



**HMIC Inspection Report**  
**Greater Manchester Police**

**October 2007**



*Greater Manchester Police – HMIC Inspection Report*

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## **Contents**

### **Introduction to HMIC Inspections**

Programmed frameworks  
Risk-based frameworks  
The grading process  
Developing practice  
Future HMIC inspection activity

### **Force Overview and Context**

Geographical description of force area  
Demographic profile of force area  
Strategic priorities  
Force developments since 2006

## **Findings**

### **National summary of judgements**

### **Force summary of judgements**

### **Neighbourhood Policing**

### **Performance Management**

### **Protecting Vulnerable People – Overview**

### **Protecting Vulnerable People – Child Abuse**

### **Protecting Vulnerable People – Domestic Violence**

### **Protecting Vulnerable People – Public Protection**

### **Protecting Vulnerable People – Missing Persons**

## **Recommendations**

## **Appendix: Glossary of Terms and Abbreviations**

## Introduction to HMIC Inspections

For a century and a half, Her Majesty's Inspectorate of Constabulary (HMIC) has been charged with examining and improving the efficiency of the police service in England and Wales, with the first HM Inspectors (HMIs) being appointed under the provisions of the County and Borough Police Act 1856. In 1962, the Royal Commission on the Police formally acknowledged HMIC's contribution to policing.

HMIs are appointed by the Crown on the recommendation of the Home Secretary and report to HM Chief Inspector of Constabulary, who is the Home Secretary's principal professional policing adviser and is independent both of the Home Office and of the police service. HMIC's principal statutory duties are set out in the Police Act 1996. For more information, please visit HMIC's website at <http://inspectorates.homeoffice.gov.uk/hmic/>.

In 2006, HMIC conducted a broad assessment of all 43 Home Office police forces in England and Wales, examining 23 areas of activity. This baseline assessment had followed a similar process in 2005 and has thus created a rich evidence base of strengths and weaknesses across the country. However, it is now necessary for HMIC to focus its inspection effort on those areas of policing that are not data-rich and where qualitative assessment is the only feasible way of judging both current performance and the prospects for improvement. This, together with the critical factor that HMIC should concentrate its scrutiny on high-risk areas of policing – in terms of risk both to the public and to the service's reputation – pointed inexorably to a focus on what are known collectively as 'protective services'. In addition, there is a need to apply professional judgement to some key aspects of leadership and governance, where some quantitative measures exist but a more rounded assessment is appropriate.

Having reached this view internally, HMIC then consulted key stakeholders, including the Home Office, the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA). A consensus emerged that HMIC could add greater value by undertaking fewer but more probing inspections. Stakeholders concurred with the emphasis on protective services but requested that Neighbourhood Policing remain a priority for inspection until there is evidence that it has been embedded in everyday police work.

HMIC uses a rigorous and transparent methodology to conduct its inspections and reach conclusions and judgements. All evidence will be gathered, verified and then assessed against an agreed set of national standards, in the form of specific grading criteria (SGC). However, the main purpose of inspection is not to make judgements but to drive improvements in policing. Both professional and lay readers are urged, therefore, to focus not on the headline grades but on the opportunities for improvement identified within the text of this report.

### Programmed frameworks

This report contains assessments of the first three key areas of policing to be inspected under HMIC's new programme of work:

1. Neighbourhood Policing;
2. performance management; and
3. protecting vulnerable people.

Neighbourhood Policing has been inspected not only because it is a key government priority but also, and more importantly, because it addresses a fundamental need for a style of policing that is rooted in and responds to local concerns. The police service must, of course, offer protection from high-level threats such as terrorism and organised criminality, but it

October 2007

also has a key role in tackling the unacceptable behaviour of the minority of people who threaten the quality of life of law-abiding citizens.

Performance management is an activity largely hidden from public view, although members of the public are directly affected by poor performance on the part of their local force. This inspection has focused on the need for forces to maximise the opportunities for performance improvement. It also posed questions as to whether forces have an accurate picture of how they are doing and the capability to respond to changing priorities. This area was selected for inspection because it is a key factor in delivering good performance across the board.

Protecting vulnerable people covers four related areas – child abuse, domestic violence, public protection and missing persons – that address the critically important role of the police in protecting the public from potentially serious harm. In the 2006 baseline assessment this was the worst performing area and raised the most serious concerns for HMIC and others. As a result, this area was prioritised for scrutiny in 2007.

### **Risk-based frameworks**

In addition to its programmed inspection work, HMIC continues to monitor performance across a range of policing activity, notably those areas listed in the table below.

<b>HMIC risk-based frameworks</b>
Fairness and equality in service delivery
Volume crime reduction
Volume crime investigation
Improving forensic performance
Criminal justice processes
Reducing anti-social behaviour
Contact management
Training, development and organisational learning

While these activities will not be subject to routine inspection, evidence of a significant decline in performance would prompt consideration of inspection. For 150 years, HMIC has maintained an ongoing relationship with every force. This allows it to identify and support forces when specific issues of concern arise. On a more formal basis, HMIC participates in the Home Office Police Performance Steering Group and Joint Performance Review Group, which have a role in monitoring and supporting police performance in crime reduction, crime investigation and public confidence.

HMIC conducts inspections of basic command units (BCUs), also on a risk-assessed basis, using the Going Local 3 methodology. Combining these various strands of inspection evidence allows HMIC to form a comprehensive picture of both individual force performance and the wider national picture.

## The grading process

Grades awarded by HMIC are a reflection of the performance delivered by the force over the assessment period April 2006 to July 2007. One of four grades can be awarded, according to performance assessed against the SGC (for the full list of SGC, see <http://inspectors.homeoffice.gov.uk/hmic/methodologies/baseline-introduction/ba-methodology-06/?version=1>).

### *Excellent*

This grade describes the highest level of performance in service delivery and achieving full compliance with codes of practice or national guidance. It is expected that few forces will achieve this very high standard for a given activity. To achieve Excellent, forces are expected to meet **all** of the criteria set out in the Fair SGC and the vast majority of those set out in Good. In addition, two other factors will attract consideration of an 'Excellent' grade:

- The force should be recognised, or be able to act, as a 'beacon' to others, and be accepted within the service as a source of leading-edge practice. Evidence that other forces have successfully imported practices would demonstrate this.
- HMIC is committed to supporting innovation and we would expect 'Excellent' forces to have introduced and evaluated new ways of delivering or improving performance.

### *Good*

Good is defined in the Collins English Dictionary as 'of a high quality or level' and denotes performance above the minimum standard. To reach this level, forces have to meet in full the criteria set out in Fair and most of the criteria set out in Good.

### *Fair*

Fair is the delivery of an acceptable level of service, which meets national threshold standards where these exist. To achieve a 'Fair' grade, forces must meet all of the significant criteria set out in the Fair SGC. HMIC would expect that, across most activities, the largest number of grades will be awarded at this level.

### *Poor*

A Poor grade represents an unacceptably low level of service. To attract this very critical grade, a force will have fallen well short of a significant number of criteria set out in the SGC for Fair. In some cases, failure to achieve a single critical criterion may alone warrant a Poor grade. Such dominant criteria will always be flagged in the SGC but may also reflect a degree of professional judgement on the level of risk being carried by the force.

## Developing practice

In addition to assessing force performance, one of HMIC's key roles is to identify and share good practice across the police service. Much good practice is identified as HMIC conducts its assessments and is reflected as a strong in the body of the report. In addition, each force is given the opportunity to submit examples of its good practice. HMIC has selected three or more of these examples to publish in this report. The key criteria for each example are that the work has been evaluated by the force and the good practice is easily transferable to other forces (each force has provided a contact name and telephone number or email address, should further information be required). HMIC has not conducted any independent evaluation of the examples of good practice provided.

October 2007

## Future HMIC inspection activity

Although HMIC will continue to maintain a watching brief on all performance areas, its future inspection activity (see provisional timescales below) will be determined by a risk assessment process. Protective services will be at the core of inspection programmes, tailored to capacity, capability and the likelihood of exposure to threats from organised criminality, terrorism and so on. Until its full implementation in April 2008, Neighbourhood Policing will also demand attention. Conversely, those areas (such as volume crime) where performance is captured by statutory performance indicators (SPIs), iQuanta and other objective evidence will receive scrutiny only where performance is deteriorating, as described above.

The Government has announced that, in real terms, there will be little or no growth in police authority/force budgets over the next three years. Forces will therefore have to maintain, and in some areas improve, performance without additional central support or funding. This in itself creates a risk to police delivery and HMIC has therefore included a strategic resource management assessment for all forces in its future inspection programme.

<b>Planned Inspection areas</b>
Serious and organised crime
Major crime
Neighbourhood Policing
Strategic resource management
Customer service and accessibility
Critical incident management
Professional standards
Public order
Civil contingencies
Information management
Strategic roads policing
Leadership

## Force Overview and Context

### Geographical description of force area

Greater Manchester Police (GMP) is one of the largest police forces in the country. The Greater Manchester area covers 1,200 kilometres in the North West of England and includes the cities of Manchester and Salford, and the towns of Stockport, Bolton, Bury, Oldham, Rochdale, Wigan, Tameside and Trafford.

The region has a population of almost 2.6 million, which means almost one out of every seven people in the country lives in Greater Manchester.

Chief Constable Michael Todd is supported by deputy chief constable (DCC) David Whatton, four operationally focused assistant chief constables (ACCs) and two assistant chief officers leading support functions.

### Demographic profile of force area

There are 12 BCUs (called divisions) that mirror the area's ten local authority boundaries, except for Manchester which, due to its size, is divided into three divisions: North, South and Metropolitan. There are 16 specialist departments, which support the divisions. Each division is headed by a chief superintendent responsible for local policing and supported by a senior management team. Resource levels on divisions range from 275 to 961, including police officers, police community support officers (PCSOs) and police staff.

### Strategic priorities

Chief Constable Michael Todd introduced the vision of 'fighting crime, protecting people', which is at the centre of GMP's service delivery. It is supported by an eight-point plan which states:

We will:

- make Greater Manchester safer;
- bring criminals to justice;
- be visible on the streets; and
- respect, reassure and respond to local communities.

We will be:

- professional and well led;
- efficient and effective;
- a force which listens and learns; and
- open and accountable.

There are four key strategic aims set in the Greater Manchester Police Authority annual policing plan:

1. reducing crime and disorder in Greater Manchester with our partners;
2. investigating and detecting crime;
3. building stronger and safer communities with our partners; and
4. providing a well-led and accountable service that is both efficient and effective.

October 2007

GMP has introduced community-focused Neighbourhood Policing. The force has invested in tackling serious, organised and major crime and counter-terrorism.

### ***Local policing***

Neighbourhood Policing is central to GMP, and each division has established Neighbourhood Policing teams made up of officers, PCSOs, special constables and police staff. They are dedicated to identifying community issues and concerns and responding to them. A key focus has been on tackling volume crime and anti-social behaviour (ASB), working with partners to find long-term solutions.

High profile force-wide campaigns have been in place to tackle burglary, robbery, domestic abuse and car crime.

### ***Fighting crime***

GMP has seen a reduction in all key crime areas during the last four years since 2003/04.

Detection rates have risen consistently over the same period.

An internal campaign – ‘Solve It’ – has been sharing best practice in tackling volume crime and bringing offenders to justice. Officers are encouraged to submit their suggestions for good practice, which are then circulated across the force.

### ***Protecting people***

GMP has continued to develop its ability to respond to serious and organised crime and the threat of terrorism. For the last three years, the force has had major incident teams in existence that are responsible for investigating the most serious crimes and murders. They have an enviable record in achieving results.

The force has also invested in a cold case review unit, which has led to a number of high profile arrests and convictions of historic cases using new techniques in DNA and other technological advances.

GMP was the first force outside London to invest in creating an anti-terrorist unit in April 2005. Two years on, the force is now responsible for the GMP counter-terrorism unit, one of four in existence across England and Wales. Officers and staff with specialist skills work as part of the new nationally co-ordinated efforts to tackle terrorism.

### ***Community confidence***

GMP has invested in improving the first point of contact for the public, both with front-line officers in the neighbourhoods and when dialling for assistance. Performance figures for call handling have continued to improve, but the force still wants to achieve an even better quality of service and continues to concentrate on this area. The average waiting time for a 999 call to be answered is just four seconds and 97% of non-emergency calls are now answered.

GMP has reinforced its commitment to Neighbourhood Policing, consulting with citizens at a very local level to gauge feedback and inform service delivery, establishing corporate standards and developing broader measures of performance improvement.

## Findings

### National summary of judgements

	Excellent	Good	Fair	Poor
<b>Neighbourhood Policing</b>				
Neighbourhood Policing	6	14	21	2
<b>Performance management</b>				
Performance management	6	29	8	0
<b>Protecting vulnerable people</b>				
Child abuse	3	17	21	2
Domestic violence	1	13	27	2
Public protection	2	16	23	2
Missing persons	1	21	21	0

### Force summary of judgements

<b>Neighbourhood Policing</b>	<b>Grade</b>
Neighbourhood Policing	<b>Fair</b>
<b>Performance management</b>	<b>Grade</b>
Performance management	<b>Good</b>
<b>Protecting vulnerable people</b>	<b>Grade</b>
Child abuse	<b>Fair</b>
Domestic violence	<b>Fair</b>
Public protection	<b>Good</b>
Missing persons	<b>Fair</b>

October 2007

## Neighbourhood Policing

GRADE	FAIR
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### National grade distribution

Excellent	Good	Fair	Poor
6	14	21	2

### National contextual factors

The national Neighbourhood Policing programme was launched by ACPO in April 2005 to support the Government's vision of a policing service which is both accessible and responsive to the needs of local people. It was anticipated that, by April 2007, every area across England and Wales would have a Neighbourhood Policing presence appropriate to local needs, with all Neighbourhood Policing teams in place by April 2008. For local communities this means:

- increased numbers of PCSOs patrolling their streets, addressing ASB and building relationships with local people;
- access both to information about policing in their local area and to a point of contact in their Neighbourhood Policing team; and
- having the opportunity to tell the police about the issues that are causing them concern and helping to shape the response to those issues (Home Office, May 2006).

