

Greater Manchester Police, Fire & Crime Panel

Date: 4th August 2022

Subject: Greater Manchester Police Update: Progress regarding all Her Majesty's Inspectorate of Constabulary & Fire and Rescue Services areas of concern

Report of: Chief Superintendent Rick Jackson

Purpose of Report

This report is provided to establish Greater Manchester Police's (GMP) progress update against Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) engagement key causes of concern (CoC) and recommendations.

It also delivers an update on the Force's response and progress on the Police Uplift Plan (PUP), and additionally establishes a performance overview and narrative of key improvements to date for the Mayor and Deputy Mayor of Greater Manchester to support review with the Her Majesty's Chief Inspector of Constabulary Mr. Cooke.

Recommendations

The Panel is requested to note this report.

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1. Introduction/Background

In December 2020, GMP's HMICFRS Victim Service Assessment (VSA) found that the "service provided to victims of crime by GMP, particularly vulnerable victims of crime, is a serious cause of concern". Following this inspection, GMP was formally 'engaged' by the HMICFRS, and four enduring concerns were identified for the Force:

- Greater Manchester Police is failing to respond appropriately to some people who are vulnerable and at risk.
- The Force is failing to make sure it correctly records all reported crimes, particularly violent crime, including domestic abuse behavioural crimes such as harassment, stalking and coercive controlling behaviour.
- The Force is failing to make sure investigation plans are always completed to an acceptable standard and not adequately supervising investigations.
- The Force is inappropriately concluding crime investigations with cautions and community resolutions that aren't appropriate and doesn't consult the victim in relation to supporting or withdrawing support for police action.

In September 2021, HMICFRS undertook fieldwork to inform the 2021 Police Effectiveness, Efficiency and Legitimacy (PEEL) Assessment of GMP. During this fieldwork, a CoC was identified regarding how the risk of harm to people contacting GMP is assessed and managed. This additional CoC was flagged to the Force as an accelerated CoC, which effectively superseded the initial CoC with regards to GMP failing to respond appropriately to some people who are vulnerable and at risk.

Since receiving 15 new HMICFRS reports from December 2020, resulting in 22 areas for improvement (AFI), eight CoC and 68 recommendations, GMP has closed 116 areas requiring action. This comprises of 30 GMP specific recommendations and AFIs, and 86 national recommendations and AFIs.

In addition to the above, 18 AFI's and recommendations require no further action due to HMICFRS withdrawing the specific need to progress, or because they are covered in the wider PEEL questions. In total, 23 recommendations and AFI's (combined) have also been superseded. Therefore, in total, 157 have been closed, superseded or 'no further actioned' since December 2020.

The Force has reduced its open recommendations from the start of HMICFRS engagement in December 2020 by almost three quarters, **from over 120 to now just 35**

recommendations. There are also 20 AFI and six CoC open. Further completed recommendations have been submitted and awaiting HMICFRS review.

2. Response to the identified Causes of Concern and the current position of GMP.

For each CoC (including the accelerated CoC), the response and current organisational position is broken down into: activity, impact and sustainability.

At this time, the Force has reduced the CoCs relating to HMICFRS GMP engagement to two, these are;

CoC 17345 – Victim Services Assessment - The Force is failing to make sure investigation plans are always completed to an acceptable standard and not adequately supervising investigations. This leads to poor standards of some investigations, a lack of timely progression of investigations and a failure to adequately document and mitigate the risk to victims, including vulnerable victims.

CoC 21044 - Greater Manchester Police is failing to respond appropriately to some people who are vulnerable and at risk. This means that it is missing some opportunities to safeguard victims and secure evidence at the scene. This enduring service failure has given cause for concern about public safety in Greater Manchester. (Contains 4 Recommendations of which 2 are now closed).

*Please note in relation to non-engagement CoC, GMP have an additional four in total including (one PEEL effectiveness 2017 and three from PEEL 2021/22, which the Force is progressing).

