

Greater Manchester Police, Fire and Crime Panel

Date: 10th June 2025

Subject: GBV GMP performance update - Crime outcomes (solved and charged) for domestic abuse (DA), stalking and harassment, sexual offences and rape

Report of: Assistant Chief Constable (ACC) Steph Parker

Purpose of Report

This report provides an update on Greater Manchester Police's (GMP) crime outcome performance for crimes of domestic abuse (DA), stalking and harassment, sexual offences and rape.

Recommendations:

The Panel is requested to:

1. Note the report.

Contact Officers

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

Equalities Impact, Carbon and Sustainability Assessment:

In the consultation and engagement conducted to support the development of the Police and Crime Plan, 'Standing Together 2024-2029, 50% of people stated that the police investigating and solving more crime ranked in their top 3 priorities in relation to reducing harm and offending. Gender-Based Violence disproportionately affects women and girls, which is why a specific equality action is defined in Priority 2 of the police and crime plan, to increase outcomes and charge rates for domestic abuse, stalking and harassment, sexual offences and rape. This report speaks to this objective.

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

Comments/recommendations from Overview & Scrutiny Committee

N/A

Background Papers

None

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? **N/A**

Bee Network Committee

N/A

Overview and Scrutiny Committee

N/A

1. Introduction

- 1.1. For each crime category, a comparison is made between crime outcome performance over the year 2024/25, and the previous year 2023/24 (April to March across each 12-month period).
- 1.2. Data is shown for all 'solved' crime outcomes (these are outcomes 1 to 8 of the Home Office Crime Outcomes Framework), which GMP uses as its measure of positive crime outcomes for victims. Data also shows crime outcomes where a suspect was 'charged'.

2. Crime outcomes performance

Domestic abuse	Last year (12 months to March 2024)	This year (12 months to March 2025)	Change
Solved outcomes	12.3%	12.6%	+0.3% points
Charged outcomes	10.3%	10.3%	No change

- 2.1. This year, the proportion of crime outcomes for DA that were solved was 12.6%. This is an increase of 0.3% points on last year.
- 2.2. Of these positive outcomes, this year 10.3% were for charges, which is no change on last year.

Stalking and harassment	Last year (12 months to March 2024)	This year (12 months to March 2025)	Change
Solved outcomes	6.7%	8.0%	+1.4% points
Charged outcomes	5.2%	5.7%	+0.5% points

- 2.3. This year, the proportion of crime outcomes for stalking and harassment that were solved was 8.0%. This is an increase of 1.4% points on last year.
- 2.4. Of these positive outcomes, this year 5.7% were for charges, which is an increase of 0.5% points on last year

Sexual offences	Last year (12 months to March 2024)	This year (12 months to March 2025)	Change
Solved outcomes	11.8%	11.3%	-0.5% points

Charged outcomes	10.8%	9.9%	-0.9% points
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2.5. This year, the proportion of crime outcomes for sexual offences that were solved was 11.3%. This is a decrease of 0.5% points on last year.

2.6. Of these positive outcomes, this year 9.9% were for charges, which is a decrease of 0.9% points on last year.

Rape	Last year (12 months to March 2024)	This year (12 months to March 2025)	Change
Solved outcomes	9.7%	10.1%	+0.4% points
Charged outcomes	9.1%	9.1%	No Change

2.7. This year, the proportion of crime outcomes for rape that were solved was 10.1%. This is an increase of 0.4% points on last year.

2.8. Of these positive outcomes, this year 9.1% were for charges, which is no change on last year.

3. Contextualised position

3.1. Rape and sexual offences – background.

3.1.1. In October 2024, the Police Fire and Crime Panel was provided with a paper on Operation Soteria, which was developed in response to the national concern regarding the investigation of rape and other sexual assault offences (RAOSO) and the increasing epidemic of violence against women and girls (VAWG).

3.1.2. GMP has adopted and recently developed its plan for the implementation of the National Operating Model (NOM), a ground-breaking approach aimed at transforming the investigating of these significant cases. It is the result of a unique collaboration bringing together leading academics and police officers of all ranks, in consultation with third-sector organisations.