By focusing on the key areas of resources, familiarity/accessibility, problem identification and joint problem solving, this inspection has identified the extent to which Neighbourhood Policing is being implemented. It has also examined forces' capability and commitment to sustain implementation beyond April 2008.

### Contextual factors

The change of lead at chief officer level, the introduction of two strategic lead members (chief superintendents) and the creation of key work streams are seen as positive developments aimed at changing the culture of the force and strengthening the delivery of Neighbourhood Policing. The need for a corporate framework is seen as a key success factor. Minimum standards are in place but are yet to be effective in delivering a style of policing that is fit for purpose.

The change at chief officer level has allowed a realignment of corporate portfolios, joining citizen focus with territorial policing. There are further plans to integrate the diversity agenda with citizen focus to strengthen the delivery of these areas of business. The changes have brought a strong sense of ownership and an increased focus at the strategic level. It is proposed that a citizen focus chief officer strategy group be created in order to ensure that citizen focus becomes understood throughout the organisation, informing the way the force carries out its day-to-day business.

Greater Manchester against Crime (GMAC) is a business model for partnership working in crime and disorder management and community safety. It was developed by a multi-agency team on behalf of the crime and disorder partners in Greater Manchester, based on the National Intelligence Model (NIM). The GMAC model provides an intelligence infrastructure

October 2007

across ten local authorities, giving a pan-Greater Manchester perspective with a focus on community issues. The force is an active partner and provides dedicated resources to support the development.

GMP has a number of concerns about funding. The force points out that it is subject to a number of different pressures than other forces and financial sustainability is a major risk. In respect of Neighbourhood Policing, the significant increase in PCSO numbers and the consequent pressure on infrastructure, including estates and information and communications technology (ICT), has added markedly to other budget pressures for delivery of policing, such that the force is facing a £14 million deficit and has had to take steps to reduce other services and capacity, including police officer numbers.

As part of the inspection process a telephone survey of 100 randomly selected residents was carried out, asking six questions about their experience and view of how Neighbourhood Policing is being delivered across Greater Manchester. The responses gave an indication of more work to be done in respect of Neighbourhood Policing; one of the six indicators was above the national average range, one fell within the range and four were below the range.

## **Strengths**

ACC (territorial policing) is the chief officer lead for the development of Neighbourhood Policing, supported by two strategic lead members at chief superintendent level. The creation of four key work streams is seen as a positive development, aimed at shifting the culture of the organisation towards a citizen focus and community engagement agenda. The aim is to develop a more clearly defined corporate framework and move from a project board approach to practitioner workshops.

Changes in approach to the development of Neighbourhood Policing have been communicated both internally to members of staff and externally to partners and communities. A Neighbourhood Policing and communications strategy has been produced, with detailed objectives focusing on both external and internal issues. The vision for Neighbourhood Policing is set out in the police authority annual policing plan.

The force is developing its citizen-focused approach in support of Neighbourhood Policing. There are four work streams with strategic oversight from a working group of divisional commanders supported by a group of practitioners: the development of corporate minimum standards; community engagement and communications; partnerships and problem solving; and performance management and audit. The HMIC SGC is being used to inform the process.

Force level action plans are linked to the ACPO Neighbourhood Policing readiness assessments. The safer neighbourhoods' project team carried out a series of readiness assessments in 2006. These resulted in a number of action plans which were in turn scrutinised by a second round of readiness assessments.

The neighbourhood management concept is being developed within the framework of the GMAC partnership business model, which is an application of the NIM in a partnership context. The model incorporates business processes, which provide a framework for establishing priorities and making decisions in partnership at every level, including neighbourhoods. The model is intended to be a replacement and not a duplication of similar processes within each participating organisation. The application of the partnership business model varies between areas, determined by stages of development and local circumstances, and this was illustrated in an audit carried out in December 2006. The audit did, however, also provide evidence that there was a consistent application of the principles,

October 2007

including a framework for analysis, establishing priorities, joint tasking and co-ordination of partner activity and for escalating community issues from the local level through to the local strategic partnership level (or equivalent) within a recognisable problem-solving process.

Divisional boundaries are coterminous with local authorities. Joint strategic assessments are produced within the GMAC partnership business model framework. Terms of reference have been compiled by each of the divisions for local strategic assessments (due for completion by June). An analytical section of the GMAC team consults divisions to provide advice on the process. The GMAC partnership team will be compiling the Greater Manchester document in September and, at the time of inspection, were discussing its format and content with stakeholders. An example of the application of this process is the Bolton partnership strategic threat assessment 2005/06, which was the third of its kind and informed the partnership opportunity strategy 2006/07.

The corporate standard for Neighbourhood Policing specifies that divisions are made up of a number of policing areas and within each area there are a number of wards. Each Neighbourhood Policing team member has responsibility for a specified ward(s). Allocation of Neighbourhood Policing team resources to policing areas is the responsibility of the divisional commander. It is acknowledged by the force that some neighbourhoods are smaller than wards and may even cut across ward boundaries (the town centre area of some divisions being an example). Where this happens local negotiations are required to ensure that there is clarity both internally and externally with partners about the roles and responsibilities of the identified Neighbourhood Policing team resource for that area.

The force community engagement strategy provides a framework for the involvement of the public, either as individuals or as a community, in respect of the policy and service decisions which affect them. The strategy recognises that in practice this involvement can take a number of different forms. Three main forms of engagement are identified – information gathering, consultation and participation. The strategy establishes corporate standards for its implementation and maintenance, specifies the requirement for delivery planning and outlines the mechanism for monitoring and managing the delivery plans aligned to the corporate performance management processes.

The analytical structure within GMP is based on the principles of the NIM. Each borough has at least one GMAC strategic analytical partnership co-ordinator. All ten boroughs are able to access a range of information through a shared GMAC data warehouse, a central repository for datasets of key strategic relevance. At the Greater Manchester level, a central analytical team works from GMP headquarters. This team produces work that adds value to local delivery, looking at the issues and problems that are best dealt with at a higher level of partnership working. The team is funded in a multi-agency way, eg the fire and rescue service now part-funds one of the analytical posts within the team.

An example of these arrangements exists in Bury Division, where there is a mature relationship between partners at a strategic level and a joint tasking partnership business group has been in place for more than 12 months. This group is joint-chaired by the police operations superintendent and an assistant director from the local authority.

The inspection process observed a partnership business meeting in the Bolton division, which was attended by more than 40 members of staff from partner agencies. The meeting was business-like and focused on the issues; it was clear that those present were comfortable with being held to account for their actions by others present.

GMAC and local partnership business structures, including data warehousing and analysis, are predicated on supporting problem-solving activity. The audit of GMAC partnership business model structures within Greater Manchester's crime and disorder reduction

October 2007

partnerships (CDRPs) carried out in December 2006 indicated that there was an identifiable problem-solving element within the various structures which exist in each of the boroughs. Community involvement continues to develop.

Joint problem solving takes place at a local level and is co-ordinated by local partnership business groups, which are an extension of the GMAC partnership business model. The local applications of this approach vary, being at different stages of development; however, the principles adopted are consistent.

Within Bolton Division, the activity of partners is supported by a significant investment in the community safety intelligence unit, incorporating a shared data infrastructure, analysis and understanding, which informed the commissioning of appropriate intelligence products. Discussions are informed by detailed problem profiles on issues, eg criminal damage supported by a steering group which oversees progress on the ensuing action plan, promoting the issue at the operational and strategic levels. Links are made between issues, eg connecting criminal damage to bus shelters with offences of robbery. There is an awareness of the importance of trigger situations.

Partnership arrangements in the Tameside Division have been strengthened and the PCSOs and local authority-funded wardens (Tameside patrollers) now work more closely together. There has been shift of resources away from patrollers to the PCSOs; this is due in large part to the availability of funding for PCSOs and a squeeze on local authority finances. However, these arrangements are building confidence about the possible sources of sustainable long-term funding for community officers. Vacancies are managed effectively.

The Tameside Division has established a flexible framework for integrating activity from the response, neighbourhoods and investigation functions around Neighbourhood Policing. This has required a major cultural shift. Elements of the neighbourhood teams carry out response work within their areas in an organised way. This ensures that the division can respond to the level of demand and that neighbourhood resources can be ring fenced in a realistic way.

Detailed documentation relating to the progression of Neighbourhood Policing in the Wigan Division includes: the divisional quality of service commitment; action plans for community engagement for the five area policing teams; and an overview of the area policing team structure.

The Neighbourhood Policing work stream 4 relates to performance management and audit and incorporates future governance. The aim of this work stream is to focus on delivery and move away from a 'tick box' mentality. The aspiration is to set up an infrastructure of information providing a consistent flow of customer feedback to a corporate standard. The aim is to survey each neighbourhood on a quarterly basis. This information will then be influential in the Greater Manchester review to improve performance (GRIP) and the recently introduced quarterly performance review (QPR) processes.

Bolton Division is seen as a prototype for joint performance management with partner agencies. Performance standards currently have a very narrow focus, mainly around sanction detections, and there is little recognition of the quality aspects of police work. Neighbourhood officers have performance indicators (PIs) around the achievement of Public Service Agreement (PSA) targets similar to those by which response officers are monitored.

The Neighbourhood Policing performance bulletin is a quarterly publication tracking performance in crime and incident reduction at neighbourhood level. Public confidence will be introduced once data is available at this level.

October 2007

Critical wards (to be critical neighbourhoods) have been determined using PSA1 overall performance and three years VLI (vulnerable localities index) data. Critical wards may differ from those neighbourhoods demonstrating poor performance over time.

Tameside, in collaboration with the Metropolitan Borough Council, has introduced structures which bring governance and accountability to the management of neighbourhoods and community engagement. Top-down requirements such as local area agreements are incorporated and bottom-up influences are being developed through the introduction of PACT (partnerships and communities together) panels at community level. There are 19 neighbourhoods within the division/borough, organised into three areas and each managed by an inspector. Each of the neighbourhoods has PACT panels attended by partners, community associations and members of the public to provide the mechanism for determining neighbourhood priorities; the response to them; and how the police and partners can be directly held to account for delivering solutions. The local authority and other partners actively support the process and have added value to it. The local authority has introduced 'PACT plus', which provides a means of escalating the issues to a higher level of management and resource investment if required.

There is evidence of appropriate links of system and processes in some divisions, eg, Bolton has links between the management of prolific and priority offenders (PPOs) and Neighbourhood Policing. A bespoke computerised database managed by the divisional operational policing unit (OPU) has been developed for managing PPOs; this is predicated on the neighbourhood infrastructure and the safer neighbourhood teams are regularly tasked in respect of PPOs residing on their areas. There is a need to ensure this approach is replicated across the force.

The development process for Neighbourhood Policing in the Tameside Division addressed the imbalance of the availability of resources to meet demand. There is a focus on high priority areas expressed in terms of deprivation and the division is looking at the feasibility of a proactive group of PCSOs. Resource allocation structures are evidence based and the daily deployment of resources is intelligence led and based on a range of local issues. Visibility and patrol plans are in place. The aim is to optimise visibility in conjunction with problem prevention.

An HMIC 'Going Local 3' assessment of the Trafford Division in February 2007 provided evidence that the allocation and configuration of resources to neighbourhoods was informed by analysis of demand, carried out together with partner agencies. Consequently, some areas have relatively more PCSOs to deal with issues which will benefit from their role, while other areas with higher levels of crime have more constables to provide a hard-edged, proactive operational capability. There was evidence that activity was influenced by intelligence and driven by the tasking process. Inspectors within the division are confident that they retain the capacity and the discretion to deal with community issues in a flexible and appropriate manner.

Community beat managers have formal and informal links with key individuals in the communities with which they are involved, either members of those communities or community workers. The network is used to support the decision-making process. However, the extent to which formal structures exist to provide community members a consistent opportunity to directly inform decision making and to provide feedback on service delivery is variable.

The South Manchester independent advisory group (IAG) provides independent advice on incident and policy matters. Members act as key individuals in improving the flow of information between communities and the police and as a conduit to improving access to policing services. A key feature is the role of the local communities and race relations

October 2007

officer, who co-ordinates the activities of the group, manages the key individual communication strategy and works with the IAG to ensure that there is appropriate membership and effective outcomes.

Hard-to-reach groups link into the development of neighbourhood management through the IAGs. Neighbourhood profiles include details of vulnerable communities and hard-to-reach groups.

There is evidence of innovative initiatives across the force, whereby individuals are being recruited from specific communities to provide a regular policing presence and point of contact within those communities, eg, there is a high level of crime in the vicinity of one of the hospitals in South Manchester, and members of staff have been recruited as special constables. A service level agreement has been made with the hospital management for its allocated special constables to work a set number of hours per week in the vicinity of the hospital, with an understanding that the individuals will also work with neighbourhood teams away from the hospital to support policing provision and to gain experience in the wider arena. The hospital management has agreed to give staff time off to carry out their policing function. The initiative has been operating for more than 12 months and has been the subject of national interest.