Significant and sustainable progress in GMP has been made and continues against these CoC and associated recommendations relating to HMICFRS engagement, as detailed below;

CoC 17345 – Victim Services Assessment Cause of Concern Update

The following areas **have been implemented** and secured to date to deliver against this CoC by the Force;

- ✓ Re-launched Performance Management Framework (PMF).

- ✓ Launch of key improvement plans and priority actions, led by a dedicated Detective Superintendent and Team.
- ✓ Change of portfolio to Assistance Chief Constable (ACC) Crime.
- ✓ Investment in detective resourcing, building capacity and capability, welfare and wellbeing.
- ✓ Monthly Public Protection Division (PPD) thematic audits from cradle to grave.
- ✓ Communications Plan / staff engagement / Sergeant and Inspector Pledges by Chief Constable Watson / Plan on a Page (POAP) Roadshow and One Year On – “We are Giants”
- ✓ Crime and Vulnerability Board implemented to provide effective scrutiny and governance and crime performance improvement. Supported by Gold, Silver, Bronze (GSB) structure to deliver improvement and refreshed Force Investigation and Crime Standards Improvement Plan and Crime Data Integrity (CDI) Improvement Plan.

The following are **key achievements** to date for the Force against this CoC;

- ✓ Improvements across most PiP1 key performance indicators (KPI), including supervisory updates and investigation plans.
- ✓ Detectives leading professionalisation of crime investigation at local level.
- ✓ Staff morale improvement and positive cultural shift.
- ✓ Tangible Force/district delivery on key performance measures supported by quarterly performance review (QPR) process.

These developments **are sustainable** and the following can be identified as milestones;

- ✓ The PMF is bringing Force wide accountability, scrutiny, and governance, evidenced through Force Crime and Incident Registrar (FCIR) audits, QPR reviews, and Victim and Communities Performance Framework (VCPF) tasking chaired by the DCC. Dedicated performance products have been created and embedded to deliver.
- ✓ Daily, weekly, and monthly performance products and processes have been implemented enabling scrutiny and accountability, and in turn service and performance improvement for victims and our communities across Greater Manchester.
- ✓ Key focus across GMP on training and development of all staff and cultural shift.
- ✓ Extensive staff engagement events, interaction with GMP Federation/support staff associations.

- ✓ Development of sophisticated data tools to aid improvement in performance, such as Cognos Dashboard, Integrated Operational Policing System (iOPS) Dashboard.

CoC 21044 - Greater Manchester Police is failing to respond appropriately to some people who are vulnerable and at risk – Cause of Concern Update

The following areas **have been implemented** and secured to date to deliver against this CoC by the Force;

- ✓ Force Contact Centre (FCC) Investment Plan, with a dedicated Summer plan implemented to meet additional seasonal demand under 'Operation Apollo' and resources flexed across organisation to support.
- ✓ New Force Incident Grading and Response Policy.
- ✓ THRIVE – All incidents risk assessed via THRIVE with new THRIVE Training rollout.
- ✓ New quality assurance (QA) compliance process for Dispatch.
- ✓ Daily meeting with the North West Ambulance Service NHS Trust (NWAS) and GM Mental Health Trusts to access open incidents/s.136.
- ✓ Local accountability and the investment in leadership.
- ✓ Introduction of dedicated child protection teams.
- ✓ Review of response and neighbourhood policing ongoing.
- ✓ Extensive work led by GMP's Prevention Branch, and the FCC on understanding and responding to demand, ensuring the right resource can be deployed to the right victim at the right time, and specifically vulnerable members of the community/vulnerable victims.

The following are **key achievements** for the Force against this CoC;

- ✓ Improvements in 999 and non-emergency average speed of answer (ASA). Overall, the linear trend highlights a reduction in delay of answering with notable sustained improvement made since the peak during July 2021 (999 ASA was 1 min 22 secs) for June 2022 – 999 average speed of answer is now 29 secs.

