Under section 39A of the Police Act 1996, chief officers must have regard to the statutory Vetting Code of Practice.
2. At the time of writing, the FVU continues to operate in compliance with the 2021 APP, whilst awaiting publication of the delayed 2024 iteration of this document, and the anticipated introduction of statutory Police (Vetting) Regulations (akin to the Police (Conduct) Regulations 2020), in order to align with the new Vetting Code of Practice and a number of outstanding HMICFRS recommendations.
3. As result of the timing of the general election on 4th July 2024, and the consequential change of Government, there is currently an uncertainty as to whether Phase 2 of the Home Office review of police dismissals will be delivered. Prior to the general election, this was forecast to lay the Police (Vetting) Regulations in Parliament soon after the summer recess. Those regulations would have provided for a statutory mechanism to dismiss police officers who were unable to maintain vetting clearance, given that at present, the Police (Performance) Regulations 2020 are the only legislative vehicle potentially available to discharge officers in such circumstances, but with the Metropolitan Police having done so, that application is subject to legal challenge in the High (Administrative) Court, the judgement of which will in turn set a precedent nationally through case law.
4. The following twelve (summarised) principles as listed in the Vetting Code of Practice and APP underpin all decision making within the FVU.

1.	The code applies to all those engaged on a permanent, temporary, full-time, part-time, casual, consultancy, contracted or voluntary basis with the police, as well as individuals who apply to join the service. It also applies to those in partner agencies who have unsupervised access to any police premises or police information that is not publicly available.
2.	<p>Everyone working in a police environment will be vetted to the requisite level including:</p> <ul style="list-style-type: none"> a) Those with unrestricted or unsupervised access to police information, assets of estates. b) Have access to Force or national police systems, directly or remotely. c) Act as a representative of the police service. d) Have the power to make or significantly influence strategic decisions in the police service, including members of partner agencies.
3.	The level of vetting required for a person, for both Force vetting and national security vetting will be proportionate to the role they carry out.
4.	Police vetting should comply with the standards laid out in APP for Vetting.
5.	All vetting information must be stored in a suitable secure manner, with the information being treated confidentiality and accessed by only those with a business need.
6.	Decision making in respect of vetting clearance should be independent of recruitment and other human resources processes. There should be an effective working relationship between FVUs and professional standards departments, including counter corruption units.
7.	Those applying to re-join policing, having left, for example through retirement or other employment must be fully re-vetted prior to commencing working in policing.
8.	To comply with the code of practice, chief constables are required to take specific actions which includes providing sufficient resources and oversight to ensure the effective delivery of vetting take place in their own organisation.

9.	Decisions about vetting status should follow the national decision making (NDM) model and must be accurately recorded.
10.	Where a person is subject to a vetting rejection, they should have a right of appeal to a person independent of the original decision maker.
11.	All police personnel should be subject to periodic re-vetting in accordance with APP for vetting.
12.	There is a rebuttable presumption, subject to the conditions of the Rehabilitation of Offenders Act, that a person will not be suitable to hold vetting clearance if they have a conviction or caution for a criminal offence, especially if it relates to dishonest or corrupt practices, violence, or demonstrates a targeting of persons due to their vulnerabilities or protected characteristics.

5. The minimum level of vetting for all police officers, special constables, and police staff (including police community support officers (PCSO)) is described as Recruitment Vetting (RV) and lasts for a period of ten years. Those with RV clearance are allowed access to materials graded with a Government Security Clearance (GSC) of official-sensitive and occasionally secret.
6. The higher level of vetting clearance for those in designated posts is termed Management Vetting (MV) and lasts for a period of seven years, during which time clearance must be reviewed twice, most commonly at the three and five year mark. The purpose of MV is to provide a means of additional assurance in relation to the integrity, reliability, and potential for financial vulnerability of the individual. It allows access to material graded at GSC secret and, occasionally, top secret.
7. GMP applies a Non-Police Personal Vetting (NPPV) regime against those working in Force who are contractors, volunteers, agency workers, and are employed by partner agencies. There are four NPPV levels as shown in the table below.

Level	GSC material	Occasional access to	Site access	System Access
NPPV1	None	None	Unsupervised	None

NPPV 2 Abbreviated	Official-sensitive	None	Access card no access to Force system	None
NPPV 2 Full	Official-sensitive	Secret	Access card & access to Force systems	Yes
NPPV 3	Secret	Top secret	Access card & access to Force systems	Yes

8. GMP Human Resources (HR) is responsible for ensuring that authentication occurs in order to confirm the applicant's identity, nationality, employment eligibility and residency qualification. This is always completed before the vetting process is started. The nationality check assists GMP in discharging its statutory obligations under the Immigration, Asylum and Nationality Act 2006.
9. Applications for a position as a police officer, a special constable, or as a member of police staff where that member of staff may be in the evidential chain are rejected in all cases where:
- (a) Offences were committed as an adult or juvenile which resulted in a prison sentence (including custodial, suspended, or deferred sentence and sentences served at a young offender's institution or community home); or
 - (b) The applicant is or has been a registered sex offender or is subject to a registration requirement in respect of any other conviction.
10. Extending on principal twelve within the Vetting Code of Practice, GMP will reject applicants who have a conviction, caution, or impending case where the offence involved the targeting of a vulnerable person, was motivated by hate or discrimination, or related to domestic abuse.
11. Where the applicant has previously come to adverse police attention, for example been arrested or subject of a criminal investigation, but the matter has not resulted in a criminal conviction or caution, a case-by-case assessment will be made that takes into consideration the following factors:
- (a) Number of allegations.
 - (b) Severity of allegations.
 - (c) Credibility of the allegations including whether irrefutable evidence exists to show them to be false or malicious.
 - (d) Reason for the matters not being progressed.

(e) Age of the subject at the material time.

(f) Amount of time that has passed since the matters being considered.

12. Membership of a proscribed organisation or other group or association that has aims and objectives that are contrary to the Standards of Professional Behaviour, as set down within schedule 2 of the Police (Conduct) Regulations 2020, will result in vetting clearance being refused.

13. In assessing information and intelligence revealed during the vetting process, the FVU applies the following two-stage test:

(a) Are there reasonable grounds for suspecting that the applicant, a family member, or other relevant associate.

i. is or has been involved in criminal activity?

ii. has financial vulnerabilities (applicant only)?

iii. is, or has been, subject to any adverse information?

(b) If so, is it appropriate in all the circumstances to decline vetting clearance?

14. For those employed by the Force, and subject of disciplinary proceedings where an allegation is proven but a sanction short of dismissal is given, the individual's vetting clearance is automatically reviewed by the FVU. The possibilities arising from review are in respect of continuing vetting clearance are granted, granted with conditions, downgraded, or declined. Insofar as the last option is concerned, currently there is no defined statutory gateway available to dismiss a police officer or special constable who cannot achieve even the lowest level of RV. That is a matter on which the National Police Chiefs' Council (NPCC) have engaged the Home Office on, as part of His Majesty's Government Rapid Review into the process of police dismissals.

4. Vetting Demand and Performance

4.1 Applications and Renewals

1. The demands placed on the FVU to process new vetting applications, stemming from the Police Uplift Programme (PUP), continued unabated until the end of quarter two of the 2023 calendar year. The successful completion of uplift saw overall demand for new applications during 2023 reduce by 18.3% across the year. Quarters 3 and 4 predominantly occupied as periods of stabilisation and recovery, with the previous demand from new applications replaced by those within vetting aftercare, an area

subject to a reduced focus during PUP. The table below shows the demand against previous years for new vetting applications.

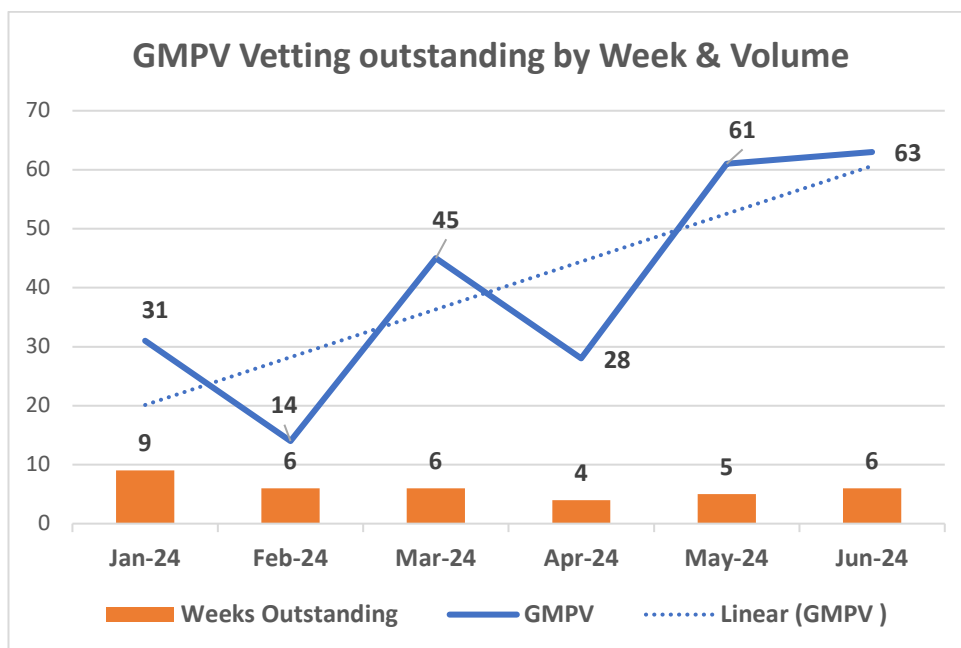
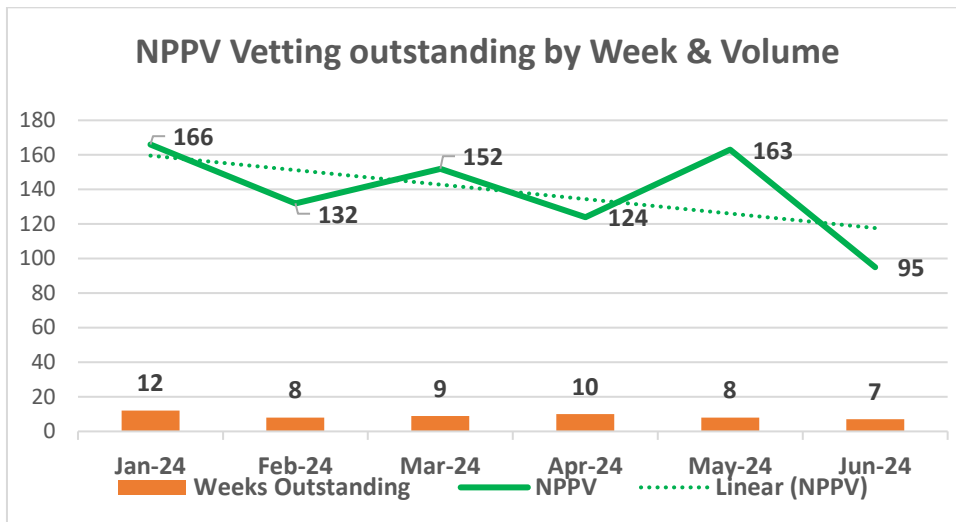
Level	Year 2021	Year 2022	Year 2023	Variance	Percentage
RV	1761	2548	1804	- 744	- 29.1%
MV	123	237	192	- 45	- 18.9%
NPPV	1116	998	1094	+ 96	+ 9.6%
Total	3000	3783	3090	- 693	- 18.3%

2. During 2024, a total of 955 vetting renewals are scheduled for completion during the year. This number consists of 134 carried over from 2023 and 821 due for completion as part of BAU. It is evidence of the FVU's commitment to vetting aftercare that by the end of June 2024, 62% (590) of this total number (955) have now been completed. Accordingly, the FVU is on target to eliminate vetting renewal backlog (referred to in point 2 above) by the end of this calendar year.
3. This recovery, stabilisation and improved performance is beyond that of numeric data. In direct response to HMICFRS recommendations, the FVU has increased the number of vetting interviews undertaken in support of vetting aftercare. This includes gaining a greater understanding and mitigating risk presented by instances of applicant financial vulnerability. The table below shows the number of vetting renewals completed during 2023 when compared against previous years.

Level	Year 2021	Year 2022	Year 2023	Variance	Percentage
RV	39	119	755	+636	+634%
MV	79	46	245	+199	+433%
NPPV	304	156	116	- 96	-25%
Total	422	321	1116	+795	+348%

4.2 Vetting Timeliness

1. In a competitive employment market, the challenges faced in recruiting police personnel includes the HR objective to meet recruitment targets, against the FVU objective to admit only those with sufficiently high levels of integrity. The position of the GMP FVU is unwavering in ensuring the latter takes priority and that public confidence in policing and police vetting is maintained.
2. During 2023, the FVU has continued to support the Force's priority recruitment areas that are aligned to specified intake dates and Plan on a Page (POAP) work streams. Where the requirement to complete vetting is in support of specific volume intake dates, this is referred to as 'batch recruitment.' During 2023, that included the recruitment of student officers, police officer transferees, Special Constabulary, Force Contact Crime and Operations (FCCO) Branch personnel, apprentices and custody detention officers (CDOs). Throughout 2023, the FVU has consistently met the point in time vetting requirements for all areas of batch recruitment, providing a quality vetting service in a timely manner.
3. In addition to the 'batch recruitment' activity set out at point 2 above, the FVU has continued to service the vetting requirement of all other areas of the Force, referred to as 'non-batch' recruitment including new police staff applications, police officer and police staff internal moves and non-police personnel vetting for persons not employed by the Force whose duties may include partnership support, the provision of contractual services, or community volunteer support.
4. It is an accepted consequence that the demands of the PUP, specifically during 2022 and the first half of 2023, resulted in increased delays in the completion of new vetting applications for all areas of non-batch recruitment. Such delays were mirrored nationally across all police FVUs and, during this period, the GMP FVU frequently operated at or in excess of three weeks outside its key performance indicator of eight weeks to complete non-batch vetting clearances.
5. The tables below detail the recovery that has been achieved by the FVU during 2024 to reduce the time taken to complete all new non-batch recruitment vetting applications. Data as of 30th June 2024 includes new applications for non-police personnel (NPPV) and GMP employed police personnel (GMPV), both in terms of the volume of clearances waiting to be completed and the number of weeks the completion is outstanding.



4.3 Refusals

1. Naturally, with an effective regime, not all applications will result in vetting clearance being granted and refusals will necessarily follow where individuals are assessed as a security risk. The tables below, show the percentage of successful vetting applications for police officers, the Special Constabulary and police staff processed by the FVU for the calendar year 2023.
2. In respect of police officers and Special Constabulary, 14% of candidates (162 individuals) were refused vetting clearance at the point their applications were initially processed. Of those individuals, 55% appealed (89 individuals) and of those, 97% were unsuccessful in securing vetting clearance (87 individuals). In total, taking the appeal procedure into consideration, 14% of police officer applicants (160 individuals) were refused vetting clearance.

3. The 14% refusal rate set out at point 2 above, is double that of the previous year and is evidence of how the FVU has responded to the operational inspection of the unit by HMICFRS in January 2023, and taken onboard the conclusions reached in respect of that review. This includes exercising reduced tolerance to accepting police officer applicants where adverse information exists, and greater professional rigour and curiosity when considering previous criminal allegations recorded against applicants, where the police investigation has been finalised with no further action being taken against the individual.

Police Officers and Special Constabulary								
Gender	Total	Percentage	Successful 1st Application	Appealed	Appeal Unsuccessful	Appeal Successful	Total Successful	Percentage
Male	690	59%	577	61	59	2	579	84%
Female	481	41%	432	28	28	0	432	90%
Total	1171	100%	1009	89	87	2	1011	86%
Ethnicity	Total	Percentage	Successful	Appealed	Appeal Unsuccessful	Appeal Successful	Total Successful	Percentage
White	967	84%	867	20	66	2	869	88%
BAME	169	14%	130	68	20	0	130	77%
Not disclosed	15	2%	12	1	1	0	12	80%
Total	1171	100%	1009	89	87	2	1011	86%

Granting and refusal of vetting clearance for police officers and Special Constabulary

4. In respect of police staff applicants, 10% of candidates (72 individuals) were refused vetting clearance at the point their applications were initially processed. Of those individuals, 37% appealed (27 individuals) and of those, 93% were unsuccessful in securing vetting clearance (25 individuals). In total, taking the appeal procedure into consideration, 10% of police staff applicants (70 individuals) were refused vetting clearance.

Police Staff								
Gender	Total	Percentage	Successful 1st Application	Appealed	Appeal Unsuccessful	Appeal Successful	Total Successful	Percentage
Male	279	39%	246	13	12	1	247	89%
Female	445	61%	406	14	13	1	407	91%
Total	724	100%	652	27	25	2	654	50%
Ethnicity	Total	Percentage	Successful	Appealed	Appeal Unsuccessful	Appeal Successful	Total Successful	Percentage
White	587	81%	537	20	18	2	539	92%
BAME	133	18%	112	7	7	0	112	84%
Not disclosed	4	1%	3	0	0	0	3	75%
Total	724	100%	652	27	25	2	654	90%

Granting and refusal of vetting clearance for police staff

- The increased robust approach taken by the FVU to all decision making seeks to prevent those who commit sexually motivated crimes against woman and those unsuitable for policing from joining the policing profession. The consequential effect of this is that a greater number of applicants must necessarily be vetted to achieve the recruitment requirement.

4.4 Workforce Police National Database check

- On 18th January 2023, the Home Office announced that all forces must check their workforce against national databases to identify if anyone had 'slipped through the net'. That essentially meant that forces needed to provide assurance, by checking their workforce against national databases, to satisfy themselves that where police officers, staff and volunteers have been convicted of a criminal offence and / or have been otherwise indexed to adverse information, for example as a suspect, both an appropriate vetting security clearance decision has been made and proper criminal and / or disciplinary investigations have been undertaken.
- In response to the announcement by the Home Office, a decision was taken by the NPCC that all police officers, staff and volunteers in England and Wales would be checked against the PND to identify any intelligence or allegations that needed further investigation. The PND includes information from custody records, crime records, intelligence records, domestic and child abuse records and known criminal entity records (e.g., organised crime groups (OCGs), county lines investigations and modern slavery investigations).
- On 14th February 2023, GMP supplied its entire applicable workforce data, which consisted of 13,087 records, to the PND service provider. That data was subsequently

washed through all PND records and returned to GMP for analysis and investigation. Over a six-month period, a dedicated team was assigned to work through the data, reassuringly at the conclusion of this, it only resulted in one police officer and one police staff member being subject to disciplinary investigation, in addition to one other employee intervention. A breakdown of results can be seen in the table directly below:

Number of individuals triggering criminal investigation	Number of individuals triggering disciplinary investigation	Number of individuals subject of vetting clearance review	Number of individuals subject of management intervention	Number of individuals subject to no action
0	2	0	1	0

- In addition to this, the Force completed a great deal of work to ensure any other areas of risk were correctly assessed and mitigated. This included where necessary providing police personnel, identified as victims, with the requisite welfare support. On a national level, the NPCC continues to work with the Home Office to establish a sustainable solution to provide continuous integrity screening, to ensure those working in policing are checked against national databases on an ongoing basis, and highlighted at the earliest opportunity.

5 Conclusion Summary

- This report shows that the performance of the FVU continues to improve both in terms of timeliness and quality and, whilst finely balanced in terms of its lean establishment, the FVU has sufficient capacity to efficiently meet demand; it has a capable workforce that can deliver an effective vetting regime for GMP.
- From a Force HMICFRS self-assessment governance perspective, of the nine recommendations applicable to forces (as opposed to national policing bodies), GMP is presently reporting eight recommendations have been met, whilst the remaining ninth cannot be met as this is wholly reliant on a continuous integrity monitoring solution that is yet to be delivered through the NPCC Crime Prevention Portfolio. The direction from the NPCC is that all forces should grade this ninth recommendation as not being met whilst ever the national capability remains undelivered.
- Of the two areas for improvement (AFIs), one has already been achieved, whilst the other will not be met by the deadline because a commercial software provider solution needs to provide a resolution. That is an issue common to nearly every force and is such is a matter on which the NPCC Vetting Portfolio on behalf of policing nationally is progressing.

Greater Manchester Police, Fire & Crime Panel

Date: 18th September 2024
Subject: GMFRS Annual Delivery Report 2023-24
Report of: DCFO Ben Norman
Report author: Sarah Scoales, Head of Service Excellence

PURPOSE OF REPORT

The purpose of the report is to provide an overview of the Service's achievements and performance against the six strategic priorities detailed in the Annual Delivery Plan (ADP) 2023-24, and overarching Fire Plan 2021-25.

RECOMMENDATIONS:

Members are asked to:

- Note the contents of the paper and the full Annual Delivery Report (ADR) 2023-24 found at Appendix 1

CONTACT OFFICERS:

DCFO Ben Norman – ben.norman@manchesterfire.gov.uk

Sarah Scoales, Head of Service Excellence – scoales@manchesterfire.gov.uk

Equalities Impact, Carbon, and Sustainability Assessment:

N/A

Risk Management

Appendix 1

Legal Considerations

Appendix 1

Financial Consequences - Capital

N/A

Financial Consequences - Revenue

N/A

Number of attachments included in the report:

BACKGROUND PAPERS:

[GMFRS Annual Delivery Plan 2023-24](#)

[GMFRS Fire Plan 21-25](#)

TRACKING/PROCESS		
Does this report relate to a major strategic decision, as set out in the GMCA Constitution		Yes/No
EXEMPTION FROM CALL IN		
Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?		Yes/No
TfGMC	Overview & Scrutiny Committee	
N/A	N/A	

INTRODUCTION

1. The Annual Delivery Plan (ADP) 2023-24 details the Improvement Programme for the following year, outlining the range of projects and activities that will deliver the commitments set out in the Mayor's Fire Plan. The programme focuses on improving and investing in the Service, whilst at the same time enabling the organisation to deliver against key elements of the HMICFRS improvement action plan.
2. Each year we produce an Annual Delivery Report (ADR). The report highlights the work that has been delivered over the course of the fiscal year against each of the six strategic priorities, some of our community activities, and how we have performed against our corporate key performance indicators.

ADR Contents:

- Priority 1 – Provide a fast, safe, and effective response
- Priority 2 – Help people reduce the risk of fires and other emergencies
- Priority 3 – Help protect the built environment
- Priority 4 – Use resources sustainably and deliver the most value
- Priority 5 – Develop a culture of excellence, equality, and inclusivity
- Priority 6 – Integrate our services in every locality with those of partner agencies
- Community Activities
- Performance
- Assurance

CURRENT POSITION

3. The fiscal year 2023-24 has been particularly busy for GMFRS. Our workforce has risen to the challenge, working hard to deliver against an ambitious ADP. Over the last 12 months we have made considerable progress. The details below provide an overview of some of the key highlights against each of our six strategic priorities:

Priority 1: Provide a fast, safe, and effective response

- ✓ Continued the implementation of Manchester Arena Inquiry recommendations, delivering lessons learned presentations nationally.
- ✓ Implemented revised operating model for firefighter contaminants, leading on key elements of the national workstream.
- ✓ Undertaken a strategic review of call handling arrangements at North West Fire Control (NWFC) and committed to NWFC partnership until 2033.
- ✓ Made significant progress on new workforce fitness framework and annual fitness testing.
- ✓ Conducted public consultation on the Fire Cover Review, and agreed a range of outcomes which will be delivered over the next two years, including increasing our operational fleet from 50 to 52 fire appliances.

- ✓ Improved our special appliance capabilities for Technical Rescue Units and Enhanced Rescue Stations.
- ✓ Enhanced our technical response with two Haaglund tracked wildfire vehicles.
- ✓ Commenced the Gartan crewing system update for frontline staff, which will provide increased functionality, enhance resource allocation and efficiency, and eliminate the need for paper-based systems.

Priority 2: Help people reduce the risk of fires and other emergencies

- ✓ Introduced the use of virtual reality headsets for prevention education on fire, water, and road safety, targeting various age groups.
- ✓ Launched a new Community Fire Cadet model for at-risk youth aged 14-16 at four fire stations.
- ✓ Initiated a large-scale Prevention and Protection digital program for integrated data recording and efficiency.
- ✓ Implemented NFCC's Early Intervention Framework for young people and communities.
- ✓ StayWise platform adopted as primary education tool; and training is currently underway for staff.
- ✓ Strengthened prevention messaging for high-rise buildings; and engaged with housing providers and residents.
- ✓ Established a 'Safer Communities and Interventions Team' for tailored risk reduction interventions in areas like deliberate fire setting and violence.

Priority 3: Help protect the built environment

- ✓ Protection team won at NFCC Awards: Training team won 'Outstanding Contribution Award' and 'Team Award'.
- ✓ Implemented new functional delivery model for efficient regulatory activities, improving consultation response times.
- ✓ Implemented Fire Safety England Regulations post-Grenfell Tower Inquiry Phase 1 recommendations.
- ✓ Expanded fire safety training capability, developing Level 4 Diploma for in-house training.
- ✓ Launched the Business Engagement Framework and provided advice to over 13,000 businesses on legal compliance.
- ✓ Collaborated on a campaign for Takeaways with North West fire and rescue services and the GM Centre of Regulatory Excellence.

Priority 4: Use resources sustainably and deliver the most value

- ✓ Commitment to sustainable fire estate and commenced the construction at Blackley; and completion of the Littleborough fire station refurbishment.
- ✓ Planning permission granted for new fire stations at Whitefield and King Street, Stockport.
- ✓ Refurbishments are ongoing at 20 stations; gym upgrades at 18 stations; rest and study facilities improvement underway.
- ✓ Upgrading decontamination facilities at stations for firefighter safety and wellbeing.
- ✓ Feasibility studies for carbon reduction schemes and electric vehicle charging across stations; to-date we have reduced our carbon footprint by 12%.
- ✓ Achieved financial efficiencies of £711,000
- ✓ Invested in 14 new fire engines for frontline response.

Priority 5: Develop a culture of excellence, equality, and inclusivity

- ✓ Hosted British Firefighter Challenge in Manchester; with one of our firefighter from Whitefield, Helena Brown crowned British Female Champion.
- ✓ Leadership Development Framework fully embedded; hosted our second Diverse Leaders programme for underrepresented groups.
- ✓ New Volunteering Strategy implemented; and 24 new volunteers onboarded post-pandemic.
- ✓ Continued to build on the Rewards and Recognition Framework; and developing our new Organisational Learning Framework.
- ✓ Introduced system for capturing public feedback after incidents;
- ✓ Held third Power of Staff Networks Conference.
- ✓ Independent evaluation undertaken by P2P of EDI strategy; we are continuing to prioritise ongoing training to promote positive attitudes.
- ✓ White Ribbon Steering group successfully approved to co-design the Inclusive Leadership Programme with experts from Super Being Labs and Safe Lives.
- ✓ Enhanced our Bullying and Harassment policies; and introduced FRS Speak Up independent reporting line.

Priority 6: Integrate our services in every locality with those of partner agencies

- ✓ Collaborative work with local partners undertaken to support serious violence reduction, which is being undertaken through a variety of programmes, interventions and activities. Learning package developed for the workforce.
- ✓ Implemented central digital platform for Greater Manchester emergency services to track collaboration activities.
- ✓ Embedding the Framework for Integrated and Place-Based Working; and implemented a digital approach to record activities that support the strategic priorities.
- ✓ Established the What Works Forum to reduce fire incidents in Greater Manchester by sharing best practices.
- ✓ Enhanced our engagement with local communities through social media platforms.
- ✓ Recognised as global civic engagement leader through our work to involve residents, we are now building on this by evolving our public participation model which will be trialled for the development of the next Fire Plan.

PERFORMANCE & ASSURANCE

4. Overall, our performance over the past year has been positive. We have a total of 44 Corporate Key Performance Indicators (KPIs), and of the 26 KPIs where we can measure the direction of travel, 65% (17) are positive and 35% (9) are negative.
5. It is important to note that we currently have 16 measures that do not have a direction of travel, this is because they are either new for 2023/24 or it is not appropriate to measure them in this way, but these are monitored as part of our performance management governance arrangements.
6. **KPI Headlines –**
 - ✓ **Average response time to ‘life-risk’ emergencies** – during 2023/24 we have consistently performed better than the target of 7 minutes 30 seconds to arrive at a life risk incident. Our average performance over the year was 7 minutes 32 seconds to ‘life-risk emergencies, and 7 minutes 14 seconds to primary fires.
 - ✓ **% of appliances crewed and available** - Over the last year we have had 50 appliances available for 99.67% of the time.
 - ✓ **Accidental Dwelling Fires (ADFs)** – the majority of ADFs continue to be ‘cooking related’ (45%) which is similar to previous years. This year there have been 1,433 ADFs, which is a 2% increase, but a reduction of 24% over the last 5 years and is a reducing trend.