GMP has met its target for the recruitment of PCSOs. While the challenge has been significant, the force has refused to reduce the standards expected of recruits accepted.

The force and partners have recognised the significant contribution made by PCSOs in delivering Neighbourhood Policing and safer neighbourhoods. GMP is learning how best to make use of this valuable resource. There is evidence of a structured deployment of PCSOs who consistently show flexibility in meeting operational commitments. PCSOs are seen as a good source of intelligence. A force PCSO forum is held quarterly. Chaired by a senior officer, all divisions and the Neighbourhood Policing project team are represented. The purpose of the meeting is to promote consistent development across all divisions – eg beat profiles – and to provide an opportunity for representatives to raise issues of concern. There is evidence that action is taken to address issues raised, eg body armour.

Special constables and volunteers are becoming integrated into Neighbourhood Policing and there is evidence of positive developments across GMP; in the Oldham Division, a number of special constables are deployed on safer neighbourhood, with others supporting response policing. Staff welcomed the flexible approach to their deployment, which was seen as evidence that the division valued their contribution and catered for the individual needs of the officers while ensuring operational commitments were met. A small number of volunteers also contribute to the delivery of policing services within the division. In the South Manchester Division, special constables are now aligned to Neighbourhood Policing teams and the greater part of their work is carried out supporting neighbourhood initiatives; this has resulted in the majority of patrol hours being spent within the community.

An abstraction policy has been introduced and incorporates standards for the management of planned abstractions and spontaneous requests to abstract neighbourhood officers. The policy links neighbourhood profiles and demand management with the management of abstractions.

Community beat managers in the Tameside Division gave clear evidence of compliance with the approach. Evidence was also provided that neighbourhood resources are used to help to manage demand in a structured way and in a way that does not abstract staff from their neighbourhoods. The divisional commander has been consistent in reinforcing the structures and decisions to keep officers working in their neighbourhoods.

October 2007

The GMP learning and development branch is represented on the safer neighbourhood project boards. Training plans show evidence of having been adapted to accommodate the development of Neighbourhood Policing. Training provided to PCSOs, including refresher training, is seen to be of a high standard, which is acknowledged by the staff.

In order to improve visibility and accessibility, the effective deployment of staff is being considered. Arrangements vary across the force but a number of divisions are taking a proactive approach, eg Tameside, where community beat managers and PCSOs are working from remote police stations, frequently sharing accommodation with other public service agencies. In the Trafford Division mobile 'cop shops' have been deployed, improving visibility in the communities. The facilities provide managers with a readily available resource which can be deployed to deal with community issues.

The force supplies data for ACPO tracking purposes. Members of the public were spoken to, both at random and in a co-ordinated way, in a number of different neighbourhood locations. A consistent view was that members of the public knew their local community beat manager and in some cases their PCSOs, and there was an acknowledgement that the profile of the police in the community has been raised.

Each division has a press and public relations officer and local newsletters and good news stories are published to inform local communities of who their local officers are and of the policing measures in place. A recent campaign involves pictures of local police officers being displayed in post offices.

Community beat managers are provided with special priority payments. Members of staff are trained to have supervisory skills; however, the effective application of these skills is patchy across the force area.

### **Work in progress**

Governance arrangements are being redefined and there is a renewed focus on making Neighbourhood Policing mainstream activity, developing a corporate approach as appropriate. The safer neighbourhoods' project has been established to roll out Neighbourhood Policing across the force. A project panel comprises members of staff and members of the police authority. The strategic leads (chief superintendents) are establishing a set of corporate standards and principles for Neighbourhood Policing. These standards have been approved by the force command team and are ready to be rolled out. The project board meets monthly and reviews progress and developments. An appropriate risk log is maintained.

The Neighbourhood Policing work stream 1 concerns corporate minimum standards and incorporates: structure; roles; function; terminology; training; abstractions; and neighbourhood identification.

The development of a linked programme infrastructure around the elements of citizen focus is in progress. The current scoping exercise, which brings together what is being done and what needs to be done, will inform this development. The force is at an early stage of integrating the enabling factors into the strategy, eg contact management. Now that the building blocks have been identified, the major programme elements will be introduced during 2007.

The Wigan Division provides an example of local planning structures, with a dedicated project team in place under the direction of a member of the senior management team. A project plan is in place, supported by an appropriate structure. The team has undertaken detailed analysis using the scanning, analysis, response, assessment (SARA) model. Visits

October 2007

have been made to other BCUs and forces, including Lancashire, to identify good practice/processes.

The challenge for the force is to establish Neighbourhood Policing as a philosophy which underpins policing across GMP. 'Charting the Way' is a programme which is looking at the values of the organisation and the enhanced profile of Neighbourhood Policing is seen as a product of this. The philosophy has strong support from the chief officers, including the Chief Constable.

Within the GMAC framework, the ACC (territorial policing) has reviewed the force-level partnership business group and the executive group and is moving the framework towards a NIM level 2 partnership environment, linking into the force strategic tasking and co-ordination group. GMP is now looking to establish a common minimum expectation, working towards tangible outcomes linked to and making sense of the collaborative structures such as the local safeguarding children boards (LSCBs), the local criminal justice board (LCJB) and GMAC. Mechanisms such as local area agreements are seen as an opportunity for pulling things together. The force aims establish a wider agenda in the partnership environment, covering a broader range of issues.

The Neighbourhood Policing work stream 2 concerns community engagement and communication and incorporates: accessibility and contact; community involvement in priority setting and accountability; customer contact citizen focus; customer satisfaction levels; feedback on service provision; fear of crime and links to local area agreements; public perception; external corporate standards; internal communication; and cultural change.

The force acknowledges that it has some way to go in developing neighbourhood priorities as a structural feature of all NIM processes and in further developing an effective means of feeding back to the public. This features in the GMP internal Neighbourhood Policing readiness assessment process and will be reflected in divisional action plans.

Partnership analytical capacity is inconsistent across Greater Manchester and is a limiting factor. A conference was held in November 2006 to promote the GMAC model and an analytical support group, CADRAD, established. A strategic partnership analyst has been recruited by the force and seconded to the GMAC team.

The 2006 HMIC baseline assessment highlighted that "field intelligence officers are allocated on a geographical basis to support safer neighbourhood teams. There is a need to have an intelligence requirement assessment to provide clarity and to better focus intelligence coming from these teams." The safer neighbourhoods' project team is working on the development of a neighbourhood profile template to assist neighbourhood officers and support the electronic briefing of members of staff. By these means an intelligence requirement can be developed and communicated.

The police authority acknowledged the need for greater scrutiny in respect of Neighbourhood Policing. The strategic direction being shown by the force has improved and there is now a clear sense of purpose and focus. A number of concerns remain around a corporate approach, eg the deployment of PCSOs. The development of Neighbourhood Policing into the wider citizen focus agenda is seen as the appropriate way forward.

The force is developing a performance process to hold Neighbourhood Policing staff to account. A briefing paper has been prepared for the ACC, detailing the methodology and the reporting periods. Consultation has taken place with the divisional commanders to ensure appropriate 'buy in'. Critical wards (to become critical neighbourhoods) have been determined using PSA1 overall performance and VLI data.

October 2007

The corporate standard for Neighbourhood Policing specifies that performance data should be available on a neighbourhood, ward, team and individual basis. The safer neighbourhoods project team is currently developing the Neighbourhood Policing performance framework for the force, considering how best to ensure public accessibility to this information.

The corporate standard for Neighbourhood Policing requires that each neighbourhood team is responsible for the creation and maintenance of a neighbourhood profile. There is evidence of analysis of demand and the use of intelligence to prioritise and allocate resources to those priority areas. Busy periods and busy areas are being identified from demand profiles and resources deployed more flexibly to meet that demand effectively. A challenge for the force is to get the demand profiles right. When these have been established to an acceptable standard, it will provide a new way of presenting information with a local focus and will have an impact on the strategic threat assessment. The neighbourhood demand profiles are being developed around 12 months of incident and crime data pertinent to each ward.

The force is working to establish a revised graded response policy. There remains uncertainty about the deployment of neighbourhood staff to certain types of incident. The neighbourhood pathfinder division sees the development of the graded response policy as grades 1 and 2 (more urgent calls for service) being dealt with by response officers, and grades 3 and 4 (deferred incidents) by the neighbourhood teams. There were consistent messages from members of staff engaged in Neighbourhood Policing that clarity and effective management in this area would be beneficial.

While retaining the principles of Neighbourhood Policing, some divisions have reassessed the balance of those neighbourhood resources which are routinely deployed to neighbourhood reassurance and those which could be usefully deployed and tasked to deal with the significant issues which exist on some of the areas. As a result, some resources have been organised into task force units with specific areas to cover, but with wider responsibilities that stretch into other areas. This has given the divisions the flexibility to task readily available resources in useful numbers to deal with specific issues. The developing structure retains identifiable community beat managers and PCSOs on neighbourhoods, while providing the flexibility to meet the varied demands from the public. This position acknowledges the importance of improving public confidence through effective response policing as a precursor for community engagement.

Relationships with partners and the development of an intelligence capability in the partnership arena are work in progress. Neighbourhood Policing work stream 3 concerns problem solving and incorporates: NIM compliance and integration in problem solving; partnership and community collaboration; neighbourhood profiles; links to GMAC; and analytical processes.

Problem-solving activity is developing and is based on a common sense application of SARA principles operated on a partnership basis. Relationships are improving and there is evidence of good progress. There is concern, however, that the SARA IT system needs some development. There is a danger that problem-solving initiatives will not be properly assessed and that best practice will not be promulgated. The ICT department is looking into the possibility of a re-write for the SARA system but the paper had not been approved at the time of inspection. A new document link has been agreed which, when available to users, will ease some of the difficulties experienced with the assessment stage of SARA.

The results from the first RSVP satisfaction survey were distributed to divisional commanders. A newsletter was produced that was sent to the members of the citizen panel

October 2007

and made available to the public. There is a need to ensure maximum benefits are derived from the results across GMP.

Work to address ASB problems in specific areas is to be the subject of 'before' and 'after' surveys to gauge whether residents within the area have noticed activity undertaken and whether they perceive that the action has made a difference. This is seen as a meaningful PI.

GMP is exploring options for consultation at the neighbourhood level, including different methodological approaches, sample sizes and costings. This is in response to an acknowledgement that consultation at a divisional level needs to be expanded and public opinion at a level below divisional level is not currently measured.

A number of divisions have dedicated public relations officers who are focusing on Neighbourhood Policing arrangements. There is an issue over corporate communication. Developing links with the police authority in terms of communication and community engagement is also work in progress. A communications action plan has been developed focusing on both corporate and divisional activity. The post of community engagement manager has existed for some time within the police authority and has proved to be a valuable resource. A six-month secondment for the post holder to work more directly with the force has been extended for a further six months.

The human resource (HR) strategy for Neighbourhood Policing is work in progress and job descriptions and personal specifications for neighbourhood officers are being developed. There are variations in the way in which PCSOs and constables work in different neighbourhoods. The differences are partly explained by the distinct working environments in which members of staff are deployed; however, it is also evident that there are significant differences in working practices, guidance and principles. Working practices vary across divisions according to geography, levels of demand and the maturity of Neighbourhood Policing arrangements. In some divisions (Tameside, Bolton, South Manchester), PCSOs work closely with their community beat managers, local authority wardens and other key partners (eg local authority dog wardens, trading standards); in others (Bury), PCSOs work more independently. There is evidence of direction being provided through the tasking and co-ordination process in all divisions, although the degree of direction appears to be in proportion to the level of crime (eg, less direction in Bury, more in Tameside).

Draft guidance has been given to all divisions regarding the recruitment of volunteers and a pilot scheme is being evaluated. There are a limited number of volunteers across the force but it is anticipated that, once the guidance has been finalised and neighbourhood structures embedded, this will improve.

A review of training for officers, supervisors and PCSOs is taking place to take account of the changes of structures and the development of Neighbourhood Policing.

The force learning and development branch is carrying out a review of the impact of Neighbourhood Policing structures on the role of special constable, assessing current course content against needs.

The second round of divisional readiness assessments is developing the ICT and estates requirement of divisions. The cost of the additional PCSOs is a substantial factor. The force ICT department is working to establish a generic network connectivity solution for safer neighbourhood locations, with associated updated security processes and procedures. The force is also looking to provide comprehensive advice to divisions on the selection of appropriate IT hardware to support spend against their divisional budget and achieve implementation of the corporate standards by April 2008.

October 2007

The safer neighbourhoods' project is represented on the force internet advisory board, which assists the development of the external internet site. ICT is also assisting in the development of a performance framework.

### **Areas for improvement**

Further development needs to take place in respect of the identification of neighbourhood priorities and the engagement tactics employed. The application of the community engagement strategy should ensure that members of the community and partners have the consistent opportunity to be involved in identifying neighbourhood priorities, provide and receive feedback on action taken and that a wide range of engagement tactics are available, tailored to the specific needs of individual groups.

