

Greater Manchester Police, Fire & Crime Panel

Date: 13th September 2022 [20th September 2022](#)

Subject: Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services
Engagement of Greater Manchester Police

Report of: Deputy Chief Constable Terry Woods

Purpose of Report

The purpose of this report is to inform the Greater Manchester Police, Fire & Crime Panel on the progress made by Greater Manchester Police (GMP) against the key actions set out by Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS).

This report is provided to update on GMP's progress update against 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 Andy Cooke.

Recommendations:

The Panel is requested to note the report.

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1. Detail

This report is provided to establish GMP's progress against HMICFRS engagement causes of concern (CoC) and recommendations, and wider inspection activity. It also delivers an update on the Force's performance progress, establishing a performance overview and narrative of improvements to date.

The Force can report that despite receiving **18** new HMICFRS reports since December 2020, resulting in **22 AFIs, 8 CoCs and 76 Recommendations**, it has closed **131 recommendations and areas for improvement** requiring action. This comprises of **38** GMP specific recommendations and AFIs, and **93** national recommendations and AFIs.

In addition to the above, 18 AFIs and recommendations require no further action due to HMICFRS withdrawing the specific need to progress, or because they are covered in the wider Police Effectiveness, Efficiency and Legitimacy (PEEL) questions. In total 25 recommendations and AFIs (combined) have also been superseded. **Therefore, in total 174 areas for improvement and recommendations have been progressed and closed, superseded or 'no further actioned' since December 2020.**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 32 recommendations.** There are also **18 AFIs and 6 CoC open.** Further completed recommendations have been submitted and awaiting HMICFRS review.

The Force has two forthcoming GMP HMICFRS Inspections, which are due to take place across the Force running in parallel over the next four weeks;

- 1. A Force wide Custody Inspection (Non-TACT provision) 30/08/22 – 16/09/22**
- 2. Force wide revisit with regard to engagement and special measures provision of the standards of investigation across GMP. 05/09/22 – 14/09/22**

Custody Inspection - The HMICFRS Custody inspection team will be in Force from the 30/8 until 16th September – effectively three weeks. The first week will be based at GMP Force Headquarters and over four days will focus on document and policy review. The following two weeks will be physical inspection activity with all of our custody suites visited/inspected. This is part of a national HMICFRS inspection regime, with GMP last inspected across custody in 2015.

Investigation Standards Inspection - between Monday 5th and Wednesday 14th September 2022, the Force will be revisited separately by HMICFRS in this critical area against engagement to review progress against improving investigation standards, also touching on Victim Service Assessment (VSA) by reality testing in the Force Contact Centre (FCC) and listening into calls and inspecting the journey of a crime report.

Force Position on current HMICFRS CoCs and recommendations

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

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.

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 four recommendations of which two are now closed.

GMP have an additional four in total including one from 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 CoC Update

The following key 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 a Detective Superintendent and team.
- ✓ Change of portfolio to Assistant 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 (CC) Watson / Plan on a Page (PoaP) Roadshow / One Year On – “We are Giants”
- ✓ Crime and Vulnerability Board, chaired by ACC Crime, implemented to provide effective scrutiny, governance, and crime performance improvement. Supported by Gold/Silver/Bronze 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 via Force Crime and Incident Registrar (FCIR) audits, QPR reviews driven by ACC Green and Victims Communities Performance Framework 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 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, IOPS Dashboard.

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

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

- ✓ 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 North West Ambulance Service (NWAS) and Greater Manchester 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 right resource can be deployed to right victim at right time and specifically vulnerable members of the Community/Vulnerable victims.

The following are **key achievements** delivered **across the FCC by 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 July 2022 – 999 average speed of answer is **now just only 14 secs.**

For Grade 2 (ASA) the overall linear trend indicates stability. It notable that performance in most months since July 2021 has improved. **In July 2022 – Non-emergency (ASA) was at 2min 59 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 July 2022 – Grade 1 999 average attendance was 10 min 25 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 July 2022 where Grade 2 average attendance is **3 hrs 25 mins 17 secs**. This remains an area for Force focus and current analysis shows that over **50% of our Force demand we are getting to within 52 minutes.**

- ✓ **Call abandonment:** 999 Switched abandonment rate was at 7% in June 2021, this is now down to 0.9% in July 2022. **Non-emergency switched abandonment** rate remains moderate at **18% in July 2022**, compared to 20% last year, but we now know 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 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 CRRU.**
- ✓ Detective Investment uplift Plans.
- ✓ Embedded and formalised Investigation units.
- ✓ Neighbourhood and Response Review.