- ✓ **Home Fire Safety Assessments (HFSA) completed** – We delivered 30,506 HFSA's to those identified as being most at risk of fire during 2023/24, a continued increase versus previous years. The introduction of the HFSA process in January 2022, which focuses on households that represent the highest risk of fire, coupled with continued work to improve our referral process with partners across Greater Manchester, supports the increase.
- ✓ **Workforce: male/female** – at the end of 2023/24 17.71% of GMFRS colleagues were female, an increase of 1.47% compared to the previous year.
- ✓ **Workforce: ethnic minority** - at the end of 2023/24 5.90% of GMFRS colleagues were in an ethnic minority group, a decrease of 0.05% compared to the previous year.

7. Performance Stats Headlines -

- ✓ **91** new Apprentice Firefighters – 35% recruited from underrepresented groups.
- ✓ **13,549** businesses across Greater Manchester received fire safety advice.
- ✓ **4,025** residents received advice during our high rise days of action, 697 through face to face and 3,328 received our new leaflets.
- ✓ **2,225** people rescued from fires and other emergencies.
- ✓ **11,672** fire hydrants inspected.
- ✓ **5,365** fire safety interventions.
- ✓ **8,500** people attended our road safety partnership event 'Safe Drive, Stay Alive'.
- ✓ **3,105** volunteering hours delivered.

ASSURANCE

Annual Statement of Assurance

8. The Fire and Rescue National Framework mandates that English fire authorities must create an annual Assurance. Our statement details how GMFRS aligns with the Framework, Community Risk Management Plan, and strategic goals. Each year we produce an independent declaration as part of our governance assurance activities and reporting arrangements.
9. The statement outlines our compliance requirements in five areas: Operational Assurance, Prevention and Protection, Finance, Governance, and Workforce, concluding with a signed declaration from the Mayor of Greater Manchester and the Chief Fire Officer.
10. A copy of our current Annual Statement of Assurance can be found on our website - [Annual Statement of Assurance 2023-24](#)

His Majesty's Inspectorate of Constabularies and Fire & Rescue Services (HMICFRS)

11. HMICFRS is an independent UK body that evaluates the efficiency of fire and rescue services. They assess Services against 11 areas to ensure effective delivery. Their goals include enhancing services, noting best practices, and boosting accountability to communities.
12. GMFRS has consistently improved since its 2019 inspection and was the most improved Service in this round of inspections. GMFRS achieved a 'Good' grade in 10 categories and 'Adequate' in one, demonstrating the significant progress made. Two 'Areas for Improvement' were identified, one of which is already resolved.
13. HMICFRS recognised GMFRS for positive and innovative practices, highlighting strengths like advanced training facilities, behaviour-change initiatives, and sustainability efforts.
14. Inspection reports are available on our website for reference - [HMICFRS Reports - Greater Manchester Fire Rescue Service](#)

DEVELOPMENT / PUBLICATION

15. The draft version of the ADR was presented to various groups for feedback, all of which was considered, and were appropriate, incorporated into the final version attached at Appendix 1.
16. The final version of the ADR will be published on our website and can be on our Annual Delivery Report papers via the link below:

[Annual Delivery Report - Greater Manchester Fire Rescue Service](#)



**GREATER
MANCHESTER**
FIRE AND RESCUE SERVICE

ANNUAL DELIVERY REPORT

2023-24

OUR MISSION

PROTECTING COMMUNITIES.
WORKING TOGETHER.
SAVING LIVES.

Our Mission is why we exist and what we are here for. It centres around three clear elements that are at the heart of our work.

We have always been focussed on saving lives, and now more than ever our role is about protecting the wider communities we serve and being part of an integrated city-region that works together for the good of all our residents.

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OUR VISION

A MODERN, FLEXIBLE,
RESILIENT FIRE AND
RESCUE SERVICE.

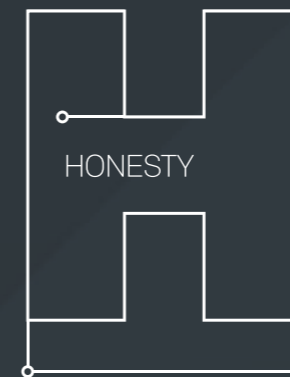
Our Vision describes what we want the Service to be and how we want our staff and the public to see us.

Our values set out what we believe in. They are the qualities we believe are the most important to us and describe the expectations the public have of us and that we have of each other. They set the standards our communities deserve and the way we should interact with one another across all levels of the Service.

Our focus is on driving change across the Service, leading our people and the behaviours we value to create a diverse and inclusive workforce, and building a culture of trust, respect and accountability.



Striving to develop, to ensure our contributions make our Fire and Rescue Service the best it can be



Committed to creating and maintaining an open and truthful environment, which is fair and consistent



Removing barriers to participation to promote a truly representative service, using diversity to benefit us all



Demonstrating a positive attitude and commitment, to deliver a high-quality service and take pride in our role



Supporting, involving and listening to others, showing dignity, consideration and empathy

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FOREWORD

As we launch our Annual Delivery Report 2023-24, it gives me great pleasure to reflect on yet another successful year for Greater Manchester Fire and Rescue Service (GMFRS). Our organisation has accomplished some truly outstanding results, which are a testament to the unwavering dedication and hard work of all our staff.

It has been another challenging and demanding year, and much has been achieved. I am proud to say that GMFRS has been recognised as the most improved and one of the best performing fire and rescue services in the country, based on our latest HMICFRS inspection.

This accomplishment reflects our ongoing commitment to delivering the highest level of service to the residents and businesses of Greater Manchester.

We have made significant strides towards achieving our ambitious Fire Plan 2021-25. In year three of the plan, we have made excellent progress in accomplishing much of what we set out to do. We continue to work towards completing delivery of our commitments outlined in the Fire Plan and planning for the future, as we move forward on our journey towards becoming an outstanding fire and rescue service.

It is important to acknowledge the progress we have made on our cultural journey this past year. Our 'culture first' approach, alongside the invaluable insights shared by our Culture First Board and Cultural Sounding Panel, has allowed us to further progress our commitment to inclusion. Our efforts have achieved significant equality, diversity and inclusion milestones over the year,

including moving from 93rd to 50th position in Stonewall's ranking of leading LGBTQ+ inclusive employers nationally, earning the charity's Gold Employer award, and providing inclusive culture training to over 1,000 colleagues.

We have celebrated winning a collection of awards across our teams, including the overall Emergency Service of the Year Award, Project of the Year for our Atlas Programme to reduce deliberate fires, and Most Influential LGBTQ+ Individual of the Year at FIRE Magazine's Excellence in Fire and Emergency Awards. The Service's Rainbow Staff Network won Stonewall's Network Group of the Year Award, beating more than 900 other organisations. Two of our firefighters were crowned British female champions in this year's British Firefighter Challenge and the GMFRS Road Traffic Collision Extrication Team scooped four national awards.

I am immensely proud of each and every member of staff at GMFRS and our achievements over the past year are a testament to their commitment and relentless efforts to deliver first-rate services to the residents of Greater Manchester. I am confident that, with their continued determination and dedication, we will continue to deliver excellence in all that we do.

Dave Russel
Chief Fire Officer



This Annual Report covers my first full year as Deputy Mayor and I am immensely proud to reflect on GMFRS's record in that time. I continue to be impressed by the scope of work it delivers and by the commitment of the people who work here. It is a dedication not only to providing our core services as effectively as possible, but also to transforming how we work. I am delighted our teams are driving cultural improvements, as well as finding and implementing new ways of making our communities safer and fairer.

This report identifies the progress the Service has made in its delivery of the Fire Plan and its response to changing risks. Our success is clearly evident and has been recognised by a number of external agencies and awards, including our Chief Fire Officer Dave Russel who was honoured with the King's Fire Service Medal.

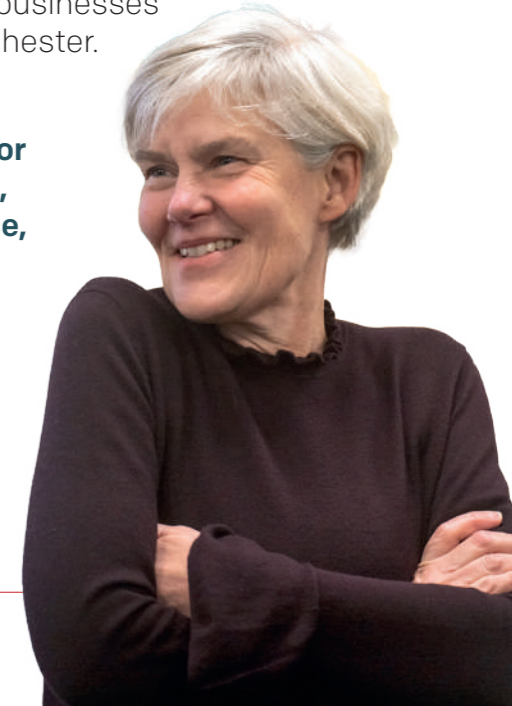
I was really pleased that this progress was acknowledged in our most recent HMICFRS inspection, published in March. For the 11 inspected themes, GMFRS achieved 10 'Good' gradings, and one 'Adequate' grading. HMICFRS also recognised four areas of Positive Practice and two areas of Innovative Practice. GMFRS's progress against previous inspections makes it the most improved service and one of the best performing in England.

This year has seen a huge number of success stories - an expansion of our cadets programme; improvements to firefighter fitness and contaminant management; procurement of new

emergency vehicles; an increase in the number of fire engines; the introduction of new prevention technology; an increase in the number of qualified fire safety officers, and more. But I know that few people in the Service are content at stopping here. There is a universal commitment and belief there is more we could do, and should do, to keep our residents and communities safe. We know that improving the culture of the Service is not a time-limited project but an ongoing commitment to our people and communities. It is a promise to create an environment where everyone who works for GMFRS, or uses its services, feels welcome, safe and respected. And as we strive to create a fairer, greener, more prosperous city region, it is vital we continue to deploy our resources to reach those most at risk or traditionally excluded from opportunities, and implement new and innovative ways of improving people's lives.

I would like to take this opportunity to thank colleagues for the incredible work they are doing. Our journey to becoming outstanding is driving forward, and I am excited where it will take the Service and the people and businesses of Greater Manchester.

Kate Green
Deputy Mayor for Policing, Crime, Criminal Justice, and Fire



INTRODUCTION

This is GMFRS's Annual Delivery Report for 2023-24, providing an overview of the considerable progress made by the Service over the past year. Our recent HMICFRS inspection report rated us as "Good" in ten out of eleven areas assessed, reflecting the significant strides we have made.

We conducted a comprehensive public consultation on fire cover and special appliances, which informed our approach to increasing our capacity for responding to the more complex incidents being faced in our rapidly developing city region, while growing our frontline operational fleet from 50 to 52 fire appliances over the next two years. This increase, along with the introduction of new command vehicles, welfare units, foam equipment and specialist vehicles, has significantly improved our response to wildfires and other emergencies. Ahead of these changes, we have already introduced 14 new fire engines and prioritised prevention education initiatives – important investments to reduce fire and emergency risks for the people of Greater Manchester.

We remain committed to the protection of the built environment, particularly high-rise buildings, through collaborative action and by shaping national policy. The Protection team was also recognised at the NFCC Prevention and Protection Awards for its outstanding contribution to building and fire safety. As part of our commitment to innovative education, we have also leveraged new technologies such as virtual reality headsets which provide an immersive learning experience

for individuals of all ages in the areas of fire, water, and road safety. To be more sustainable and provide the most value, we have focused on reducing our carbon footprint. We have committed to a more sustainable fire estate and been awarded a Green Apple Award for our work in this area.

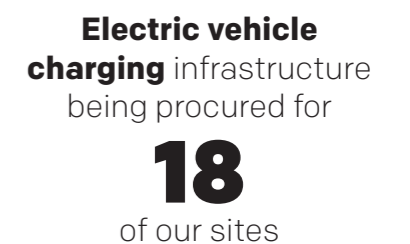
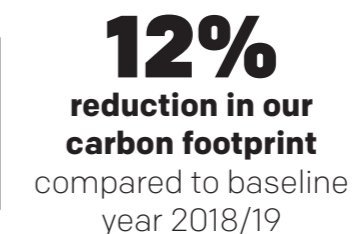
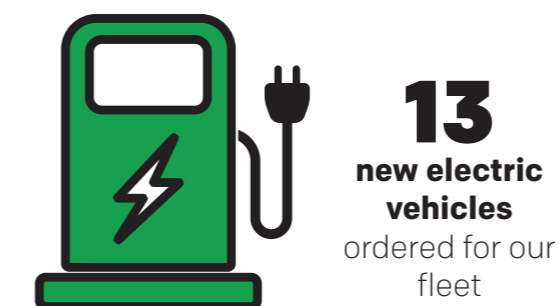
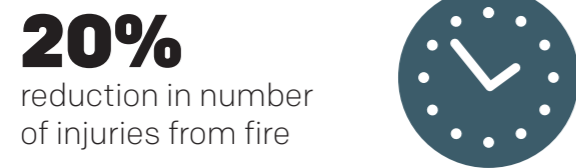
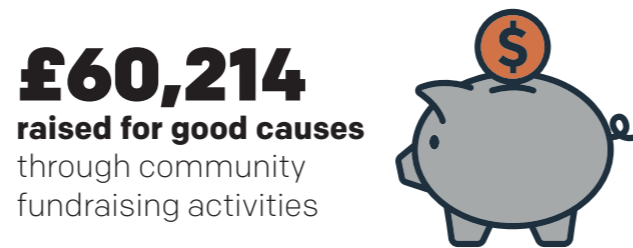
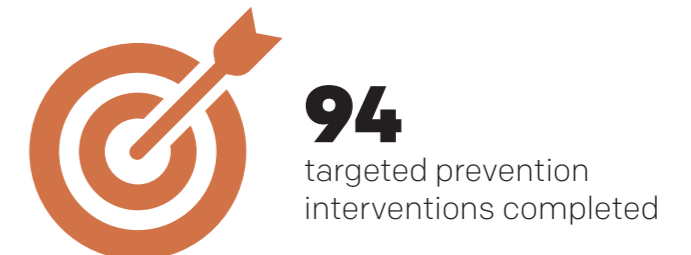
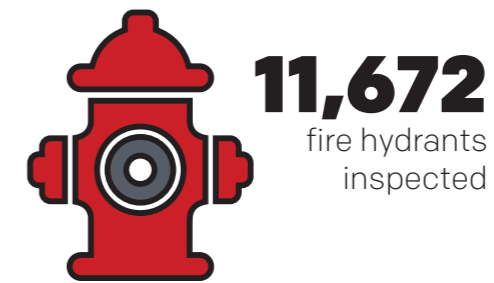
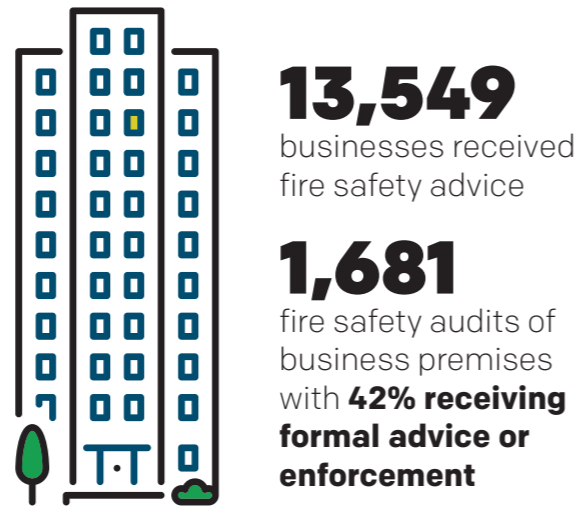
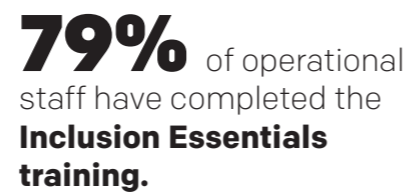
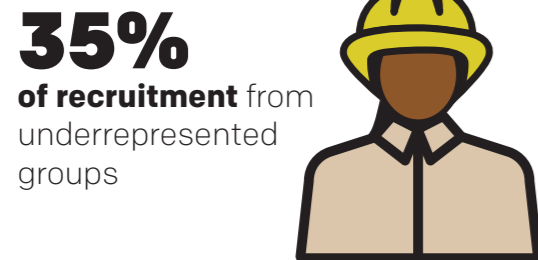
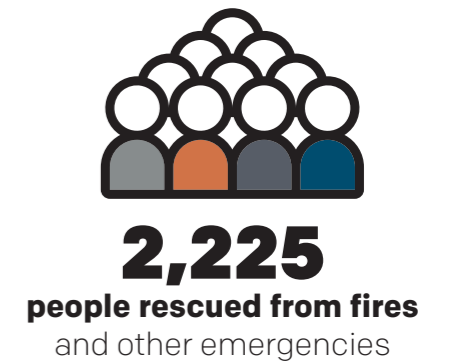
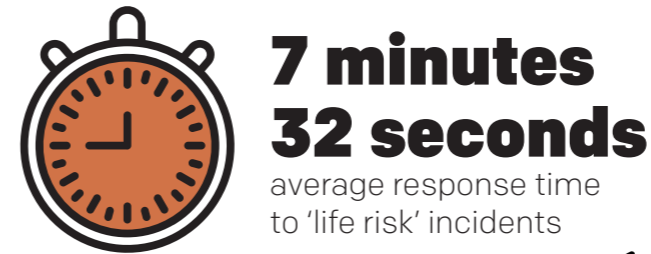
Improving our organisational culture continues to be an ongoing priority, reflected in our approach to empowering all colleagues to call out and address behaviours not in line with our values, and a commitment to creating and promoting a safe and respectful environment for all.

This year, we were delighted to be recognised with various awards including Emergency Service of the Year, Project of the Year for our Atlas Project, Most Influential LGBTQ+ Individual of the Year, and the Rainbow Staff Network winning Stonewall's Network Group of the Year Award. We also successfully hosted the British Firefighter Challenge bringing the fittest firefighters together from the UK and Europe in a fantastic weekend held in the centre of Manchester.

This report showcases our continued dedication to delivering high-quality services and highlights the outcomes of our initiatives and interventions, demonstrating our commitment as we move forward on our journey towards outstanding.



PERFORMANCE HIGHLIGHTS



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Our performance against each of our Key Performance Indicators (KPIs) is set out on pages 60-63

PRIORITY 1: PROVIDE A FAST, SAFE, AND EFFECTIVE RESPONSE

We will plan for emergencies and ensure resilience, to provide a fast, safe and effective response.

As one of the largest fire and rescue services in England, we cover a wide area that includes towns and cities, waterways, moorland, rail and road networks, an international airport, and an aerodrome. Greater Manchester is undergoing constant development and growing in population, which has led to an increase in high rise dwellings that have put greater demand on our services. Additionally, the risks we face are escalating as the climate emergency leads to more frequent flooding and wildfires. Our priority remains responding quickly and effectively to emergencies whenever they occur.

This year, we have made significant strides in improving our operational capabilities, with the introduction of new technology and by undertaking a number of reviews that will help us deliver effective emergency response services.

Key achievements and progress in 2023-2024:

- We continued to implement the recommendations of the Manchester Arena Inquiry, completing the four monitored recommendations, and supporting North West Fire Control (NWFC) in their response. We work with partner agencies on high-risk, low frequency incident types, and have delivered 'lessons learned' presentations to the National Fire

Chiefs Council (NFCC) Operations Conference and other fire and rescue services nationally. We have also delivered a number of presentations to staff, which shared our Service's story and learning from the Manchester Arena attack and the public inquiry.

- We continued to review and implement a revised operating model to manage contaminants that firefighters may face during their duties. Procedures are in place to isolate contaminated clothing and equipment, with additional guidelines and equipment installed to reduce the risk of contamination for frontline staff. We are supporting the national workstream on contaminants, represent the region and lead nationally on an area of the work, consulting with the NFCC and partner fire and rescue services.
- We undertook a strategic review of our Service's call handling arrangements, implementing the recommendation to remain a partner in NWFC – the region-wide emergency call handling service – until at least 2033. As part of our commitment to providing the best possible control room provision we are leading on the procurement of a new NWFC mobilising system alongside all four partners that will ensure the continuation of an effective operational response.

- We continued work on a new workforce fitness framework. The project committed to implementing annual fitness testing and ensuring that upgraded gyms and equipment are available to the operational workforce to ensure our workforce are fit to provide an effective response. Trialling of the new framework took place at pilot stations, supported by videos, learning packages and our fitness team.
- We conducted a thorough public consultation on our fire cover and special appliance arrangements using a range of methods to ensure the people of Greater Manchester had many opportunities to give their input. The results of the consultation informed our approach to increasing our operational fleet from 50 to 52 fire appliances, helping us respond to the increased risks in and around the city centre.
- We commenced the improvement of our special appliance capabilities introducing a new operating model for our Technical Rescue Units to improve our response to complex emergencies like road traffic collisions, trench rescues, and collapsed buildings. We are currently training our staff at these Enhanced Rescue Stations, which will continue throughout 2024.
- To improve our technical response and enhance our wildfire capabilities, we have added two Haaglund tracked wildfire vehicles and we are procuring two wildfire asset transportation vehicles.
- The faster we can respond to an incident, the quicker we can rescue people trapped or in need of assistance, provide first aid and in the case of a fire or floods, limit the damage to property and the environment. This year our average response time to "life risk emergencies" was 7 minutes 32 seconds. Our average response time to primary fires was 7 minutes 14 seconds, which is the fourth fastest in England.
- The implementation of an updated Garton crewing system for our frontline operational staff commenced. This version offers increased functionality, allowing us to resource our teams more effectively and efficiently, while ensuring we have the appropriate skill sets available on every shift. It will also eliminate the need for paper-based systems, giving frontline managers more flexibility in roster planning and easier access through mobile technology.

CASE STUDIES

Manchester Arena Inquiry

In 2023/24 the Service responded to the recommendations made by the Manchester Arena Inquiry (MAI). The Inquiry made a total of 149 recommendations to various organisations, of which 75 were monitored for updates requiring directed organisations to submit reports to the Inquiry.

GMFRS was given four monitored recommendations relating to incident command, operational discretion, information sharing and record making. We have worked hard with partners in Greater Manchester to ensure our monitored recommendations have been achieved and were able to sign these off in 2024. As part of our commitment to learn and improve we have developed a Lessons Learned presentation, specific to the Fire Sector, which has been shared with colleagues within GMFRS as well as nationally to other fire and rescue services and the NFCC.

GMFRS has a lead role in the Manchester Arena NFCC MAI Oversight Group and provides representation on the Joint Emergency Service Interoperability Program (JESIP) Group, which oversees the national progress of fire services towards achieving all the recommendations that apply to the sector. We have made substantial progress against these recommendations and remain committed to ensuring their full implementation. Regular progress reports are submitted by the Service to the Home Office.

During 2023/24, as part of the MAI workstream, we collaborated with NWFC, Greater Manchester Police, British Transport Police and North West Ambulance Service on multiple projects. These projects included large scale exercises to robustly test our multi-agency response to a terrorist attack at various venues across the city region, along with ongoing joint training at our Bury Training and Safety Centre. This built upon the success of our marauding terrorist attack project in 2022/23 which saw all frontline firefighters trained and equipped to respond to an attack or mass casualty incident.

Managing Contaminants

In response to the potential health risks that firefighters face because of increased exposure to fire contaminants, GMFRS initiated the Managing Contaminants Programme. This programme aims to mitigate the health risks caused by hazardous substances and contaminants, such as toxic gases, smoke particles, and chemicals, that are released during fire incidents. These substances can pose significant health risks to firefighters. Long-term exposure may lead to persistent health complications.

Recognising these risks, we have taken proactive and substantial measures to address and mitigate the adverse effects of fire contaminants. Through collaboration with representative bodies, GMFRS has implemented various strategies, including the development of training and education materials, improved cleaning and decontamination

measures, the provision of outdoor cleaning and storage areas, improved access to additional equipment to facilitate increased cleaning, and a continued review of emerging scientific research to evaluate these measures.

The Managing Contaminants Programme aims to reduce exposure to fire contaminants, thus improving the health and safety of firefighters. Firefighters are trained to use personal protective equipment (PPE) effectively and take appropriate safety measures to minimise exposure during operations. Moreover, GMFRS now provides dedicated outdoor equipment for decontamination that ensures thorough cleansing of both firefighters and equipment before re-entering stations and other internal workspaces.

GMFRS also leads regional and national projects that influence and improve the management and mitigation of fire contamination. By collaborating with other fire and rescue services and relevant stakeholders, we can share best practices, develop guidelines, and implement innovative strategies, raising awareness and improving the overall response to fire incidents. These initiatives reduce the risk of exposure to fire contaminants and enhance the safety and well-being of firefighters and other colleagues who may be exposed.

To further empower our staff in managing and minimising exposure, the Service regularly updates and enhances education and training materials. These resources provide firefighters with the necessary knowledge and guidance needed for identifying and managing fire contaminants safely. This proactive approach ensures that our workforce is well-informed about the identification, handling, and management of fire contaminants, allowing them to manage and minimise exposure effectively, safeguarding their health and safety during firefighting operations.

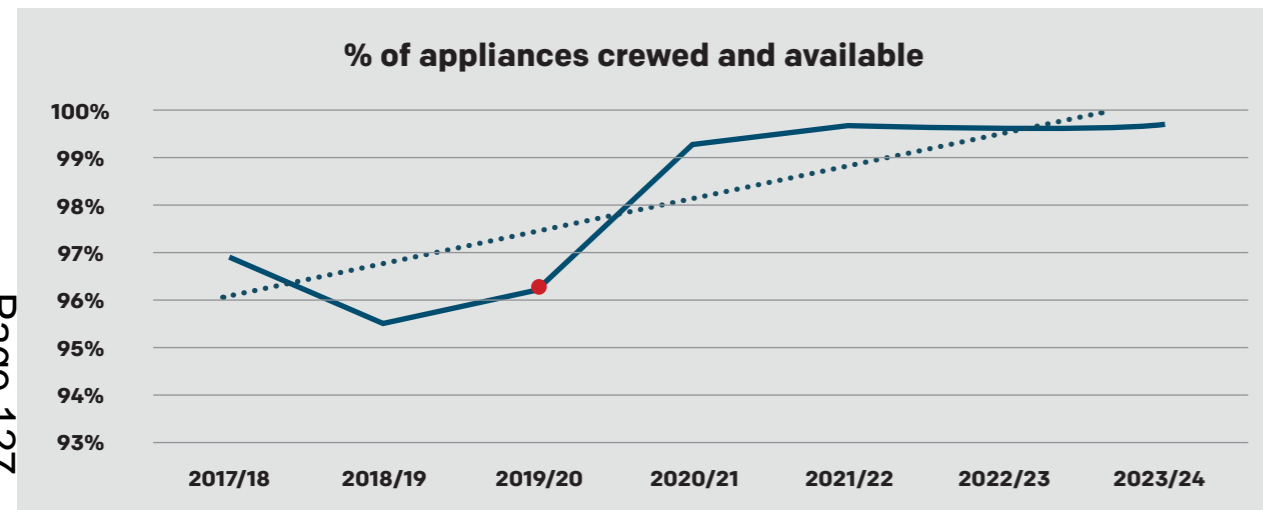


OUR PERFORMANCE

Resilience

Why it is important: Effective emergency response requires resilience, the ability to quickly mobilise the right type and number of resources. Measuring the percentage of appliances crewed and available is an effective way of helping deliver this.

How we performed: Over the last year we have had 50 appliances available for 99.67% of the time.