The force needs to ensure that systems and processes are further integrated to support Neighbourhood Policing and that neighbourhood officers are known to their communities and are available to them. The GMP safer neighbourhoods' board has determined that a corporate policy is needed in this area to ensure clarity for the public and to ensure that calls for service are managed effectively. This includes calls for service receiving an appropriate response, and crime and incident handling being compliant with the national crime recording standard (NCRS) and the national standards for incident reporting (NSIR). GMP regards the multiplicity of numbers available for the public to call as a risk, given the potential for public confusion and the risk of compromising crime and incident recording. The force will not take further steps to promote the names and contact numbers of local officers until a force-wide strategy has been developed to address these risks.

During the inspection, GMP officers consistently identified the poor quality of service provided via the '5050' number as the biggest single issue which affects their work and impacts on public confidence. The grading of incidents and the subsequent allocation of resources are often unclear, particularly in respect of grade 3 incidents; consequently, the public can be given expectations at the first point of contact which are frequently unrealistic. The divisions are constantly looking for ways to manage queues of outstanding incidents and Neighbourhood Policing resources are consistently tied into the collective effort to manage demand. The consequent impact on public confidence will restrict the ability of Neighbourhood Policing to achieve desired levels of community engagement and confidence. It is difficult for the force to develop systems which encourage direct contact by members of the public to neighbourhood officers under these circumstances. Contact management remains a significant issue for the force and is having a direct impact on the development of Neighbourhood Policing.

The force needs to develop a coherent approach to community intelligence, links to problem solving, neighbourhood priorities and the relationship with core intelligence processes, to the extent that local issues can be effectively assessed and feature in decision making, process design and strategy development at all levels of the organisation.

There is no consistent understanding of citizen focused Neighbourhood Policing. The force needs to continue to improve internal communication to achieve this understanding of the programme and what it means to each individual member of staff in terms of delivery. The inspection team encountered a difference in perspective between inspectors and sergeants working in the response and safer neighbourhood teams. The immediate needs to deal with high levels of demand and deliver volume crime performance targets have had an impact on thinking and relationships. The inspection team encountered an atmosphere of acceptance that service recovery, as a feature of managing demand, was a part of normal working life. Communication between the response and neighbourhood teams is limited and there is a variable understanding of the function of neighbourhood teams and of the role of PCSOs.

October 2007

The recruitment of special constables has been devolved to divisions, and while this has allowed local initiatives to work, there are blockages at force level which slow down the process of vetting, attestation and training.

The police authority has identified the need to establish the contribution from neighbourhood resources and in particular PCSOs and how this can be measured. The ability to assess added value is needed for the evaluation of PCSOs under future funding arrangements.

The force needs to develop links between the safer neighbourhood teams and protecting vulnerable people. Registered sex offenders are managed centrally and information about these offenders is communicated to the divisions mainly through the multi-agency public protection arrangements (MAPPAs) process. Links including intelligence opportunities between Neighbourhood Policing and the awareness/management of such offenders are not clearly defined.

#### RECOMMENDATION 1

The force needs to develop a coherent approach to community intelligence, links to problem solving, neighbourhood priorities and the relationship with core intelligence processes, to the extent that local issues can be effectively assessed and feature in decision making, process design and strategy development at all levels of the organisation.

#### RECOMMENDATION 2

There is no consistent understanding of citizen focused Neighbourhood Policing. The force needs to continue to improve internal communication to achieve this understanding of the programme and what it means to each individual member of staff in terms of delivery.

## Performance Management

GRADE	GOOD
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### National grade distribution

Excellent	Good	Fair	Poor
6	29	8	0

### National contextual factors

There is no single accepted model of performance management across the police service but any such model or framework must be fit for purpose. Ideally, forces should demonstrate that individuals at every level of the organisation understand their contribution to converting resources into agreed delivery, and know how they will be held to account. On a daily basis, first-line supervisors monitor, support and quality assure the performance of their teams. At the other end of the spectrum, chief officer-led performance meetings – often based loosely on the American Compstat model – are a vehicle for accountability and improvement. Robust leadership, a commitment to improvement and reliable, real-time information systems are all critical factors in effective performance management.

There is no mechanistic link between overall force performance and the grade awarded in this framework. The grade is based on the quality of the force's processes that enable it to identify and react to changes in performance.

### Contextual factors

The strategic perspective around performance management is to build on the expertise in serious and organised crime, maintaining performance in this area while broadening its span into areas of the business which are less strong. The threat of harm from serious and organised crime is such that GMP needs to retain its strengths in these areas while realising the benefits of the work being undertaken within the LCJB environment.

The GMAC partnership business model reflects local interpretation and application of the NIM. It provides a framework for planning and aligning police and CDRP priorities and targets and sets out strategic and tactical structures and processes for implementing local multi-agency delivery plans.

Processes are being developed to build a culture of continuous improvement and productive relationships between headquarters departments and divisions. At the present time this relies on the identification of good practice and the cross-fertilisation of ideas between divisions. The quarterly review process is being developed to convert good practice into corporate standards.

The force is undertaking work in developing a balanced performance approach to performance management. The initial project requirement was to develop a balanced performance system by the latter part of 2006 based on existing performance information. However, it soon became apparent that it would be necessary to process map some of the key enablers to performance, which would require a longer time period.

Developments in the last 12 months include:

October 2007

- 'Charting the Way towards 2010';
- the appointment of the two new ACCs and changes in work streams;
- the move towards citizen focus, community engagement and Neighbourhood Policing;
- QPRs, which take place as an extension to the performance management framework;
- developing standards;
- the strengthening of audit and compliance checking processes; and
- the development of the continuous improvement infrastructure with an emphasis on taking account of the wider issues.

## **Strengths**

'Charting the Way' maps out the values and future direction of GMP up to 2010 and beyond, building on the force vision and leadership charter. This connects to work already completed on priorities.

The principle around citizen focus is a binding influence, placing 'people' as the prime focus of projects which cut across portfolios. This approach is linked to the work on corporate values with 'Charting the Way', led by the Chief Constable and co-ordinated by the DCC, which recognises that the citizen focus agenda needs to be supported by work on values and understanding.

The police authority annual policing plan clearly articulates the vision and strategy for the force and is consistent with the national community safety plan. Performance data is provided in an appropriate format and is outlined to authority members as necessary.

Chief Officer's responsibilities are being mapped around project-based activity and these are being linked to activity within divisions. The force is looking to establish communications structures to improve effectiveness.

GMP has links between the planning processes and finance with a focus on priorities and value for money. The force has introduced the strategic priorities and resourcing group (SPRG) supported by police authority oversight on all finance issues. Appropriate audit processes are in place.

The SPRG, chaired by the DCC, makes recommendations to the force strategic management board (FSMB) with respect to the allocation of resources for the next five financial years in support of the force's priorities and objectives. The SPRG advises the FSMB on how the force's resources are deployed and whether this is consistent with organisational priorities, threat and risk assessments and other pressures identified through environmental scanning.

GMP makes use of activity-based costing in assessing and improving productivity and effectiveness. There is a clear focus on this area, with an appropriate level of scrutiny through the DCC who chairs the strategy group.

The force is beginning to see the benefit of development in policy and standards, working towards a corporate focus, breaking down silos and making appropriate links. Corporate development analysis has been taken out of the force intelligence bureau (FIB) to achieve a broader understanding of risks and vulnerabilities to be taken into the GRIP process. Business intelligence and performance now work more effectively alongside each other.

The principal analyst has the status of head of profession within the organisation and provides support for the GRIP process. The role is about quality assurance and the

October 2007

maintenance of the standard of intelligence products and taking a strategic overview of the analytical balance.

The force holds weekly 'flagging' meetings involving the ACC (territorial policing), the FIB and corporate development looking at the allocation of force resources informed by the daily performance data.

Focused QPRs have been implemented and are developing. All divisions have now completed the first cycle of the process. The first focused branch GRIP was held in November with the headquarters criminal investigation department (CID), the diversity command and the HR management branch. Reviews involve all members of the divisional or departmental senior management team and have a themed focus: partnerships; drug intervention programme; PPOs; protecting vulnerable people; crime reduction; forensics; bail performance; citizen focus; and HR and finance. Leadership and performance management are considered throughout all the themes.

Peer reviews are being encouraged between divisions as part of the quarterly review process. This is seen to work in an environment where there is pressure to achieve short-term results. The force is looking to develop this in a way that encourages a meaningful longer term view of business process re-engineering.

The force has introduced the national quality of service commitment and victims' code of practice and continues to monitor customer satisfaction and complaints through a number of mechanisms, including the GRIP process and police authority accountability structures.

The force IT prioritisation board ensures the correct focus on all ICT issues with a number of high-risk areas identified.

The director of ICT is leading on the development of:

- programme management capability;
- the volume crime model; and
- the management of information.

The management of information is a strategic development programme which cuts across a number of aspects of the organisation, with chief officer leadership for the programme provided by the assistant chief officer (resources). Appropriate governance and accountability structures are in place. The programme is supported by a management team overseen by a business development board with terms of reference which include issues such as the IMPACT nominal index, the management of police information (MoPI), Cross-Regional Information Sharing Project and the police national database. There is clear evidence that the force is taking a comprehensive and integrated view of these developments. Before the MoPI project, data record management was poor and not data protection compliant. Improvements have been made by putting resources into data cleansing and information improvement alongside the MoPI project team.

GMP is developing relationships with partner agencies to fill the gaps in the availability of data in its own systems, eg information on sentencing now supplied by the probation service. The force recognised that the information management programme and MoPI need to work towards achieving their goals through collaborative arrangements making sense and adding value to information standards, which exist and are owned by a number of agencies and which are currently unlinked and uncoordinated, ie effectively mapping the links between information standards.

October 2007

The force has developed a detailed plan to improve and effectively manage contact with the public. The developing structure is project managed with clear governance and lines of accountability across all areas of the force. There is now a view that this issue is a collective force-wide responsibility, with strong leadership and clear messages delivered by the force command team and, in particular, the Chief Constable, the DCC and the assistant chief officer (resources). The emphasis is reinforced and tested by the command team in performance review meetings. This builds on work previously undertaken in conjunction with the police authority through a joint police authority/GMP call-handling steering group established in September 2005.

The operational communications branch (OCB) has undertaken a customer satisfaction survey. There were 337 returns, representing 42% of the branch.

In some divisions there is evidence of analysis of demand and the use of intelligence to prioritise and allocate resources to priority areas. Busy periods and busy areas are being identified from demand profiles and resources deployed more flexibly to meet that demand more effectively. Officers are being specifically allocated lists of grade 3 incidents. In one division, within a six-month period incident queues have been effectively managed down from a daily average of 21 pages to four pages. Consequently, officers are dealing less with service recovery and more with live incidents, and this has inevitably had an impact on quality of service and public satisfaction.

There is recognition of good performance and the force highlights good work. The Chief Constable personally attends the force excellence awards, which acknowledge and celebrate good work throughout GMP. The force engages with members of staff in celebrating success through a number of channels, eg the force newspaper.

There is evidence of a rational approach being applied to devolved decision making that secures stewardship and corporacy. A clear example of this is the learning and development branch, which is delivering an increased level of training at a time when a significant amount of under-spend from the budget was redirected to support front-line policing.

There is a clear NIM-based intelligence framework in place with review of priorities, task allocation and co-ordinated activity. Daily meetings are used to manage the immediate issues, which feed into weekly burglary and robbery governance meetings, further supported by monthly strategic level meetings. Evidence suggests that a good level of leadership exists around these structures; people are held to account for outcomes and a task management system is employed. The OPU's have work streams and analytical capacity which support this structure; however, resilience is low, evidenced by the high impact of exceptional demand.

### **Work in progress**

The development of a force-wide organisational strategic assessment is underway, to be implemented in conjunction with changes to chief officer portfolios. GMP is in the process of developing a more defined corporate development framework with priority issues and ownership clearly iterated.

The force is moving away from a strategic assessment process driven by SPIs to one which also reflects the issues which are important to the business of policing Greater Manchester. A process of rationalisation is taking place, linking measurement to the key issues.

A challenge for the force is to communicate messages in a way which influences culture and ensures that the values of the organisation are consistently understood, including

October 2007

citizen focus and the drive to improve performance in that context, eg understanding the links between volume crime performance and Neighbourhood Policing and the impact that incidents such as criminal damage have on communities. Work in progress on 'Charting the Way' is recognition of this. There is a danger that members of staff believe that the strong drive to improve performance is unchecked by any intelligence or community considerations.

Through the FSMB meeting, the force is identifying priority work streams which will inform strategic planning, supported by HR, estates, IT and financial strategies to ensure delivery. The GRIP process will be the forum to ensure that these support areas are delivering effectively to the identified work streams.

Corporate analysis is being developed to broaden environmental scanning and better inform the long-term direction of the force. The first of an extended environmental scanning bulletin has been published, taking into account the full PESTELO (political, environmental, social, technological, economic, legal and organisational), rather than being limited to political and legal issues. It is intended to broaden the remit to look at the longer-term implications, not just for GMP but within the wider Greater Manchester environment. The environmental scanning/PESTELO analysis was undertaken as part of the process to identify priority objectives within the corporate plan.

The development of the balanced performance approach in conjunction with a new performance management system will strengthen the GRIP process to scrutinise the extent to which departments deliver the enablers of strong performance. Internally, some branches undertake benchmarking independently through regional and national contacts, for example the IT branch/business services branch; however, this is not universal across the force.

The force is developing processes to trigger review and dynamic data compliance checks generally, with specific application within the intelligence management environment.

The force has invested in the operational policing unit system (OPUS) to provide a single data warehouse. Within that programme there is a project to deliver a computerised performance management system, which aims to provide all the data harvesting and processing functions necessary to enable enhanced information and performance analysis.