Force Crime and Policing Performance Update (*Data for July 2022, refreshed 15/08/22)

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 counting rules/NCRS compliance. Audits show that 60% of all Force crime is now recorded by the CRRU, with an incident to crime conversion rate 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 our renewed focus on crime recording practices and process improvement, *ethically and accurately* capturing crime reported by the public of Greater Manchester. For **July 2022 the Force recorded 32,638 Crimes**, the third largest month for crime recorded for the last 24 months (May 2022 was the highest), we are recording around *30,000 Crimes per month on average*.

Arrests for GMP - are the highest they have been in two years at 5,147 as of July 2022, this is a significant increase of 69% from June 2021.

Stop and Search - across GMP is at the highest it has been in two years at 1,955 interactions. The Force has seen a huge increase of 230% in stop search use since July last year, which is an extra 1,163 interactions. Analysis of data to the end of July highlighted 25% of stop searches resulted in positive outcomes, 57% were with white members of the public, 21% with black and Asian members of the public and 4% with other ethnic minority groups. Analysis also reveals there has been a **41% reduction in complaints** in relation to stop search powers in GMP in the past 12 months. Data from July 2020-June 2021 highlights there was 69 complaints, and for the period July 2021 to June 2022 there was a reduction to 41 complaints received.

GMP Charge / Summons volumes - are up by **25%** during the rolling 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 1-8 are up **22%** at **30,877** for the period to 31st July against **25,185** for the previous period. *(Please note in term of outcome proportions as a percentage this will look lower at 7.7% current v 8.7%, due to the Force recording far more crime, in fact an extra **55,000** crimes over the last 12 months).

Solved Crime Rates - The Force total crime solved rate is currently 7.7% and although down from 8.7% last year, GMP has recorded far more crime (**an additional 55,000 crimes in the last 12 months and solved 5,702 more crimes than the previous year**). The Force

as a result of focused systems and process improvement aimed at improving NCRS and Home Office counting rules compliance now ethically is recording more crime. Proportionality can also demonstrate a step change to resolving more 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 MSG average is 9.84%, and this is GMP's aspirational target.

Taking domestic abuse as an example, GMP has recorded 8,000 additional domestic abuse crimes compared to last year, solving 8.5% of these, with 1,200 more domestic abuse crimes solved and additional vulnerable victims protected. In July 2022, 6,160 crimes were recorded, 643 of these so far have been solved with focused upward trajectory on securing positive outcomes.

Drawing upon residential burglary as a further example, a 4.3% overall outcome rate has been secured as of July 2022, an increase from 3.4% in July 2021. This highlights an upward trend of 12 months performance improvement for victims and communities across Greater Manchester. Taking the month of July 2022 alone, the Force has secured an improved 5.5% 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 Home Office.

Residential Burglary - is a clear priority for the Force, through a co-ordinated response under Operation Castle the Force is delivering incremental improvement in outcomes for victims and communities. The Force has seen a 17.5% increase in offences (2,767 additional crimes in the past 12 months, July 2021 to July 2022). We should however keep in mind that the figures from last year present a time when more people were at home because of COVID restrictions so nationally we saw a decrease in reported burglaries.

A 4.3% overall outcome rate 1-8 has been secured as of July 2022 for burglary offences, an increase from 3.4% in July 2021. This highlights an upward trend of 12 months performance improvement. Taking the month of July 2022 alone, the Force has secured an improved 5.5% overall outcome rate, there is a small (-58) decrease in offences from June and our solved rates have increased by 0.9%. (MSG average is 5.95% as of June 2022). **GMP is 33rd in EandW** for burglary performance and 8th for MSG comparison for this crime type. Taking the last 12-week period as a stand-alone, the number of burglaries solved for both residential burglary and commercial is 6.1% for residential burglary and 11.3% for commercial burglary.