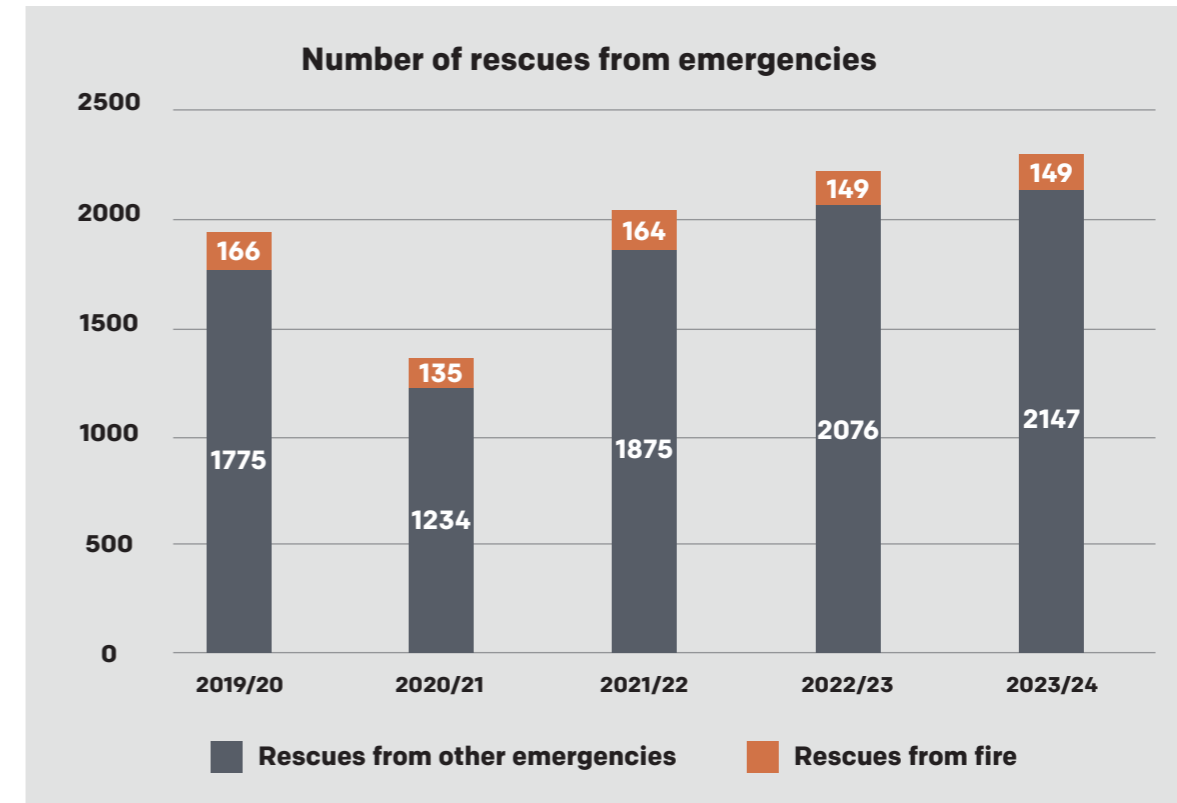
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- Reduction to 50 appliances day/night on 02/10/19

People rescued from fire and other emergencies

Why it is important: Although we do everything we can to help communities and businesses reduce the likelihood of having a fire or other emergency, when they do occur we need to be ready to rescue those in danger or at risk of harm.

How we performed: In the last year we have rescued 2,296 people from fires and other emergencies. Control staff at NWFC handle all our emergency calls. They ensure fire appliances respond quickly to the right location, as well as providing lifesaving advice to those trapped in a fire or involved in another emergency.

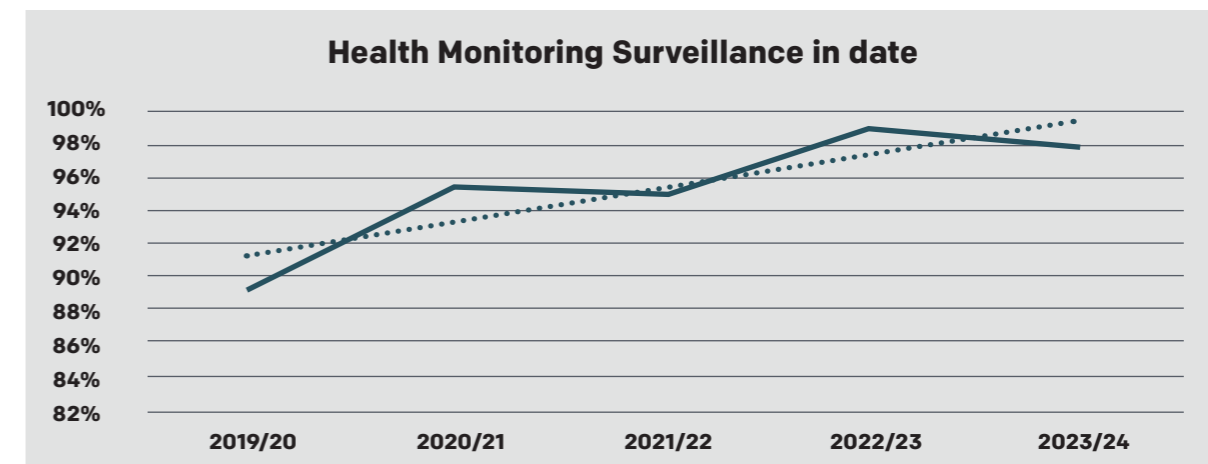


Firefighter health

Why it is important: Firefighter health is not only important to providing a resilient and effective emergency response, but it is also central to our commitments to organisational culture by looking after our staff and keeping them safe.

How we performed: The key performance indicator (KPI) was re-named 'Health Monitoring Surveillance in date' and replaces the term 'Statutory Medicals in date.' This enables us to closely monitor firefighter fitness. All medicals are now scheduled to give enough time to allow for cancellations and rearrangement if required, to ensure that medicals are completed well within the 3 month overdue threshold.

Despite an increased demand due to more new recruits than previous years, at the end of 2023/24, 97.62% of statutory medicals were in date.



PRIORITY 2: HELP PEOPLE REDUCE THE RISK OF FIRES AND OTHER EMERGENCIES

We will help people reduce the risks of fires and other emergencies and help build safer communities.

Preventing an emergency is safer and more effective than responding to one after it has occurred. The work we undertake with our local communities, and other services, supports the residents of Greater Manchester to look after themselves and each other, especially those that are the most vulnerable. Supporting the vision of the Greater Manchester Strategy - good lives for all in a fairer, greener, more prosperous city region - we are developing a whole-life approach to reducing risks.

Key achievements and progress in 2023-2024:

- We have expanded the use of innovative technologies to enhance our prevention education initiatives, utilising virtual reality headsets to educate people on fire, water and road safety. The headsets were launched at a road safety event at Farnworth fire station and demonstrated at a Road Peace event in May 2023. Since then, we have used them extensively to convey thematic messages, videos, and interactive content to a range of age groups.
- We have introduced a new Community Fire Cadet model and programme designed for young people aged 14-16 years. The programme targets young people who may be at risk of fire, road

or water-related incidents, struggling in mainstream education, or involved in anti-social behaviour. In November 2023, we launched community Fire Cadet courses at four fire stations: Wythenshawe, Bury, Eccles, and Bolton. The programme provides an opportunity for young people to acquire basic firefighting skills as well as personal and social skills.

- We commenced work on a large-scale Prevention and Protection digital programme, which will continue throughout 2024/25 and beyond. The programme will lead to the creation of an integrated digital recording system, capturing information about buildings, places, and prevention activities all in one place. The system will improve data recording and efficiency, enabling our colleagues to focus more time on core prevention and protection activities.
- The Prevention Team adopted the National Fire Chiefs Council (NFCC) Early Intervention Implementation Framework to meet the needs of young people and communities through the delivery of best practice programmes. A nationally accredited level 1 qualification in 'Developing Resilience' has been embedded via the existing Atlas Project.

- We promoted and embedded StayWise as the primary education tool for all GMFRS staff. Staywise is an online resource platform of educational resources and activities from the UK's leading emergency services and safety-focussed organisations. Training is being provided to support the delivery of a range of education packages via the StayWise portal to ensure vital safety messaging is incorporated into everyday learning.
- The prevention messaging we provide to residents living in flats has been strengthened and enhanced, ensuring a targeted approach to high-rise buildings and households. Cross-directorate working was utilised during high-rise days of action where leaflets were distributed, doorstep advice was provided, and home fire safety assessments completed. As part of this activity, we engaged with housing providers and managing agents of the properties, advising them how to disseminate key messages about fire safety, and improving building and resident safety.
- We have created a 'Safer Communities and Interventions Team', that will provide bespoke interventions to reduce risks, focusing on areas such as deliberate fire setting and violence related themes. We are progressing investment in the team and the development of our programmes, to ensure they match the needs of individuals, our communities, and complement our partnership collaborations.



CASE STUDIES

StayWise

StayWise is an online library that brings together the educational resources of the emergency services (fire, police, ambulance, coastguard, RNLI) and key safety-focused organisations. Led by the National Fire Chiefs Council (NFCC) it was established to support teachers and community safety practitioners to deliver essential safety messages to children and young people.

GMFRS has adopted StayWise to realise the intended benefits of efficiency, effectiveness and consistency of message. StayWise will provide our staff with a wider suite of resources to choose from and help develop and deliver engaging lessons in schools and communities. It will help promote our key safety messages and impart vital life skills and critical safety messages through core curriculum activity.

In our commitment to adopt the StayWise platform and introduce best practice for delivery of educational activities, we have liaised directly with the StayWise Team to ensure our information and key messages are comprehensive and meet the needs of our communities. StayWise resources align to nationally agreed fire, road and water safety messages, improving the consistency of messaging delivered by emergency services, schools and other partners. We completed a robust and thorough evaluation of our educational material, and some of our previous educational materials are now incorporated within the StayWise library.

We are encouraging our blue light partners and education professionals to utilise StayWise. Widespread adoption of StayWise could increase the contact time young people have with key safety messages and support the reduction of avoidable deaths and injuries.

As we strive to be a learning organisation, StayWise has inbuilt functions to assist us to track and evaluate its use in our organisation to ensure our communities get the best possible service.

Fire Cadets

As part of our Annual Delivery Plan (ADP) 2022/23, we fulfilled our commitment to develop a new model to introduce a Fire Cadets scheme to support the development of young people. Building on this further, we included in our 2023/24 ADP a commitment to implement a Fire Cadets scheme to support the development of young people, improving their future employment prospects and providing pathways.

GMFRS has established Fire Cadet units at Eccles, Bury, Bolton and Wythenshawe. Cadets meet once a week and participate in a range of theoretical and practical activities leading to an accredited Duke of Edinburgh qualification. The programme covers various themes, including the use of hose-lines, first aid, health and safety, and home, water, and fire safety.



We are proud to see our Fire Cadets thrive in the programme and take on new opportunities. Two of our Fire Cadets are joining the NFCC's 'Cadet Voice' to have a say in the future of Fire Cadets and the programme's evolution nationally. Additionally, two have participated in the regional Institute of Fire Engineers lecturette in Lancashire.

To promote further progress, we have introduced a rigorous application process and will also be launching an online workbook in September to support those wishing to become a Fire

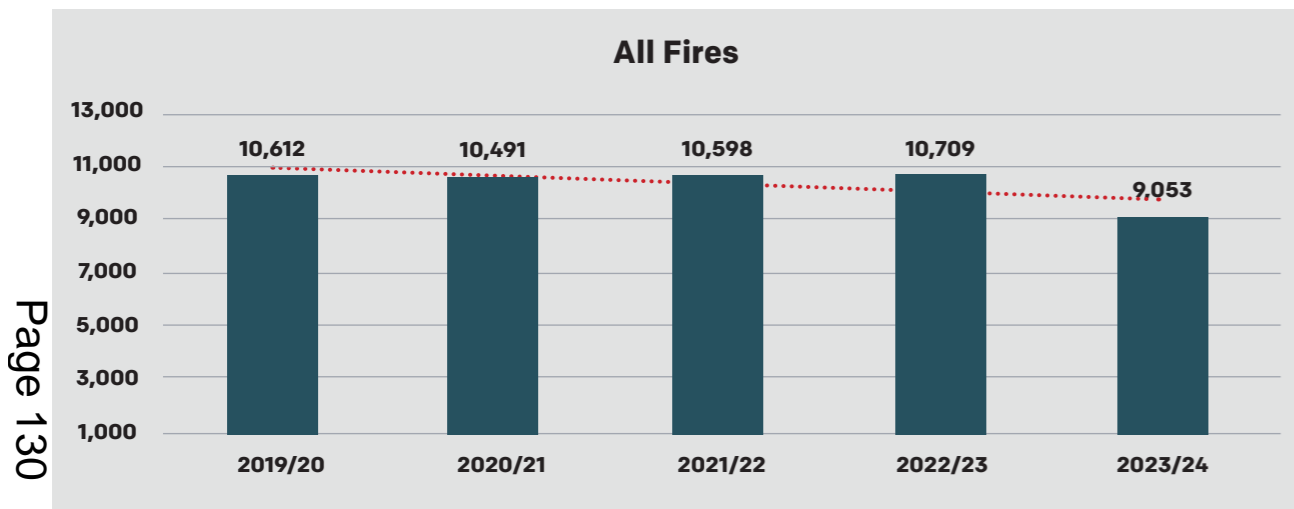
Cadet Crew Manager. To expand the Fire Cadet programme and offer more opportunities, we are collaborating with Manchester Enterprise Academy to offer an after-school activity tailored to young people with special educational needs, disabilities, or challenging behaviour, with the support of existing cadets acting as mentors.

OUR PERFORMANCE

Fires

Why it is important: All fires have the potential to result in the loss of life, personal injury, damage to property and the environment. Preventing all types of fire is rightly seen as one of the main roles of the fire and rescue service.

How we performed: This year the total number of fires in Greater Manchester dropped by 15% to 9,053. This is a 33% reduction over the last 10 years and a 15% reduction over the last 5 years.



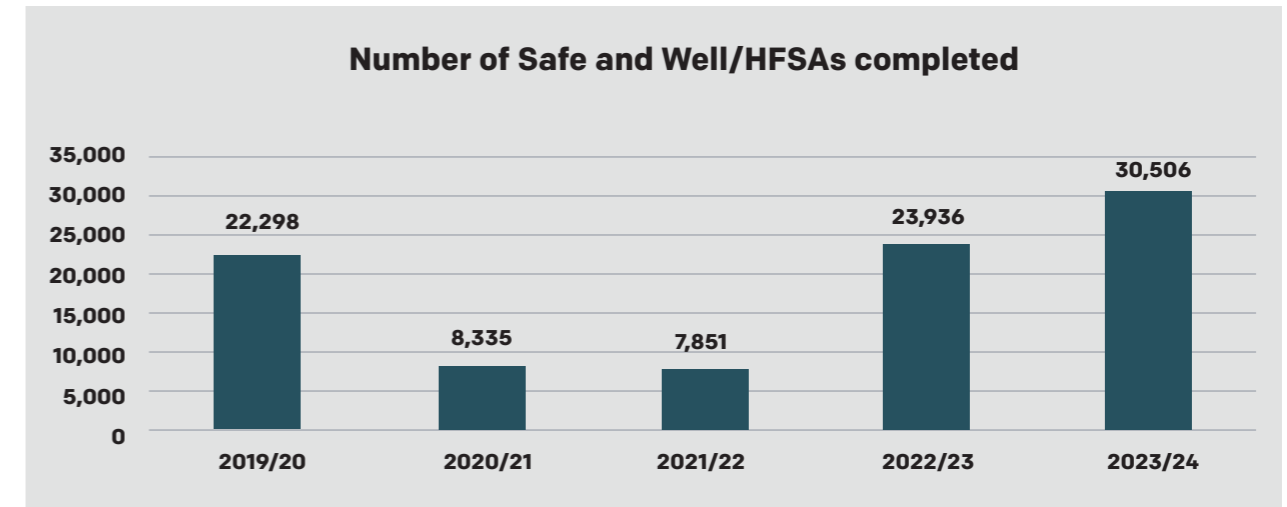
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Home Fire Safety Assessments (HFSA)

Why it is important: We are committed to engaging with those within our communities who are most at risk of fire, to inform and educate them on how to reduce the risk of fires in their homes, as prevention is safer and more effective than response.

How we performed: We delivered 30,506 HFSA to those identified as being most at risk of fire during 2023/24, a continued increase versus previous years.

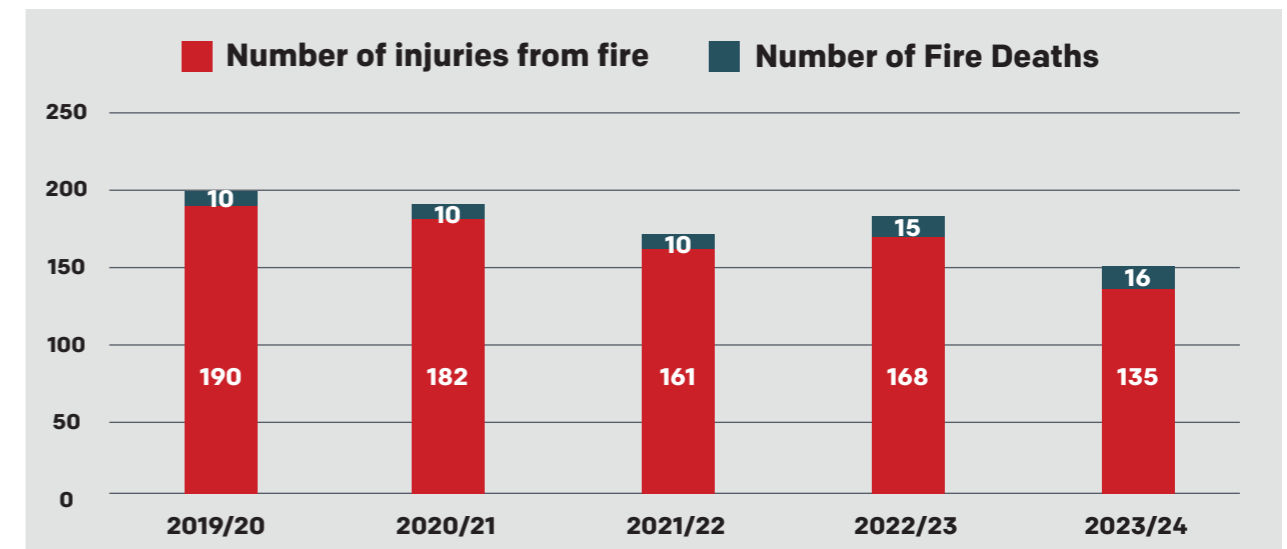
The new HFSA process implemented in January 2022 is embedded across the Service. Our High Risk Household List, which uses a risk stratification process to identify households that represent the highest risk of fire, launched in July 2022 and has helped drive the increase in targeted visits. This, coupled with continued work to improve our referral awareness and process with partners across Greater Manchester, supports the increase.



Injuries from Fire

Why it is important: We have relatively small numbers of fire deaths each year, which makes statistical analysis of trends more challenging. Analysing casualty and fatality information helps us to understand underlying risk factors and target our resources to ensure we further reduce the risk of deaths and injury from fire.

How we performed: The number of injuries has reduced by 20% (33) in 2023/24 compared to the previous year. Over the last 5 years, there has been a reducing trend in injuries, amounting to a decrease of 29%. The casualty profile we see in Greater Manchester aligns with national statistics, according to the most recent Home Office data published for the year ending March 2023. Sadly, there has been an increase in the number of fire deaths in the past two years. Most injuries and fire deaths result from dwelling fires, so prevention continues to be an area of focus actioned through targeted HFSA interventions, campaigns, and partnership referrals.

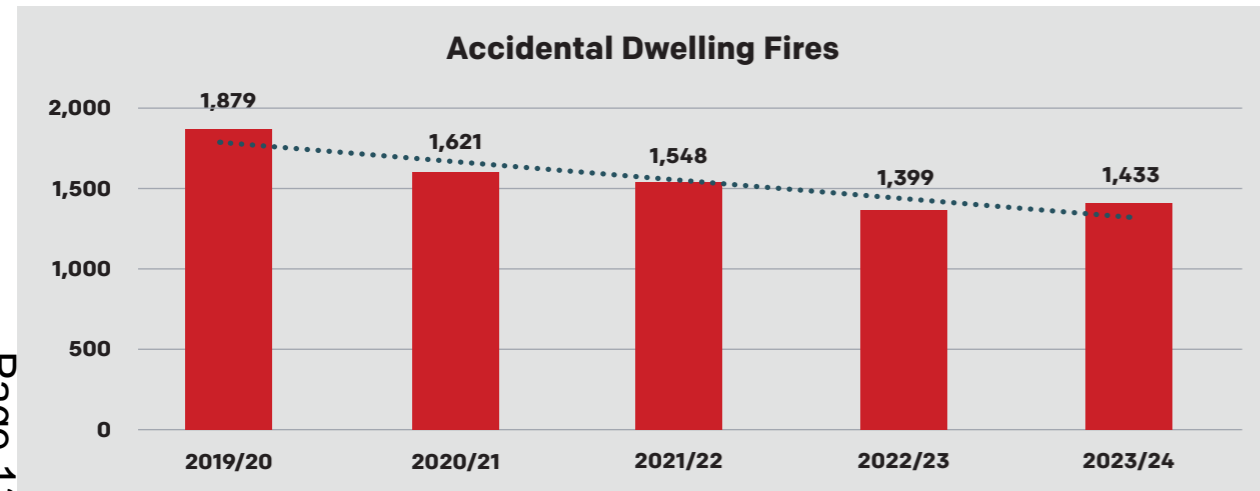


Accidental Dwelling Fires (ADFs)

Why it is important: The risk of death and injury from a fire at home, at work and in the wider community tragically still exists. Approximately three-quarters of fire deaths occur in people's homes. Our proactive prevention and protection work is key to stopping these incidents occurring in the first place.

How we performed: The majority of ADFs continue to be 'cooking related' (45%), similar to previous years.

This year there have been 1,433 ADFs, which is an increase of 2%, though a reduction of 24% over the last 5 years and as shown on the graph, is a reducing trend.



PRIORITY 3: HELP PROTECT THE BUILT ENVIRONMENT

The profile of Greater Manchester is changing rapidly as we continue to see an increase in the number of high-rise buildings, expansion of the airport, and growth in the commercial sector. The scale of development in the city region is exceeding national planning assumptions, with the faster growth here than the UK economy reflected in our changing skyline. To protect the safety of our firefighters and our residents, and to protect our local economy, environment, and heritage, we are working with partners and developers, and are shaping national policy, to ensure buildings in Greater Manchester are safer and better protected from fire.

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Key achievements and progress in 2023-2024:

- It has been a hugely successful year for our protection team who were recognised at the NFCC Prevention and Protection Awards ceremony. The Training and Development team were recognised for their outstanding contributions to building and fire safety, scooping the 'Outstanding Contribution Award' and the 'Team Award.'
- We have implemented an ambitious new functional delivery model to ensure we can deliver our regulatory activities efficiently and to a high standard. This has seen us improve our average response times to consultations significantly, create a team to respond to fire safety

concerns seven days a week and in the evenings, and improve our business engagement activities. We have continued to recruit and train new Fire Safety Regulators and welcomed 15 new colleagues into the Service.

- In January 2023, the Fire Safety England Regulations were implemented, which included most of the Grenfell Tower Inquiry Phase 1 report recommendations. Our approach to managing these requirements is built on the collaborative work undertaken with Housing Providers and Managing Agents over the last few years. In addition to implementing systems to accept and respond to fault reports to ensure resident and firefighter safety, we have also produced resources that can be used for residents. Working with Prevention colleagues we developed new leaflets for residents and collaborated with other North West fire and rescue services to produce videos for residents and those responsible for carrying out monthly checks on fire safety provisions. Our regulatory activity will continue in 2024/205 with the release of further information from the Building Safety Regulator. We conduct regular large-scale training exercises to ensure our firefighters are adequately prepared to respond to high-rise incidents.

- During the last 12 months we have been improving and expanding our fire safety training capability to ensure we continue to develop Fire Safety Regulators and upskill our frontline operational colleagues by delivering high quality training. We continue to work on developing a Level 4 Diploma so we can deliver all core training in-house, ensuring best value for money for the people of Greater Manchester.
- We launched our Business Engagement Framework as part of the NFCC Business Safety Week to formalise our commitment to supporting businesses to comply with their legal obligations. We provided advice to over 13,000 businesses and this included mailshots to licensed premises on the risk of combustible decorations, visits to city centre bars in advance of Manchester Pride, online sessions for housing providers and managing agents on changes to the Fire Safety Order, and advice being sent to all petrol stations following a serious incident. We collaborated with North West fire and rescue services and the GM Centre of Regulatory Excellence to launch a campaign for Takeaways – this involved a new leaflet, social media campaign with bite size videos and online seminars on fire safety and food safety.



CASE STUDIES

Fire Safety Training - Level 2 Award Fire Safety Checks

Our Protection Training and Development Team worked with Skills for Justice to develop the criteria for a new Level 2 Award in Fire Safety Checks. GMFRS was the first training provider to be accredited to deliver this course.

The Level 2 Award is a key priority to develop the knowledge of frontline operational crews, enable them to provide advice to businesses and collect risk information to inform the Protection Risk Based Inspection Programme.

The course has been piloted with Apprentices and watches and the roll-out across the whole organisation commenced in January 2024. As part of the pilot, apprentice firefighters worked with the Risk Reduction Team to carry out fire safety checks in Hyde. The day of action saw advice being offered to small businesses on complying with their fire safety responsibilities and cases where serious concerns were found being picked up by Fire Safety Inspectors.

Since the rollout of the programme further improvements have been made to the course to streamline the assessments and create a series of videos that will improve the experience of learners.

Supporting legislative change through business engagement

As part of our commitment to supporting housing providers and managing agents to adapt to new legislation we have created a range of resources to support compliance with the Fire Safety England Regulations.

Our Higher Risk Team worked with Prevention colleagues to develop specific advice and information leaflets for residents living in blocks of flats – these contain advice on preventing fires in the home and advice on evacuation strategies.

To further develop this support, the North West Protection Group collaborated to produce a series of videos. Two videos were produced for residents which explain the evacuation strategies which may be in place in blocks of flats and what to do if there is a fire in the building. Fire safety officers from around the region also produced a series of short videos explaining how to undertake the monthly checks required by the Fire Safety England Regulations to support training for building managers and caretakers.

The videos were shared with local partners and national trade bodies. They were also launched with social media and media campaigns and have now been viewed thousands of times.



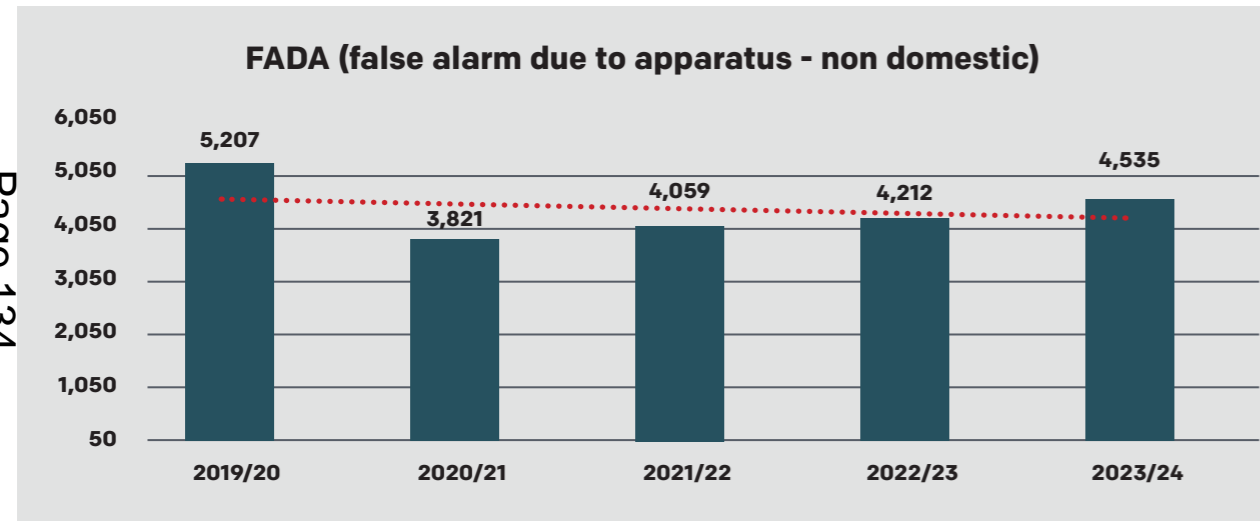
OUR PERFORMANCE

Preventing False Alarms

Why it is important: False alarms from automatic detection systems (FADA) tie up our crews, making them temporarily unavailable for real incidents, and incur avoidable costs.

