

Greater Manchester Police, Fire and Crime Panel

Date: 4th August 2022

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 partnership response to serious and organised crime.

- National policy set by Home Office and NCA.
- Greater Manchester 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

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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

A delivery plan along with risk management plan are being developed to support the refreshed Greater Manchester Serious and Organised Crime Strategy.

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: 1

Comments/recommendations from Overview & Scrutiny Committee

Not applicable

Background Papers

- National SOC Strategy 2018
- National Modern Slavery Strategy 2014
- Modern Slavery Act 2015
- National Crime Agency Annual Plan 2022-23
- Greater Manchester Serious and Organised Crime Strategy 2022-25
- Disclose any facts or matter on which the report or an important part of the report is based;
- Which have been relied on to a material extent in preparing the report

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

SOC is a Government Priority, with the [SOC Strategy 2018](#) setting out the national framework to tackle it, overseen by the Home Office. SOC is defined by how criminality is carried out, rather than what criminality is committed. The framework sets out four key objectives, known as 'the 4Ps', and it is expected that a partnership approach will be applied to delivering on these objectives:

- Prepare
- Prevent
- Pursue
- Protect

SOC is identified by the Home Secretary 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 (see Appendix 1). As part of the national governance around SOC, Greater Manchester's Deputy Mayor is one of the SOC co-leads for the Association of Police and Crime Commissioners, working with and for PCCs to raise the profile and response to this issue in Force areas and ensure connectivity with the wider SOC system.

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. The strategy is currently being refreshed and a new Modern Slavery Act was announced in the Queen's speech in May. This includes the extension of transparency in supply chain duties to public sector organisations. 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 ten 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.

Programme Challenger's partnership model is delivered through Greater Manchester's SOC Strategy, first launched in 2018. A refreshed [SOC strategy for 2022-25](#) has recently been published, alongside a [Plan on a Page](#).

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;
- GMP's [Planning Our Future](#) document, specifically as it relates to investigating and solving crime;
- The Greater Manchester Gender Based Violence strategy, particularly linked to modern slavery and human trafficking (predominantly sexual exploitation and domestic servitude);
- The Greater Manchester Violence Reduction Unit and [Serious Violence action plan](#), particularly regarding the links between organised crime, county lines and youth violence;
- Delivery and development of Greater Manchester's Complex Safeguarding response, working with children and young people affected by serious and organised crime.

The following examples highlight some of the impacts of the 2018-2022 strategy across Greater Manchester:

Prepare:

- Challenger governance has been developed to support partnership response to deliver against the 4Ps, at a city-region and District level.
- Improvements made to data collection and reporting, enabling more information regarding the SOC threat to be shared across the partnership.
- Broadened engagement with partners, including Department for Work and Pensions, the Environment Agency - Joint Unit for Waste Crime, and the Food Standards Agency.
- Hosted, with Forbes Solicitors, a Greater Manchester wide cuckooing conference to raise awareness and engage partners in understanding the issue and share good practice responses.
- Delivered training to over 8,000 recipients across the partnership to raise awareness of county lines, modern slavery and human trafficking and other SOC thematic priorities.

Prevent:

- Launched first Trapped campaign to raise awareness of criminal exploitation, particularly affecting children.
- Launched 'Would You?' Modern Slavery campaign, to raise awareness of potential exploitation in hand car washes, nail bars and sex work.
- Commissioned Manchester United Foundation to deliver GOAL, working with young people affected by threats to life.
- Commissioned Trilateral Research, working with the Manchester of University, to develop data and research partnerships to better understand and tackle the threat of modern slavery and human trafficking.

Pursue:

- From organised crime groups, seized over 6,500kgs of Class A drugs; over £7m using Proceeds of Crime legislation; and over 60 firearms.
- Secured charges for over 700 offenders, and secured sentences totalling over 2,300 years in prison.
- Implemented a modern slavery investigative team to support evidence collection and file build, strengthening opportunities to prosecute perpetrators.