Burglary residential attendance is now at 94% up from a low of 73% in Feb 2019 – GMP is committed to attending every residential burglary and supporting victims. The Force's attendance at burglaries reported either as an emergency or a priority incident, regularly achieve 100% attendance and over 90% attendance within the 15 minutes expected response time.

Arrest numbers for burglary have increased, during August 2020 – July 2021, GMP arrested 430 people compared to 842 in the same period 2021/22, which equates to a 95.8% increase. The Force expects this trend to continue and arrest figures to remain higher than seen in recent years.

Personal robbery offences, - are seeing an increase of 15.1%, which is up 630 offences from July 2021. Outcome rates are at 6.6%, which is lower than wanted as MSG average is 9.13%, placing GMP 35th in England and Wales, and 7th out of 8 in MSG. GMP is working hard towards improvement, with partners and a dedicated response across the Force, specifically the City of Manchester Districts, which proportionally see the highest offences.

Theft from person - offences are up 58% in total on July 2021, with an additional 2,352 offences in the last 12 months. Despite this increase, GMP solved rate is at 1.84% and MSG average is 1.43%, so places GMP higher than MSG average at 2nd out of 8 and 22nd placed Nationally in England and Wales. 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 sadly reported crime increases. Despite significant demand through preventative strategies, GMP is seeing as a Force MSG leading performance and mid-table performance across England and Wales.

Vehicle crime - across GMP is up slightly on July 2021 with a 10% increase at 25,957 offences for the last 12 months with a 2.80% outcome rate for GMP, against MSG average of 3% which places GMP 6th in MSG out of 8 and 31st Nationally in England and Wales. Other large Forces have seen increases in this crime type post COVID and have challenging solved rates.

Theft of Motor vehicle - across GMP correlates to 7,563 offences for 12 months to July 2022, which is a 32.3% increase, with an outcome rate of 4.5% across GMP, against MSG average of 4.27% and placing GMP 5th out of 8 in MSG and 28th in England and Wales nationally.

Theft from motor vehicle - across GMP correlates to 13,655 offences for the last 12 months to July 2022, a small 2% increase, but outcome rates are 1.47% across GMP, against MSG average of 1.93% and remains a focus, placing GMP 6th out of 8 in MSG and 26th nationally in England and Wales.

Combating Serious Violence

Serious violence offences - has seen an increase across GMP at 37,092 offences, an extra 6,800 crimes and a 23% increase to the end of July 2022, compared to July 2021. Combating serious violence is clear focus for the Force, given recent homicides and a rise in violence is sadly seen in other large metropolitan Forces, following post COVID recovery and opening up of the night-time economy (NTE). Outcome rates 1-8 for serious violence across GMP show 8.5%, down from 12.3% - arguably attributed to post lock down, expansion of NTE and increased and more robust/ethical crime recording practices. The Force is 7th in MSG for outcomes 1-8 whose average is 12.34% and is 42nd in England and Wales, whose average is 13.6%. GMP is recording more crime and as a result of an increase in stop searches and arrests. The Force will work with partners across the Violence Reduction Unit (VRU) to continue to respond and tackle the threat of serious violence.

Knife crime - is up 6% from 4,174 to 4,408 offences in the past 12 months to July. The Force has secured a 10.4% solved outcome rate as of July 2022, down from 15.2% in

2021. Renewed VRU focus as above 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 domestic abuse 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 Force priority for GMP under its Violence Against Women and Girls (VAWG) Strategy and the Force can update;

Over the last two years **domestic abuse crime volume has increased significantly** from an average 4,800 crimes to 5,500 per month. This is a 44% increase comparing August 2020 with July 2022. Demonstrating, arguably the renewed confidence and trust in GMP from victims that we will take positive action on reporting to arrest all offenders and maximise victim safety and safeguarding.