A strategic programme board was established to assist the force in identifying efficiency savings for 2007/08. The group has now been superseded by the SPRG. An initial scoping exercise has been carried out for the headquarters review. An efficiency management exercise has identified significant potential across the force for civilianisation and rank rationalisation. The changes in the crime fighting fund arrangements will help the force to realise these opportunities. Actions are being taken forward across divisions and branches force-wide.

While a number of divisions have integrated their performance and management review processes with that of partners, this is not systematic across the force. GMAC has had a varying impact in prescribing and commissioning local partnership products and with the Government Office for the North West (GONW) are providing strategic influence through local area agreements.

Work in progress includes the use of the performance development review system to link individual performance to force and divisional priorities.

The force is working towards an infrastructure of information-sharing protocols with partners, which enables the sharing of information at a meaningful and productive level to agreed standards.

October 2007

The force has commissioned a project to improve programme management, ensuring that resources devoted to effecting business change are correctly targeted and managed, and that the predicted outcomes are delivered and measured. The objectives include strengthening links to force priorities, enhancing project management processes and standards, making the links between different projects and work programmes and assessing options, including cost benefit analysis and improved governance and accountability.

The call-handling programme board is developing the benefits dependency network to provide more effective governance and accountability and greater understanding of the issues. This is work in progress but the relationships necessary to bring together all the components of demand management have been identified and are being developed. Divisional commanders are involved in this process and there are developing links with other strategic management groups within the force.

The 'Symposium' call management system has been introduced for the management of calls other than 999s to improve the quality and availability of information to manage this part of the business. The resilience of this system is being tested before it is extended to the 999 system, which will also see the introduction and testing of digital recording facilities. The lead-time for these developments is expected to be two years. The development of a fully integrated system will enable changes to the configuration of the OCB to allow further anticipated improvements.

The organisation has concluded that the current method of consultation through the citizens' panel does not satisfy the need to consult below force level. To gauge opinion and track local opinion, it is recognised that people should be surveyed at neighbourhood level and that this work should involve partners. The intention in the longer term is to widen the focus of the process and share the costs. In the short term, the force recognises the need to take the initial steps. Options for neighbourhood level consultation are being considered.

The police authority has developed a safer neighbourhood questionnaire, which will be circulated to over 7,000 residents across Greater Manchester and to networks such as home watch and key individual networks. The introduction of the national quality of service and RSVP surveys will help the force identify areas for improvement in customer satisfaction.

### **Areas for improvement**

The force is looking to redress the balance and make the links between levels 1 and 2 more effectively; however, the numbers of analysts in divisions varies and depends to some degree on partnership support.

The force has undertaken a review of the quantity and quality of performance data circulated throughout GMP on a monthly basis. The amount of information was seen to be excessive. Issues were also raised concerning the accessibility of information, duplication and information gaps, particularly the links between allocated resources and performance.

At the corporate level, the force needs to ensure the effective co-ordination of activity around local area agreements and links with strategic planning and business intelligence processes.

The inspection team encountered some confusion over the respective roles of the corporate development and performance branch and the divisional and partnership support unit (DPSU) in supporting the development of Neighbourhood Policing.

Compliance with agreed multi-agency standards on the sharing of information is seen to be a risk which will require a joint approach to audit and compliance testing. The current

situation sees locally agreed arrangements negotiated at divisional level to a wide variety of standards which are uncoordinated.

## Developing Practice

**TITLE: Balanced performance**

**PROBLEM:**

The problems encountered have led to the identification of the following requirements:

- A more balanced approach to performance, other than purely being outcome focused, ensuring enablers to performance are also assessed.
- To have a clear focus concentrating on what is 'critical' to achieving success.
- To integrate the extent of performance published across the force, focusing on what really matters.
- An early indication of organisational failings, which at a strategic level will inform the direction of performance review.

**SOLUTION:**

Current development of a balanced performance approach, a hybrid of the balanced scorecard, where existing processes and data are used and the 'critical' elements to achieving the outcomes are identified. It is not seen as an end in itself; it is a tool to assist in providing a clear focus for the force, divisions and neighbourhoods.

The perspectives within balanced performance have been aligned with PPAF to date, not just outcomes but also processes, resources and customers. It also has the flexibility to adapt to a new performance assessment framework, once developed. Within each of the perspectives there are various measurable layers from strategic to operational level.

The development of the framework is at the stage where each perspective is being mapped, identifying what is critical to achieving the overall required outcome and the totality of the drillable layers.

This project is supported by an IT solution to assist in providing a clear pictorial representation, real-time data from force to officer level giving an 'at a glance' view of success and an early indication of organisational failings. The IT solution is being developed alongside the balanced performance project to ensure complete alignment.

An initial pilot alongside the IT is planned for October 2007.

Longer term, balanced performance will be integrated but will remain 'live' as it continuously develops alongside force developments and improvements.

**OUTCOME(S):**

As this is developing practice, there are no outcomes achieved as yet. The intended outcomes are identified in the solution and problems sections above.

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## Protecting Vulnerable People – Overview

### National contextual factors

The assessment framework for Protecting Vulnerable People was first developed in 2006 as part of HMIC's baseline assessment programme. It replaced two existing frameworks – Reducing/Investigating Hate Crime and Crimes against Vulnerable Victims – which focussed on hate crimes (predominantly racially motivated), domestic violence and child protection. Following consultation with practitioners and ACPO leads, a single framework was introduced with four components – domestic violence, the investigation and prevention of child abuse, the management of sex and dangerous offenders, and vulnerable missing persons. Although the four areas are discrete, they are also linked and share a common theme – they deal with vulnerable victims where there is a high risk that an incident can quickly become critical, and where a poor police response is both life-threatening and poses severe reputational risks for the force.

This year's inspection has been carried out using similar assessment standards as those in 2006. These highlight the importance of leadership and accountability; policy implementation; information management; staffing, workload and supervision; performance monitoring and management; training; the management of risk; and partnership working.

The work carried out by forces to protect the public, particularly those most vulnerable to risk of serious harm, is complex and challenging. No single agency, including the police, has the capacity to deliver the required response on its own. Success is therefore, dependent on effective multi-agency working and there are a number of established partnerships, involving a wide range of services and professionals, aimed at ensuring that an integrated approach is adopted to protecting those most vulnerable to risk of serious harm.

### Contextual factors overview

Following a best value review published in 2005 the protecting vulnerable people (PVP) policy area has been split between two chief officer portfolios (territorial policing and crime). Specific areas of responsibility are framed within a service level agreement. The strategic lead reports through the head of the serious crime division to the ACC (crime) and also directly to the ACC (territorial policing). The headquarters-based public protection section (PPS) incorporates the safeguarding vulnerable persons unit (SVPU) and investigation functions, which comprise the sex offender management unit, the abusive images investigation unit and the sexual crime unit. Managers in the PPS also have responsibility for the St Mary's sexual abuse referral centre (SARC) and are part of the management team and strategy group.

The ACC (territorial policing) provides strategic leadership for devolved functions and partnerships, and chairs the children's board. The force has a decentralised structure of public protection investigation units (PPIUs) supporting each of the divisions. The three central Manchester divisions share one PPIU; otherwise, there is one unit headed by a detective inspector within each division. The detective inspector is supported by two detective sergeants who have responsibility for domestic abuse and child abuse investigation. Divisional variations exist, partly due to commanders supporting the need to deal with issues such as hate crime, sexual crime and elder abuse, and by providing the additional resources to do so.

October 2007

A number of challenges remain for the future including:

- increased internet crime;
- establishing meaningful PIs;
- raising the profile of vulnerable persons within the force;
- dealing effectively with the issues of raising public awareness and providing reassurance; and
- achieving improvements in the investigation of rape.

## Strengths

Force strategic priorities are recorded in the document *Our Corporate Priorities and Targets 2007/2008* and include PVP.

The force serious crime division high-level priorities include an ambition to be the best at the investigation of rape and protecting more vulnerable people. There is a staged development process to support the achievement of this goal.

The force strategic threat assessment has lifted the profile of PVP, which now has a higher priority. It included analysis of child abduction, indecent images and other sex-related matters.

The force priority crime group, 'Talon', focuses on a number of priority aims linked to sexual offences affecting both adults and children.

Divisions have the lead responsibility for PVP, child protection and domestic abuse. Force policy requires divisional commanders to take ownership and local responsibility for the protection of vulnerable people, and for this to become a priority within local policing plans.

The PPIUs have a dedicated child abuse investigation unit, domestic abuse unit and video interview unit. In addition, a number of units have a dedicated adult protection investigation unit, child exploitation investigation unit and sexual offences unit, which deals with all non-intra-familial sexual crime. There is a sound rationale for staffing levels including supervision, which takes account of workload and resilience. Members of staff are not routinely abstracted to undertake other duties. Specialist posts are not multifunctional.

Each uniform relief in the force has officers trained to deal with the initial stages of a rape investigation (Operation Nightingale).

Communication between the headquarters PPS and divisions is considered good. There are nominated points of contact in the unit for each division and accessible information is in place to guide divisional members of staff.

Provision of training is linked to the implementation of new policies and PPIU specialists in divisions receive mandatory professional training in accordance with force requirements for their roles. Child abuse investigators are either currently undergoing the Initial Crime Investigators Development Programme (ICIDP) or earmarked for a future course. Domestic abuse investigators are not yet subject to ICIDP accreditation, although this requirement is being explored at force level. External and multi-agency training and development opportunities are also arranged at divisional level.

October 2007

There is evidence of joint auditing work between partners, ie with the Crown Prosecution Service (CPS) over the review of investigations and case files and with the LSCB over missing person investigations.

### **Work in progress**

The force corporate plan 2007–2010 includes an objective relating to PVP and sets out how this is to be achieved. At the time of inspection, divisional plans were in draft form but six divisions had so far included domestic abuse in their plans. The corporate development and performance branch is driving this area to ensure that divisional plans specifically include PVP, including child abuse and domestic abuse.

The force is in the process of establishing a working definition of ‘vulnerable’ and a set of operating standards for this area. A scoping study for each division is work in progress and aims to identify and assess areas of risk, which will inform development.

Divisional commanders operate in a highly devolved environment in which there are a variety of structures and resource levels within the divisional PPIUs. Local arrangements with other agencies are constructive, but partners point out that variations in police structures have had an impact on their ability to develop efficient processes and relationships. The force command team is looking to adjust the balance, with strategic direction to ensure a corporate approach and standards for the protection of vulnerable people across GMP.

While PVP features in the divisional performance management framework, performance measures are limited in their scope. The force is developing a quarterly review process which aims to incorporate elements of PVP, effectively extending accountability for delivery in this area. The focused GRIP process is also being developed in a similar fashion, led by the head of profession.

The force is working towards the establishment of standards in the areas where performance is needed to ensure that the serious crime division can meet its goals.

A package of PIs has recently been developed for the headquarters serious crime department. This includes a framework of measures for each of the PVP functions. While this is an important step forward, it is too early to evaluate its effectiveness and impact.

Enhancements to ICT systems which support child abuse and domestic abuse case and performance management are work in progress. Partners have identified a need for system development to provide more accurate and timely shared information to support multi-agency working and bids for resources.

Links between the PPIU and other policing functions are often refreshed to maintain a good level of awareness among officers of the issues and of their responsibilities for initial investigation and support. The further development of e-learning and electronic briefings to maintain awareness about specific intelligence and prison releases etc remains work in progress.

Police authority support for PVP has tended to be victim focused. During a recent reorganisation the authority has established a lead member for public protection and is looking to develop a broader perspective.

October 2007

## **Areas for improvement**

Systems for monitoring the welfare of PPIU specialists are inconsistent. Mandatory one-to-one meetings with a member of the welfare department were discontinued in 2006. Some divisions are seeking to provide opportunities for members of staff to spend time at the Northern Police Convalescent Home. This initiative has been tried in at least two divisions (South Manchester and Tameside) but is not centrally driven. GMP has a stress management policy in place; however, the force needs to ensure that members of staff working as specialists to protect vulnerable people have consistent opportunities for appropriate health and welfare support.

An area of risk is the way in which incidents are recorded and processed on the logging system. Members of staff within the PPIU monitor incidents; however, this is resource intensive and there are concerns that the reliability of checking procedures is affected by inconsistent incident recording.

The force should ensure that opportunities for training and development are consistent and in line with a formal analysis of need.

Partners highlighted the continuity of police personnel as a key issue. There was recognition that this was a problem for all large organisations, but their perception is that this situation is more acute in the police service. This issue is to be fed into the strategic resources panel.

## Protecting Vulnerable People – Child Abuse

GRADE	FAIR
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### National grade distribution

Excellent	Good	Fair	Poor
3	17	21	2

### National contextual factors

The Children Act 2004 places a duty on the police to ‘safeguard and promote the welfare of children’; safeguarding children, therefore, is a fundamental part of the duties of all police officers. All police forces, however, also have specialist units which, although they vary in structure, size and remit, normally take primary responsibility for investigating child abuse cases. Officers in these units work closely with other agencies, particularly Social Services, to ensure that co-ordinated action is taken to protect specific children who are suffering, or who are at risk of suffering, significant harm. The Children Act 2004 also requires each local authority to establish a Local Safeguarding Children Board (LSCB). This is the key statutory mechanism for agreeing how the relevant organisations in each local area will co-operate to safeguard and promote the welfare of children in that locality, and for ensuring the effectiveness of what they do.