Protect:

- Supported establishment and embedding of complex safeguarding teams aligned to District Challenger teams.
- Partnered with Justice and Care to implement a Victim Navigator, embedded with Challenger, who has provided direct support to over 30 survivors since December 2019.
- Developed specialist modern slavery victim liaison officer posts and tailored training in GMP, which in 2021 was rolled out nationally by the College of Policing.

Case study example – tackling modern slavery and safeguarding survivors

The Modern Slavery Coordination Unit received reports of males being threatened and intimidated, forced into work and made to live in caravans with no electricity. The unit provided initial and immediate tactical advice support and commenced critical enquiries such as obtaining CCTV evidence and speaking to witnesses. The Justice and Care Victim Navigator provided initial assistance to potential victims. Further reports were received, which led to the unit supporting local officers to make arrests, undertake searches and commence further enquiries as a result, increasing local capacity and ensuring the right capabilities were in place. The Unit has now commenced with assessing the suspected offenders as an organised crime group.

4. Current Greater Manchester SOC threat and forward plan

At a city-region level, assessment of the SOC threat is held primarily by GMP and shared appropriately through partnership arrangements at city-region and District level. The priority thematic areas for Challenger in 2022/23 are:

- ‘County Lines’ model drug dealing
- Modern slavery and human trafficking
- Organised Immigration Crime
- Western Balkan Criminality

Across the Serious Crime Division, other central police teams hold thematic threat priorities that feed into Challenger SOC strategy delivery. These are:

- Firearms
- Drugs
- Homicide Prevention

Each priority has an associated 4P partnership plan to tackle it, which will be disseminated to Districts to inform local plans and governance. There is not a national performance framework in place for SOC, but in Greater Manchester we have focused on identifying and reporting on the impact of the city-region SOC strategy. This framework is being refreshed for the 2022-25 strategy, with a renewed focus on supporting the development of local governance and alignment to the Greater Manchester SOC strategy, in line with the Plan on a Page. The refresh is engaging with a range of Challenger partners, including community safety, to support delivery of, and evidencing the impact made by, the current strategy.