For Grade 2 (ASA) the overall linear trend indicates stability. It is notable that performance in most months since July 2021 has improved. In June 2022, Non-emergency (ASA) was at 4min 19 secs, in June 2021 it was 5 min, 5 seconds. An enhanced understanding of non-emergency demand has seen overall non-emergency/emergency call ratios now at 40% emergency and 60% non-emergency which is in line with other Metropolitan Forces.

- ✓ Improved response/attendance times have been achieved with more appropriate grading of incidents delivered. The overall linear trend highlights notable improvement in Grade 1 - 999 response times has been made since the peak during September 2021 (13 min 35 seconds). In June 2022, Grade 1 999 average attendance was 10 min 18 secs (against target of within 15 min).

With regard to Grade 2, non-emergency attendance. The overall linear trend highlights a clear positive reduction in Grade 2 attendance times. Sustained improvement has been made since the peak during August 2021 (28 hrs 45 min 59 seconds), compared to June 2022 where Grade 2 average attendance is 3 hrs 28 mins 26 secs. This remains an area for Force focus and current analysis shows that over 50% of our Force demand GMP is getting to within 55 minutes.

- ✓ Call abandonment: 999 Switched abandonment rate was at 7% in June 2021, this is now down to 2% in June 2022. Non-emergency switched abandonment rate remains high at 23% in June 2022, compared to 20% last year. It is now known a large proportion of these are being directed to online reporting. This is a positive channel switch and means members of the public have alternative means of reporting to GMP for recording calls for service and obtaining a response.
- ✓ Broadened reporting lines to be accessible to more of the community.
- ✓ Improved outcomes illustrated through dip-sampling.
- ✓ Improved performance and outcomes – VCPF/VSA.
- ✓ Improved timeliness and response to vulnerable adult and child referrals.
- ✓ Improved capacity and capability of workforce, with dedicated workforce profile produced.

These developments **are sustainable** and the following can be identified as milestones;

- ✓ Effectively matching resources to demand with an investment of new staff into the FCC.
- ✓ Introduction of new technology into the FCC.
- ✓ New Graded Response Policy implemented in February 2022, the proportion and volume of Grade 2 significantly reduced (-50%) post new Graded Response Policy.
- ✓ Crime Futures – expansion of GMP’s Crime Recording and Resolution Unit (CRRU).
- ✓ Detective investment uplift plans.
- ✓ Embedded and formalised investigation units.

- ✓ Neighbourhood and Response Review.

3. Force Crime & Policing Performance Update (*Data based on 30th June 2022/June 2021 comparison)

Crime Recording Compliance and Performance

The Force has undertaken considerable work to ensure reported crime is recorded ethically and appropriately in line with Home Office (HO) counting rules/National Crime Recording Standard (NCRS) compliance. Audits show that 60% of all Force crime is now recorded by the CRRU, with an incident to crime conversion rates of 94% crime recording accuracy. A recent additional audit by the FCIR identified that 97% of robbery offences were NCRS compliant and 95% of burglary offences.

The GMP POAP was published in September 2021, with the aim of re-focusing activity on the basics of preventing and reducing crime to keep people safe and to care for victims. Significant Force performance improvement has been secured and highlights are as follows;

GMP is recording more crime as a result of the Force's renewed focus on crime recording practices and process improvement, *ethically and accurately* capturing crime reported by the public of Greater Manchester. For **June 2022 the Force recorded 32,248 Crimes**, the second largest month for crime recorded for the last 24 months (May 2022 was the highest), GMP is recording around *30,000 Crimes per month on average*.

Arrests for GMP are the highest they have been in two years at 4,567 as of June 2022, this is a significant increase of 59% from June 2021.