Membership of LSCBs includes representatives of the relevant local authority and its Board partners, notably the police, probation, youth offending teams, strategic health authorities and primary care trusts, NHS Trusts and NHS Foundation Trusts, the Connexions service, Children and Family Courts Advisory and Support Service, Secure Training Centres and prisons.

### Contextual factors

The St Mary’s SARC has introduced the provision of services for children and has encountered a greater demand than was anticipated, with over 473 child cases between February 2006 and the time of inspection in May 2007. The service provided extends beyond initial medical care into forensic examination, crisis intervention, ongoing counselling, sexual health screening and independent sexual violence advice. The vision is to extend the centre’s activities into services for sufferers of physical abuse, eventually providing long-term therapeutic services for children and their families.

In addition to the police, partners who support and benefit from St Mary’s SARC include the National Society for the Prevention of Cruelty to Children (NSPCC), children services, primary care trusts and the CPS. There has been national and international recognition of the centre as good practice.

There is no formal national risk assessment tool available in respect of child abuse investigation cases, although risk indicators are outlined in the ACPO guidance *Working Together*. These issues are particularly significant in highly devolved organisations such as GMP. The force has independently developed guidance and risk assessment processes to improve consistency.

October 2007

## Strengths

The ACC (territorial policing) is the Safeguarding Children champion for the force and has established a corporate board and action plan informed by national standards, ACPO guidance and the HMIC SGC.

There are close relationships and information sharing with other Safeguarding Children agencies. A force 'safeguarding' policy is being developed with pan-Manchester procedures.

PPIUs have dedicated child protection units, which deal with intra-familial, historic intra-familial and professional abuse cases (people in positions of trust). The units are also involved with child deaths and murders, supporting the major incident team and CID. Roles, responsibilities and structures are clearly outlined in the draft force 'safeguarding' policy.

Representatives from the PPIUs meet regularly with the SVPU, with an agenda which includes domestic and child abuse issues. The meetings provide a forum for sharing information and good practice.

The SVPU (previously the family support unit) was restructured following a review carried out in 2007. The prime role of this function is around contribution to child protection conferences. The links between domestic abuse and child abuse investigation are well established and it has been identified that 50% of those categorised as emotionally abused on the child protection register suffer as a result of the presence of domestic abuse.

Minutes of all case conferences are stored on an electronic archive system 'Cyclops', and are available for viewing by all PPIU, CROCS (criminal records checks for people working with children or vulnerable adults) and civil judicial services members of staff.

Corporate guidelines are in place on the force intranet. Within the serious crime division site there is guidance on investigating child abuse and safeguarding children, based on the National Centre for Policing Excellence documents and including instructions on the referral process and joint investigations.

There is evidence of innovative partnership collaboration where two members of staff from the NSPCC are seconded to the force abusive images investigation unit. GMP is one of only three forces to have such an initiative. The NSPCC partners provide child protection expertise, accompany the police when they execute warrants and prepare case conference reports. This was a two-year pilot project, which was extended for a further three years from April 2007 until 2010.

Two social workers are currently on placement in the City of Manchester PPIU. This collaborative arrangement has led to gains in understanding, the sharing of skills and experience, the opportunity to test policies in the workplace and the provision of learning opportunities.

GMP has received national and international recognition for dealing with cases of online child abuse and is invited to send representatives to speak at international conferences on the subject. The force has had success in identifying abusers of children (Operations Baglan, Scooby and Apple).

Partnership arrangements for the investigation of child abuse are strong through the children's (social care) duty and assessment team.

Corporate standards to support serious case reviews come under part eight of the guidance *Working Together to Safeguard Children*, which provides evidence of lessons to be learned

October 2007

and good practice to be shared across the force. Serious case reviews are carried out centrally by resources within the PPS of the force serious crime division. There are links with all the LSCBs across Greater Manchester and a quarterly review of all the recommendations from serious case reviews takes place to ensure proper implementation. Training and awareness raising activity is provided to members of staff.

Generally LSCB representation is at superintendent level.

The police authority is represented on the children's board at member and officer level. It is following the APA national guidance in developing its oversight of the force's implementation of the Children Act.

All ten CDRPs operate to the GMAC business model, and therefore have co-ordinated priorities, activities and joint partnership scrutiny. In May 2007 GONW and GMAC hosted a one-day event about local area agreements, which included an input on children and young people.

The force provides leadership, management and resources to support St Mary's SARC, which was established 20 years ago and has been sustained and developed in the intervening period. St Mary's was initially set up to provide support for adults, but since February 2006 it has extended its activities to provide dedicated services for children covering the whole force area.

All child abuse officers have either completed or will complete the ICIDP and Achieving Best Evidence training as well as the joint investigation child abuse course with social services. Additional training is provided by the headquarters PPS SVPU and the LSCBs. There is evidence of mentoring and coaching of new and less experienced staff. Child abuse investigation training features in the force training plan and is being further developed, including the issue of diversity as a component very relevant to child abuse investigation training because of the vulnerability of witnesses and victims.

The force has utilised Initial Police Learning and Development Programme training to instil the importance of PVP issues into the mindset of new recruits. Training involves a project week, focusing on the protection of vulnerable victims and witnesses. Students research what witness care units and victim support services can offer.

The force routinely gathers management information to monitor the outcomes of investigations and incidents of neglect and physical abuse.

## **Work in progress**

The PPIU and the safeguarding vulnerable people structures are currently being reviewed to achieve a corporate approach within the devolved management environment. The development of corporate standards, quality assurance and audit and inspection processes are work in progress.

The force is reviewing and updating the 'safeguarding' policy to ensure compliance with the most recent doctrine. The force policy document will clarify the differences between an investigation where a strategy meeting is called and crime report submitted and a miscellaneous enquiry where low risk information or intelligence is exchanged and no further action taken.

The serious crime division and territorial policing command are co-operating to create a pan-Manchester safeguarding board with partners.

October 2007

A pan-Greater Manchester strategic safeguarding board is currently under development. LAAs provide the opportunity for all local strategic partnerships and CDRPs to focus on children and young people issues. The operational group is already in place.

Performance management of child abuse will have a higher profile in the new quarterly divisional performance framework. Divisions currently do not have performance management information routinely captured and fed to senior managers. Wigan Division has a performance management system in place to monitor individual performance in child abuse investigations; this has been circulated as good practice across the force. The performance and accountability framework is being addressed in conjunction with the development of corporate targets related to child abuse investigation.

A central crime training unit has been recognised nationally as good practice. Joint training with partners is the next step. E-learning is coming on line and the force is developing a hydra-minerva training exercise. These initiatives are aimed at meeting the requirement of training and maintaining levels of awareness for an organisation which has 12,000 members of staff, raising awareness about safeguarding children and highlighting changes in legislation.

Information on child abuse investigations is recorded on a dedicated IT system. The system is embedded into the force OPUS operational information system, which provides a case management and information recording system. It is intended to incorporate all domestic abuse and child abuse investigations into one combined database. OPUS enables the relevant checks, and an ICT programme to develop the system further aims to improve functionality and access to information. The OPUS team will train nominated staff on every division.

The electronic storage of formal records with back-record conversion is planned and a date has been set for the process to be initiated.

The PPS is reviewing PPIU workloads/staffing and further guidance will be developed in light of this. The force acknowledges that at present there are gaps in the arrangements for out-of-hours cover at weekends, evenings and on public holidays.

## **Areas for improvement**

Currently, child abuse investigation is not prominent as a priority in divisional plans, but this area is being addressed. The force needs to ensure that NIM processes inform strategic priorities and that there is a consistent focus within the divisional intelligence units on child abuse, developing profiles and highlighting incidents of potential risk.

Risk identification processes developed to enhance the investigation and management of domestic abuse are now to be extended into the area of child abuse investigation. There is no formal child abuse risk identification and assessment process, as there is for domestic abuse, but there is an acknowledgement by the force that this is an area for improvement in conjunction with corresponding development in IT and training support.

There is scope for more clarity about the role of the PPIU and divisional command teams, particularly in relation to case conferences. These are dealt with by the PPS rather than devolved to divisions. However, the PPS does not attend all conferences due to the high numbers involved. Priority is given to those conferences where it will be decided whether a child should be placed on the protection register, but there is a risk that meetings are missed where decisions are being made to take children off the register. The force needs to

ensure that the current arrangements adequately meet all requirements, including the need to support partner agencies.

October 2007

**Protecting Vulnerable People – Domestic Violence**

GRADE	FAIR
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**National grade distribution**

Excellent	Good	Fair	Poor
1	13	27	2

**National contextual factors**

There is no statutory or common law offence as such of ‘domestic violence’; the term is generally used to cover a range of abusive behaviour, not all of which is criminal. The definition of domestic violence adopted by ACPO does, however, take account of the full range of abusive behaviour as well as the different circumstances in which it can occur:

*‘any incident of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adults, aged 18 and over, who are or have been intimate partners or family members, regardless of gender or sexuality’.*

As with the investigation of child abuse, responding to and investigating domestic violence is the responsibility of all police officers. Again, however, forces have dedicated staff within this area of work, although their roles vary. In some forces staff undertake a support/liason role, generally acting as a single point of contact for victims and signposting and liaising with other agencies and support services; in others, staff have responsibility for carrying out investigations.

Irrespective of who carries out the investigation in domestic violence cases, an integral part of every stage is the identification of risk factors, followed by more detailed risk assessment and management. In 2004, HMIC, together with HMCPSI, published a joint thematic inspection report on the investigation and prosecution of domestic violence. At that time, risk identification, assessment and management were in the early stages of development throughout the service. Since then, there has been considerable progress in developing formal risk identification and assessment processes and - in a number of forces - the implementation of multi-agency risk assessment conferences (MARACs). Other improvements include the introduction of specialist domestic violence courts and the strengthening of joint working arrangements.

**Contextual factors**

GMP has had a domestic abuse policy in place for some time and a ‘step change’ type development process is used to ensure that appropriate information is captured at the scene of incidents. The management of domestic abuse is overseen locally by the divisional PPIUs.

Risk assessment procedures take account of ACPO guidance. Processes and procedures outlined in force policy take account of the Human Rights Act, the Family Law Act 1996 and the Children Act 1989. The views of the CPS were also taken into account.

Domestic abuse has a high profile at chief officer level and the force undertook a dedicated campaign, Operation Mistletoe, over the Christmas period, aimed primarily at managing the

October 2007

anticipated spike in the occurrence of domestic abuse incidents. Domestic abuse specifically features in the GRIP performance review process.

## **Strengths**

The domestic abuse performance group, responsible for monitoring the effectiveness of force policy and improving performance in this area, is chaired by the ACC (territorial policing) and feeds into the force GRIP performance review process.

A written accountability framework is in place and the roles and responsibilities of members of staff involved at both operational and strategic levels are clearly outlined in the tackling domestic abuse policy. The policy relates to all aspects of delivery including: the domestic abuse performance group; divisional senior management; contact management; response; investigation; operational management and supervision; custody; and the PPIUs. It affirms the commitment of GMP to conduct domestic homicide reviews.

The force takes part in a number of multi-agency forums. Domestic abuse is addressed in CDRP (GMAC) partnership business groups and specific multi-agency forums/action groups tackling domestic abuse. GMP officers are actively involved at the appropriate rank for each group, including divisional commanders/partnership superintendents, PPIU detective inspectors etc. Delivery plans are based on multi-agency action, with GMP leading a number of aspects and supporting the activities led by other agencies. The extent to which actions are police led depends on the content of locally agreed delivery plans.

There is an active domestic abuse forum and each district authority has appointed a domestic abuse co-ordinator.

The force conducts intelligence-led, anti-domestic abuse campaigns, which incorporate a communication strategy supported through the corporate communications branch. Operation Mistletoe took place over the Christmas period aimed primarily at managing the anticipated spike in the occurrence of domestic abuse incidents at that time. This involved domestic abuse officers being on supporting patrol, particularly between the hours of 8pm and 2am. There was a positive reaction to this from operational officers and an improvement in the quality of service given.

GMP has a clearly defined critical incident escalation and management policy and all murders are dealt with by the serious crime division, in which the PPS is located. Specialist support is available to assist enquiries. Operation Mistletoe was the subject of an analytical report. The findings were fed into a review by the PPS of the provision of resources to domestic abuse incidents.

Domestic abuse features at the GRIP performance review with divisional commanders held responsible for action taken by their staff.

There is evidence that policy is being applied across the force. GMP has had a domestic abuse policy in place for some time and a 'step change' type process is used to ensure that appropriate information is captured at the scene of such incidents. Accountability is managed through the PPIU structures to ensure that operational members of staff are held accountable for their performance.

The detective inspectors of the PPIU oversee divisional domestic abuse investigations and are responsible for identification and management of high-risk perpetrators and repeat victims. The 'top 10' victims receive an enhanced response through visits and increased support as dictated by intelligence packages, eg around football matches and other key events which may act as triggers to the abuse.

October 2007

The force domestic abuse policy requires officers to take positive action. Performance in this area is reviewed by the PPIUs in conjunction with the 'step change' type 12-point checklist. If there is a power of arrest, the record is double checked. This standard is linked to the management of the NCRS and features in performance reviews at every level.

GMP has dedicated specialist domestic abuse investigators. While terms of reference vary between divisions, their primary function is to ensure follow-up victim care, management of referrals to multi-agency risk assessment conferences (MARACs), the social services department, and sanctuary etc, and to investigate or support operational officers with investigations. Current staffing levels were determined following a best value review in 2004, with discretion for additional staff resting with the divisional commanders.