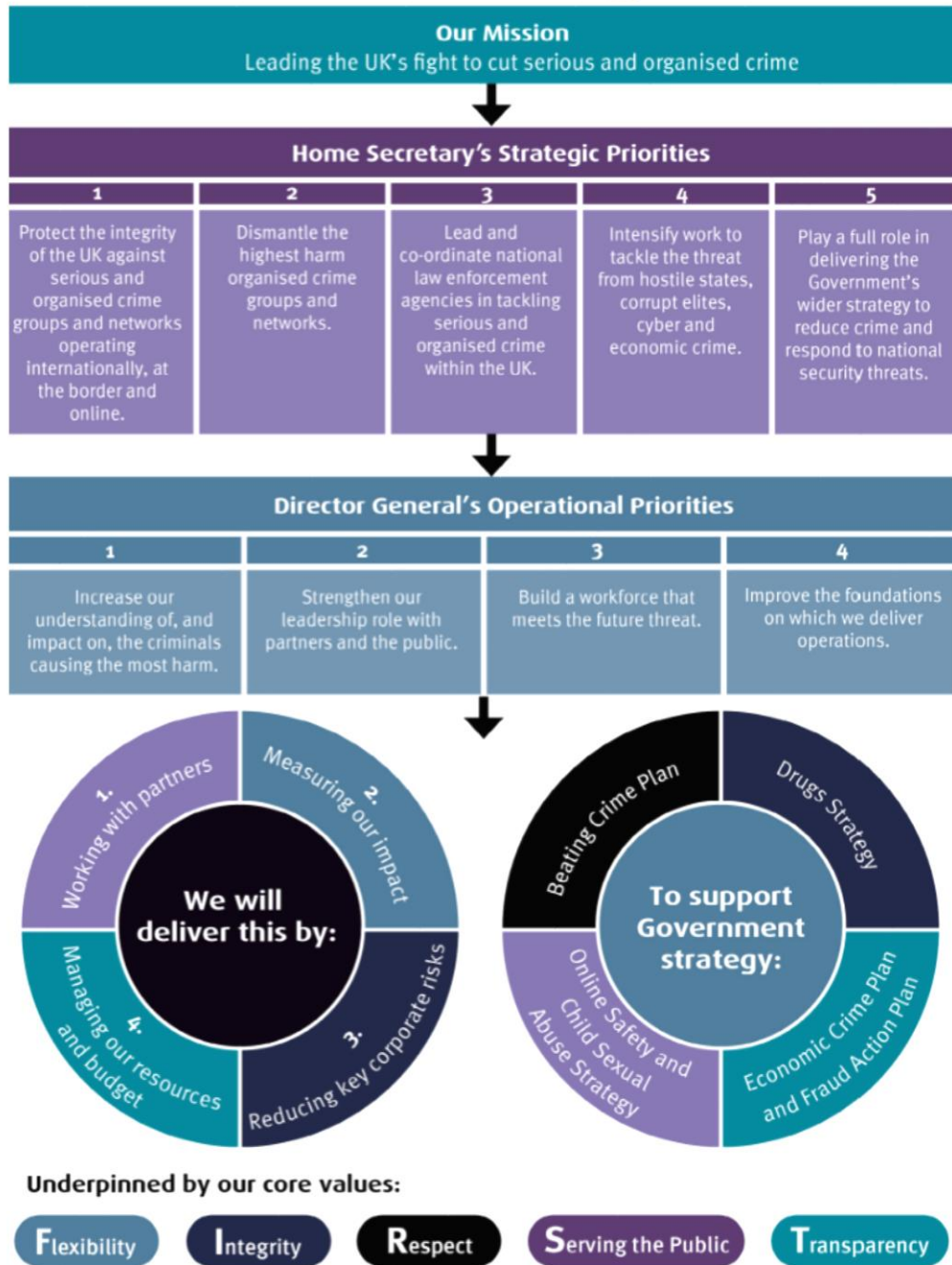
Specific work has been undertaken during 2021 and early 2022 to better understand and articulate the county lines model of drug dealing, with Challenger partners engaged in undertaking a force wide threat assessment. Work undertaken by GMP's Force Intelligence Bureau, driven by Challenger, culminated in a business case being submitted to the Home Office secure over £4m of investment over the next three years as a county lines priority force. This will fund a central team of 1 Detective Inspector and 12 DCs/PCs, analysts and researchers, a Campaign and Engagement officer and a Partnership officer, to support delivery of the Prepare, Prevent and Protect strands of tackling county lines. This is a significant success for GMP, who are now one of only four forces to hold this status (along with Merseyside, West Midlands and the Met Police). This will be supported by a Home Office Commissioned service to provide interventions for children and young people most affected by exploitation, which will work alongside the Complex Safeguarding teams in Greater Manchester.

The Partnership will be seeking to develop further its understanding of and connectivity to services and support for adult survivors of exploitation, particularly those of criminal exploitation including cuckooing. This is often seen as part of the county lines drug dealing model but can take many forms.

Challenger will focus on better understanding the impact of SOC on communities and exploring ways in which to better communicate activity being undertaken to tackle it, including improved working with emerging neighbourhood and place-based hubs.

Connected to this, Challenger will also continue to support the availability and awareness of interventions targeting children and young people subject to or at risk of exploitation as part of it's Prevent and Protect objectives. As part of this we will be launching We Move in Summer 2022, delivered in partnership with the Diane Modahl Foundation, Oldham Boxing, Early Break and 42nd Street. We Move will work with young people affected by SOC to provide mentoring based on developing and achieving aspirations.

Annual Plan on a Page¹



¹ The NCA's Annual Plan reflects the conclusions of the Agency's internal business planning process, and is published for public record.