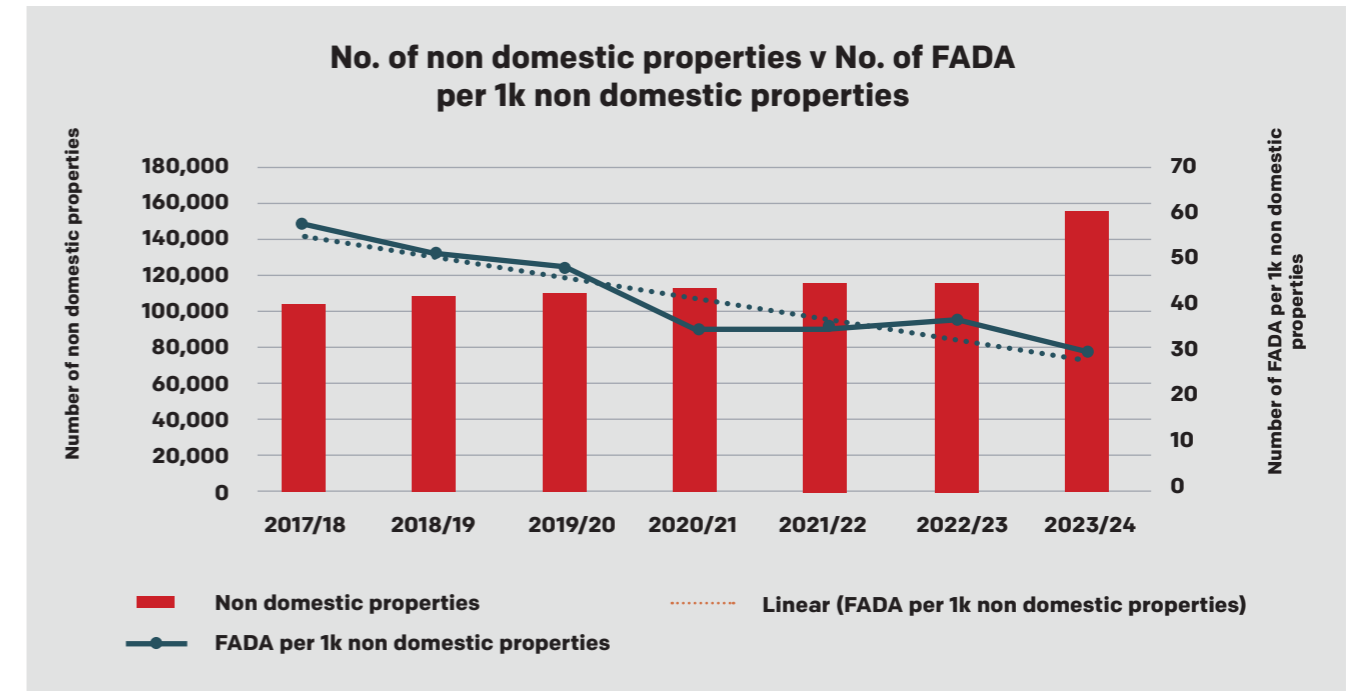
How we performed: This year saw 323 (8%) more FADA attended in non-domestic premises than the previous year, although there has been a reduction of 13% compared to 5 years ago.

The number of FADAs fluctuates on a regular basis but the majority continue to be in hospitals (24.37%) and residential accommodation (12.46%).



The direction of travel for FADA over the last 12 months is negative, with year-on-year increases in such incidents. But the chart on the next page shows that the proportion of properties having these incidents is showing a reducing trend due to the rise in construction of new buildings.

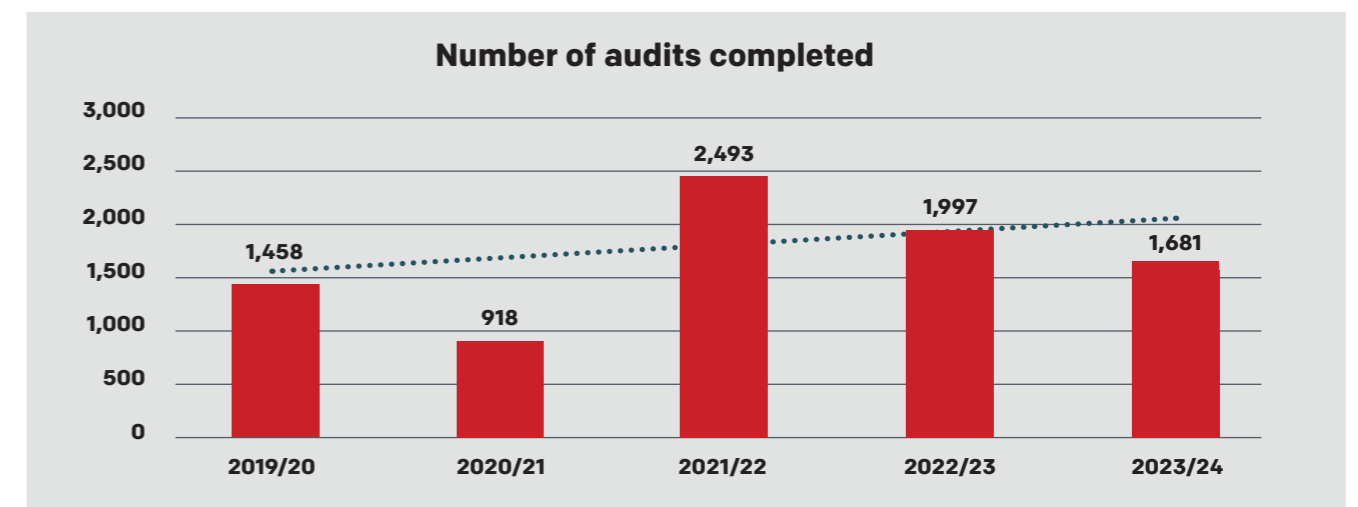
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Fire Safety Audits

Why it is important: We have a statutory duty to provide advice and enforce fire safety standards in buildings. Any building fire poses a potential risk to life, but the cost of fires is also increasing and when businesses suffer a major fire, many do not recover, leading to loss of jobs.

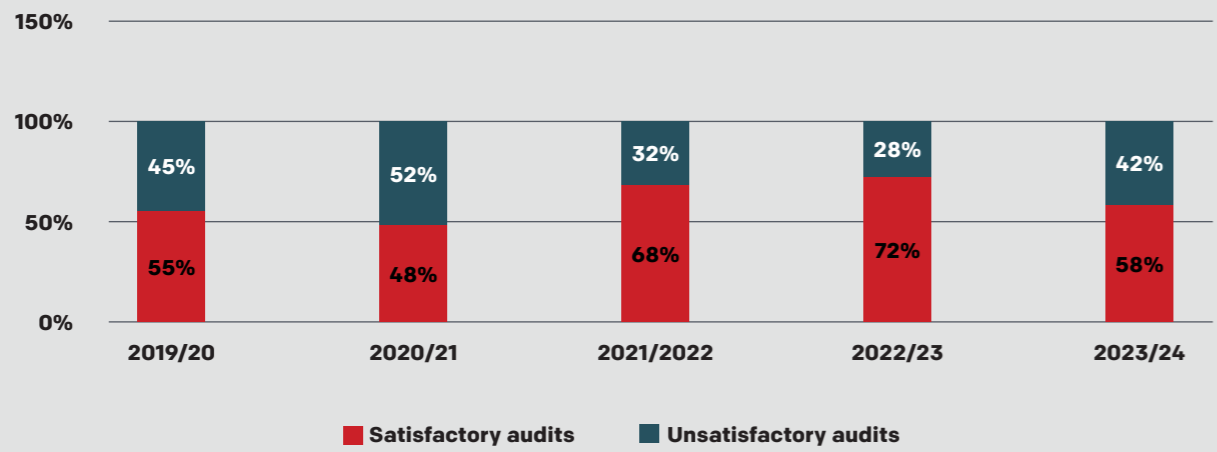
How we performed: 1,681 fire safety audits were undertaken in 2023/24, with the majority being proactive audits taken from the Risk Based Inspection Programme. The remainder were responsive, including responding to complaints, post-fires, automatic fire alarms (AFAs) and intelligence-led work.



To increase the number of audits, we have recruited 26 Fire Safety Regulators over the past 18 months. These regulators are currently in a developmental phase to gain experience and expertise. In this phase, auditing is sometimes done in pairs or under supervision, which limits the capacity of more experienced staff to mentor and lead separate audits. While more Fire Safety Regulators are now working towards meeting the expected number of audits, as they gain more experience and become fully ingrained in their new roles, we anticipate that there will be an increase in the number of audits completed.

The proportion of audits which were classified as 'satisfactory' decreased this year and is slightly below the national average of 63% (based on 22/23 national data).

Audit outcomes



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PRIORITY 4: USE RESOURCES SUSTAINABLY AND DELIVER THE MOST VALUE

We will use resources efficiently and sustainably in a way that delivers the most value.

Investment in our resources ensures we have the right assets in place at the right time to respond to the ever-changing and complex needs of a growing city-region. Our diverse communities across Greater Manchester benefit from a more sustainable, fit for purpose fleet and improved facilities for our frontline staff, supporting our commitment to maintain an efficient estate for the future.

We are committed to investment across all areas of our Service and our effective financial management has led to efficiencies and savings across all these areas.

Key achievements and progress in 2023-2024:

- GMFRS has committed, through the Estates Programme, to create a more sustainable fire estate which supports a modern diverse workforce, fit for the 21st century and beyond. Construction is underway on a new purpose-built facility at Blackley– the first of our fire stations to be rebuilt as part of our 16-year commitment to improving our estates.

- Littleborough fire station reopened on 6th November 2023 after an extensive refurbishment which provided new fitness facilities, a new kitchen and dining area, locker rooms, and improved facilities for our workforce to manage contaminants.
- Planning permission has been granted for a new station at Whitefield, with an application for planning permission submitted for King Street, Stockport. It is anticipated that both stations will be rebuilt over the next 12-24 months and will offer our firefighters state of the art facilities to support improved welfare and training provision on site.
- As part of an extensive station refurbishment programme, 20 stations are in the process of benefitting from redecoration and new flooring, 18 stations have seen gym upgrades to support firefighter fitness, and feasibility studies are being undertaken to provide all stations with improved rest and study facilities.
- The Service is committed to minimising the risk of contaminants at fire stations. Currently, we are undertaking measures to improve the decontamination facilities, and we have already completed upgrades in 30 stations, with ongoing works in several others. Our ultimate objective is to upgrade every station to ensure the safety and wellbeing of our firefighters.

- Following on from the successful launch of the Sustainability Strategy, carbon reduction schemes have had feasibility studies undertaken at key stations, and electric vehicle charging infrastructure is being designed across the estate. These initiatives aim to reduce the annual carbon footprint of the Service. So far we have reduced our carbon footprint by 12%, compared to our 2018/19 baseline.
- We have delivered financial efficiencies of £711,000 by identifying savings opportunities across areas of the Service, meeting our required efficiency target set by national Government.
- While making these savings, we have invested in our frontline response by purchasing 14 new fire engines. This represents a £3.5m commitment to continue to keep the communities of Greater Manchester safe.



CASE STUDIES

Littleborough Community Fire Station

In November 2023, we reached a milestone in our estates improvements programme when Littleborough Community Fire Station re-opened its doors.

The Mayor of Greater Manchester Andy Burnham joined Chief Fire Officer Dave Russel and Councillor for Littleborough Lakeside Janet Emsley to reopen Littleborough Community Fire Station, which has undergone a major refurbishment and extension.

This upgrade to the station sees an increase in accommodation for staff members, new fitness facilities, a new kitchen and dining area, improved/new locker rooms, and improved facilities to support managing contaminants that firefighters may be exposed to at incidents.

We have also introduced an 'iconsole' to replace the existing console facilities used across our estate. This new mobilisation equipment improves the crew's ability to get key information before attending an incident.

As we continue to shape services across Greater Manchester, fire stations such as Littleborough are being improved to ensure we are delivering a service that is fit for the future.

These improvements and refurbishments form part of our estates strategy, with a focus on reducing our carbon footprint and supporting the city-region's ambition of becoming carbon neutral by 2038.

Green Apple Award

The Sustainability Team won a Green Apple Environmental Award in recognition of its work on energy saving over the past 12 months. The award is based on the team's delivery of energy saving projects across our fire stations – funded by the Public Sector Decarbonisation Scheme (PSDS) – followed by an energy saving campaign aimed at encouraging staff to reduce energy wastage on station.

Solar power was installed at two GMFRS fire stations, alongside switching 18 stations to LED lighting. These measures will deliver annual energy savings of around 444,791 kWh, with annual carbon emissions reduced by around 31.7tCO₂e. The upgrades to Greater Manchester's fire stations were part of improvements to the wider public estate, which have seen over 200 public sector buildings across the city-region receive improvements to make them greener and more energy efficient. Greater Manchester's public buildings are now producing over 7,000 tonnes less CO₂ equivalent per year as a result.

The second phase of the project involved an energy saving competition, which saw stations graded based on raw kWh savings. Station staff were challenged to support this, finding ways to contribute to further energy savings and raise awareness amongst their peers.

Since delivering the project, GMFRS has presented the success of the project to other UK fire and rescue services, supporting them in developing energy efficiency projects of their own. There are also plans to collaborate with other services to deliver a wider energy saving competition.

Receiving the award, Mat Chard from the Sustainability Team said: "Everyone at GMFRS has a really important role to play in helping to create a sustainable city-region so it is great to have been recognised for a collective effort in reducing energy usage within our organisation. We are proud of what has been achieved and are looking forward to inspiring further climate action."

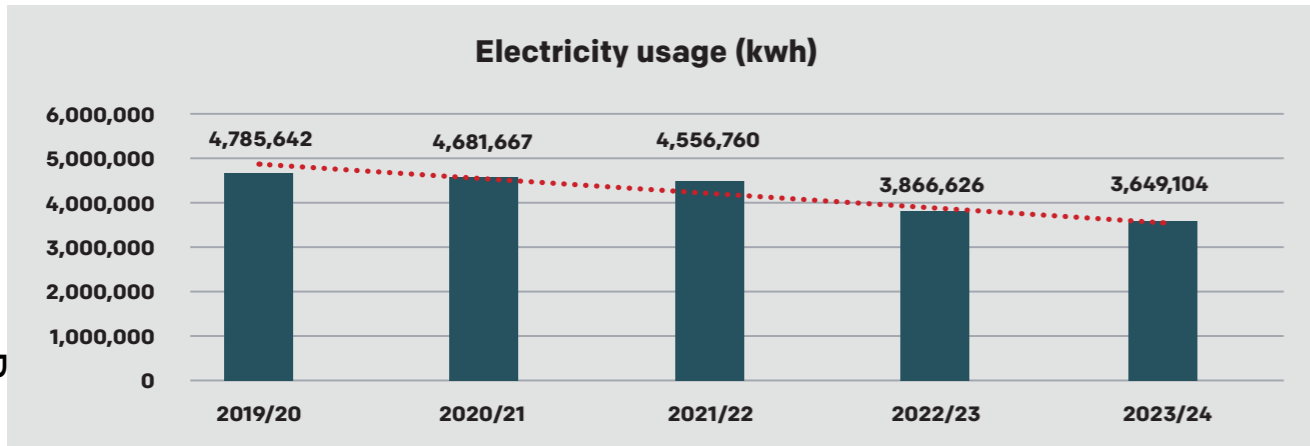


OUR PERFORMANCE

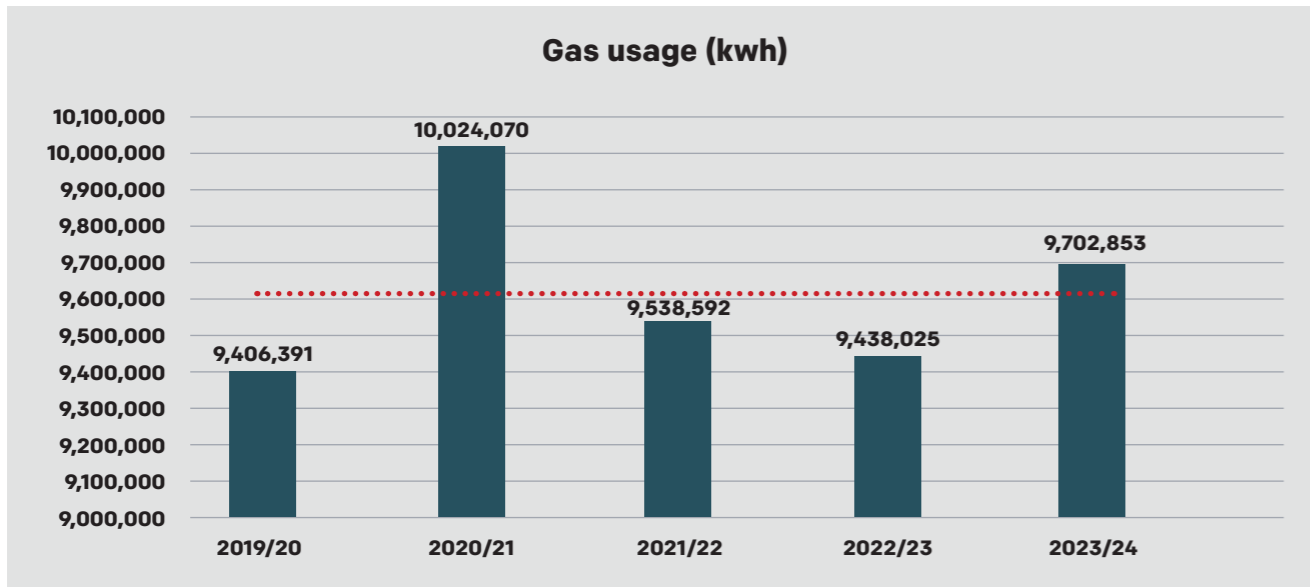
Energy use

Why it is important: The climate emergency impacts us to an even greater degree than many other services. Warmer, drier summers increase the number of wildfires, and wetter, milder winters increase the risk of flooding and road traffic collisions. We have 45 sites and a social responsibility to reduce our own carbon footprint and improve biodiversity.

How we performed:



The reduction in electricity usage in 2023/24 compared to the previous year is attributed to the ongoing benefits of fire stations being fully retrofitted with LED lighting and an expanded solar PV system at two of the stations. Gas usage is showing an increasing trend over the last five years, likely due to an increase in heating demand compared to previous year, particularly in Winter months.



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PRIORITY 5: DEVELOP A CULTURE OF EXCELLENCE, EQUALITY, AND INCLUSIVITY

We will develop staff and leadership excellence, in an inclusive and progressive workplace.

At the heart of our Service are our employees, and their growth and wellbeing are of utmost importance to us. We are committed to cultivating a diverse workforce that mirrors the communities we serve, and we are actively working towards this goal.

We have continued to prioritise the improvement of our organisational culture by adopting a 'culture-first' approach, considering our service values in everything we do. In 2023, we established our Culture First Board who oversee and scrutinise our approach. We are committed to further developing a more inclusive workplace where our whole workforce can thrive.

Key achievements and progress in 2023-2024:

- In July 2023, we hosted the British Firefighter Challenge in Manchester. The event had a festival atmosphere and featured food, live music, and showcased firefighter equipment. Over 40 GMFRS staff participated, and Helena Brown, one of our Whitefield Station firefighters, was crowned the British Female Champion. The event was supported by over 70 GMFRS volunteers who managed coordination, safety and welfare during the race days.

- We have now fully embedded the Leadership Development Framework which offers a consistent approach to enhancing skills, competencies, and knowledge for our current and future leaders. This has been achieved through the rollout of leadership, management, and coaching qualifications. We also hosted our second cohort of the Diverse Leaders programme, equipping those from underrepresented groups for future selection and promotion processes.
- We created a new Volunteering Strategy, enhancing and improving our offer for our committed volunteers who dedicate valuable time to support the work of our Service, and welcomed 24 new volunteers. This group became the first new volunteer recruits since before the pandemic.
- We continued to build on the successes of our Rewards and Recognition Framework, and held incredibly popular events, including six Long Service Good Conduct awards, representing 4,770 years of service for GMFRS colleagues. We have also developed a calendar of events and established an awards panel.



- We are developing our Organisational Learning Framework which will review and evaluate the lifecycle of learning, including any measures implemented. Learning outcomes from all areas of GMFRS will be included in the framework and the new system will track learning outcomes and action plans.
- A new system has been introduced to capture public feedback following our attendance at incidents. This gives us the facility to hear directly from the public and continue to improve our service.
- We held our third annual Power of Staff Networks Conference in October. The event aims to highlight the successes of our staff networks and recognise their power and influence across the organisation. Attendees came from across the country to share GMFRS's learning and successes.
- Practice to Progress (P2P), conducted an independent evaluation of GMFRS's Equality, Diversity, and Inclusion

- (EDI) strategy. The report recognised our well-defined EDI Strategy 2022-25 with its supporting Action Plan setting clear goals. As per its recommendations, we are continuing to prioritise delivering training sessions that promote positive attitudes and values among our workforce.
- The White Ribbon Steering group has successfully been approved to co-design an Inclusive Leadership Programme for GMFRS middle managers. This will be developed in collaboration with experts from Super Being Labs and Safe Lives. "Look Again" will be a cultural learning programme where we learn and grow through raising self-awareness and dialogue.
- We enhanced our Bullying and Harassment and Disciplinary Policies, aiming to resolve concerns early and continue to address behaviour that falls short of our values. We also introduced the FRS Speak Up independent reporting line for employees.

CASE STUDIES

Culture First Board

Our Culture First Board was launched in May 2023, chaired by our Chief Fire Officer Dave Russel and independent Co-Chair Sunita Gamblin, QPM. Sunita is a former Deputy Chief Constable who transformed her force's approach to fairness and inclusion. She has always been passionate about ethics, culture and inclusive leadership so was perfectly placed to bring this expertise to GMFRS.

The Board brings together a range of employee voices; including staff network leads, our Freedom to Speak Up Guardian, trade union representatives, and Cultural Sounding Panel leads alongside senior leaders from across the Service to drive our culture-first approach.

To keep the Board impactful "the dynamics and the role of the Culture First Board is forever evolving, and it remains an integral part of the organisation. It is driving positive change and fostering a culture where all employees feel valued and supported, and continues to support finding ways to support cultural initiatives". Andy Ellison, Watch Manager at Hollins Fire Station, Red Watch and Freedom to Speak Up Guardian.

Regular updates are provided to the Board across the breadth of staff engagement, equality, diversity and inclusion, and communications campaigns. The Board reaches further than simply attending meetings. Humaira Ahmed, Talent and Resourcing Lead and Race and Faith Network Co-Lead said, "feeding back to the network assures our

members that action is being taken and their voices are being heard through their leads – the Chief Fire Officer attended one of our first Race and Faith network meetings, which is a first for any Chief".

As the work of the Board continues, a subgroup is being created to ensure momentum and actions take place, retaining sufficient time and space for the employee voice to be heard in order to create a truly inclusive culture in every way.

Promotion Pathway

In January 2023 we launched our new Promotion Pathway Framework, which sets out clear routes to promotion for our operational workforce.

The Framework sets out to effectively identify, develop, and promote the best possible talent in a fair and inclusive way. To ensure the new pathway would be as effective as possible we co-designed it with our workforce; this was an important step for us and helped us to understand the lived experience of our team members, how they perceived promotions within the organisation and what would encourage them to consider promotions in the future. This co-design resulted in a process that now enables colleagues to develop first before they apply for promotion; development that includes a range of opportunities supported by our Leadership Development Framework, such as courses, qualifications, workshops, coaching and mentoring, masterclasses and project opportunities in essential areas such as Incident Command and Leadership development.

In addition, we improved our communications on development opportunities and promotion requirements, developed posters setting out the Pathway, undertook careers events for our apprentice teams, awareness videos and an enhanced section on our intranet. The co-design also enabled us to identify and remove barriers to promotion for all our workforce but, in particular talented people from underrepresented groups who may not have had the same opportunities for promotion as their peers in the past. For example, moving an exam qualification from an essential requirement to a desirable requirement, and replacing the knowledge base with a vocational workbook which is more inclusive to colleagues with neurodiverse needs and/or colleagues who have not had the opportunity to thrive academically.

We have also made our assessment and selection process more robust, and aligned with modern recruitment practices, including using values-based interview questions alongside behaviour-based virtual testing.

Lastly, we have also introduced a 'High Potential' outcome, whereby very high performers who are identified through the assessment process are offered 'stretch' opportunities to develop themselves further with temporary promotion opportunities at the rank above once they have achieved competence.

Since our launch in January more than 280 colleagues have applied for promotion at various ranks, marking our highest volume of candidates on record, 54% more than the previous 18 months. We have also seen an increase in colleagues from our underrepresented groups applying for promotion, with a 9% increase overall compared to the previous 18 months.

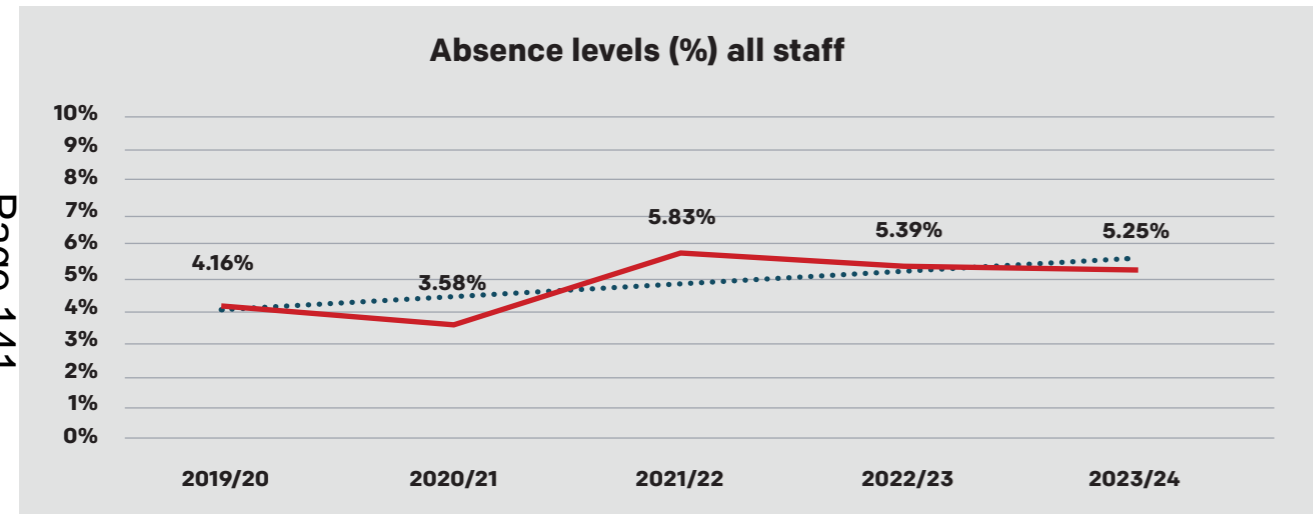
We are proud that the new pathway process has been recognised as "promising practice" by HMICFRS in our latest inspection.

OUR PERFORMANCE

Improving Sickness Levels

Why it is important: Staying healthy and feeling well are essential to delivering high-quality services to the communities we serve. There is also a clear economic value. Before the pandemic, over 130 million working days were lost to sickness in the UK each year, costing the economy an estimated £12 billion annually.

How we performed: Overall sickness absence is reducing year-on-year. We monitor the most common reasons for both long-term and short-term absences, which allows us to implement preventive activity and continued support. This includes 'Trauma Wellness Checks', a pilot programme implemented by Occupational Health, along with resources and tools provided by GMFRS such as the Employee Assistance Programme.