3.1.3. The NOM is composed of five interconnected layers and products (tools, guidance, and templates) and is intended for use by investigators, supervisors and senior officers with strategic oversight responsibilities.

3.2. Opportunities for Further Improvement

3.2.1. The delivery of Operation Soteria now benefits from the direct strategic support of a chief officer (ACC Parker) who has established the Soteria Strategic Board. It is focused on the delivery of the NOM and does so by bringing together senior colleagues from across the Force to provide additional tactical leadership capacity and capability to the sustainable implementation of Soteria. Board representation from the Greater Manchester Combined Authority (GMCA) and partners helps GMP benefit from a range of voices to help shape delivery. The Soteria Board will play a vital role in providing the strategic leadership and accountability for delivery of Operation Soteria.

3.2.2. Each workstream has a lead responsible owner (LRO), a Soteria Delivery Champion and number of initial priority deliverables.

3.2.3. The LRO and Delivery Champion will work in support of the Force RAOSO

Lead to progress their workstream: They will have:

- Responsibility for delivery of the workstream in support of the GMP Operation Soteria Transformation, ensuring the impacts, outcomes and principles apply Force- wide.
- Championing the overall vision and aims of the Soteria Project and ensuring all deliverables are suspect-focused, victim-centred and context led.
- Ensuring workstream meetings are arranged and chairing these to progress delivery of the identified priorities (deliverables).
- Accepting advice and direction from the Delivery Champion to ensure delivery of the priority NOM products as agreed.
- Championing a quality delivery (that results in sustainable change for the project) and ensuring that takes precedence over speed of delivery.
- Liaison with other LROs where interdependencies are identified.
- To ensure relevant GMP partner organisations can contribute and shape delivery.
- Identifying and acquiring resource to support delivery of the workstream priorities via task and finish working groups set up as required. Attendance at the Strategic Board and providing an update on workstream progress and any blockers to delivery (or by exception ensuring a fully briefed deputy attends at an equivalent rank/ grade).
- Escalating risks and issues (via the Strategic Board) that may affect workstream delivery.

3.2.4. GMCA via the Deputy Mayor has invested £1.1m through an Accelerated Change Fund to support GMP and partners to deliver Operation Soteria improvements. A priority area is Achieving Best Evidence (ABE) interviews with victims. A programme of developing witness suites in support sector organisations has been established and the Accelerating Change Fund will provide the equipment. It is envisaged that this will increase collaboration with support services including ISVAs and GMP, with the ultimate ambition of victims being fully informed of their rights and less traumatised through their criminal justice journey.

3.2.5. GMP is confident that outcomes (suspects being charged and sent to court) will improve. The outcome rate for 2025/2026 has been set at 11% and some districts are already exceeding this. The national context is that GMP is in an encouraging position being one of the strongest in respect of outcomes, however GMP is clear that it needs to strive to improve and provide a higher outcome rate for victims.

3.3. Domestic Abuse – background

3.3.1. The new District Operating Model (DOM) was rolled out across Greater Manchester (GM) in November 2024. This solidified the new operating model for DA. The DA Arrangements Review (DAAR) in conjunction with the DOM has resulted in the introduction of specialist DA Teams (DATs), Multi-Agency Tasking and Coordination (MATAC) officers, a pilot of DA Protection Orders (DAPO), the use of Rapid Video Response (RVR) for DA incidents, scheduled appointments and Domestic Violence Disclosure Scheme (DVDS).