Up-to-date job descriptions for dedicated domestic abuse staff at constable, sergeant and inspector level are in place and were last reviewed in March 2007.

Domestic abuse investigators sit within domestic abuse units in the PPIUs in divisions. The PPIUs have a dedicated child abuse investigation unit, a domestic abuse unit and a video interview unit. A number of units have a dedicated adult protection investigation unit, child exploitation investigation unit and sexual offences unit, which deals with all non-intra-familial sexual crime. This ensures appropriate integration and effective relationships between the different disciplines.

PPIU officers check every domestic abuse incident daily and review them against the minimum standards for recording information. GMP uses a formal risk assessment tool SPECSSVO – separation/child contact issues; pregnancy or new birth; escalation in violence; cultural awareness and isolation; stalking; sexual assault; vulnerable adult; and other (weapon/damage to animals etc).

Attendance at any domestic abuse incident requires officers to comply with force policy unless the initial report received was not associated at that time with domestic abuse issues. The monitoring of such incidents falls into the remit of the specialist domestic abuse investigators and the head of the PPS.

The force is using NIM processes to inform the investigation of domestic abuse. This is evidenced by the development of specific intelligence around domestic abuse issues, the highlighting of unreported domestic abuse incidents and the support of partner agencies, eg, the CPS/courts in fast tracking cases and the provision of specialist courts. GMP has negotiated a service level agreement with the CPS for dealing with domestic abuse cases.

Domestic abuse features as a priority at the daily tasking meetings, where incidents are scrutinised to ensure that positive action is taken. Information is fed into the process by the PPIUs. Risk indicators are completed and entered into the force incident logging system by communications staff in conjunction with response officers. These are subject to risk assessment by domestic abuse specialists in the division to ensure appropriate intervention and support for victims and, where appropriate, MARACs. Domestic abuse problem profiles feature in level 1 partnership analyses.

Evidence of direction and accountability for Neighbourhood Policing teams in relation to dealing with domestic abuse incidents was found in the Wigan Division. Dedicated beat officers have a specific role in supporting repeat victims and beat profiles set out critical information on high-risk offenders on their areas.

The requirements of the domestic abuse policy are reinforced through developmental probationary officer training and specialist training delivered by the learning and development branch. Officers also receive an aide-memoire.

October 2007

MARACs are established within divisions, ensuring multi-agency problem-solving work with partners to support vulnerable victims.

The initial response to domestic abuse incidents by operational communications rooms (OCRs) is considered appropriate and satisfactory. Address-based processes provide officers directed to incidents with previous history and known risks. All incidents of domestic abuse reported to the OCRs are recorded on an incident log entry and given the opening code. Domestic abuse input is given on initial training and policy and procedures are available on data pulse link for staff to refer to so that deployment takes place in accordance with the force graded response policy; call takers have prompt cards to assist them. Compliance monitoring takes place as well as NSIR checks and specific domestic abuse audits undertaken at relief level in each OCR.

The force duty officer has the responsibility for ensuring that duty supervisors are aware of serious incidents across the force. Such incidents are brought to the attention of senior supervisors, who then decide on their level of involvement according to the individual circumstances of the case. Supervisory officers' responsibilities and roles are set out in the force policy. Operational sergeants monitor and ensure that the most appropriate positive action has been taken and that policy has been complied with in relation to updating the incident log.

Domestic abuse incidents involving children in the household are flagged on the incident log entry and if the children are on the child protection register, a child abuse marker is also added. Recording this information is required at initial point of telephone contact and initial point of personal contact. This is quality assured by both the OCR supervisors and the line manager of the officers attending. Further quality assurance is carried out by the PPIU to ensure this information is present. The specialist domestic abuse officers undertake referrals to child abuse units and social services in accordance with policy guidelines.

The force crime registrar conducts an annual divisional crime audit, including domestic abuse crimes. The results are supplied to the force audit board chaired by the DCC. In addition, the registrar completes an annual review of domestic incidents across the force. A targeted review of NCRS compliance was also completed during the domestic abuse enforcement campaign.

## **Work in progress**

Corporate standards for domestic abuse accountability and performance are being developed and will be included in the quarterly divisional performance management process. Policy compliance, implementation and monitoring will come under the remit of the domestic abuse performance group. The PPS is to propose terms of reference and to set the agenda for issues to be raised with the strategic lead, the ACC (territorial policing). Subject to agreement, the performance group will set parameters for force improvement via the GRIP process.

The profile of domestic abuse teams in divisions, and the regard in which staff are held by colleagues, have improved in recent years. However, enhancing the status of the function is an important cultural issue which remains work in progress. Members of the PPIUs are involved in training and briefing operational teams. Links between the PPIU with non-specialist operational staff are constantly being refreshed to maintain a good level of awareness among officers of the issues relating to domestic abuse and of their responsibilities for initial investigation and support.

October 2007

The GMP delivery plan has established an objective for police and partner agencies to improve data collection on domestic abuse offences. This objective will be delivered through the GMAC opportunity strategy and includes recognition by the force that additional training may be needed to inform officers of the definition of domestic abuse.

Relationships between the police and partners managing domestic abuse at divisional level are well embedded. Efforts to harness stronger engagement continue with the voluntary sector. The police are the lead agency and remain the main driver for referrals.

Specialist domestic abuse investigators are expected to complete the modular training provided by Centrex. GMP has also devised a specialist three-week domestic abuse investigators course, which all officers are expected to attend. Members of staff pointed out that there are a limited number of opportunities for officers to be trained on the national courses. A solution offered by one divisional commander is to provide funding for officers to be trained on courses provided by neighbouring forces.

The force intends to incorporate all domestic abuse and child abuse investigations into one combined database. OPUS enables the relevant checks and an ICT programme is planned to further develop the facility into a single, integrated system to minimise the administrative burden on staff and maximise intelligence and performance management. Some divisions have created their own standalone ICT systems to performance manage domestic abuse and, while each system serves a similar purpose, they vary.

## **Areas for improvement**

A significant proportion of domestic abuse incident log entries are not being reliably updated with the initial (1-12) risk indicators. In some divisions, omissions are rigorously pursued by the senior management team but this is not consistent across the force.

While domestic abuse incidents are subject to scrutiny at the daily tasking and co-ordination meetings, the principal purpose in some areas appears to be to ensure force compliance with the NCRS. The force should ensure that quality and effectiveness of investigations and victim support requirements also feature consistently.

It is force policy that a comprehensive witness statement should be obtained from the victim and any witnesses at the earliest opportunity. These should include a victim's personal statement wherever appropriate, though it is acknowledged that there is a wide variance in compliance across the force.

There was consistent feedback that the administrative burden on members of staff within the PPIUs is significant. The force needs to be confident that the mix of resources takes proper account of the requirement for efficient administrative support.

The percentage of domestic abuse incidents in Greater Manchester in 2006/07, where there was a power of arrest and where an arrest was made relating to the incident, was significantly lower than the most similar force average.

## Developing Practice

**INSPECTION AREA:** Protecting vulnerable people

**TITLE:** Domestic abuse information-sharing protocol and assessment threshold  
MARAC implementation guide and protocol

**PROBLEM:**

No set protocol to define the parameters for sharing information in relation to domestic abuse or guidance for and establishing and implementing the process of MARAC consistently or corporately.

**SOLUTION:**

1. Ran the pilot scheme for risk assessment based on SPECSS;
2. Evaluated the pilot;
3. Undertook and evaluated a pilot scheme for MARAC based on Co-ordinated Action against Domestic Abuse (CAADA).
4. Amended the domestic abuse policy to include risk assessment;
5. Provided training and tools for frontline officers for risk assessment;
6. Wrote protocols;
7. Circulated information-sharing threshold to all PPIUs and required their compliance; and
8. Started to adopt the MARAC process force-wide. Early indications are that victims processed through MARAC feel confident with their management and intervention and are experiencing far fewer repeat incidents.

**OUTCOME(S):**

MARAC is rolling out across the force. Officers feel more comfortable sharing information with partner agencies following the introduction of the guidance and are adopting it consistently.

**FORCE CONTACT:** Detective Inspector Jayne Shackleton – 0161 8566573

## Protecting Vulnerable People – Public Protection

GRADE	GOOD
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### National grade distribution

Excellent	Good	Fair	Poor
2	16	23	2

### National contextual factors

The Criminal Justice and Courts Services Act 2000 led to the formation of the Multi-Agency Public Protection Arrangements, commonly known as MAPPA, requiring the police and probation services to work together as the Responsible Authority in each area of England and Wales to establish and review the arrangements for the assessment and management of sexual and violent offenders. Subsequent legislation brought the Prison Service into the Responsible Authority arrangements and also requires a range of social care agencies to co-operate with the Responsible Authority in the delivery of the assessment and management of risk in this area. These agencies include health, housing, education, social services, youth offending teams, Jobcentre Plus, and electronic monitoring services.

Under MAPPA, there are three categories of offender who are considered to pose a risk of serious harm:

Category 1 – Registered Sex Offenders (RSOs)

Category 2 – violent and other sex offenders

Category 3 – other offenders (with convictions that indicate they are capable of causing, and pose a risk of, serious harm).

To be managed under MAPPA, offenders must have received a conviction or caution. However, there are some people who have not been convicted or cautioned for any offence, and thus fall outside these categories, but whose behaviour nonetheless gives reasonable ground for believing a present likelihood of them committing an offence that will cause serious harm. These people are termed Potentially Dangerous Persons (PDPs).

Following risk assessment, risk management involves the use of strategies by various agencies to reduce the risk, at three levels:

- Level 1 offenders can be managed by one agency;
- Level 2 offenders require the active involvement of more than one agency;
- Level 3 offenders – the ‘critical few’ – are generally deemed to pose a high or very high risk and are managed by a multi-agency public protection panel (MAPPP).

In 2003, the Home Secretary issued MAPPA guidance to consolidate what has already been achieved since the introduction of the MAPPA in 2001 and to address a need for greater consistency in MAPPA practice. The guidance outlines four considerations that are key to the delivery of effective public protection.

October 2007

- defensible decisions;
- rigorous risk assessment;
- the delivery of risk management plans which match the identified public protection need; and,
- the evaluation of performance to improve delivery.

### **Contextual factors**

Arrangements are in place to ensure the identification of relevant offenders under MAPPA. GMP provides the chair for the national Violent and Sex Offender Register (ViSOR) change management group and the chair for the North West regional user group.

Operation Talon, through which the force delivers a dynamic and proactive approach to public protection, incorporates the following strategic aims:

- To protect the public from serious sexual crime by developing partnership activity between relevant stakeholders;
- To protect the public from serious sexual crime by increasing the risk of detection to offenders and to disrupt their criminal activities;
- To protect individuals who are trafficked for the purposes of sexual exploitation; and
- To protect children and young persons from sexual exploitation.

The force acknowledges the need to develop further an appropriate response to people trafficking issues and incidents of child sexual exploitation.

### **Strengths**

GMP has a chief officer lead (ACC) with specific portfolio responsibility for public protection issues.

Divisions have bought into Operation Talon in the same way that they did for previous operations, eg Operation Xcalibre. The application of these operations is determined by force tasking and co-ordinating activity and Talon/Xcalibre-type processes are being promoted as the mechanism for achieving standards in key areas.

The FIB sexual crime desk circulates a daily list of information in relation to Operation Talon. This is sourced through incident logs and circulated to each division. Added value of the circulation comes from providing a wider picture. There are also monthly meetings between the headquarters PPS and the divisional points of contact.

Daily updates from Operation Talon are presented to the ACC (crime) on reports of sex crime. The information is an overview and brings with it the ability to co-ordinate issues at a practical level.

October 2007

The PPS combines central units into a single framework within the serious crime division and provides a central point of contact for the force and external bodies and support for the North West regional child abuse and domestic abuse forum. The PPS maintains a constructive working relationship with divisions, developing policies and guidance which provide an effective operating framework in which divisions have flexibility to develop their own structures, resources and functions to address particular local priorities.

The structure and resources in the headquarters PPS are developed and adapted to manage problems and priorities on a risk basis. The profile of the function has increased significantly over the last 12 months; this has led to increased demand for services which in turn has put increased pressure on resources.

The sexual crime unit ensures a co-ordinated approach to the investigation of serious and series sexual crime in GMP. Members of staff within the unit have been specifically selected on the basis of interest and aptitude for investigating sexual offences and are trained to a high level.

The sex offender management unit manages what is acknowledged by the force to be a high-risk area which includes responsibility for the management in partnership of a significant number of sex offenders, including a number of high-risk offenders. Management and enforcement is intelligence led and involves: proactive monitoring; surveillance; obtaining sexual offender prevention orders and ASB orders; analysis of computers; and a consistent arrest policy where offenders fail to notify a change in circumstances or fail to register.

Resource levels take account of workload and resilience. The sex offender management unit includes MAPPA support, incorporating the MAPPA co-ordinator, a joint police/probation funded post, in addition to a further 4.5 probation officer posts and a psychologist with responsibility for co-ordinating the management across the force area of violent and sexual offenders.

The abusive images unit is victim focused and exists to investigate, reduce and prevent offences of sexual child abuse online. NSPCC members of staff work alongside police officers on the e-spy programme. The programme is supported by funding provided by the NSPCC and a memorandum of understanding between the organisations. The unit provides a 'preview' facility for divisions and a specialist point of contact for evidence gathering. Each abusive image of a child is treated as evidence of child abuse in progress and represents a crime scene. The force is 'turning over stones' with proactive covert activity but is acutely aware of the resource implications of a growth in this area. The unit carries out a screening process, which is the initial examination of seized computers prior to a full examination by the high tech crime unit, and is developing skills in the identification of victims from photographic images. Increased knowledge has informed the development of legislation in relation to cartoon images aimed at assisting effective investigation and widening the enforcement net.