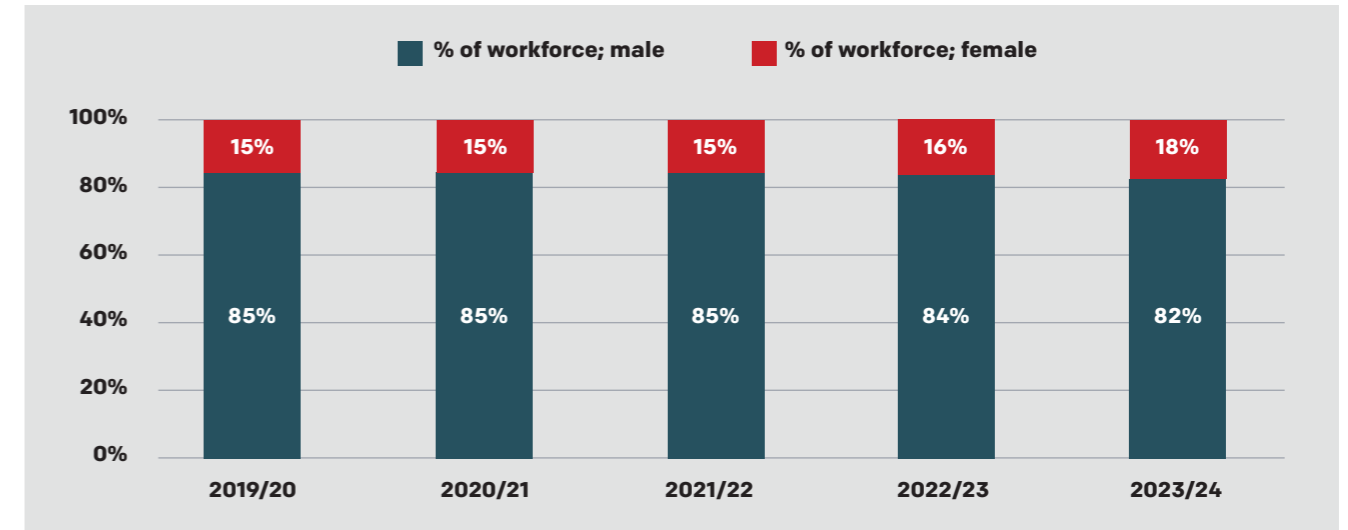


Diverse Workforce

Why it is important: A public service is most effective when it reflects the public it serves and can draw from the skills and experience of all its communities.

How we performed: The overall female population of the workforce has shown an improvement of 1.47% when comparing 2023/24 to the previous year, and the longer-term direction of travel is positive.

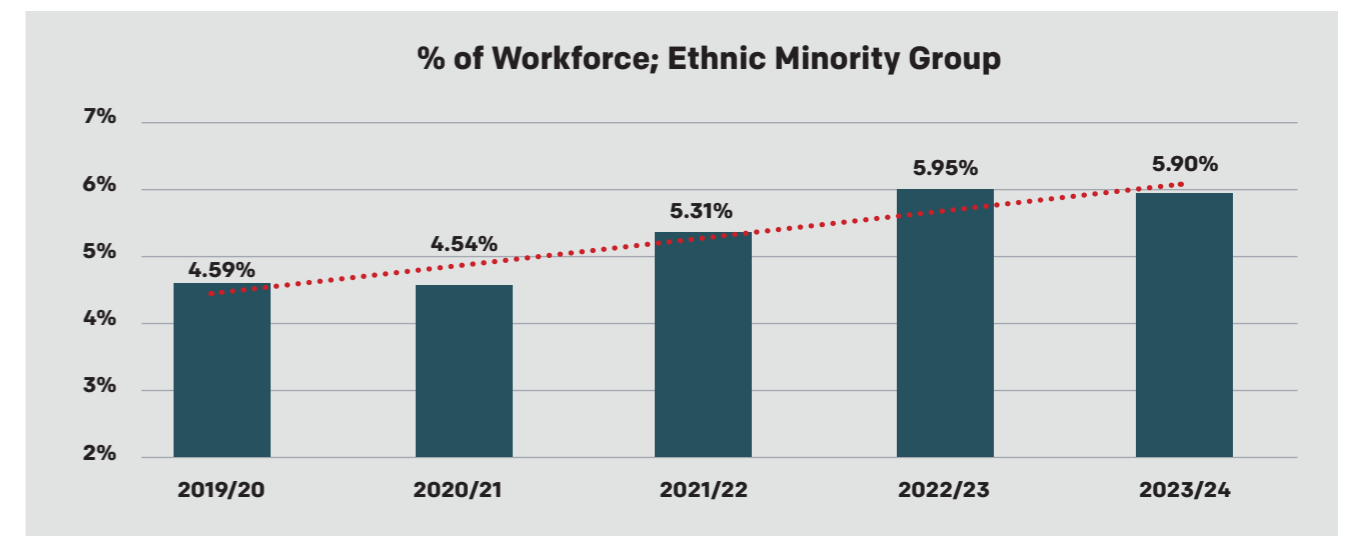
At the end of 2023/24, 8.52% of firefighters were women compared with 7.28% in 2022/32. This number continues to steadily increase from a low of 1.83% in April 2015.



The overall proportion of staff from an ethnic minority group was 5.90% at the end of 2023/24 which shows a decrease of 0.05%, though over the last 5 years shows a positive direction of travel.

The proportion of firefighters from an ethnic minority group was 6.44%, a decrease of 0.04% compared to last year.

There was also a decrease in Apprentices of minority ethnicity of 1.79% compared to the previous year. 15.26% of our apprentices are of a minority ethnicity.



PRIORITY 6: INTEGRATE OUR SERVICES IN EVERY LOCALITY WITH THOSE OF PARTNER AGENCIES

We will support and drive the place-based approach to public sector reform enshrined in the Greater Manchester Strategy, ensuring that local services from different partner agencies are fully integrated within every locality and contribute to problem-solving for local communities.

Public services need to be as effective as they can to meet the needs of Greater Manchester residents and improve community safety. It is essential we work in partnership, supporting the collective effort to add the most value. A recent peer challenge review by the Local Government Association (LGA) highlighted how Greater Manchester's success is built on a long history of collaboration across the city region.

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In GMFRS we have a continued commitment to develop an integrated, place-based approach to reducing emergencies. We work in an integrated way with other blue light services at emergencies, particularly at large-scale incidents such as floodings, wildfires, and serious road traffic collisions.

In this section we have identified some of the progress we have made in delivering Priority 6. There are no specific commitments for this priority as they are a fundamental part of the Fire Plan and are embedded within each of the five other priorities. For this reason, there is no performance data at the end of this section.

Key achievements and progress in 2023-2024:

- Collaboration work with local partners has been undertaken to support serious violence reduction across Greater Manchester. As a Service, we have developed a framework of programmes, interventions, and activities to support this work and have rolled out a learning package for our workforce.
- In the last 12 months we have established a central digital platform where all three emergency services across Greater Manchester can access and contribute to a register to record all collaboration activity that has taken place. The register is managed by the Local Resilience Forum, ensuring joint contribution and learning.
- We have continued to embed the Framework for Integrated and Place Based Working, which outlines our commitment to work with our partners and communities to deliver services in a more integrated way, providing consistency and accountability, and ensuring maximum value to our residents.

- As part of our Integrated Place Based Working (IPBW) arrangements, we have implemented a service wide digital approach to ensure activities that support the strategic priorities set out in the Fire Plan are recorded consistently with appropriate levels of detail to be shared with our partners.
- We have established a What Works Forum (WWF) to enable us to work together with our partners to reduce fire and emergency incidents throughout Greater Manchester. The Forum has been able to facilitate the capture and sharing of best practice amongst the local authorities and other partners to allow a more streamlined and efficient engagement approach.
- We have improved our engagement with local communities across social media platforms: X, Instagram, and Facebook, to ensure they are informed about GMFRS activities, events, safety campaigns, and good news stories.
- Our approach to involving residents in our work was recognised by Greater Manchester being selected as one of twelve global leaders in civic engagement by Bloomberg Philanthropies and Harvard University's Centre for Cities; we are now building on this by evolving our model for public participation, which will be trialled for the development of our next Fire Plan.



CASE STUDIES

Serious Violence Duty

As a named specified authority for the Serious Violence Duty, GMFRS has worked closely with GM Violence Reduction Unit, community safety partnerships and other fire and rescue services to ensure the Service was prepared to deliver against newly created statutory obligations to understand, prevent and address serious violence in Greater Manchester.

This preparatory work involved establishing data sharing agreements with other specified authorities, supporting and contributing to each of the strategic needs assessment and delivery plans on serious violence.

In addition, GMFRS developed a framework of GMFRS programmes, interventions, and activities to prevent, reduce or address serious violence including referral pathways and evaluation standards. An example of one of these interventions is the GMFRS Athena Project.

The Athena Project is delivered in partnership with Moss Side Fire Station Boxing Club. Designed to improve confidence, self-esteem, fitness and skill base, the project provides young people from across Greater Manchester with a safe place and positive role models to interact with. One young person who engaged with the Boxing Club was successful in qualifying for the Olympics in Paris 2024. When asked, what they enjoyed most about the project, young people said:

"I felt included. I normally sit at home. It made me see that I can be good at something. Nigel told me I was doing well. I don't normally hear that."

"The sessions have made me see that there is more than hanging round with my friends. Frankie talked to me at the end of a session and made me realise I can do whatever I want in life. I want to come back and do more sessions."

Colleagues from Manchester Youth Justice fed back; "Really enjoyed getting involved in the boxing and watching the kids get stuck in. The coach was great as well, really encouraged the young people."

What Works Forum

In February 2024, GMFRS held the first internal WWF as part of the delivery of our IPBW Framework. The purpose of the Forum was for our internal stakeholders to develop the 17 areas for consideration from the GMFRS IPBW Maturity Assessment held in the Autumn of 2023.

The Maturity Assessment was shared via a survey both internally and externally asking for individuals and agencies to give their view on how well GMFRS is working in an integrated and place-based way. The survey provided rich narrative which was distilled into seventeen areas to focus on.

Following discussion at the WWF, three different outcomes were selected to progress the discussion:

- Take the discussion to the "New Ways of Working in Neighbourhoods" seminars which are an outcome of the GMCA's own Maturity Assessment which took place early in 2023. The seminars are used to help improve collaborative working and the sharing of best practice across the 10 boroughs of Greater Manchester.
- Progress the discussion through our upcoming Consultation and Engagement events as areas for discussion and exploration with partners and communities, as we develop the next Fire Plan 2025-29.
- Allow WWFs to remain a part of internal 'Business As Usual' activities which are already being progressed.

The Internal WWF was deemed a success affording departmental leads the opportunity to consider how partners can assist and what the next steps need to be. The first areas to be discussed at the "New Ways of Working in Neighbourhoods" have now been identified and will be presented in a workshop style to partners across Greater Manchester. Conversations have already started with partners who are receptive to supporting GMFRS in identifying best practice across the 10 Boroughs. This style of collaboration will then progress to the development of our annual Borough Delivery Plans (Place Based Plans).

It is hoped that this collaborative approach will result in the sharing of best practice and the creation of delivery plans that meet the needs of our communities.

COMMUNITY ACTIVITIES

As well as preventing and responding to emergencies, over the last year we have delivered a wide range of activities within our communities. Some of the highlights are detailed below.

- During Student Fire Safety Week, we carried out dedicated high-rise visits, attending student flats in Manchester and Salford to talk to people about their evacuation procedures, test and fit their smoke alarms and gave them important home fire safety advice. Crews from Wythenshawe, Gorton and Irlam made the visits with colleagues in our Prevention and Protection teams.
- Members of our Protection Team joined partners across Greater Manchester at Bolton Means Business - a free event to support local organisations and businesses. The team provided information and advice for new and existing businesses around compliance with the Fire Safety Order.
- Our Prince's Trust teams have been busy supporting local communities with teams from Hyde, Bolton and Oldham decorating at the Bangladeshi Welfare Association, St James Parish Church and Oldham Greenhill Community Sports Centre, and our Stockport and Manchester teams undertaking litter picking in their local area.
- GMFRS has been working with Recycle for Greater Manchester (R4GM) to raise awareness about the fire risks associated with disposing of batteries in household bins. The 'Be Battery Aware' campaign aims to educate

residents across Greater Manchester on how to dispose of batteries, and items containing batteries such as electric toothbrushes, shavers, games consoles and vapes, properly and safely. By raising awareness of the consequences of incorrect battery disposal in household waste and recycling bins, the 'Be Battery Aware' campaign sets out to reduce the number of battery-related incidents across the city-region.

- Stalybridge Fire Station recently organised an initiative with St John's Ambulance to deliver essential defibrillator training across schools in Stalybridge. The launch involved children in Year 6 at Buckton Vale Primary. This life saving work is now being rolled out to more schools across Greater Manchester.
- Operational crews from across the Service have organised various activities, including station open days and charity car washes, raising money for the Fire Fighters Charity and local causes. Over the year we have raised a total of £60,214.
- While Blackley Fire Station undergoes rebuilding the crews are still busy doing fabulous work based out of Philips Park Fire Station. Watch Manager Chris Brown visited Edgehill and delivered training to year one medical students on collaborative working across emergency services, JESIP and the medical capabilities of the Fire Service. This training was followed by visits to station involving the whole watch including Philips Park crews, to help embed the theoretical learning with a practical

element which is now been rolled out to international nursing students. Some of these students will go on to be trauma doctors, heli-medics or undertake other medical roles and the University recognise this training as being essential input. Thanks to the hard work of Blackley staff this training has now been officially integrated in to the University's annual curriculum.

- Over last year, our fantastic volunteers provided 3,105 hours of support in our communities. We recently bid farewell to two long-serving volunteers: Chaplain Sue Tansley, who has volunteered with us since 2015, and Cadet Instructor Derek Griffin, who signed up when he was 19 years old in 2010. Our colleagues from Manchester Central Fire Station recognised their outstanding service by presenting them both with GMFRS recognition certificates.
- Firefighters, staff, volunteers and their families took part in the Manchester Pride parade, all proudly supporting and celebrating LGBTQ+ equality and challenging discrimination.
- We have been running Moss Side Fire Boxing Club since 2008 and are immensely proud that member Patrick Brown, who joined the club in 2020, has qualified for the 2024 Olympic Games, following success at the Boxing Road to Paris event in Italy. The club's aim is to build confidence, self-esteem, fitness, and skills while providing a safe haven for young people with positive role models, reflecting GMFRS's involvement in the local community.



AWARDS AND ACCREDITATIONS

This year we have been recognised for a variety of different achievements. Some of the awards our workforce has won can be found below:

- Our Chief Fire Officer Dave Russel has been awarded the King’s Fire Service Medal for distinguished service – the highest honour that fire service personnel can receive. He received the award for services to the fire and rescue service and public safety.
- In December 2023, GMFRS attended the Fire Magazine Excellence Awards and scooped three awards including - Emergency Service of the Year, Project of the Year for our Atlas Programme, and Jax Effiong received Most Influential LGBTQ+ Individual of the Year.
- The GMFRS Recognition Awards 2023 was held on Saturday 2 December, and honoured 78 individuals for their dedication, commitment and acts of bravery. More than 150 guests were invited to the Training and Safety Centre in Bury, along with Lord Lieutenant of Greater Manchester, Mrs Diane Hawkins JP LLB, and the Deputy Mayor of Greater Manchester, Kate Green, to celebrate the achievements and recognise the efforts of those whose actions have made a special impact this year.
- GMFRS held six Long Service, Good Conduct events throughout the year to acknowledge the dedicated service of its staff. Collectively, the staff members represented 4,770 years of commitment to public safety. The events recognised both

operational and non-operational staff and included family and friends in an inclusive celebration. The Long Service Good Conduct Awards recognise commendable achievements and demonstrate the dedication of individuals.

- GMFRS trainee Joanna Drewett was named the winner of the Prince’s Trust Young Achiever Award, in recognition of her achievements. The ceremony took place in front of King Charles.
- Our Head of Protection Jenni Seex was recognised for her outstanding contribution to fire safety at the Women in Fire Safety Awards in London.
- GMFRS was successful at the National Fire Chiefs Council (NFCC) Prevention and Protection Awards 2023. The Team was recognised for their outstanding contributions to building and fire safety at an awards ceremony in Derby. Sarah Hardman was a joint winner in the Prevention category following her achievements in the field of Home Safety, including the development and implementation of the Home Fire Safety Assessment. Our Protection Team scooped the ‘Team Award’ at the annual event for their incredible work across our city-region in relation to building and business safety. Sue Abbott, who has supported our Service as a volunteer for more than five years, was nominated for the ‘Volunteering’ award.
- Our Rainbow Staff Network won Stonewall’s Network Group of the Year Award 2023, beating more than 900 other organisations and teams to top spot!

- Firefighter Helena Brown from Green Watch Whitefield was crowned British Female Champion (35-39 years) at this year’s British Firefighter Challenge, which was hosted by GMFRS at the end of July in Cathedral Gardens, Manchester. Firefighter Hanah Butler from Gorton Station was crowned British Female Champion (18-29 years) and Watch Manager Marc Howson from Moss Side station was the fastest GMFRS male.
- GMFRS’s Road Traffic Collision Extrication Team scooped four national awards as they took part in this year’s UK Rescue Organisation (UKRO) Festival of Rescue hosted by Lincolnshire Fire and Rescue in September 2023. The Extrication Team has retained their title as the ‘Best Extrication Team in the UK’ for the second year in a row. The team members also took the awards for ‘Best Incident Commander’ and ‘Best Medical Team’ and were placed second for ‘Technical Rescue Operators’.
- The team also represented the UK FRS at the World Extrication Competition in Lanzarote, finishing 6th in the world championships. The competition had a total of 274 participants from 17 countries, including 32 trauma teams and 35 extrication teams.



MAJOR INCIDENTS

Bradley Lane, Stretford

April 19, 2023

Firefighters were called out to a large fire involving two commercial units containing a number of vehicles and machinery on Bradley Lane, Stretford. Several fire engines, along with Chadderton's hose laying lorry, Manchester Central's turntable ladder, Leigh's technical response unit and Salford's Scorpion attended the incident.



Railway Road, Horwich

June 17, 2023

GMFRS crews were called to reports of a fire at a derelict commercial property on Railway Road, Horwich. Three fire engines from Horwich, Wigan and Atherton fire stations, alongside the hydraulic platform from Leigh, attended the incident.



St Thomas Street, Oldham

June 24, 2023

Emergency services were called to reports of a fire on Saint Thomas Street North in Oldham and response teams from GMFRS, Greater Manchester Police and accompanying medical professionals rushed to the scene. Sadly, a 42-year-old woman died despite the best efforts of first responders, and a 15-year-old was taken to hospital with serious injuries. Firefighters worked through the night to extinguish the fire and contain it. Residents in neighbouring homes were evacuated, and nearby streets were cordoned off.

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Victoria Works, Clifton Street, Manchester

June 17, 2023

Operational crews tackled a fire affecting two industrial buildings on Clifton Street. The fire involved a large multi occupied commercial site and spread to several neighbouring units. At the height of the incident, we had eight appliances and numerous other support vehicles in attendance.



Highfield Industrial Estate, West End Street, Oldham

June 27, 2023

GMFRS was called to Highfield Industrial Estate on West End Street just outside Oldham town centre to reports of smoke coming from one of the units. The unit was said to contain large quantities of hazardous chemicals. Five fire engines from Heywood, Chadderton, Ashton, Bury and Blackley fire stations were quickly mobilised to the scene and decontamination procedures were implemented. Greater Manchester Police evacuated Oldham College and a nearby gym as a precaution.



SS Simon and Jude C of E Primary School, Bolton
August 17, 2023

Operational crews worked tirelessly to extinguish a major fire at SS Simon and Jude CofE Primary School on Newport Road in Bolton. At the height of the response, 17 fire engines from across Greater Manchester were in attendance.



Chorley Old Road, Bolton
August 31, 2023

Firefighters were called to a blaze at a vacant terraced house on Chorley Old Road, Bolton around 3am on Thursday, August 31st. The fire covered both floors of the building and was tackled defensively. It required eight fire engines, along with several specialised appliances from across Greater Manchester, to extinguish it.

Warwick Road, Old Trafford
September 7, 2023

Firefighters tackled a huge blaze at a derelict building on Chester Road, Old Trafford. At its height, eight fire engines attended the scene supported by several special appliances extinguished a fire on multiple floors and rescued 2 casualties.

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Dean Trust School, Stockport Road, Ardwick
January 4, 2024

The fire, which tore through a classroom on the third floor of a school building, prompted a huge emergency services response. Eight fire engines, and technical response units and police, cordoned off the main road. Firefighters used hose reels and breathing apparatus to bring the fire under control.

Nelson Street, Bury
February 28, 2024

At 11am on Wednesday February 28th, five fire engines from Whitefield, Heywood, Broughton, Bury and Bolton Central fire stations, the command unit from Rochdale fire station, the technical response unit from Ashton fire station, and the turntable ladder from Manchester Central fire station were called to an incident involving an explosion at a mid-terrace house on Nelson Street, Bury.

Firefighters wearing breathing apparatus used two hose reels and five jets to contain a subsequent fire. Crews worked alongside colleagues from Greater Manchester Police, North West Ambulance Service, and Cadent Gas to make the scene safe.



Lanxess Manufacturing Plant, Tenax Road, Manchester
March 4, 2024

A chemical leak at a company in Trafford Park triggered a huge emergency services response, with 12 fire engines responding to the incident at an industrial site on Tenax Road in Trafford Park. Firefighters wearing breathing apparatus worked alongside site staff and other emergency services to contain the incident and keep the area safe.

Earthquake in Morocco

Five of our firefighters flew to Morocco as part of national search and rescue efforts following a devastating earthquake in the country. They were part of a UK International Search and Rescue (UKISAR) team made up of 60 operational crew members from 14 fire and rescue services. The team was deployed through the Foreign, Commonwealth and Development Office following a request for support from the Moroccan government after a 6.8 magnitude earthquake struck on Friday 8th September 2023.



ASSURANCE AND PERFORMANCE

Assurance

The Fire and Rescue National Framework for England (the Framework) mandates each English fire and rescue authority, through the Fire and Rescue Services Act 2004, to produce an Annual Statement of Assurance.

Our Statement outlines the way in which GMFRS has regard to the Framework, the Integrated Risk Management Plan, and to relevant strategic plans.

Each year we produce an independent declaration, supporting our Annual Governance Statement as part of the governance reporting of GMCA. The declaration is produced in line with the requirements and guidance contained in the revised Framework, published by the Home Office in May 2018.

This statement identifies the measures of assurance in place for operational activities (response, prevention, and protection), finance, governance and workforce and finishes with a statement from the Mayor of Greater Manchester and the Chief Fire Officer as to the adequacy of assurance measures.

We set out our compliance requirements under five broad headings:

- Operational Assurance
- Prevention and Protection
- Finance
- Governance
- Workforce

A copy of our current Annual Statement of Assurance can be found on our website.

HMICFRS

His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) is an independent body in the UK that inspects and evaluates the efficiency and effectiveness of fire and rescue services. They provide assessments on the quality of services provided to the public against 11 areas, ensuring that services are efficiently and effectively delivered.

The objectives of the inspections are to:

- Improve the services provided by the FRS to ensure they reduce the risks identified by local communities.
- Identify good practice, transformation, and areas for improvement.
- Improve transparency and accountability to the communities they serve.

Since our first inspection we have been working to deliver improvements, with progress reported and monitored through our governance arrangements. GMFRS was first inspected in 2019 and again in 2021. In our most recent inspection in Autumn 2023, GMFRS was graded as 'Good' in 10 of the 11 areas and 'Adequate' in one. This demonstrates the significant improvements the Service has made, with four of the 11 areas moving from a 'Requires Improvement' grading to a 'Good' grading and one from 'Requires Improvement' to 'Adequate'. GMFRS is currently the most improved fire and rescue service in England.

Two 'Areas for Improvement' were identified by the inspectors, one of which we have already addressed and closed. Our activities to address these areas are being delivered alongside our improvement programme. Additionally, HMICFRS recognised four areas of Positive Practice and two areas of Innovative Practice, which together, is the most any fire and rescue service has received in this round of inspections. The areas highlighted for particular praise were the Service's:

- state-of-the-art training and development suite for protection staff.
- Atlas Project, which is changing behaviours amongst adult fire setters.
- approach to performance monitoring and evaluation.
- ecological sustainability strategy.
- Culture First board, which is helping drive cultural transformation.
- process to identify, develop, and support high-potential staff and aspiring leaders.

A copy of all our HMICFRS Inspection reports can be found on our website.



KEY PERFORMANCE INDICATORS

2022/23 KPI FRAMEWORK

The following table shows the Service's performance against Corporate Key Performance Indicators at the end of 2022/23. Despite external factors, such as the weather, we have made good progress on our performance given the ambitious targets set at the start of the year. KPIs are important in helping us understand how well we are serving our communities and setting expectations for managers to monitor and adapt to changing situations.

We are committed to continuously improving our performance through Service Excellence and have set targets for various KPIs, which are reviewed quarterly at our Performance Board meeting, and scrutinised by the Deputy Mayor and the Police, Fire & Crime Panel.

Priority 1 – Provide a timely, safe and effective response	Actual 2022/23	Actual 2023/24	2023/24 Forecast or Target	% Change
Average Response Time to 'life risk' Emergencies (includes call handling, turnout and travel)	7 mins 21 secs	7 mins 32 secs	7 mins 30 secs or less	
% of appliances crewed and available	99.65%	99.67%	99.50%	0.02%
Maintenance of competencies (% completed against planned) - MoC3	93%	93%	100%	0.00%
Maintenance of competencies (% completed against planned) - MoC6	93%	93%	100%	0.00%
Maintenance of competencies (% completed against planned) - MoC12	93%	90%	100%	-3.00%
% of Health Monitoring Surveillance in date	98.67%	97.62%	100%	-1.05%
Firefighter fitness (Acceptable to Excellent)	93.62%	95.65%	100%	2.03%
Rescues from emergencies	2,225	2,296	Monitored	3.19%
Priority 2 – Helps reduce the risks of fire and other emergencies	Actual 2022/23	Actual 2023/24	2023/24 Forecast or Target	% Change
Number of Fire Deaths	15	16	Aspire to 0	7%
Number of Injuries from Fire	168	135	109	-20%
Deliberate Primary Fires	1,382	1,215	1,240	-12%
Deliberate Secondary Fires	5,585	4,208	5,822	-25%
Accidental Dwelling Fires	1,399	1,433	1,202	2%
All Special Service Calls	8,031	8,308	Monitored	3%
Total number of Home Fire Safety Assessment (HFSA) referrals received	12,141	10,951	12,000	-10%
Number of Home Fire Safety Assessments (HFSAs) completed	23,936	30,506	32,800	27%
Princes Trust - % retention rate	85%	84.45%	80%	-0.65%

Priority 3 – Help protect the built environment	Actual 2022/23	Actual 2023/24	2023/24 Forecast or Target	% Change
Number of Fire Safety Interventions	4,847	5,365	5,000	11%
Total number of audits completed of which;	1,997	1,681	3,920	-16%
% Satisfactory	72%	59%	Monitored	-12%
% resulting in formal enforcement	9%	16%	Monitored	7%
% resulting in advice	19%	24%	Monitored	4%
Number of businesses receiving advice	8,419	13,549	15,000	61%
FADA (False alarm due to apparatus - non domestic)	4,212	4,535	3,187	8%
Priority 4 – Use resources sustainably and deliver the most value	Actual 2022/23	Actual 2023/24	2023/24 Forecast or Target	% Change
% Reduction in our Carbon Footprint (compared to baseline year (2018/19)	-8%	-12%	-25%	-4%
Progress against annual savings plan	£0.788m	£0.712m	£0.712m	
Priority 5 – Develop a culture of excellence, equality and inclusivity	Actual 2022/23	Actual 2023/24	2023/24 Forecast or Target	% Change
% of Workforce; Male	83.76%	82.29%	Monitored	-1.47%
% of Workforce; Female	16.24%	17.71%	Monitored	1.47%
% of Workforce; Black, Asian and minority ethnic groups (BAME)	5.95%	5.90%	Monitored	-0.05%
% of Workforce; LGBTQ+ Sexual Orientation	<5%	<5%	Monitored	
% of Workforce Trans	<5%	<5%	Monitored	
% of Workforce Non Binary	<5%	<5%	Monitored	
Absence levels (%) All staff	5.39%	5.25%	5%	-0.14%
% Apprentices from Current Workforce	10.47%	11.10%	2.30%	0.63%
Total number of adverse health and safety events	New for 2023/24	342	Monitored	New for 2023/24
Number of accidents resulting in injury	78	120	Monitored	54%
Number work-related violence incidents resulting in injury	New for 2023/24	5	Monitored	New for 2023/24
Number work-related violence incidents not resulting in injury	New for 2023/24	44	Monitored	New for 2023/24
Number of near misses	29	48	Monitored	66%
Number of reported adverse safety events/incidents resulting in damage to vehicles	New for 2023/24	118	Monitored	New for 2023/24
Number of reported adverse safety events/incidents resulting in damage to operational equipment	New for 2023/24	7	Monitored	New for 2023/24
Number of adverse events resulting in lost time;	18	33	Monitored	83%
Total number of days lost due to injury	651	683	Monitored	5%
Number of RIDDOR reportable accidents	6	7	Monitored	17%
Priority 6 – Integrate our services in every locality with those of partner agencies	Actual 2022/23	Actual 2022/23	2022/23 Forecast or Target	% Change
% of safeguarding referrals made that are compliant with GMFRS Safeguarding Referral Procedure	New for 2023/24	82%	100%	New for 2023/24



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GREATER MANCHESTER POLICE, FIRE & CRIME PANEL

Date: 18th September 2024

Subject: GMFRS Culture First Update

Report of: Ben Norman Deputy Chief Fire Officer

PURPOSE OF REPORT

The purpose of this report is to provide the Police, Fire and Crime Panel with an update on the cultural journey that has taken place within Greater Manchester Fire and Rescue Service (GMFRS) embodied by its Culture First approach. This journey is by no means over as the service continues to challenge itself and makes significant progress.