- 3.3.2. The new model is showing early signs of positive performance improvements with solved outcome rates of DATs increasing to between 40-50% in some areas. Since December 2024, GMP has reduced open DA crime from 11,001 to 10,161. Grade 1 DA attendance has increased from 94% in November 2024 to 95.3% on the latest week. Grade 2 attendance increased from 63.5% in November 2024 to 65.5% on the latest week. The arrest to crime ratio has increased from 37.6% in November 2024 to 39.1% in the latest week, with an average over the year of 38.8%. The DA solved outcome rate in November 2024 was 11.3% and in April 2025 it is now 14.6%. GMP's key performance indicator (KPI) is 15.5%. Some districts are now above this with the City of Manchester (CoM) South at 16.7%, Tameside at 16.1%, Wigan at 18.2% and Trafford at 18.8%. Case files accepted by the Crown Prosecution Service (CPS) at first triage for DA has increased from 79.6% in November 2024 to 90.9%.
- 3.3.3. These show promising improvements over the past six months which should continue to influence the twelve-month figures in the next six months. On behalf of the Deputy Mayor, colleagues from the Safer and Stronger Communities Directorate of GMCA, have been actively involved in the monitoring of performance via their attendance at DA Joint Operational Improvement Meetings (JOIM) - their input has proved invaluable.
- 3.3.4. A DA Health Check has just been completed on all districts across GMP. This is a Public Protection Division (PPD) led review of the new operating model with a view to using the findings to push forward further improvements in the response to DA. The findings are in the process of being compiled into a report of recommendations that will be shared with colleagues in GMCA.
- 3.3.5. MATAC officers have been established in each district of GM – this follows the adoption of this approach in all Local Authorities across Greater Manchester led by GMCA on behalf of the Deputy Mayor.. This strategy supports a multi- agency targeted and robust approach to perpetrators of DA, after they have been given the opportunity to work with partner agencies to amend their behaviour. A quarterly MATAC Governance Meeting will be implemented by the PPD to ensure consistency and evaluate impact, starting in June 2025. GMCA will ensure that these meetings reflect the multi-agency approach of MATAC.

3.3.6. GMP went live with DAPO in Bury on 25/11/2024, Wigan on 06/01/2025 and the CoM on 17/02/2025. The following DVPO and DAPOs have been granted since the pilot started:

MONTH	DVPO GRANTED	DAPO GRANTED
JANUARY 2025	60	27
FEBRUARY 2025	47	44
MARCH 2025	56	58
APRIL 2025	42	81

3.3.7. DAPOs are also being successfully used to afford additional protection for DA stalking and harassment victims. We have worked closely with colleagues from the Safer & Stronger Communities Directorate to ensure close collaboration between partners in the boroughs and city involved in the first stage of delivery of the DAPOs. This work will continue with colleagues from GMCA, as we deliver further roll out providing meaningful opportunities for learning throughout the delivery of the pilot. We have welcomed the support provided by GMCA in their links with the Home Office to provide early feedback on some of the obstacles to effective delivery of the pilot.

3.3.8. The terms of reference for a MASH Review have been formulated and this is due to commence at the end of May 2025. DA probation checks have now been automated across the whole of GM. Plans to streamline some MASH functions, along with other research activity / checks, are underway and part of the continued investment in process automation. This will support GMP in streamlining the way it operates so that it can use any time and productivity efficiencies to concentrate on problem-solving more complex high-harm cases and improving the service to the most vulnerable by reducing further harm.

3.3.9. GMP has rolled out a new process for body-worn video (BWV) audits on 03/02/2025 and there are plans being formulated to review and disseminate the learning from these in an improved way, including introduction of an accountability and learning review meeting.

3.3.10. RVR is now being used to deliver the DVDS, following a risk assessment, and with the consent and support of the person involved. This is supporting in delivering more timely disclosures, helping GMP to mitigate risk. Plans are in place to revamp the governance around this, to change flags so that it can be better tracked and to improve the timeliness of disclosures even further. This will be supported by a refreshed DVDS Policy.

3.4. Opportunities for further improvement

3.4.1. Utilising robotic process automation / artificial intelligence in the MASH and investment in RVR offers significant opportunities for GMP to reduce administration time and to focus on delivering quality in its information sharing, referrals and investigations.

3.4.2. GMP plans to formulate a centralised team for RVR who can take live DA calls, as well as capturing evidence at the first point of contact. This may in the future include DA specialists based in the Control Room as well. We will work closely with colleagues from GMCA to learn from best practice from the early-stage implementation of these approaches.

3.4.3. The success of DAPO will only be achieved through a proactive response. Every proven breach is a criminal detection, and the associated sentencing is a significant deterrent. Utilised effectively, these orders will be the most effective tool available to prevent repeat and serial offending. Again, we are working closely with colleagues from GMCA to ensure that we are able to maximise the potential of DAPOs.