Stop and Search across GMP is at the highest it has been in two years at 1,751 interactions. The Force has seen a huge increase of 200% in stop search use since June last year, which is an extra 1,163 interactions. 24% of Stop searches resulted in positive outcomes, 55% were with white members of the public, 28% with black and Asian members of the public and 15% with other ethnic minority groups. Analysis also reveals there has been a **38% reduction in complaints** in relation to Stop search powers in GMP in the past 18 months. From June 2020-

May 2021 there was 71 complaints, and for the period June 2021 to May 2022 there was a reduction to 44 complaints received.

GMP Charge / Summons volumes are up by **25%** during the 12-month period to the end of June 2022, whereby **21,083** investigations resulted in a charge or summons outcome. This is an increase of **4,346 (25%)** on the **16,737** investigations concluded in the same way during the previous 12-month period.

Overall positive outcomes through 1-8 are up **18%** at **29,833** in the same period against **25,290** for the previous period. *(Please note, in term of outcome proportions as a percentage this will look lower at 7.8% current v 8.9%, due to the Force recording far more crime, an extra **58,000** crimes over the last 12 months).

Solved Crime Rates

The Force total crime solved rate is currently 7.8% and although down from 8.9% last year, GMP has recorded far more crime (**an additional 58,000 crimes in the last 12 months and solved 4,500 more crimes than the previous year**). The Force, as a result of focused systems and process improvement aimed at improving NCRS and HO counting rules compliance, now ethically is recording more crime and proportionality, and can also demonstrate a step change to resolving more of these crimes positively, with a victim focused approach. GMP's outcome rates over time as a result will improve.

The total crime solved rate for the Force Most Similar Group (MSG) average is 9.95%, and this is GMP's aspirational target.

Taking domestic abuse (DA) as an example, GMP has recorded 10,000 additional DA crimes compared to last year, solving 8.6% of these, with 1,000 more actual DA crimes solved and additional vulnerable victims protected. In June 2022, 5,800 crimes were recorded; 570 of these so far have been solved with focused upward trajectory on securing positive outcomes. Drawing upon residential burglary as a further example, a 4.2% overall outcome rate has been secured as of June 2022, an increase from 3.4% in June 2021. This highlights an upward trend of 12 months performance improvement for victims and communities across Greater

Manchester. Taking the month of June 2022 alone the Force has secured an improved 6.1% overall outcome rate.

Combating Neighbourhood Crime

Responding to, reducing, and combating neighbourhood crime is a key focus for the Force as it is for police forces nationally and for the HO.

Residential Burglary is a clear priority for the Force. Through a co-ordinated response under Operation Castle, the Force has seen incremental improvement in outcomes for victims and Communities. The Force has also seen a 17.1% increase in offences (2,694 additional crimes in the past 12 months, June 2021 to June 2022). A 4.2% overall outcome rate has been secured as of June 2022, an increase from 3.4% in June 2021. This highlights an upward trend of 12 months performance improvement. Taking the month of June 2022 alone, the Force has secured an improved 6.1% overall outcome rate, there is a small (+93) increase in offences from May and GMP's solved rates have increased by 1.1%. (MSG average is 5.96% as of May 2022). GMP is 35th in England and Wales (E&W), and eighth for MSG comparison for this crime type.

Burglary residential attendance is now at 94% up from a low of 73% in Feb 2019 – GMP is committed to attending every residential burglary.

Personal robbery offences are seeing an increase of 16.2%, which is up 671 offences in June 2021. Outcome rates are at 6.5%, which is lower than GMP would want, as MSG average is 9.28%, placing GMP 34th in E&W and seventh out of eight in MSG. GMP is working hard towards improvement, with dedicated response across the Force, specifically the City of Manchester (CoM) District, which proportionality see the highest offences.

Theft from person offences are up 66% in total on June 2021, with an additional 2,566 offences in the last 12 months. Despite this increase, GMP solved rate is at 1.82% and MSG average is 1.57%, so places GMP higher than MSG average at third out of eight and 22nd placed nationally in E&W. It must be recognised that Greater Manchester has one of the largest student populations outside of London, and has significant sporting,

entertainment/cultural events that see population numbers swell and reported crime increases as a result.