RECOMMENDATIONS:

Members of the Panel are asked to:

- Note the contents of this report and provide feedback.

CONTACT OFFICERS:

Su Matthews, Head of Culture and Inclusion – su.matthews@greatermanchester-ca.gov.uk

Equalities Impact, Carbon, and Sustainability Assessment:

N/A

Risk Management

N/A

Legal Considerations

N/A

Financial Consequences - Capital

N/A

Financial Consequences - Revenue

N/A

Number of attachments included in the report: 0

BACKGROUND PAPERS:

[Values and culture in fire and rescue services - His Majesty's Inspectorate of Constabulary and Fire & Rescue Services \(justiceinspectorates.gov.uk\)](https://justiceinspectorates.gov.uk)

[Greater Manchester Fire and Rescue Service 2023-2025 - His Majesty's Inspectorate of Constabulary and Fire & Rescue Services \(justiceinspectorates.gov.uk\)](https://justiceinspectorates.gov.uk)

[Standards of behaviour: The handling of misconduct in fire and rescue services - His Majesty's Inspectorate of Constabulary and Fire & Rescue Services \(justiceinspectorates.gov.uk\)](https://justiceinspectorates.gov.uk)

TRACKING/PROCESS		
Does this report relate to a major strategic decision, as set out in the GMCA Constitution		No
EXEMPTION FROM CALL IN		
Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?		No
TfGMC	Overview & Scrutiny Committee	
N/A	N/A	

1. BACKGROUND

- 1.1 Initially prompted by the independent report into the culture at London Fire Brigade, released in November 2022, over the next few months there were several additional cultural review reports published along with media revelations on the unacceptable workplace culture and instances of poor behaviour across the Fire & Rescue sector.
- 1.2 This instigated a sector wide response with the National Fire Chiefs Council's (NFCC) first ever Culture and Inclusion Conference in March 2023 resulting in a Culture Action Plan for the whole sector and a refreshed approach and focus of attention by His Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS), beginning with the Spotlight Review into Values and Culture released in March 2023 resulting in 35 recommendations, 20 of which were the responsibility of Chief Fire Officers and more recently a Thematic Inspection of Standards of Behaviour and Misconduct, released in August 2024 with 15 subsequent recommendations.
- 1.3 It is important to note that GMFRS' cultural journey had however started much earlier to this with Chief Fire Officer, Dave Russel's '10 Asks' launched in November 2021. This very much focused on how people treat each other within the service. This doesn't mean that GMFRS was or is, immune to poor behaviour and misconduct but the key difference was that as a service, there was and currently is a zero tolerance approach to inappropriate and offensive behaviour. This was preceded by setting up of the Freedom to Speak Up Guardian in April 2021 and the roll-out of inclusive Cultures training for the whole workforce.
- 1.4 These solid foundations have now been built on with the introduction of the 'Culture First' approach and Culture First Board launched in May 2023 which contribute to the aim of making GMFRS a truly inclusive place to work.

2. GMFRS' CULTURAL MILESTONES

- 2.1 Since April 2023 there have been several key milestones in relation to the Culture First approach adopted by GMFRS, with the significant ones highlighted below:

Key Milestones	
Culture became a standing agenda item at Deputy Mayor's Executive	April 2023
Culture First Board with independent co-chair launched	May 2023
Independent reporting line launched	June 2023
Cultural Sounding Panel launched	July 2023
Practice to Progress (P2P) Independent Equality Diversity and Inclusivity (EDI) Maturity Matrix Audit took place	October 2023
P2P EDI Maturity Matrix Audit Report released	January 2024
Launch of the internal Culture Campaign – WE ARE GMFRS; Strengthening Our Inclusive Culture which build on the Inclusive Cultures face to face training commences	May 2024

2.2 As can be seen by the activity below, much of it was to ensure a solid foundation for employee voice and to increase organisational understanding of what it means to work for GMFRS. Each of these milestones have contributed to further learning and in-depth reflective analysis as part of the reporting undertaken on a regular basis to the Deputy Mayor Executive (DME).

Deputy Mayor Executive (DME) Board Reporting

2.3 As part of the DME Board Culture reporting, progress against HMICFRS Recommendations is monitored alongside key themes and activities that have taken place in the preceding period. These include; reflective benchmarking against other Fire and Rescue Services' Independent Culture Reviews, in-depth analysis of disciplinary, grievance and bullying and harassment cases in GMFRS, the number and nature of independent reporting line reports, the changing demographics of GMFRS, any Learning, Exit Interview and staff survey data and themes; and development of the Culture First Board.

Culture First Board

2.4 The Culture First Board is co-chaired by Chief Fire Officer, Dave Russel and an independent co-chair, Sunita Gamblin QPM. Over the past year the attendance of the board has expanded to include leads from newly created staff network groups that have been created, including the Peer Support Group, Earth Forum and the Cultural Sounding Panel. These groups build on the five already embedded staff network groups who are represented at the meeting alongside the trade unions, Freedom to Speak Up Guardian and the Service Leadership Team.

- Since its inception the Board has evolved not only in its attendance but in its maturity, with members now sharing real life experiences including what it feels to be a woman in Fire and how members of the majority group were impacted by the recent civil unrest. This evolution has led to recommendations including the creation of a Culture First Delivery Group allowing for additional time for Employee Voice and reflections within the Culture First Board. The Culture First Delivery Group is responsible for delivering the implementation of cultural initiatives and interventions coming out of the Culture First Board alongside actions within the EDI Action Plan.

Independent Reporting Line

2.5 The independent reporting line was launched in June 2023 and is delivered for GMFRS by Crimestoppers. The line was created following the HMICFRS Values and Culture Spotlight Report recommendation and complements the organisation's existing arrangements for staff to speak up. The line is completely confidential, and the service does not share information about individuals who raised the concern.

- 2.6 Upon launching the line, a communications campaign took place across the service to ensure that all employees were aware of the offer; this included a blend of on and offline communications.
- 2.7 In its first year of operation nine reports of concerns were received; these were for a variety of concerns. As they are received reports are closely monitored, and an initial fact find takes place, followed by an investigation as appropriate and any organisational learning which flows from the investigation.

Cultural Sounding Panel

- 2.8 The Cultural Sounding Panel was launched in the summer of 2023 to hear employee voice from across the organisation on key topics in a structured and constructive way. Items that have gone to Cultural Sounding Panel include increasing the response to employee surveys, feedback following recent civil disorder, etc.
- 2.9 Colleagues on the panel appreciate the opportunity to contribute to organisational initiative at an early opportunity and those who take topics to the panel have found that it's a really positive snapshot of feedback from a diverse range of voices and how initiatives could be received.

P2P EDI Maturity Matrix Audit

- 2.10 An independent organisation, P2P, was tasked with undertaking an audit of GMFRS' maturity in relation to EDI policies and practices. Taking into account 'survey fatigue' and the HMICFRS Inspection Survey that was live at the time; P2P evolved their methodology to include more interactive focus groups and one to one meetings as set out below. They met with key stakeholders on a one-to-one basis and held group engagement sessions across the Service, on-site and online. The team held;
- 5 one-to-one in-person meetings
 - 18 one-to-one online meetings
 - 6 engagement sessions with 111 attendees
 - 4 middle manager sessions with 23 attendees
 - 4 supervisory sessions with 34 attendees
 - Total staff engagement = 191 people
- 2.12 In summary, the report concluded that:
- it was evident to the review team from each interview, engagement session and documentation reviewed, that Chief Fire Officer (CFO) Dave Russel is committed to further developing a more inclusive workplace where all individuals can thrive.
 - One of the difficulties organisations can face when developing their desired organisational culture is the lack of clarity or defined goals – this cannot be said

of GMFRS. They found the EDI Strategy is well-defined, and an action plan complements it.

- Like many other organisations, the review considers that GMFRS faces a challenge relating to a level of 'diversity fatigue' amongst staff concerning EDI.
- Whilst there is substantial evidence of the Service working hard to increase the diversity of its workforce, the percentage of female and minority ethnic firefighters remains a percentage point lower than the national firefighter average. It is clear that the Service recognises that increased diversity and representation will lead to a more inclusive culture, something to which GMFRS is showing a very real commitment to through their ongoing recruitment campaign.

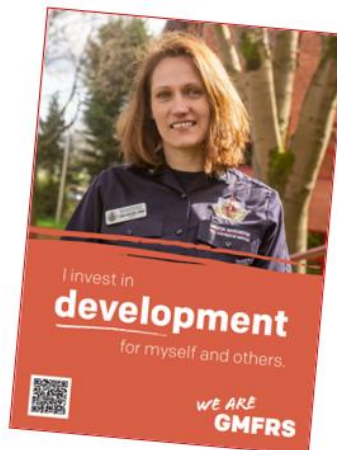
2.13 The report provides in depth analysis of current situation in respect of:

- The EDI Strategy
- Communication
- Service Leadership Team
- Recruitment
- Training Centre
- Development
- EDI Training
- Community Engagement
- Equality Impact Assessment
- Facilities
- Community Accessibility
- Reward and Recognition
- Staff Networks

WE ARE GMFRS – Culture Campaign

2.14 'We Are GMFRS' is a photo and video-led campaign featuring real people who work for the service and their stories. It's a broad 'umbrella' campaign to reach all staff, focusing on positive behaviours – encouraging people to live the services' values and challenge behaviours that fall short. It was launched in May 2024 and since that time engagement has been closely monitored. A full evaluation will take place once the campaign concludes. The campaign comprises:

- 834 views of campaign articles.
- 938 total video views to date.
- 70 poll votes – Most popular vote: '*We Are GMFRS will help raise awareness of what it means to have a positive, respectful and inclusive culture.*'



Strengthening Our Inclusive Culture Training

2.15 The Strengthening Our Inclusive Culture training builds on the previously run Inclusive Culture training. It has taken on board feedback from P2P continuing with the conversational approach to learning. It utilises case studies, scenarios and activities to cover topics on values, challenges with inclusivity and analyses knowledge, actions, and support to develop our inclusive culture. Roll out of this training commenced in May 2024 and is planned throughout the year for all colleagues across the organisation. The training is not without its challenges, however attendees have appreciated the approach with comments such as:

“having had EDI training through career in army and as part of joining GMFRS – the session had been different and the best one they had been on yet – “we need to do more this way – the way [the trainer] explained things during the session today was ‘it.’”

One delegate chose to share that they felt the session was a “breath of fresh air” and that they were really relieved to have the session, compared to “what they thought it was going to be.”

2.16 The impact of this training is already being realised with attendees citing that they will put the following into practice after the session:

“Be more aware of microaggression's in particular and what might feel like a joke or a comment to make, it might be the 100th time someone has been asked that during their week.”

3 EXTERNAL RECOGNITION OF OUR CULTURAL JOURNEY

- 3.1 HMICFRS cited GMFRS as having positive Practice in its establishment of the Culture First Board with an Independent Co-Chair
- 3.2 HMICFRS approached GMFRS to host the first ever Positive Practice event for the Fire Sector in April this year. The event had a focus on leadership and culture and cited GMFRS’ promising practice in this area.
- 3.3 As part of the Parliamentary Select Committee into the Culture of the Fire and Rescue Service; GMFRS is mentioned positively by Andy Cooke (HMICFRS) as a good example of an FRS that is working hard to improve its culture
- 3.4 Greater Manchester Fire and Rescue Service was shortlisted for nine awards at the National Excellence in Fire and Emergency Awards; winning Emergency Service of

the Year, Most Influential LGBTQ+ Individual of the Year for Jax Effiong and Project of the Year for the Atlas Project.

- 3.5 Awarded 2024 Gold Award from Stonewall UK, as we reached a staggering 34th out of nearly 300 organisations in the Workplace Equality Index.
- 3.6 Gained a Bronze Award for our first submission with the Race Equality Matters for our Race Equality work so far.
- 3.7 The organisation came 92nd in the Top 100 Apprenticeship Employers which was entered by more than 800 employers across England this year.
- 3.8 Multiple meetings have taken place with the Home Office's Integrity and Workforce Team to share good practice.

4 NEXT STEPS

- 4.1 Over the next year there are several activities that are due to take place to continue with the Culture First Journey. These include but are not limited to:
 - Continued rollout of Strengthening our Inclusive Culture Training taking on board learning from the sessions to build into future Culture initiatives.
 - Recruitment of an Operational Member of Staff within the Culture and Inclusion Team to support engagement with our operational workforce.
 - Completion of the NFCC EDI Maturity Matrix Level 4
 - Create refreshed a EDI Culture and Inclusion Strategy to complement the new Fire Plan.
- 4.2 All of the above will be monitored as part of the Culture First Phase 2 project reporting.

END.

Greater Manchester Police Fire and Crime Panel

Date: Wednesday 18th September 2024
Subject: Reducing Harm and Offending - HMPPS Update: SDS40
Report of: Kate Green, GM Deputy Mayor and Crime and Portfolio Lead Chief
Executive for Police and Crime

Purpose of Report & Recommendation:

The GMCA is requested to:

1. Review the Partnership Strategy which supports the most recent position statement and risk register surrounding SDS40. This is for information and a decision is not required.

Contact Officers

Chris Edwards | Probation Regional Director of Greater Manchester
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Alison Connelly, reducing Harm and Offending, Greater Manchester Combined Authority:
alison.connelly@greatermanchester-ca.gov.uk

Equalities Impact, Carbon and Sustainability Assessment:

Specific cohorts of people on probation may be impacted by disproportionality related to protected characteristics. This will be considered during plan delivery and there is a 'Tackling Inequalities' workstream'.

Risk Management

Reducing reoffending work with a degree of in-built risk by the very nature of offending. HMPPS therefore also have to balance public protection responsibilities with risk management approaches to keep people and communities safe. This is threaded throughout the Plan and focused through delivering the order of the court.

Legal Considerations

N/A

Financial Consequences – Revenue

N/A

Financial Consequences – Capital

N/A

Number of attachments to the report:

N/A

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

N/A

Tracking/ Process

Does this report relate to a major strategic decision, as set out in the GMCA Constitution

No

Exemption from call in

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

GM Probation are not part of GMCA.

1. Introduction/Background

GMPS have developed a Partnership strategy document which supports the most recent position statement and risk register surrounding SDS40. The Lord Chancellor announced (12th July 2024) changes to legislation relating to Standard Determinate Sentences (SDS), which would result in the overall amount of time spent in custody (eligible prisoners) reducing from 50% to 40%. This affects their Conditional Release Date (CRD). The approach shifts the balance of sentence served between custody and community (probation) and has implications for how the Offender Management Model runs. The changes run in parallel with Probation Reset, but once implemented (from 10th September 2024), they will result in the ECSL scheme ending (from 9th September 2024). Like reset (but through legislation on this occasion), SDS changes represent a crucial step in reframing how the sentence of the court is delivered, this time affecting resettlement work in a more pronounced way. The changes impact on the whole system: reset concentrates on lower levels of risk and complexity and the intensity of supervision (including commissioned interventions) transferring into the final third, whereas changes to SDS (in virtually all the cases) go in the other direction in terms of risk and complexity, enhancing the centrality of commissioned and other services across different strands of the custodial sentence delivered in the community. *Better Together* is the GM probation's SDS Strategy that sets out the whole system approach to change management.

2. Overview and Context

All of GM probation's partners (police, MAPPA, CSPs, substance misuse treatment providers, housing, victim contact services and welfare services) will continue to play an important role in the delivery of the sentence, but the dynamics of their respective roles in each case is different in many ways. The potential impact on victims and the wider community (due to higher risk levels of cases in SDS) is different (compared to reset cases) and will require careful management through the whole system approach to retain confidence in public protection work. But SDS changes are driven through legislation, and they enable probation and our partners to work within a more coherent and disciplined approach to managing the releases and resettlement work under the new arrangements (in essence accommodating extra 10% of the sentence in the community), replacing some of the challenges associated with the ECSL scheme. The integrity of the sentence and post-release supervision are reassured through high standards of assessment, pre-release

planning, post-release service delivery and rigorous focus on enforcement in all cases. It is business as usual in all these respects.

The Law, Policy Context & Rationale for Change.

The Secretary of State has laid a Statutory Instrument (SI) to amend the law affecting automatic release point for eligible adult SDSs and certain sentences in the young adult and youth estate ('Detention in a Young Offender Institution' (DYOI) for 18–20-year-olds and 'Section 250' sentences imposed on under 18s).

As this is a legal change, the eligibility must be based on offences rather than the individual. Therefore, there is no scope to exclude, based on individual judgements on risk, MAPPA level, security categorisation or past offence or behaviour.

This change only applies to SDS sentences with release at the 50% point. There are exclusions for sexual, violent, and domestic abuse connected offences. The legislation is applied retrospectively which means there will be an initial surge of releases (September and October 2024). It applies to male, female, and the youth estates.

The change comes into effect on 10 September 2024. From this date, all new SDS cases that are in-scope will be calculated to the 40% point. Prisons/YCS will also be required to recalculate in-scope sentences for men, women, and children already in custody, potentially changing their Conditional Release Date (CRD). The sentence recalculations and release planning must get underway now, before the change in law takes effect, so that the earlier releases can begin as soon as possible.

The technical details are managed by the custodial institution. But in eligible cases release could be earlier than planned and Probation/Youth Offending Teams (YOT) will need to revise release plans to accommodate their release. A temporary process for pre-release planning over a shorter period has been agreed for this purpose.

As this is a legal change, all in-scope sentences must be recalculated, and prisoners/children must be released on their revised dates.

Key Timelines & Scope of Strategy:

- Tranche 1 – those serving sentences less than five years: released 10th September 2024.
- Tranche 2 – those serving sentences five years or more: released 22nd October 2024.
- Provisional caseload data: issued towards the end of July 2024 to support planning.
- ***The implementation phase concludes 17th December 2024.***

- We have not anticipated significant volumes and demand on GM services. The most recent data provided to partners on the volume of releases was:

Borough	Female	Male	Release Total
Bolton	3	15	18
Bury		4	4
Manchester North		18	18
Manchester South	2	19	21
Oldham		17	17
Rochdale		13	13
Salford		11	11
Stockport		8	8
Tameside		11	11
Trafford		4	4
Wigan		12	12
Total	5	132	137

- *Caveat – this is likely to have reduced in volume prior to 10th Sept*
- Of those being release 55 have an active GMPS victim liaison offer in place. We have less than 30% NFA of which we have active pre-release plans in place or progressing. We have around 95 individuals with a substance misuse need, not all of those will need referrals into community services and we are continuing to work with in custody and community substance misuse teams to ensure we have plans in place for those who need services. We currently have approx. 11 individuals who will be release on a script. This is just a high-level update on what we are currently seeing and working with for T1 of the SDS40 cohorts. Full borough information has been shared through Heads of PDUs.

Civil unrest:

GMPS have recently reviewed, revised and circulated specific guidance for internal usage. The 2024 version of the guidance (2011 and 2020 versions were written for the National Court Strategy Group, NCSG) provides an overarching framework for decision-making within the GM Probation region. It consists of a combination of guiding principles to develop regional strategies and practical hints/tips to support operational staff and managers through a core set of principles defining our approach so that GM probation can

be seen as a constructive partner making a visible difference to the delivery of sentencing and the wider agenda affecting the management of civil disturbances. The document consists of a combination of high-level strategy and practice guidance to meet different organisational needs. The status of this document is that it does not constitute or provide sentencing guidance nor interfere with the judicial process or the role of any other criminal justice agency. All those matters remain outside of the scope of this strategy/practice guidance. The GM Probation Strategy & Practice Guidance (supported by relevant /specific operational guidance) work in tandem with our GM partnership governance.

3. Greater Manchester Integrated Rehabilitative Services (GMIRS) and CAS3

GMIRS

Since we launched the first generation of GMIRS co-commissioning arrangements we have been developing, improving and taking the learning from what we have found that localised approaches ensure that a range of local demographic needs has informed our decision making around how we co-commission services. We have been responsive and can mobilise change quickly, having the local knowledge of where good provision already exists and working to bolster and build services where applicable; an example of this is the GM Women and Wellbeing provisions. By targeting Delivery, we are more closely integrated with and responsive to activity and needs in GM.

The co-commissioned approach has ensured that we are embedding co-design and co-production in a way that connects into whole system change and wider public service reform ensuring, where appropriate people accessing the GM co-commissioned services are provided with level of continuity of support following the end of sentence. As an example, the investment approach to co-commissioning wellbeing hubs has been a great success, another example and the service with the most referrals is Dependency and recovery – we have great compliance within both services, D&R only has a 15% non-compliance rate which is extremely positive given the complexities of the cohort. By investing in existing community services ensures those referred get dedicated services whilst also capitalizing on the added value of the service already being established within the local community, thus ensuring that there is continued support for the person following sentence.

In 23/24 we saw 17,447 referrals into GMIRS services, the highest volumes being with D&R followed by Accommodation. In the final Qtr of 23/24 there were over 30,000

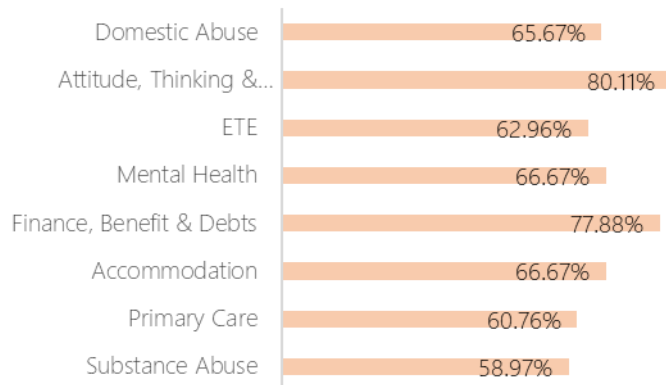
appointments offered across all the services with only an approx. non-compliance rate of 15%. In the first Qtr of 24/25 we have had 4187 referrals across all services.

Since mobilisation of GMIRS Services we have seen a range of added value and value for money, some examples but not an exhaustive list are:

- Added value coming from other financial investment into the services an example of this is Health monies invested into the whole system approach to women, Female People on probation get better health outcomes as a result. Other examples are our access to the GM Violence Reduction budget for 18–25-year-olds to support us with risk reduction services and GM adult education budgets to support with better opportunities for improved ETE outcomes. Furthermore, we have been able to gain added value through our Dependency and Recovery service as we have invested in the existing system, engaging local commissioners to ensure Probation cohorts have priority access and services to meet demand.
- We get added resource to support sentence and risk management an example of this is the Bolton Wellbeing Gate pick up service funded by the provider, this ensure the Person on probation is supported from the gate into the community, enhancing the chance of compliance and engagement from the point of release, we are taking this learning and are in the process of developing a gate pick up/compliance service that will work with all boroughs commissioning third sector partners to deliver the intervention.
- We have seen added value from linkage to whole system approach to reducing homelessness in GM, ABEN/CAS3 and GMIRS Accommodation services has seen us produce better outcomes for people on probation at risk of or that are considered homeless, more on the outcomes for CAS3 below.

We are working on the developing better links with ETE offers in the region, since the start of this financial year we have seen some good employment figures with 69 individuals gaining employment, a further 85 successfully completing education and training courses. The additional work completed by the GMIRS ETE service also contributes to other ETE outcomes, which again sees GM as one of the highest HMPPS performers nationally for ETE.

In terms of our women's provision, we again are seeing some positive distance travel data, this is a snapshot of the most recent data:



CAS3

Since mobilisation in July 2021 the Community Accommodation Service Tier 3 have received 4687 referrals and we have offered a placement to 2243 - with 2049 accepted and place. These are people who would otherwise have been homeless upon release from custody. We are the highest performing region nationally for our move on and settled accommodation which is extremely positive and support the ambitions of the whole system. The service has enabled new and deeper alignment and integration with the wider homelessness service landscape, connecting people leaving prison back into the housing and support system.

The successes of year one enabled us to seek approval for a three-to-five-year settlement for the programme. We were successful in achieving a 5-year settlement which will ensure we see significant benefits returned to Ministry of Justice and it's reducing reoffending objectives through the following:

- Greater value for money due to a longer commissioning offer to suppliers.
- Improved outcomes for people on Probation through mature development within a whole systems approach with longer term operational planning, as informed by this programme alongside others
- Specific cohort innovations in line with existing GM priorities; women, people with multiple and complex needs.
- System change through long term strategic planning, as informed by this programme alongside others.
- Specific system innovations in line with existing GM priorities; data quality and interconnectivity, cross-organisational training and workforce development.
- Improved linkage to GMIRS Accommodation offers through Ingeus and developing service provision

Greater Manchester Community Accommodation Service Tier 3 has a strong track record, as demonstrated through:

- Effective strategic and operational co-ordination across 10 Greater Manchester Local Authorities and the wider public service landscape.
- Detailed knowledge of local providers, with trusted suppliers available to act quickly, engaging and commissioning lived experience organisations to deliver wrap around support
- Shared responsibility and accountability to improve outcomes.
- Strengthening system relationships & aligning with existing & developing system
- An enhanced capability in terms of move on opportunities with access to local authority options including Rough Sleepers Accommodation Programme, Rough Sleepers Initiative where eligible and improved links with Accommodation for Ex-Offenders Funding.
- Opportunities to align and integrate with the wider system to improve outcomes for those with multiple and complex needs
- Capability and capacity to leverage reform through pilots and programmes as shown through the Criminal Justice Homelessness Prevention Trailblazer (CJHPT) function, Justice and Rehabilitation Executive and Greater Manchester Homelessness Programme Board.

We are also working towards better evidence, joined up data across statutory organisations such as GMPS, GMP and local authorities. With shared definitions alongside other homelessness and VCSE services data we can evidence unmet need and jointly commission services that address those needs. The relationships and governance arrangements for CAS3 has ensured we are linked into the whole system from start to end, we are currently working on more join up in the move space through AEFO and other programmes to ensure we are creating opportunities for Value for Money and added value. We are considering greater linkage between CAS3 and GMIRS for the next generation co-commissioning. Thereby improving outcomes for people who have been accommodated in CAS3 in future years, in terms of safe and sustainable move on.

Greater Manchester Probation and Mental Health Support:

In GM we have 3 priority pathways for mental health support:

Mental Health Treatment Requirements: We are in the process of implementing the next phase of the roll out of MHTRs in GM. We are building on the learning from Bolton and Wigan to expand the service across all other boroughs. There has been some delays due to staffing challenges within MH teams but this is now progressing well. We aim to have

full roll out by 1st October 2024. We are in the process of negotiating with women's centres and wellbeing hubs to integrate the operational delivery where this is possible, this will enhance to support offer for those individuals engaging with MHTRs.

The Wellbeing service: The wellbeing hubs provide low level, non-clinical support to individual experiencing issues that do not meet the threshold for primary or secondary care. This includes Emotional regulation and decision making (non-clinical), Wellbeing support and healthy choices (non-clinical) and more.

Community Mental Health Teams: through the work of the GMPS Health and Justice Team and local CMHTs we have developed much closer and improved working relationships. There is identified CMHT staff working alongside PDUs to support all aspects of community MH needs, including attendance and support with MAPPA cases. Following on from a recent DHR we are currently working with CMHTs to develop a more robust communication and escalation process that will enhance the sharing of information from prison into the community, across GMPS and MH teams. The GMPS Health and Justice also work closely with MODEL and OHID to improve outcomes for people in prison and on probation.