3.4.4. The MARAC Review which is ongoing, is a core piece of work. This will supplement other work, allowing GMP and partners to better problem-solve the highest risk and harm cases. GMP is working with the CPS to improve victim experience and is looking to create multi-disciplinary scrutiny panels to review the journey of victims from report to court.

3.5. Stalking and harassment background information

3.5.1. GMP's solved outcome rate for DA stalking has increased from 10.5% to 10.6% in the last 12-months (May-April). Harassment outcomes have increased from 21.7% to 23.1% for the same period. There has been an increase of 100% for stalking DA Outcome 8s (charge, Restorative Justice (RJ) and community resolution). There has been a 250% increase in DA harassment outcomes for the same period.

- 3.5.2. In 2022, The Suzy Lamplugh Trust, on behalf of the National Stalking Consortium (the Consortium), raised serious concerns about the police response to stalking in a super-complaint. A joint comprehensive investigation into the super-complaint took place. The report made 29 recommendations in total; eight for the Home Office, one for the Ministry of Justice, three for the NPCC, one for the CPS, twelve for all Chief Constables (CC), two for CC and Police and Crime Commissioners (PCC) and a further one for PCCs alone.
- 3.5.3. All forces were asked to produce an action plan which outlines what their Force will do in response to each of the recommendations made. The initial action plan produced by GMP was published on 22nd November 2024. GMP established a monthly Gold Tactical Delivery Group chaired by ACC Parker, to drive the Force action plan in accordance with the expected timescales. GMP produced its update to the action plan by 27th March 2025 in line with the national deadlines.
- 3.5.4. As part of the recommendations, GMP has implemented multiple improvements. This includes changes to crime recording systems to enable staff to document and search for crimes not recorded as the principal crime, as included classifications, on crime records.
- 3.5.5. An audit has been completed by the Force Crime and Registrar (FCR) with a sample of 200 records reviewed as part of the audit. A report has been produced from the audit and it has made recommendations in relation to crime recording accuracy, crime classification, outcome application, use of flags, Victims Code compliance and Victim Needs Assessment (VNA) completion. The audit is being used to identify gaps in GMP's response and to highlight any additional training requirements.
- 3.5.6. GMP has commissioned a new Stalking Problem Profile which has been completed and circulated. The Problem Profile has identified some recommendations that will further support improving GMP's response to stalking. These recommendations are being added to audit and super-complaint recommendations to ensure that actions continue to be taken to improve GMP's response.
- 3.5.7. Performance data is now available which separates stalking and harassment, DA and non-DA, online and contact offending. The data is being brought into GMP performance structures, including Victims and Communities Performance Framework (VCPF) and Crime and Vulnerability Board (CVB).

- 3.5.8. GMP has completed a full training review to ensure all current training includes information on policy and practice and seeks to improve outcomes on talking cases. A DA scenario has been added to the PIP 1 investigation course for student officers with stalking and the Stalking Tool Kit now being included in the course delivery.
- 3.5.9. A PIP 2 (investigators who handle complex and serious crimes) DA course is currently in the commissioning stage with a case study on stalking planned. A specialist stalking training package is being delivered to various teams across GMP including MASH specialists, crime recording and crime finalisation teams to ensure that opportunities to progress Stalking Protection Orders (SPO) are maximised before closure. A College of Policing e-learning package has also been mandated for completion across GMP. All sergeants received training on stalking on the Sergeant Technical Skills Course. The training includes the impact stalking has on victims and advice on SPO. The training plan will be ongoing to ensure that staff who move into roles that investigate stalking also have the training to develop their skills and knowledge.
- 3.5.10. Guidance around stalking, including online stalking, is available to officers in the Crime Guide E-book, Learning and Development Hub and the Making a Difference Toolkit (available 24/7 via mobile). The guidance has been reviewed to ensure that it is current and supports frontline policing in investigating stalking. GMP has created stalking single points of contact (SPOC) across all districts within GM. The SPOC will also cover online stalking. A stalking network will develop with the stalking SPOCs to ensure that best practice and practical support and help is provided to colleagues and frontline officers. The stalking SPOCs are in the process of receiving additional training and support to ensure that they have the skills and knowledge to provide the support to officers.