Vehicle crime across GMP is up slightly in June 2021, with a 9% increase at 25,947 offences for the last 12 months with a 2.70% outcome rate for GMP, against MSG average of 3.02% which places GMP sixth in MSG out of eight and 31st nationally in E&W. Other large forces have seen increases in this crime type and have challenging solved rates.

Theft of motor vehicle across GMP correlates to 7,507 offences for 12 months to June 2022, which is an 32.9% increase, with an outcome rate of 3.30% across GMP, against MSG average of 4.32% and requires a focus, placing GMP fourth out of eight in GMP's MSG and 27th in E&W nationally.

Theft from motor vehicle across GMP correlates to 13,701 offences for the last 12 months to June 2022, a small 1% increase, but outcome rates are 1.5% across GMP, against MSG average of 1.94% and remains a focus, placing GMP fifth out of eight in GMP's MSG and 25th nationally in E&W.

Combating Serious violence

Serious violence offences have seen an increase across GMP at 36,990 offences, an extra 7,000 crimes and a 24% increase to the end of June 2022, compared to June 2021. Combating serious violence is clear focus for the Force, given recent homicides and a rise in violence is seen in other large metropolitan Forces, following post Covid recovery and opening up of the night-time economy (NTE). Outcome rates for serious violence across GMP show 8.6%, down from 12.6% - arguably attributed to post lock down, expansion of NTE and increased and more robust/ethical crime recording practices.

Knife crime is up 7% from 4,134 to 4,422 offences in 12 months. The Force has secured a 10.8% solved outcome rate as of June 2022, down from 15.7% in 2021. Renewed Violence Reduction Unit (VRU) focus and additional investment will be made in targeted patrols to

hotspot locations and stop search increases and targeting of profiled offenders. As well as the continued education and engagement programmes.

Vulnerability Focus

Domestic Abuse - combating DA really matters to GMP, and safeguarding victims and communities is paramount, with a focus on improving outcome rates, conviction rates and attrition rates. It is a key Force priority for GMP under its Violence Against Women and Girls (VAWG) Strategy and the Force can update;

Over the last two years **DA crime volume has increased significantly** from an average 4,700 crimes to 5,400 per month. This is a 40% increase comparing July 2020 with June 2022. Demonstrating arguably, the renewed confidence and trust in GMP from victims that positive action will be taken on reporting to arrest all offenders and maximise victim safety and safeguarding.

65,022 DA offences were recorded by the Force in the last 12 months, which is a 16% increase in crime volume, solved outcome rates 1-8 are at 8.6%, however, slightly lower than last year, which saw 10% solved outcomes. However, analysing the data, GMP has seen a 19% improvement relative to volume in solved crimes based on the same time last year. For the previous 12 months, GMP solved 5,162 offences reported. This year, the Force have now solved 6,152, which is 19% more volume than last year.

The overall outcome rate has seen a small reduction, but GMP is now better at recording this crime and have detected an additional 1,000 offences, ensuring a better service for victims and their families and maximising safeguarding opportunities.

DA Arrests have also increased significantly from 735 per month to nearly 1,500 a month. This is a 100% increase comparing July 2020 with June 2022.

Domestic Violence Protection Notices (DVPN) issued have also increased significantly from 50 to 100 per month. This is a 100% increase comparing July 2020 with June 2022, ensuring GMP is better protecting vulnerable victims of DA.

Rape and sexual offences - reducing rape and sexual offences and improving prosecution outcomes for victims is a key strand of the Force's response to combating VAWG. Over the last 12 months, rape offences have increased by 473 offences to 4,200 offences, a 13% increase in reported rape. Force outcome rates are at 4.5% and a focus for improvement as the solved rate has reduced from 6%. Arguably, as GMP is now recording more rape crimes, this could reflect upon the increased confidence and trust victims and partners agencies of this offence have in GMP in reporting offences, and knowledge that positive action will be taken. GMP is third in MSG out of eight and 14th nationally in E&W in this crime type.