Greater Manchester Police Fire and Crime Panel

Date: 18th September 2024

Subject: Organised Crime Annual Update and Forward Look (Challenger, Modern Slavery & Trafficking)

Report of: Damian Dallimore and Sian Payne

Purpose of Report

To provide Police and Crime Panel members with an overview of Greater Manchester's partnership response to serious and organised crime, and forward view.

- National policy set by Home Office and NCA
- Greater Manchester Challenger Partnership is a broad partnership working together to deliver the Greater Manchester Serious and Organised Crime Strategy 2022-25
- Deliver against the '4Ps' of Prepare, Prevent, Pursue and Protect.
- SOC threat assessment informs thematic priorities.

Recommendations:

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

Contact Officers

Damian Dallimore, Assistant Director (Police, Crime, Fire and Criminal Justice)
damian.dallimore@greatermanchester-ca.gov.uk

Report authors must identify which paragraph relating to the following issues:

Equalities Impact, Carbon and Sustainability Assessment:

Long term positive results expected regarding public safety, vulnerability of people, safer and stronger communities, and those experiencing homelessness or at risk of homelessness.

Risk Management

Risk management is built into the approach to tackling serious and organised crime, under the Management of Risk in Law Enforcement (MoRiLE) process.

Legal Considerations

None identified

Financial Consequences – Revenue

Annual budgets are provided by GMCA and GMP to support delivery of the strategy.

Financial Consequences – Capital

None identified

Number of attachments to the report: 0

Comments/recommendations from Overview & Scrutiny Committee

Not applicable

Background Papers

- National SOC Strategy 2023
- Modern Slavery Act 2015
- National Crime Agency Annual Plan 2023/24
- Greater Manchester Serious and Organised Crime Strategy 2022-25

Tracking/ Process

Does this report relate to a major strategic decision, as set out in the GMCA Constitution

No

Exemption from call in

Are there any aspects in this report which means it should be considered to be exempt from call in by the relevant Scrutiny Committee on the grounds of urgency?

No

GM Transport Committee

Not applicable

Overview and Scrutiny Committee

Not applicable

1. Background

Programme Challenger is Greater Manchester's partnership response to serious and organised crime (SOC). It draws on the expertise and insight of public, private and voluntary and community sector organisations operating in Greater Manchester and beyond. Responding to the problem of SOC is not solely the responsibility of the police and the criminal justice system; it requires collaboration with organisations from all sectors as well as the communities with whom they work. Programme Challenger provides this system-wide collaboration across Greater Manchester to effectively tackle the threat of SOC.

2. National Picture

The [SOC Strategy 2023](#), which sets out the national framework for tackling SOC, was published under the Conservative Government. While there is no indication from the new Government that there will be any significant shift in the national approach to SOC, this may change over the coming months.

SOC is defined by how criminality is carried out, rather than what criminality is committed. There are four key objectives, known as 'the 4Ps', and a partnership approach is applied to delivering on these objectives:

- Prepare
- Prevent
- Pursue
- Protect

SOC has consistently been identified in the Strategic Policing Requirement as one of the key crime threat areas. The National Crime Agency leads on the national law enforcement response to deliver on national priorities, set in conjunction with the Home Office and based on the Home Secretaries strategic priorities.

Although SOC includes modern slavery and human trafficking, these are covered in detail through the Home Office's Modern Slavery Strategy 2014 and the Modern Slavery Act 2015. An announced refresh in 2022 of the Modern Slavery Strategy has not yet been forthcoming. Other Government strategies that influence tackling SOC are the [Beating Crime Plan](#) and [From Harm to Hope: the Ten Year Drug Strategy](#).

3. Greater Manchester's Partnership Approach

SOC is a pervasive form of criminality often viewed as operating at the national or international level. In Greater Manchester, the partnership approach that has developed over the last eleven years has recognised that SOC operates at all levels, and has direct consequences for individuals and communities in Greater Manchester. This can be as a result of significant incidents such as firearms discharges, but is also seen in localised drug dealing, acquisitive crime such as burglary and car thefts, and the associated exploitation of young people and adults. These crimes are organised crime and are happening in Greater Manchester neighbourhoods. Challenger's whole system, partnership approach is key to tackling this.

This has been increasingly recognised at a National level, and the NPCC has produced guidance for police and partners emphasising the local approach to tackling SOC. Programme Challenger's partnership model is delivered through Greater Manchester's SOC Strategy, first launched in 2018. We are currently delivering against a 2022 – 2025 SOC strategy, summarised by our Plan on a Page (see Appendix 1).

The strategy provides the framework through which partners will drive forward work to tackle SOC across the city-region and Districts. Across Greater Manchester, it informs, is informed by, and supports the delivery of:

- the GM Standing Together Plan (Priority 1, specifically protecting vulnerable people from criminal exploitation) and (Priority 2, specifically tackle organised crime) and District Community Safety strategies and plans;
- The Greater Manchester Gender Based Violence strategy, particularly linked to modern slavery and human trafficking (predominantly sexual exploitation and domestic servitude);
- The Greater Manchester 10 year Serious Violence Strategy, particularly regarding the links between organised crime, county lines and youth violence;
- The Greater Manchester's Complex Safeguarding Strategy, particularly linked to children and young people at risk of or experiencing exploitation;
- Operation Vulcan, the partnership approach to tackling criminality in Cheetham Hill/Strangeways and Piccadilly Gardens; and Op Luka, the operational partnership response to children and young people at risk of or experiencing exploitation in the Piccadilly area.

3.1 Governance, strategic and cross cutting updates

Challenger is in the third year of delivering against its 2022 – 2025 strategy, and a refreshed strategy will be published in 2025/26. Challenger is reviewing the key thematic priorities currently, but has continued to deliver against the priority areas of:

- County Lines
 - Modern Slavery and Human Trafficking (MSHT)
 - Organised Immigration Crime (OIC)
 - Western Balkan criminality
 - Drugs
 - Firearms
 - Homicide Prevention
-
- The thematic priorities will be reviewed to ensure continued relevance in line with GMPs strategic assessment and Force Control Strategy, and alignment with partner priorities.
 - An Information Sharing Agreement has been circulated to all Challenger partners.
 - Challenger has delivered a range of Continued Professional Development days to Neighbourhood Policing leads. These have been focused on developing the understanding of SOC, and the ways in which existing neighbourhood policing team activity is delivering disruptions to tackle SOC. They have also delivered capability and capacity building inputs to upskill officers.
 - Two Policy and Procedure sub-groups have been established to develop GM principles and approaches to:
 - Adult exploitation
 - Threats to life involving children and young people

3.2 Thematic Priorities update

County Lines:

- Prepare: The Senior Policy and Partnership Officer allocated to County Lines drives work within the Prepare, Prevent and Protect objectives. The focus is delivering on the implementation of the national 10 year Combatting Drugs Strategy, in line with the Greater Manchester Combating Drugs Partnership.
- Prepare: Learning programmes for professionals working to tackle county lines and support children and young people affected were co-curated with the Greater

Manchester Complex Safeguarding Hub. Two weeks of activity saw 1,178 professionals, parents and carers engage with 19 sessions covering topics such as:

- Grooming and entrapment
 - Online safety
 - Working in a neuroinclusive way
 - County Lines signs and indicators
- Prevent: An immersive experience for young people at risk of exploitation was piloted with GMFRS Training and Safety Centre in Bury, engaging with complex safeguarding teams and the young people they work with to deliver a multi-faceted session raising awareness of county lines, exploitation, healthy relationships, substance misuse, knife crime, and fire safety.
- Pursue: In 2023/24, the GMP County Lines team exceeded the line closure target set by the Home Office, achieving 155 closures against a target of 120. In the first four months of 2024, the team has achieved 64 line closures against a target of 150 closures by March 2025.
- Pursue: Over the two weeks of action in 2023/24, the GMP executed 81 warrants, resulting in 124 arrests, 125 people safeguarding and 15 National Referral Mechanisms submitted.
- Protect: Catch-22, the Home Office funded Prevent and Protect support agency to work with children and young people at risk of and experiencing exploitation, are now well embedded in the city region. In the 12 months to July 2024, 144 referrals had been received into Catch-22, with 48 young people being open to the service at the end of June 2024.
- Protect and Prevent: Support delivered by St. Giles Trust and the We Move diversionary programme have received 119 referrals in total across Oldham, Rochdale, Tameside, Manchester and Stockport, working with young people at risk or exploitation and involvement in serious and organised crime since April 2023, diverting young people away from risk.
- Protect: In April 2024, Operation Trinket was launched to identify at risk child criminal exploitation victims and offenders 'hidden' in missing from home data. This has led to a number of CCE investigations being adopted by the County Lines Team and it is likely this will be identified as the grassroots of positive practice by HMICFRS.

Modern Slavery and Human Trafficking (MSHT):

- Prepare: Since July 2023, targeted awareness raising and training sessions have been delivered to over 1,200 individuals across Greater Manchester in over 40 separate sessions and events. This includes supporting training 300 modern slavery champions at Manchester Airport to support identification of potential victims travelling through the airport.
- Prepare: Training has been delivered to over GPs and GP surgery staff to raise awareness of MSHT, specifically domestic servitude. This has led to three disclosures of concern, where none were received from GPs in the previous 12 months.
- Protect: Greater Manchester's Justice and Care Victim Navigator continues to support survivors across the city region, and is currently support 8 survivors. This includes one man who was exploited in his own home, with extreme violence perpetrated against him which was filmed and shared online.
- Protect: In August 2024, a pre-NRM intervention commenced, delivered by Causeway Charitable Services. This provides contact for potential victims who have been submitted to the National Referral Mechanism for support, but have been waiting longer than 5 days for a decision. Contact will be made with all affected individuals to ensure they are able to access support in the interim, and know that they have not been forgotten by the system.

Op Palanga – Sexual exploitation in Stockport

In July 2020, Stockport Challenger identified an individual, Nicholas Moxham, as recruiting women as sex workers from homeless shelters and similar locations in the Borough. He went on to rape and sexually exploit these women, including filming various incidents. The Stockport Challenger team were supported by Modern Slavery Unit (MSU) Tactical Advisors and also engaged the Justice and Care Victim Navigator, based with Programme Challenger and the MSU, very early in the investigation to enable effective support and engagement to be maintained with the victims. The Victim Navigator was able to provide ongoing contact and support, along with Manchester Action on Street Health (MASH), enabling wraparound support to be provided for all the victims, particularly as some of the women had continued sex working.

The involvement of the Victim Navigator supported ongoing engagement with the victims through two failed trials, which ensured they remained supportive of the prosecution and enabled successful conviction. In July 2024, Moxham received a life sentence with a minimum of 20 years for modern slavery, rape and sexual offences.

Organised Immigration Crime (OIC):

- Prepare: GMP have delivered significant training sessions in respect of OIC awareness using partners (Immigration Enforcement Criminal Financial Investigation teams, National Document Fraud Unit) to improve understanding in this developing SOC area
- Prepare: GMP have developed the modern slavery tactical advisor network to incorporate OIC considerations enabling more effective advice to be given at the inception of referrals / investigations
- Prepare: GMP, supported by partners, have significantly increased intelligence collection in this area to become the force with the most OIC related intelligence submissions nationally.
- Prepare: GMP have mandated the hydra training at Inspector rank to develop understanding and awareness around dealing with a clandestine migrant event. All Inspectors / Det Inspectors will receive this training over a 12 month period. GMP have also completed a clandestine migrant walk in strategy to improve how we deal with these incidents from a safeguarding and intelligence gathering perspective
- Pursue: GMP have adopted OIC investigations within the SOC investigation environment, identifying trends in respect of birth registry related immigration fraud and exploitation related to cannabis cultivation.
- Pursue: Project Asset has been implemented around OIC, building on GMPs expertise in asset recovery and is an emphasis on stripping the proceeds made by those involved in OIC. This is a unique offer amongst police forces, and has already seen tens of thousands of pounds recovered, has increased awareness, and secured criminal charges.
- Protect: GMP, GMCA, NHSGM and the Gangmasters Labour Abuse Authority (GLAA) have been working with the Home Office to develop a cross sector approach to concerns around exploitation within the care sector. This has included creating a guide for the sector, developing pathways into alternative sponsorship, creating a GM pathway for potential victims and coordinating training.

Western Balkan Criminality:

- Prepare: In March 2024, the Home Office funded Western Balkan Community Coordinator project was completed. The project led to a significant increase in

Western Balkan related intelligence being submitted, with over 500 received in 2023/24.

- Prevent: Engagement visits were conducted to 15 businesses in North Manchester. This led to the 13 arrests and 12 charges.
- Protect: Visits to businesses led to the identification of three people who were submitted to the National Referral Mechanism as potential victims of modern slavery.

Drugs

- Prepare: Greater Manchester Combatting Drugs Partnership continues to deliver on local priorities in delivery of the national 10 Year Combatting Drugs Strategy. Particular focus has been via the drugs early warning system, raising awareness of synthetic opioids, particularly the increased use of nitazenes as an adulterant.
- Prevent: Relationships have been developed between regional prisons and the GM Drugs Early Warning System lead, to develop closer links between prisons and drug issues identified within the estate, and the information held by the early warning system.
- Prevent and Pursue: GMP launched Operation Viable in response to synthetic opioids, particularly nitazenes. Arrests have been made in relation to the distribution of nitazenes, and GMP works closely with partners to identify nitazenes quicker and circulate prevent advice through the forces contribution to MANDRAKE (GM drugs testing) and the Drugs Early Warning System.

Firearms

- Prepare: GMP launched Operation Viable in May 2024, to provide specialist support to districts within 24 hours for every firearms discharge and mitigate the threat of firearms across the city region. Since the operation commenced, support has been provided for 19 firearms recoveries and 6 firearms discharges across 23 incidents. Of these incidents, 16 saw advice given and 3 received direct assistance which led to quicker forensic results and charges whilst suspects were in custody. 6 investigations were fully adopted by central serious and organised crime group syndicates, which reduced demand on district resources.

- Prevent: Whilst nationally and regionally there has been a reduction in firearms seizures recovered, GMP are bucking this trend and saw more seizures in the first quarter of 2024/25 than were seen in 2023/24.
- Prevent: At the end of 2023/24, 78 firearms were successfully recovered across Greater Manchester, the highest number across North West forces.
- Prevent: Operation Ceasefire continues to operate, targeting individuals who pose the highest threat regarding firearms and subjecting them to increased disruption activity to prevent continued offending.

Homicide Prevention

- Prepare; Prevent, Pursue, Protect: The Youth Endowment Funded Another Chance programme has been running since July 2023, with 266 individuals aged 14-25 identified as eligible for the programme. Another Chance is a focussed deterrence programme, offering support for those who wish to desist from criminality, but ensuring targeted enforcement where they do not.
 - 239 people have been considered by partnership panels for appropriateness for the support offer.
 - 140 of these have been referred and 28 have been identified as ineligible (due to e.g. moving out of area, receiving a custodial sentence). The remaining have been deferred as a result of current offending levels.
 - 46 have accepted the offer of support and started working with the provider, Power2. 32 have explicitly refused the support.
 - 5 individuals have been referred to the enforcement element, with disruption plans being developed or in place for these.

4. Current Greater Manchester SOC threat and forward plan

At a city-region level, assessment of the SOC threat is held by GMP and shared appropriately through partnership arrangements at city-region and District level. These are risk assessed, often in partnership with other organisations, to enable a holistic understanding of the threat posed to individuals, communities and beyond.

The following sets out key areas of focus for Challenger in the next 12 months:

Cross-cutting:

- Support the ongoing implementation of Clear, Hold, Build sites across Greater Manchester, led by Operation Vulcan.
- Support roll out of approaches and principles around adult exploitation and threats to life involving children and young people, as developed by the Policy and Procedure sub-group of the Challenger Executive Board.
- Ongoing engagement with partners to secure sign up to the Challenger Information Sharing Agreement.

County Lines and Drugs:

- Prepare: Delivery of programmes of Learning across partners in Greater Manchester, further developing activity that works with and directly engages young people at risk.
- Prevent: Development of an interactive prevention package, co-designed and delivered with practitioners and young people, to enable group-based prevention.
- Pursue: The County Lines team will focus on the Home Office closure target of 150 lines by March 2025, including delivery of a week of action in November 2025.
- Protect: To further support the identification and safeguarding of children and young people at risk of exploitation, upskilling professionals and raising awareness of support and diversionary offers available.
- Protect: GMP will be launching a pilot of naloxone carriage, to enable officers to administer the potentially life saving response in instances of certain types of drug overdoses. This will also include the distribution of drug testing strips.

Modern Slavery and Human Trafficking, and Organised Immigration Crime:

- Prepare and Protect: Support the roll out of the Greater Manchester Protocol to respond to exploitation in the care sector, working with NHSGM.
- Prepare and Protect: Support the implementation of pathways to alternative employment for workers experiencing poor employment or displacement in the care sector.
- Prepare: Development of awareness raising sessions for delivery to the voluntary, community and faith sector to enable increased identification and reporting of potential modern slavery and human trafficking.

- Protect: Finalise scoping and implementation of a pilot to enable online engagement with sex workers and those at risk of sexual exploitation to reduce potential harm, linked to work being undertaken under the Gender Based Abuse strategy.

Western Balkan Criminality:

- This thematic priority is being reviewed as workstreams developed from Home Office funding have been absorbed as business as usual.

Homicide Prevention:

- This thematic priority is being reviewed, as this is primarily led through the Violence Reduction Unit.
- Continued support of the Another Chance programme to support a reduction in serious violent crime, including homicides and near misses, focussing on increasing the number of people engaged in the support element to desist from crime.

Appendix 1: Greater Manchester SOC Strategy Plan on a Page

Programme Challenger Strategy 2022 - 2025
Greater Manchester's partnership approach to tackling serious and organised crime in all its forms

Vision

To enable individuals and communities to be free from the harm caused by serious and organised crime through the strength of our partnership.

Aims

-  **1.** To increase our understanding of current and emerging threats (through effective horizon scanning), to enable threats, opportunities, and demand to be proactively mapped and predicted
-  **2.** To support an enhanced partnership response through effective information sharing and intelligence development
-  **3.** To work collaboratively to develop innovative, evidence based, preventative approaches, which focus on identifying and supporting those at risk of engaging or re-engaging in serious and organised crimes
-  **4.** To pursue relentlessly disruption and targeted action against the highest harm serious and organised criminal, stopping the problem at source, and capitalising on opportunities to seize assets from criminals at every opportunity
-  **5.** To support, through our partnership, opportunities to build resilience to serious and organised crime within communities, with a focus on preventing people becoming victims and perpetrators
-  **6.** To ensure that victims receive appropriate and timely support and are safeguarded from harm

Objectives

Measures

PREPARE the Greater Manchester partnership to tackle and mitigate the impacts of serious and organised crime	Partners are aware of the Serious and Organised Crime threat in Greater Manchester, with all serious and organised crime threats fully mapped and risk assessed, with effective partnership 4P plans in place to tackle them
PREVENT organised criminal activity from taking place	Ancillary and offender management orders are used effectively to prevent continued criminality and enable better sentence planning from court to prisons and community
	Individuals and support agencies are aware of what serious and organised crime is and how to identify it early
Use all of our powers to PURSUE people involved in serious and organised crime	Serious and organised crime threats, including organised crime groups, priority individuals and vulnerabilities, are disrupted and dismantled
PROTECT our communities and individuals from the harm caused by serious and organised crime	Communities are provided with access to funding and opportunities to build resilience against serious and organised crime, enabled by financial assets recouped from proceeds of crime in relation to organised crime groups
	Support the development of effective safeguarding of children and adults who are affected by serious and organised crime

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Greater Manchester Police, Fire & Crime Panel

Date: 18th September 2024

Subject: The GM Drugs Intelligence System: An Overview of Drug Trends with a focus on Nitazenes

Report of: Kate Green, Deputy Mayor for Safer and Stronger Communities

Purpose of Report

To provide an overview of drug trend insights resultant from the GM Drugs Intelligence System commissioned by the Deputy Mayor.

Recommendations:

Panel members are requested to consider the contents of the report and raise any questions they may have, particularly in relation to the threat of potent synthetic opioids (e.g. Nitazenes).

Panel members are also requested to note that the GM TRENDS Report for 2023/24 will be published in October 2024 together with Trend Focus Reports on Ketamine and THC Vapes. These will be circulated to panel members.

Contact Officers

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Equalities Impact, Carbon and Sustainability Assessment: N/A

Risk Management: N/A

Legal Considerations: N/A

Financial Consequences – Revenue: N/A

Financial Consequences – Capital: N/A

Number of attachments to the report: 2

Comments/recommendations from Overview & Scrutiny Committee: None

Background Paper: None (GM TRENDS reports will be published in October 2024)

Tracking/ Process: N/A

Exemption from call in No exemptions required

GM Transport Committee: N/A

Overview and Scrutiny Committee: N/A

1. The GM Drugs Intelligence System

1.1 The Deputy Mayor commissions a comprehensive GM Drugs Intelligence System to support partners working to reduce the harms caused by illegal drugs. This system comprises of three principal elements; the GM Drug and Alcohol Related Deaths Surveillance System, the GM Drugs Early Warning System, and GM TRENDS – a drug testing and research project.

1.2 GM Drug and Alcohol Related Deaths Surveillance System

1.2.1 This system is delivered by Liverpool John Moores University's Public Health Institute (LJMU) and aims to reduce the number of drug and 'alcohol toxicity' related deaths across Greater Manchester through the review of circumstances relating to such deaths and joint learning across public sector organisations to improve preventative measures. Each of the ten local authority areas utilise review panels involving key local partner organisations, and LJMU are able to co-ordinate where cross border issues become apparent in GM and across the wider northwest region.

1.3 GM Drugs Early Warning System

1.3.1 This system was developed and piloted in Greater Manchester and used to develop national guidelines for similar alert systems. Each of the 10 local authority areas has an online Local Drug Information System bringing together over 900 professionals to share national and local drugs knowledge and intelligence. Drug related incidents are reviewed by a multidisciplinary GM Drug Alert Panel who support partner organisations in providing clear information for professionals and drug users and decide when it is necessary to issue public warnings.

1.4 GM TRENDS (Greater Manchester: Testing and Research on Emergent and New DrugS)

1.4.1 This annual drug intelligence research project is conducted by Manchester Metropolitan University (MMU) and works in tandem with the Early Warning System. Alongside the research, MANDRAKE (a joint GMP and MMU initiative) enables routine drug testing and rapid drug testing when incidents occur.

1.5 Operation Vulcan

1.5.1 The value of the GM Drugs Intelligence System was demonstrated by GM TRENDS research which highlighted that the areas of Cheetham Hill and Strangeways, well known for trading counterfeit goods, had become central to the regional market for illicit prescription drugs often used alongside more traditional street drugs such as heroin and crack cocaine. Working with partners and the community, GMP carried out Operation Vulcan, resulting in the recovery of 2.4 million class C prescription drugs, the closure of 216 counterfeit shops, the seizure of over £500,000, 238 individual arrests, and a 62% reduction in violent crime.

2. An Overview of Drug Trends with a focus on Nitazenes

2.1 Xylazine

2.1.1 On 4th June 2024, the GM Drugs Early Warning System issued a public warning through MANDRAKE (via social media), and a specific briefing was prepared for medical staff because xylazine was detected in two samples of ketamine tested ahead of the Parklife festival after 2 night-time economy samples showed ketamine adulterated with xylazine (04/06/24). This warning was amended and reissued on

28th August 2024 following three similarly xylazine positive results ahead of Manchester PRIDE and re-issued.

- 2.1.2 Xylazine, is a substance used in veterinary medicine known to cause sedation, analgesia and muscle relaxation (Sue & Hawk, 2023). Xylazine reduces level of consciousness while lowering heart rate and blood pressure. Human case reports have also identified decreased respiratory rate and the need for mechanical ventilation in instances of very high dose xylazine administration. In the UK, there have been at least 16 cases (11 fatal) reported to coroners since 2022. Although xylazine has been detected in a range of street drugs, UK fatalities are mainly thought to involve heroin adulterated with xylazine (Copeland, et al., 2024).
- 2.1.3 On 4th September 2024, the Home Office announced that xylazine will become a Class C Drug under the Misuse of Drugs Act 1971. This announcement also noted that Xylazine-involved overdose deaths in the United States rose from 102 in 2018 to 3,468 in 2021.

2.2 Nitazenes

- 2.2.1 As a result of the ban on opium production by the Taliban regime in Afghanistan, it is estimated that production of opium fell by 95% (UNDOC, 2023). As nearly all UK heroin originates from Afghanistan there are widespread fears that heroin shortages in the UK will lead to more adulteration of street heroin with potent synthetic opioids.
- 2.2.2 In the United States the adulteration of heroin with a range of fentanyl derivatives (fentanyls) has been associated with tens of thousands of deaths a year (CDC, 2018). Fentanyls were largely manufactured in China and sold online for use as street drugs. In 2019, China introduced generic controls on fentanyls. It is thought that in response to this, Chinese producers switched to production of another group of potent synthetic opioids commonly known as 'nitazenes' (benzimidazole opioids), as these were not legally controlled in China.
- 2.2.3 A recent meeting of the OHID National Intelligence Network (07.06.24) a picture was shown from Scottish RADAR of a seized kilo block reportedly imported directly into the country and sold as 'China White'. It contained protonitazene, metonitazene, xylazine and heroin. Scottish RADAR said that detections now often involve a mix of nitazenes.
- 2.2.4 Since 2020/21 a growing range of nitazenes and some other potent synthetic opioids have been detected in Europe (EMCDDA, 2022). In March 2024, a range of 15 nitazenes were brought under the Misuse of Drugs Act as class A drugs. The government also accepted ACMD advice for a generic definition to cover any variants that could be produced in the future, although this legislation is yet to be enacted. In September 2024 the Home Office announced that these changes are expected to come into force later this year or in early 2025, depending on the parliamentary process.
- 2.2.5 In July 2023 a National Patient Safety alert was issued after a number of incidents in various parts of England and in particular a large number of overdoses and deaths in the Birmingham area, suspected and in some cases confirmed to be a result of heroin adulterated with nitazenes (OHID, 2023).
- 2.2.6 Test results from both WEDINOS (Public Health Wales, 2024) and Scottish RADAR (Public Health Scotland, 2024) have shown that not only heroin but other drugs such

as benzodiazepines, oxycodone, cannabinoid powder and THC vape liquid have been adulterated with a range of nitazenes.

- 2.2.7 The recently published WEDINOS Annual 2023/24 Report details 138 samples analysed as containing nitazenes (up from 36 the previous year). The majority of nitazenes analysed were submitted with diazepam as the purchase intent, 54 per cent (n=75). Followed by heroin, 17 per cent (n=24). However, it should be noted that heroin users are far less likely to send in samples of heroin, the number of samples analysed followed local concerns in Wales.
- 2.2.8 The third most common substance found to contain nitazenes were submitted with oxycodone as the purchase intent, 16 per cent (n=22). Other positive nitazene results were found in samples purchased as cannabis, synthetic cannabinoids, temazepam and zopiclone.
- 2.2.9 The most recent estimate recent from the OHID National Intelligence Network (August 2024) is that there have been 284 nitazene detections in deaths since July 2023, including 13 in the Northwest. These are probably underestimates given delays in toxicology and the fact that some coroners are not systematically testing for nitazenes or xylazine.
- 2.2.10 The OHID meeting also heard about numerous reports of xylazine and nitazene adulteration in a range of drugs. However, these are rarely confirmed by testing and it is thus difficult to distinguish speculation from intelligence.

2.3 GM Nitazene Response

- 2.3.1 GMP believe that at least 4 nitazene related deaths have occurred in GM, as highlighted in a recent BBC article (05.09.24) which warned of both the risk from street drugs and non-prescribed 'medications' adulterated with nitazenes [Nitazines: Warning over drugs that can kill in tiny doses - BBC News](#).
- 2.3.2 Drugs recovered by GMP at the scene of two deaths were tested by MANDRAKE and found to contain Etonitazene (March 2024) and Isotonitazene (August 2024). Warnings were accordingly issued through the GM Drugs Early Warning System.
- 2.3.3 Despite local and national concerns regarding the presence of nitazenes, in this year's GM TRENDS testing cycle, MANDRAKE has only been able to obtain 11 heroin samples for forensic analysis spanning five Greater Manchester areas. The forensic analysis found that heroin purity ranged from 4% to 28%, with an average of 16%. This represents a significant reduction in purity from last year when the average purity of heroin analysed by MANDRAKE was 42%.
- 2.3.4 Such variability in purity increases the risk of overdose and drug related death. Despite ongoing concerns that heroin may contain more potent synthetic opioids such as nitazenes, none were detected in any of these samples. Consistent with previous years, the main adulterants detected in these heroin samples were caffeine and paracetamol.
- 2.3.5 In preparedness for a major incident, the Greater Manchester Drug Early Warning System (LDIS) has updated the Synthetic Opioid Plan for Greater Manchester ([attached](#)). A GMP Gold command group has been established having proved effective when dealing with the recent nitazene death referred to above.