65,658 domestic abuse offences were recorded by the Force in the last 12 months, which is a 14% increase in crime volume, solved outcome rates 1-8 are at 8.5%, but slightly lower than last year, which saw 10% solved outcomes. However, analysing the data, GMP has seen a 23% improvement relative to volume in solved crimes based on the same time last year. For the previous 12 months GMP solved 5,195 offences reported, this year the Force have now solved 6,389, which is **23% more volume than last year.**

The overall outcome rate has seen a small reduction, however, GMP is now better at recording this key crime and **have detected an additional 1,200 offences**, ensuring a better service for victims and their families and maximising safeguarding opportunities.

Domestic abuse Arrests have also increased significantly from 714 per month to nearly 1,800 a month. This is a **150% increase** comparing August 2020 with July 2022.

Domestic Violence Protection Notices (DVPN) issued have also increased significantly from 44 to 114 per month. This is a **160% increase** comparing August 2020 with July 2022. Ensuring we are better protecting vulnerable victims of domestic abuse.

Rape and sexual offences - reducing rape and sexual offences and improving prosecution outcomes for victims is a key strand of the Forces response to combating VAWG. **Over the last 12 months, recorded rape offences have increased by 464 offences to 4,200 offences, a 12% increase in reported Rape.**

Force outcome rates for rape are at 4.4% and a focus for improvement as the solved rate has reduced from 6%. Arguably, as we are now recording more rape crimes reflecting the confidence and trust victims and partners agencies of this horrific offence have in GMP in reporting offences and knowledge that positive action will be taken. GMP is 3rd in MSG out of 8 and 11th Nationally in England and Wales in this crime type. Rape convictions remain a key priority and an area of focus for all police forces.

Sexual offences have increased in the volume of offences reported by 18% to 11,553 in July 2022 from 9,810 in July 2021, outcome rates are at 6.4% down from 9%,

however, the Force has recorded proportionately more crime and are at 16th in England and Wales nationally and 3rd in MSG out of 8.

Mental health - incidents have **increased** over the last 12 months with **18,906 mental health incidents** being recorded, which equates to **an extra 2,148 incidents, this is an extra 12.8% increase**. The Force is working hard with partners to understand this extra increase and demand on resourcing and respond and ensure NHS and key partners and stakeholders step up and play their part in patient and public safety/safeguarding, demand reduction and interventions.

Missing from home data – **27,936 missing** incidents have been recorded over the last 12 months, up to the end of July 2022, this is an **20.4% increase** in reports, which equates to **4,730 extra missing** episodes. The Force is working with partners to safeguard missing people and reduce demand on policing resources. Seeking 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.

Targeting criminal use of the road network, anti-social behaviour (ASB) connected to vehicle use and stolen vehicles – The Force is doubling the size of its road traffic capacity and capability following significant investment and prioritises the improvement of safety across our road networks. It will seek to target those seeking to make criminal use of the road network, poor driving standards and ASB related driving.

Other KPIs

Asset Recovery – **Asset recovery for the Force is seeing a sustained and consistent improvement since November 2020**. Up to the current financial year end, asset recovery is up **26% at £13.7m** and cash forfeitures are also up significantly. This illustrates more criminal cash has been secured to re-invest in policing as a result of the Proceeds of Crime Act (POCA), which will be used to fight crime and target criminals across Greater Manchester.

Vehicle Seizures – GMP is vastly improving seizures in relation to those vehicles used in an anti-social manner or 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, ASB use and detecting more driving offences and improving safety on our road networks.

Victim Focus / Victim Code of Practice (VCOP) – Delivering outstanding levels of service to our victims and communities is incredibly important to the Force and our officers and staff. 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 and 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 Forces continued focused efforts on achieving 100% targeted response to VCOP.

The Crime Futures project - continues to be developed and the focus is to improve crime recording standards and improve investigation standards across GMP. The project team have 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 team (CIT). The existing district CIT will have enhanced, ring-fenced staffing, based on anticipated demand. Tameside continues to pilot the project prior to Force rollout.

2. 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 forthcoming HMICFRS inspection activity into assessing progress against improving investigation standards and delivering improved victim focus will evaluate progress against engagement concerns and GMP being placed into special measures.

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 CC, 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/HOCR compliance and increase in use of appropriate outcomes is being delivered and continues to be maintained.

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