Sexual offences have increased in the volume of offences reported by 18% to 11,500 in June 2022, from 9,800 in June 2021. Outcome rates are at 6.6% down from 9.1%, however, the Force has recorded proportionately more crime and are at 16th in E&W nationally, and third in GMP's MSG out of eight.

Mental health - incidents have increased over the last 12 months with 18,820 mental health incidents being recorded, which equates to an extra 2,249 incidents, this is an extra 13.6% increase. The Force is working hard with partners to understand this extra increase and demand on resourcing and response, and will ensure the NHS, and key partners and stakeholders, play their part in patient and public safety/safeguarding, demand reduction and interventions.

Missing from home data – 27,190 missing incidents have been recorded over the last 12 months, up to the end of June 2022, this is an 18.9% increase in reports, which equates to 4,323 extra missing episodes. The Force is working hard with partners to safeguard missing people and reduce demand on policing resources. GMP seeks to understand and improve the response to repeat missing people, and especially target the areas of high risk such as teenagers repeatedly missing from care homes, whilst at the same time maximise individual and public safety and safeguarding opportunities.

Vehicle seizures - across GMP are improving in relation to those used in an anti-social manner, criminal use or stolen. The number of vehicles seized has been historically low in comparison to other forces of similar size. GMP has re-launched **Operation Vortex** in response to tackling

the criminal use of vehicles, anti-social behaviour (ASB) use, detecting more driving offences, and improving safety on GM road networks.

All Vehicle Collections		Vehicle Seizures – 165	
2018	20690	2018	6061
2019	21831	2019	6658
2020	20290	2020	7178
2021	20545	2021	7114
2022 Jan-April	5454	2022 Jan-April	2330
Projected 2022	21816	Projected 2022	9320

Victims Code of Practice (VCOP) - the linear trend in PIP1 audit results highlight that VCOP is being maintained but remains a focus for the Force to support the needs of victims. Since November 2020, with (61%) performance across most months, this has been improved. Since reductions at the end of 2021 into January, there has most recently been an indication of increase. Given the context that the Force is recording more crime and not screening crime, this demonstrates the Force’s focused efforts on 100% targeted response to VCOP.

The Crime Futures Project - continues the focus to improve crime recording standards and improve investigation standards across GMP. The project team has identified the high demand, low risk investigation types Force-wide. These investigations, regardless of a named offender or otherwise, would be created and then auto pushed, from the crime recorder directly to the district crime investigation teams (CIT). The existing district CITs will have enhanced, ring-fenced staffing, based on anticipated demand. Tameside District continues to pilot the project prior to Force rollout.

Conclusion

The Force has firmly embedded the Force Strategy (POAP), which is delivering sustainable improvements in policing performance and service delivery for victims and communities across GMP.

The Force PMF is now delivering sustainable tangible improvements in performance.

The Force investment in leadership, workforce, and governance structures is now well established and working collegiately to drive and deliver positive improvement and sustainable change. There is committed genuine investment in officer/staff wellbeing and welfare across GMP from the top down.

A focused positive cultural shift is ongoing through comprehensive staff engagement, empowerment, and involvement in change. Through delivery of widespread and diverse staff engagement measures across GMP, led by the Chief Constable, DCC and wider Chief Officer Team.

Key Force processes are under review, ranging from; neighbourhoods, response, FCC, IT systems, to deliver and support sustained performance improvement and service delivery. Improved call handling and response/attendance times have been secured to maximise public service standards, safeguarding opportunities and crime standards.

Improved NCRS/ HO Counting Rules compliance and increase in use of appropriate outcomes has been achieved and continues to be maintained.

Increased crime recording, improving standards of investigations, and focus on solved outcome improvement, are being delivered for the victims and communities of Greater Manchester.