2.3.6 We are also planning a resilience exercise to be conducted by the GMCA Greater Manchester Resilience Unit to assess the local response should a major incident occur. This accords with advice contained in a recent letter from Chris Philp, the former Combating Drugs Minister (attached).

2.4 THC and Synthetic Cannabinoid ('Spice') Vapes

2.4.1 Youth vaping has drawn significant media attention. The configuration of incidents that have occurred in different parts of the country can result in misleading conclusions about illicit drug content - especially when not evidenced through testing.

2.4.2 GM TRENDS survey findings indicate the increased use by young people of vapes containing THC (the active ingredient in cannabis) and Synthetic Cannabinoids ('Spice'). MANDRAKE testing found the synthetic cannabinoid ADB-BUTINACA in four vape liquids purchased as THC vapes by school aged children. A further four vapes contained THC but the content in these samples varied significantly, ranging from 18% to 90%, with an average THC content of 48%.

2.5 Spice

2.5.1 In this year's GM TRENDS testing cycle, MANDRAKE tested three samples of herbal plant matter that contained 'Spice'. While all three samples contained the same synthetic cannabinoid - MDMB-4en-PINACA – the percentage content varied considerably, ranging from 2% to 14%.

2.5.2 It should be noted that while 2% is the typical purity detected since MANDRAKE began regular testing in 2016, the 14% SCRA content is the highest recorded since April 2017 (16%) when the batch in circulation in Manchester city centre led to 58 emergency callouts in one weekend.

2.6 Naloxone

2.6.1 There is Home Office support for making naloxone as widely available as possible to help reduce drug related deaths. Naloxone reverses opioid overdoses and is therefore effective against Nitazenes.

2.6.2 Xylazine is not an opioid and it was thought naloxone would be ineffective at reversing the effects of an overdose, which often manifest as deep sedation. Recent research indicates xylazine is an agonist at kappa opioid receptors, so naloxone may well work to reverse the effects of a xylazine overdose.

2.6.3 Synthetic cannabinoids, as the name suggests, attach themselves to the brain's cannabinoid receptors, and the assumption would be that naloxone would also therefore be ineffective. However, research suggests that synthetic cannabinoids may also interact with opioid receptors and so naloxone may well work to reverse the effects of a Spice overdose as well.

2.7 Ketamine

2.7.1 GM TRENDS reports increasing use of ketamine with younger people and school-aged children taking this psychedelic dissociative anaesthetic. Changing patterns of use have seen it moving beyond being seen as just a 'club drug.' This has been accompanied by increases in the number of young people and young adults presenting to services for treatment (many with ketamine as their primary substance), incorporating mental health and urological needs.

2.7.2 MANDRAKE tested 16 ketamine samples during 2023/24. The samples ranged from 14% to 100% with an average purity of 61%. Almost half (7/16) were above 90% purity with three containing 100% ketamine.

2.8 Powdered cocaine (Cocaine hydrochloride)

2.8.1 GM TRENDS respondents indicate increased powder cocaine prevalence with professionals and young people commonly reporting that it was more accessible and 'easier to buy'. Use also appears to be on the increase across a wider demographic than many other substances.

2.8.2 MANDRAKE analysis supports the hypothesis that powdered cocaine purity is increasing. Compared to the previous annual cycle, the average purity of samples tested increased from 51% to 64% (range: 29% to 100%). Of 47 samples tested, four-fifths were over 50% purity, two-thirds were at least 70%, over half 80% or more, and almost a third over 90% purity.

3. Concluding Remarks

3.1 This report has attempted to summarise the extensive drug trend insights resultant from the GM Drugs Intelligence System commissioned by the Deputy Mayor.

3.2 Panel members are invited to raise any questions they may have, particularly in relation to the threat of potent synthetic opioids (e.g. Nitazenes).

3.3. The GM TRENDS Report for 2023/24 will be published in October 2024 together with Trend Focus Reports on Ketamine and THC Vapes. These will be circulated to panel members.

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17 April 2024

Dear Combating Drugs Partnership Senior Responsible Owner,

I am writing to update you on the threat posed by synthetic opioids and the initiatives the HMG Synthetic Opioids Taskforce has taken to mitigate this threat. Your role as local leaders of Combating Drugs Partnerships is crucial to tackle this threat. We recognise that many of you already have plans in place to respond to outbreaks of synthetic opioids, and this letter sets out our asks in more detail.

The threat of synthetic opioids in the UK

As you are aware synthetic opioids, which include fentanyl and a class of compounds called nitazenes, present a significant risk to people who consume illegal drugs. In the UK in 2017 there was a spike of overdose deaths linked with illicit fentanyl, and in 2021 deaths linked with isotonitazene, but these spikes were not sustained. However, since June 2023, there has been continued overdose deaths linked to nitazenes across the UK,¹ and a sustained level of nitazene detections in seizures and drug checking.

In response to a cluster of overdose deaths related to nitazenes in the West Midlands and in the South West in June and July 2023, the National Crime Agency (NCA) established a multi-agency operational response - which includes the Department of Health and Social Care (DHSC), Border Force, policing and local partners - to intensify and coordinate efforts to ensure that all lines of enquiry are prioritised and vigorously pursued to stem the supply of nitazenes to and within the UK, and to prevent further deaths. As part of this, the NCA and DHSC have established enhanced real-time monitoring of the threat working with police forces, Border Force and local drug information systems (LDIS), and have now reported more than 100 drug related deaths involving nitazenes across the UK since June 2023, with at least 40 more cases awaiting further analysis.²

The Joint Combating Drugs Unit wrote to you about synthetic opioids in July 2023, drawing attention to the need for improved LDIS capability, and

¹ It should be noted deaths in the UK relating to synthetic opioids remain low compared to those from heroin or other opiate related overdoses.

² OHID is in the process of developing systems for collecting, analysing and reporting data relating to potent synthetic opioids in England, including developing a public-facing report.

emphasising the importance of timely information sharing where possible across the CDP.

Consumption of heroin fortified with nitazenes has been seen most prominently in these drug related deaths, however, drug checking data shows nitazenes are also being used to adulterate other drugs, such as illicit painkillers and illicit benzodiazepines, which therefore presents a threat to a wider cohort of drug users.

We currently assess there is a significant risk that synthetic opioids could become more prevalent in the UK's illegal drug market in the future, especially as OCGs are adapting in the market.

Strategic preparedness

Last summer, I established a cross-government Taskforce to improve our understanding, preparedness, and mitigation against this evolving threat. The Taskforce is overseeing a number of mitigations and activities to address this threat, including:

- controlling 15 synthetic opioids under the Misuse of Drugs Act 1971, which came into force on 20 March;
- delivering a series of intensifications at the UK border to develop our intelligence on how these substances reach the UK;
- working to improve our drug harms surveillance and establish an early warning system that will provide information on the presence and impact of synthetic opioids or other drug threats to inform decisions and response;
- widening naloxone access and use, by seeking to expand the number of services, healthcare professionals and organisation who can supply the antidote on a 'take-home' basis, and to expand carriage by the police and prison staff;
- supporting closer working with the Chief Coroner for England and Wales to encourage better and faster access to post-mortem toxicology results;
- engaging with Devolved Administrations and international partners.

Local planning and response

Given the evolving situation, it is important that all CDPs have plans in place to manage the risk of synthetic opioids and use multi-agency working to galvanise this work at speed.

Prepare: All local areas should have a plan in place on managing this risk, including an incident response plan that is tested regularly with their Local Resilience Forum partners, and your CDP should be providing oversight. Updated guidance on this was published by the Office for Health Improvement and Disparities (OHID) in July 2023³. CDP sub-groups may be best placed to take forward work, ensuring alignment to the Drug Strategy outcomes, which include reducing deaths and hospital admissions from drugs misuse.

³ <https://www.gov.uk/government/publications/fentanyl-preparing-for-a-future-threat/guidance-for-local-areas-on-planning-to-deal-with-fentanyl-or-another-potent-opioid>

Monitor: CDPs should have up-to-date information about local patterns of use and need incorporated into their CDP needs assessment, which should inform the action plan and performance framework. As outlined in the guidance for local delivery partners, all these products should draw on a range of local data and intelligence which CDPs should be monitoring through their LDIS, including police force drugs market profiles, and be continually reviewed and developed. This will align with the work being undertaken by OHID to enhance our national surveillance and early warning system.

CDPs and LDISs should engage with their coroners and support last year's advice from the Chief Coroner to all coroners about the likelihood that some drug deaths will involve synthetic opioids, and the need to commission testing for synthetic opioids from labs that have the capability to detect them.

Treat: Delivering the scaled up high-quality treatment and recovery goals of the 10-Year Drug Strategy are our central response to this challenge. Every CDP across England is allocated additional funding to deliver services with funding going into Local Authorities. You have flexibility to allocate funding based on local need to reduce drug-related deaths, harms, crime and use.

Given the potency of synthetic opioids, CDPs should be aware of cohorts at greatest risk of overdose and dependence including individuals with an existing opioid dependence and should inform them of any synthetic opioid detection in the supply chain and, as outlined in July 2023 guidance, make efforts to ensure quick, attractive and easy access to treatment, especially for people who are reluctant to engage. These issues should be considered and analysed in the needs assessment of your local Combating Drugs Partnership, so all partners are clear on affected cohorts and what treatment services are most appropriate.

CDPs should have a clear understanding of naloxone availability, purchasing and supply arrangements in their system, including needs assessment and which individuals (and, if legislative change is agreed, organisations and professional groups) naloxone is supplied to in what volumes by drug services, or directly obtained by other routes. CDPs should also consider engaging with police forces on their naloxone provisions.

Enforce: If synthetic opioids are detected in your local area, your local police should be proactively alerted in the event they are not already aware. This will allow the police to continue to prioritise investigations into the supply of these drugs, and work with the national coordinated response through the National Crime Agency.

Police should also be fast tracking submissions for forensic testing if they suspect synthetic opioids are present.

Many CDPs now have first-hand experience in responding to outbreaks of nitazene related harms. Over the coming months, we will be looking to review and assure local plans on this issue and help support you in sharing best-practice and expertise.

If you have any questions, please contact your colleagues in DHSC, the JCDU, or the Taskforce at SyntheticOpioidsTFSecretariat@combatingdrugs.gov.uk.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'C. Philp', written in a cursive style.

Rt Hon Chris Philp MP
Combating Drugs Minister

Potent Synthetic Opioids (PSO) risk plan for Greater Manchester

Version 1.3. May 2024

1. Background

In the United States the adulteration of heroin with a range of fentanyl derivatives (*fentanyls*) has been associated with tens of thousands of deaths a year (CDC, 2018). Fentanyls were largely manufactured in China and sold online for use as street drugs. In 2019, China introduced generic controls on fentanyls. It is thought that in response to this, Chinese chemists switched to production of another group of *potent synthetic opioids* (PSO) commonly known as '*nitazenes*' (*benzimidazole opioids*). Since 2020/21 a growing range of nitazenes and some other PSO have been detected in Europe (EMCDDA, 2022). In March 2024, a range of 15 nitazenes were brought under the Misuse of Drugs Act as class A drugs (Home Office (1), 2024).

As a result of a ban on opium production by the Taliban regime in Afghanistan, it is estimated that 2023 production of opium has fell by 95% (UNDOC, 2023). As nearly all UK heroin originates from Afghanistan there are widespread fears that there will be a heroin shortage in the UK, leading to more adulteration of street heroin with potent synthetic opioids.

Test results from both WEDINOS (Public Health Wales, 2024) and Scottish RADAR (Public Health Scotland, 2024) have shown that not only heroin but a range of other drugs such as *benzodiazepines* and *oxycodone* have been adulterated with a range of *nitazenes* (ACMD (1), 2023). In July 2023 a National Patient Safety alert was issued after a number of incidents in various parts of England and in particular a large number of overdoses and deaths in the Birmingham area, suspected and in some cases confirmed to be a result of heroin adulterated with *nitazenes* (OHID (1), 2023). There have also been cases in the last year where the non-opioid sedative *xylazine* has been found as an adulterant in heroin and is thought to have led to fatal overdoses in England (ACMD (2), 2024).

2. Purpose of this document

The emergence of these new potent synthetic opioids in Greater Manchester as either drugs of choice should there be a heroin drought or as adulterants in poor quality street heroin or other traditional street drugs would significantly increase the risk of opioid overdose deaths. In 2018 PHE (now OHID) advised local authorities to prepare for the appearance of potent opioids in their area (PHE (1), 2018). This guidance was update in 2023 (OHID (2), 2023). It states that local areas should:

- plan for how they will rapidly understand and assess the risk of any future threat, develop plans in partnership, and respond to the threat

- do everything they can now to review their arrangements and minimise the potential future impact of potent opioids (for example, through naloxone provision, treatment access and an effective local drug information system)

This document is the latest version of a **Potent Synthetic Opioids risk plan for Greater Manchester** produced on behalf on the Greater Manchester *Drug Early Warning System* (DEWS). The aim is to ensure a professional, co-ordinated, multi-disciplinary approach should credible information relating to risk be received and/or major incidence occur in Greater Manchester.

3. Plan and prepare for a future threat

According to OHID a local potent opioid risk plan should enable local partners to rapidly:

- understand the scale of the threat and assess the risk
- communicate the threat
- take actions to mitigate the threat

3.1 Understand the scale of the threat and assess the risk

The existing Greater Manchester *Drug Early Warning System* (DEWS) is a multi-agency system and equipped for understanding the scale and threat, assessing the risk, and communicating the threat.

The DEWS consists of a *Local Drug Information System* (LDIS) which has 1,000 Greater Manchester professionals who work with people who use drugs signed up to the online group and a well-established *Drug Alert Panel*. The Alert Panel benefits from using MANDRAKE, a Home Office licensed testing service to test available samples involved in incidents when they occur.

A GMP Gold command group to deal with major incidents of potent synthetic opioids has also been established and been shown to be effective when dealing with a recent potent synthetic opioid incident.

4. Mitigating against future threats

4.1 In the event of potent synthetic opioids appearing in the local market or as adulterants in the heroin supply, The Greater Manchester *Drug Alert Panel* (GMDAP) in co-operation with *Greater Manchester Police* (GMP) and local authorities will initially lead on the assessment of any potential threat. Professionals with relevant expertise can be brought onto the *GMDAP* if required. In the event of a mounting threat or major incidents *GMP* will establish a Gold group to plan a Greater Manchester wide response.

4.2 In light of the known threat GMP enforcement activity should prioritise any known or suspected local supply of heroin or other drugs adulterated with PSO.

4.3 Local commissioners should ensure that senior managers and other relevant staff of substance misuse and other commissioned services seeing large numbers of drug users are familiar with the latest version of this Risk Plan.

4.4 Local commissioners should ensure that substance misuse and other commissioned services seeing large numbers of drug users are prioritizing the training of staff, service users and others in overdose management and the use of naloxone and other interventions to reduce risk of overdose (including reducing opioid use 'on top' and optimising MAT).

4.5 Local commissioners should ensure that access to adequate supplies of naloxone are available in the event of an increase local threat - recognising that repeated doses may be required if PSO are implicated in an overdose.

4.6 Greater Manchester seized heroin samples are systematically tested for the presence of some PSO by GMP. This may need to include other PSO if recommended by the ACMD when best practice guidelines are produced (ACMD (3), 2022). Any positive results should be made available to the GMDAP.

4.7 The purity of Greater Manchester seized heroin samples has begun to be monitored by *MANDRAKE* (a joint GMP/MMU initiative) as part of the Greater Manchester drug trend study (GM TRENDS). Heroin purity is also selectively monitored by GMP for forensic purposes. In the event of anecdotal or forensic evidence suggesting significant decreases in potency or availability of heroin in Greater Manchester the GMDAP should consider alerting commissioners and relevant services to prepare for the possible appearance of PSO on the local drug market.

4.8 Biological samples from post mortem examination are routinely tested for the presence of some PSO in all suspected drug related death cases. Positive results should be passed on to the GMDAP. The ACMD has recently recommended that coroners test for a range of PSO following the production of best practice guidelines (ACMD (3), 2022).

4.9 Communications teams from GMP, local authorities, Health Trusts, OHID and Greater Manchester Combined Authority (GMCA) should be aware of this risk plan and be able to instigate a co-ordinated media response should the GMDAP deem the incidents or threat warrant it in line with the Greater Manchester drug alerts media protocol (GMCA/NHS in Greater Manchester, 2019).

5. When suspected incidents of PSO occur

5.1. Where 'spikes', clusters or multiple overdose incidents occur and/or the involvement of PSO is suspected, relevant A&E departments or paramedics should inform the GMDAP as soon as possible.

5.2. Samples testing positive from reagent or other onsite tests should be confirmed by more thorough testing procedures. Any samples testing positive with reagent or other onsite tests should be sent to *MANDRAKE* or tested by forensic service providers. Results of

any positive tests should be passed on as soon as possible to the GMDAP for risk assessment.

5.3. When the suspected involvement of PSO occurs, first responders, police officers and other professionals involved in handling and transporting samples should take precautions in line with guidance (PHE (2), 2018).

5.4. No media or social media comments as to the suspected contents of drugs or the possible involvement of PSO should be made until incident(s) have been assessed by the GMDAP. Mishandling of messages by the media or on social media may accidentally increase demand and potential increase the risk of drug overdose and death.

6. Communication response

In the event of confirmation of PSO appearing in the local market or as adulterants in the heroin supply:

6.1. Relevant information along with any recommendation of public facing warnings will be supplied by GMDAP to communications teams from GMP, local authorities, relevant Health Trusts, OHID and GMCA in line with the Greater Manchester protocol (GMCA/NHS in Greater Manchester, 2019).

6.2. Information from the GMDAP to relevant professionals and services will be cascaded through relevant networks by GMP, local authorities, OHID, *LIN* (NHS online information network) and the *Greater Manchester Local Drug Information System* (LDIS) etc.

6.3. Local commissioners will be informed and should ensure that local substance misuse service; local emergency services; primary care; services for homeless opioid users, hostels, pharmacists, and other partners etc area are informed.

6.4. *North West Ambulance Service* (NWAS) and local A&E should be contacted and alerted through the *Greater Manchester Health and Care Partnership* to the possible increase in cases and to the potential need for repeated doses of naloxone (Abdulrahim & Bowden-Jones, 2018).

6.5. In hospital settings: overall, higher doses of naloxone may be needed for PSO patients in comparison with heroin patients; PSO patients may require a longer period of observation in hospital than heroin patients (Abdulrahim & Bowden-Jones, 2018).

7. Substance misuse service response

Local commissioners should ensure that treatment and other services in contact with opioid users:

7.1. Ensure staff and service users have access to adequate supplies of take-home naloxone and that relevant services promote and increase the coverage of take-home naloxone and overdose training.

Legislation is to be enacted shortly that will allow the wider provision of Take-Home Naloxone (THN). This will allow police, nurses, homeless outreach services to increase supply for people who use opioids and their family and friends (DHSC, 2024), however at present the provision of THN can only be done by drug treatment services.

7.2. Increase efforts to reduce illicit opioid use amongst service users in *Medication-Assisted Treatment* (MAT). Optimise MAT treatment in line with the 'Orange Guidelines' (Department of Health and Social Care, 2017), especially ensuring service users receive optimal doses of methadone or buprenorphine to reduce the likelihood of 'illicit opioid use on top'.

7.3. Ensure there is rapid access to assessment and titration onto MAT for opioid users not in contact with treatment services – reducing barriers where necessary.

7.4. Ensure nitazene, fentanyl and xylazine test strips are available for distribution by relevant services to opioid users and inform the GMDAP of any feedback from these results. In practice it is unlikely all three strips will be used by people who use opioids to test any batch they have, so priorities will be dictated by whatever is known about the threat.

8. Messages to opioid users

It is important to recognise that service users may not be aware that they have taken PSO, or heroin mixed with a PSO. Evidence from the US suggests heroin users will adopt behaviours to reduce overdose risk and seek treatment when PSO was detected in local heroin supplies (Carroll, 2017).

8.1 Anecdotal evidence for the use of nitazene test strips, suggest that on a positive test of their dose a person who uses street heroin will still use the dose they have, but may mitigate behaviour, by for instance smoking instead of injecting, not using alone but using with somebody with a naloxone supply etc.

While the ideal would be to dispose of the dose and or hand it in to drug services so it may be able to be tested through the MANDRAKE/GMP scheme, this adaption of behaviour to reduce risk should be encouraged.

8.2. Relevant services should ensure that any alerts/posters sent by the GMDAP are displayed for waiting rooms, posted onto relevant social media etc.

8.3. Relevant services should work with local service user representatives and consider increasing outreach by staff and trained peer support workers to actively trace and contact opioid users in and out of treatment to inform them that PSO may be present in local heroin supply. This should be undertaken in a targeted, balanced manner so as to minimise drug seeking of strong opioids.

6.3. There is presently no evidence that higher doses of naloxone should be used in community settings. However, the reversal of a PSO overdose may be less likely than with heroin. Where the use of PSO is suspected, there is a need to call emergency services and transfer to hospital (Abdulrahim & Bowden-Jones, 2018).

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FOR INFORMATION GM POLICE, FIRE AND CRIME PANEL

Date: 18th September 2024

Subject: Police and Crime Panel and Steering Group Joint Forward Plan

Report of: Neil Evans - Director for Police, Crime, Criminal Justice and Fire

PUPOSE OF REPORT

The Joint Forward Plan was agreed by Police, Fire and Crime Panel in July 2024 and sets out the schedule of reports to be presented to Police, Fire and Crime Panel, Steering Group and Leads over the municipal year and can be added to within the year to reflect emerging issues.

The attached is an updated plan for the information of Panel members.

RECOMMENDATIONS

1. Members are asked to note the content of the Joint Forward Plan.

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1. BACKGROUND

1.1 The Police and Crime Panel and Steering group share a joint work plan, known as the Forward Plan, which is reviewed on an annual basis.

1.2 The work plan sets out the areas of focus for Panel, Steering group and Leads.

2. DEVELOPING A FORWARD PLAN

2.1 Members of Panel, Steering group and Leads have been consulted on the reviewed Forward Plan and additions incorporated since the last Panel meeting.

2.2 The Forward Plan takes account of the Police and Crime Plan priorities and commitments as well as additional areas of focus that are requested by Panel and Steering Group members.

2.3 The Forward plan can be added to at any time and members of all groups are able to request that items are added to future meetings. Items that have been presented to previous meetings are highlighted in green.

3. RECOMMENDATIONS

3.1 Shown at the front of the report.

APPENDIX ONE

	May 2024 - April 2025	GMP reports			
	Completed	GMFRS reports			
2024-25 Municipal Year Forward Plan					
Police and Crime Panel	Item	Police and Crime Steering Group	Item	Police and Crime Leads	Item
11/6/24, 2.00 AGM	Rules of Procedure Annual complaints report Appointment to the Panel	27/06/2024 AGM	Appointment of Chair and Approval of TOR	22/07/2024	Catch 22 - Victim services
	Appointment of Chair and Vice Chair verbal		Complex Safeguarding		GMFRS Place Based App update
	GMP Workforce update - recruitment and retention, diversity etc		Serious Violence Annual update and Forward Look		GMFRS Serious Violence Duty update

	Stop & Search		Deliberate Fire Setting		Prevent and Channel Assurance process, proposal.
	FCC performance update and general performance		GMFRS Water Safety Partership Update		Fire Stations as Safe Havens
	Finance		Neighbourhood Policing - Update		Cyber Prevent
	Police and crime plan - priority 1 report & Performance scorecard Year 3 update		Child centred Policing		Developing the Police and Crime plan - update
	Gender Based Violence Delivery plan - year 2 update		Blue Light Collaboration		GM Drugs Intelligence Function (Trends, DEWS, DRDs)
	Decisions taken		Victim service and wider strategy delivery		DRAFT Deputy Mayor Annual Report 2023/24
	GMFRS Efficiency & Productivity Plan				

	GMFRS Fire Plan 2025-29 - Overview consultation and drafting				
	Work plan / forward look				
Police and Crime Panel	Item	Police and Crime Steering Group	Item	Police and Crime Leads	Item
24/7/24 2.00	Police and crime plan - Priority 2, year 3 report	15/8/24	Restorative Justice - broader work programme	30/9/24	GM Combatting Drugs partnership - Strategic Delivery Plan and Outcomes framework
	GMFRS - Annual Delivery Report 23-24		Domestic Abuse - update on GMP DA arrangements review and technology update		GMFRS Staywise Update
	HMICFRS update – including SCO, Homicide Prevention and PEEL –		Fire Safety Overview		GMFRS Community Safety Interventions Offer
	Baird Inquiry report		GMFRS What Works Forum (WWF) Update		Police and Crime plan update
	GM Drugs Intelligence Function (Trends, DEWS, DRDs)		GMFRS Annual Evaluation Report		Deputy Mayors report of Complaints

	GMFRS Annual Assurance Statement		GMFRS HMICFRS Update		
	Decisions		Strategic assessment of risk of the national and international energy regulations technologies		
	Joint report - Tackling Hate Crime Plan refresh. Backward and Forward Look				
	GMFRS - Atlas Project - update				
	ASB – Off road bikes, electric bikes and quads – Operation Hurricane				
	Proposal for the development of a new Police and Crime Plan				
Police and Crime Panel	Item	Police and Crime Steering Group	Item	Police and Crime Leads	Item

18/9/24 2.00	GMFRS Annual Delivery Report 23-24	17/10/24	Out of Court Disposals	25/11/24	GM Combatting Drugs partnership - Strategic Delivery Plan and Outcomes framework
	Organised Crime Annual update and Forward look (Challenger, Modern Slavery and Trafficking)		Youth Justice Transformation		Police and Crime plan update
	Reducing Harm and Offending strategy - year 3 update - to include support to those on Probation orders with MH		RASSO		
	Police and crime plan - Priority 3, year 3 progress report		Update on Fraud		
	Right Care Right Person		GMFRS Winter Safety		
	Decisions		GMFRS Protection Business Engagement Framework and Overview		
	Vision Zero update -		Draft Police and Crime Plan		

	GM Drugs Intelligence Function (Trends, DEWS, DRDs)		GMFRS Volunteering Report (update against Strategy)		
	Report recommending appointment of Independent members following recruitment		Tackling inequality in Policing		
	Deputy Mayor Annual report 2023/24		RCRP update		
	GMP Plan on a Page update				
	GMP Vetting update report -				
	Deputy Mayors report of Complaints				
	GMFRS Culture First Update				
Police and Crime Panel	Item	Police and Crime Steering Group	Item	Police and Crime Leads	Item
18/11/24, 2.00	Finance - Precept process	12/12/24	GMFRS Fire Plan 2025-29 Proposals	27/1/25	

	GM Combatting Drugs partnership - Strategic Delivery Plan and Outcomes framework		GMFRS Budget Proposals		
	Hate Crime Update		GMFRS Bonfire Night Interventions		
	GMP Local Policing update		Child centred Policing - update on progress since June 2024		
	GMFRS Mid-Year Performance Report				
	GMFRS Sustainability Strategy Update				
	Police and Crime Plan Dec 2024 - March 28				

Police and Crime Panel	Item	Police and Crime Steering Group	Item	Police and Crime Leads	Item
27/1/25, 1.00 - 3.00	GMFRS Budget	13/2/25	Fire Commission - emerging energy technologies		
	Precept Hearing		GMFRS Draft ADP 25-26		
			GMFRS Item - TBD		
Police and Crime Panel	Item	Police and Crime Steering Group	Item	Police and Crime Leads	Item
19/3/25, 2.00	Year Review of GBV Delivery Plan	3/4/25	GM Combatting Drugs partnership - 6 month update - Strategic Delivery Plan and Outcomes framework	31/3/25	Year Review of GBV Delivery Plan
	GMFRS Estates Programme Update		Year Review of GBV Delivery Plan		

			GMFRS Fire Plan Engagement - You Said, We Did		
			Maturity Assessment of IPBW		

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