- 3.5.11. GMP has an enhanced DA, Stalking and Harassment (DASH) risk assessment for stalking which includes the Stalking (S)-DASH. GMP will continue to use the enhanced DASH risk assessment for all DA-related stalking incidents. A non-DA stalking care plan has been introduced to record safeguarding concerns for non-domestic related stalking victims. This will enable the safeguarding teams to identify the non-DA stalking cases from the other adult at risk care plans and ensure the safeguarding for the victim is expedited. Secondary risk assessments are undertaken by the district safeguarding teams / MASH for all DA and non-DA related stalking incidents.
- 3.5.12. GMP is continuing to work on improving overall Victims' Code compliance. Each district has a bespoke Victims' Code improvement plan, which includes the need for all officers/staff to complete quality VNA at appropriate times. Crimes cannot be finalised without a recorded VNA and without appropriate victim updates.
- 3.5.13. Specialist stalking support service information is available to all officers and staff and can be accessed through laptops and mobile devices, and allows for service information to be sent directly to victims where appropriate. In addition, all victims of crime receive information on GM Victims' Services (GMVS). Direct referrals to this service can be made by officers /staff, or a victim can choose to contact the service at any time. GMCA, GMVS, Pankhurst Centre and the Stalking Triage Centre (STC) have agreed to referral pathways, with referral numbers discussed at the MASIP meetings which has helped to inform the referral pathways for support agencies. An Independent Stalking Advisory Service has been commissioned, with links between this and the STC becoming well-established. Pankhurst Trust and Catch 22 co-locate with the STC every Wednesday to provide additional support to officers and victims of stalking. The MASIP represents a significant investment and is financially supported by the Deputy Mayor.
- 3.5.14. Discussions are ongoing in the DA Joint Operational Improvement Meeting (JOIM) to add stalking as a standing item to the agenda. SPOs have featured on the agenda for the past two DA JOIMs. A DA Scrutiny / Improvement Panel is also being pulled together which will support the review of stalking cases in conjunction with CPS and other support agencies.

3.5.15. GMP is obtaining several DA Perpetrator Orders (DAPOs) for stalking cases. The pilot commenced in November 2024 and is currently active across three districts, these being Wigan, Bury, and the CoM. Any stalking related DAPO applications are tracked by the DAPO team.

3.5.16. The STC is monitoring the use of SPOs, providing guidance and advice to officers. A weekly SPO surgery has been commenced to allow any officer to discuss ongoing cases with a member of the STC. The STC is now starting to look at cases where there is a perpetrator in custody and they will provide tactical advice to officers on safety planning, evidential gaps and SPO applications. This supports live-time case discussion and risk assessment, with the aim of improving quality and positive outcomes for victims. A monthly performance meeting with Legal Services has been established to improve service delivery.

3.6. Opportunities for further improvement

3.6.1. Working with Legal Services to increase the number of protective orders sought and granted, utilising technology such as artificial intelligence (AI) to support quality legal bundles.

3.6.2. Improved governance regime with Legal Services to open transparency around orders being sought so that more expeditious support can be offered by specialist teams, such as the STC and DAPO to officers in applying for those orders.

3.6.3. Further development of the risk assessments conducted for stalking and harassment cases, including compliance and use of the S-DASH.

3.6.4. The next DA Operation Magnolia Week of Action, commencing on 30th June, is focused on behaviour crimes including stalking and harassment. This will entail concentrated focus on reducing wanted and locate trace perpetrators for stalking and harassment, engagement events and training with partner agencies on stalking and harassment and further focused training on SPOs.

4. Conclusion

4.1. The detail provided above illustrates that the next 12-months will bring further concentrated focus on both RASSO and DA. There is a consistent focus on both of these areas throughout GMP's Force governance and an expected increase in outcomes is predicted. The PPD continues to lead on ensuring consistent and thorough approaches to these investigations, and that the victims are central to all considerations.