There are direct links between the GMP abusive images unit and the child exploitation and online protection centre (CEOP).

There is evidence that the force is contributing positively in respect of MAPPA levels 1, 2 and 3. Once a relevant offender has been identified, arrangements and resources are in place to identify the risk management level and manage the risk posed by that offender.

An officer is allocated to each registered sex offender. A joint risk assessment process is undertaken with the probation service, using the Thornton and OASYS risk management models, and action is commensurate with the identified risk. The risk of harm to

October 2007

communities that each registered sex offender represents is scored against a matrix and actions are commensurate with the level of identified risk.

The headquarters PPS ensures representation at all MAPPA meetings. Divisions are responsible for managing dangerous persons falling outside MAPPA. Offenders are identified through NIM processes and OPU resources are allocated at the tasking and co-ordination meetings. The intelligence process is used as the means of achieving consistency. Tasking meetings provide the mechanism where key crime offences are reviewed, including sex offences.

Operation Messenger involved support provided to Oldham Division by the sexual crime unit over six weeks during an investigation involving 19 victims and 12 suspects. The operation involved the application of specialist resources; the developing relationships between agencies in a challenging environment; and the effective use of independent advisory support leaving a situation capable of being managed with divisional resources. Previous similar investigations include Operations Augusta and Silken.

The force is proactive in managing sex offenders who go missing. This is done on a risk basis but there are an increasing number of investigations to trace missing offenders.

The serious crime division IAG is used as a critical friend and a resource in the appropriate development of policy.

The performance management framework in this policy area feeds into the corporate performance review process.

There is a planned approach to training and the sex offender management unit officers receive appropriate training including: the management of high-risk offences course (Lancashire); National Criminal Intelligence Service foundation course in understanding sex offenders; and training in Risk Matrix 2000 and ViSOR. Many of the officers in the unit have a background in child protection and therefore have also received training in this field. In addition, presentations and courses provided by CEOP are routinely attended.

On average, the dedicated sex offender officers carry a caseload of 89 offenders. Officer to offender ratios are reviewed regularly according to caseload. There are proposals to increase the establishment by four more officers, which will reduce the ratio to 76 offenders per officer. Members of staff working in this area are not routinely abstracted to support other functions.

The force 'go live' date for ViSOR was in January 2005 and the system is currently up to date. MAPPA category 1 offenders are all routinely recorded on the system. No violent offenders at category 2 are recorded and at category 3 some de-registered sex offenders are recorded on the system, as are potentially dangerous persons subject to authorisation. Visits to registered sex offenders are recorded on the visits page and also on the risk management plan.

Sex offender management unit members of staff are responsible for inputting and updating ViSOR records. The existence of a ViSOR record is flagged on the force intelligence system. Intelligence is input to the force computerised intelligence system as well as being recorded on ViSOR. There is a dedicated officer managing and reviewing the sex offender risk level and management plans. This is overseen by supervisors and recorded on ViSOR. Sex offender unit officers have access to the ViSOR system in addition to divisional OPUs, the FIB, the vetting section, the OCRs and the records office. Non-specialist staff can achieve appropriate access to information held on ViSOR from these departments.

October 2007

## **Work in progress**

The force encourages partnership team working in addressing public protection issues. GMP has promoted the establishment of a CPS rape and family abuse prosecution team – a pilot initiative which currently covers the three city centre police divisions. Its purpose is to mirror in the prosecution team the knowledge and understanding of the police specialists. Work is underpinned by a package of PIs that have been developed to measure the effectiveness of managing rape investigations. This remains work in progress that, if successful, could be extended across GMP.

There is a consistent approach to the application of MAPPA for the management of sexual offenders, mainly due to the sexual offences management unit (SOMU) providing quality assurance and structures that are laid down and are clearly understood by the whole organisation. However, the same processes are not quite as strong for the management of violent offenders. The force has picked up this issue. The policy and practice sub-group of the FSMB deals with consistency issues and has instigated some work to explore this situation. Consistency across the force is regarded as being very important in order to enable effective working relationships with partners. The issue of violent offender management will be examined under the umbrella of violence reduction and homicide prevention.

PPIU staff raised the concern that, because the SOMU manages all high-risk sex offenders at headquarters, their knowledge of dangerous offenders in their areas is limited. A headquarters PPS sergeant is to be allocated to each division in order to help address this and to improve communication. A headquarters performance bulletin is to be produced that will provide divisions with regular updates on the number of sex offenders in their locality by risk type as well as the number of visits carried out by the SOMU.

Work is being undertaken to identify true attrition rates for rape, through research within the St Mary's SARC. A review of rape cases has been carried out in conjunction with the CPS. Once key points in the investigative and judicial processes have been identified, an action plan will be developed through the multi-agency attrition rape review team.

The trafficking of people for the purpose of sexual exploitation is highlighted as an issue in the force strategic assessment. The headquarters PPS is developing proposals to increase capacity and capability in this area. A child sexual exploitation policy has been written.

The need for closely monitoring the welfare of members of staff in the PPS and divisions is acknowledged and arrangements for the headquarters PPS staff are currently being reviewed. It is proposed that questionnaires should be issued periodically to provide baseline information that can be routinely monitored.

## **Areas for improvement**

The approach and commitment to public protection issues vary between the divisions and this is reflected in feedback from partners, who are generally positive about the support provided by the headquarters PPS but who also state that lines of accountability can be confused. The force needs to ensure that there is a clear understanding of the respective roles and responsibilities between headquarters and divisions over this issue, and that the understanding is reflected in the work to develop support structures, standards and performance management processes.

*October 2007*

At the tactical level, operational screening is reported as being good, with the divisions being well sighted on the public protection issues. The extent to which the strategic managers are sighted on the threat to divisions is less clear. This is particularly significant when trying to develop issues in partnership through the local criminal justice group in the absence of reliable information. The development of processes which would provide an appropriate overview is an area for improvement.

The management of registered offenders on the ViSOR system is undertaken by the SOMU. Information about offenders is communicated to the divisions through the MAPPA process. Links between Neighbourhood Policing and the management of offenders are not as clearly defined or consistently understood. While beat profiles set out critical information in relation to high-risk offenders, it is not clear to what extent information is shared with partners or what safeguards exist to protect offenders.

While PPS specialists present regular input to the force probationer training programme in order to provide basic awareness and understanding of their role, no action is taken to ensure longer serving officers understand the role to a similar extent.

**Protecting Vulnerable People – Missing Persons**

GRADE

FAIR

**National grade distribution**

Excellent	Good	Fair	Poor
1	21	21	0

**National contextual factors**

Each year, thousands of people are reported to police as missing. Many have done so voluntarily and are safe from harm, whether or not they return home. But a number are vulnerable, because of age or health concerns, and the police service has developed well-honed systems to respond swiftly and effectively to such cases. For obvious reasons, missing children arouse particular concern, and many forces deploy 'Child Rescue Alert' to engage the media in publicising such cases. Key good practice in this framework are early recognition of critical incident potential, effective supervision of enquiries, the use of NIM problem profiles and other intelligence techniques to analyse repeat locations (eg, children's homes), and the use of an IT-based investigation tracking system such as COMPACT.

**Contextual factors**

The ACC (territorial policing) is the ACPO lead for missing persons and also chairs the children's board, which considers related safeguarding issues. The force has identified a superintendent strategic leader who chairs a quarterly missing person single point of contact (SPOC) meeting, at which all divisions and some departments are represented. The strategic lead is currently based at Wigan and is involved with the LSCB. The police authority is also represented on the children's board.

A missing persons' management and review application has been introduced to the OPUS operational intelligence system; this is seen as an effective tool in the management of all missing persons.

The PPIUs are not directly responsible for operations around missing persons but would expect to be informed in the appropriate circumstances.

**Strengths**

Policy monitoring and development rests with the DPSU. The ACC (crime) staff officer reviews missing persons daily and the ACC personally reviews high risks. The force strategic lead reviews medium and low risk cases.

Compliance with policy and guidance is monitored by the force missing persons' manager in the DPSU, and checked against changes to ACPO guidance and changing legislation. Force policy is regularly reviewed to take account of ACPO guidance and good practice. An update is pending to incorporate procedural changes in OPUS.

October 2007

A service level agreement is in place between the chief officer lead, serious crime division and territorial policing divisions in relation to public protection issues, including missing persons and responsibilities in these areas at NIM levels 1, 2 and 3.

Missing persons are circulated predominantly at NIM level 2, with initially a limited circulation at level 3 via the Police National Computer. This is standard for all missing persons, regardless of risk.

All divisions have missing persons' reports as a standing agenda item at senior management team meetings.

Ownership of missing persons' investigations is addressed in the force policy, along with cross-divisional and cross-force boundary missing persons' investigations.

Accountability is managed through: morning tasking meetings and briefings which include the divisional SPOC and response sergeant and inspector; regular SPOC liaison with the detective chief inspector; and a performance review process. Learning needs are identified through these processes, which ultimately help to improve response.

There is a standard eight-point checklist to assist the initial investigation and ongoing review of missing persons. There is awareness among neighbourhood officers of the location of registered sex offenders in their communities. Divisional operational policing units take command and control of situations as they emerge and resources are allocated accordingly.

The recording process is clearly laid out in the *GMP Manual of Guidance for the Management of Missing Persons*, as well as being part of refresher training recently delivered to over 1,100 front-line officers. Risk identification and assessment are also covered in the refresher training, and guidance on this, tactical options and the recording process is available within the paper missing persons report. All risk assessments must be reviewed by a divisional supervisor before being allocated.

Risk assessment is also covered in probationer training; as part of the sergeants' foundation course for newly promoted sergeants or constables aspiring to be sergeants; and, in a slightly different format, on the inspectors' foundation course given by a missing persons' search manager, who looks into different types of people profiles.

The manual of guidance is available electronically on the force intranet and missing person aide-memoirs have been issued to over 8,000 operational officers. Further guidance is available from the OPUS help facility, the DPSU website, the paper missing persons' reports and divisional SPOCs.

The OPUS missing person computer application was specifically designed to meet the operational requirements of missing person investigations. Supervisors are automatically informed of missing person reports and receive automated prompts to review the enquiry at the three, seven and 28-day stages, then every 28 days until the report is cancelled. This is standard across the force and is more than is required by the ACPO guidance. Prompts are automated, readily auditable and a rolling log of missing persons is provided for briefing purposes. The OPUS system has links to the GMP custody and command and control systems. The provision of an electronic database has improved a number of key functions including record keeping, the quality of investigations, accountability and management information.

While the ACPO guidance suggests that the CID is made aware of missing persons after 48 hours, GMP has stated that divisional CID officers are to be immediately notified of any high-risk missing persons, and of all of missing persons after 72 hours. In addition, after 72 hours the OPUS system automatically sends an action to the divisional chief inspector

October 2007

operations group to review the enquiry and similarly after seven days to the divisional superintendent to review.

After seven days, a message is sent by OPUS to the force missing persons managers to circulate information about the missing person to the police national missing persons bureau and the 'missing kids' website. After 28 days, another message is sent to the chief inspector operations group to review the investigation and thereafter messages are sent to the chief inspector operations every month to review the enquiry.

In cases where missing persons are classed as high risk with an allocated senior investigating officer or where there are serious concerns within the division for the welfare of the missing person, details of the case are sent to headquarters CID on a monthly basis for further review.

After six months, OPUS automatically sends another message to the divisional superintendent operations to review the case and, at this time, all outstanding medium and low-risk missing persons are reviewed by the missing persons strategic lead and the missing persons manager. This process has led to the introduction of the GMP missing persons protracted enquiries guide, which suggests avenues to be explored to resolve the enquiry.

Good practice has been identified in areas where neighbourhood officers provide briefings and joint reviews with some care homes. There is evidence that the police are proactively influencing decisions about appropriate placement of young people in care.

The missing persons SPOC in each division ensures consistent application of policy and undertakes daily dip sampling of all reports to ensure compliance with policy regarding recording and review procedures.

GMP has completed a problem profile into repeat missing children and young people who have been reported missing more than once over a six-month period. The findings of the profile have been shared with partner agencies, and the recommendations of the report are being implemented, including the production of a local protocol between the Wigan Division and Wigan children and young people services into the care of 'looked after' children. The draft protocol has been circulated to divisions.

GMP has established ten standard questions, which are used as the basis of the return interview. Front-line officers have had training to conduct interviews, and if necessary guidance can be sought from the missing person aide-memoir, the OPUS missing persons help facility, the force manual of guidance and the missing persons report form. Responses from return interviews are recorded on the OPUS system, and are often shared with partner agencies to facilitate targeted preventative measures to reduce the number of repeat incidents.

## **Work in progress**

All divisions are to establish a quarterly reporting system as part of QPRs to demonstrate the accountability and involvement of the senior management teams in managing missing persons.

A new guide to conducting reviews is being prepared by the missing persons' manager; this will be given the widest distribution on completion.

October 2007

Training regarding identification of and responses to critical incidents is ongoing across the force.

There is variable support for the force missing persons' policy from outside agencies, including members of staff in care homes. There are similar issues with regard to persons who go missing from hospitals, which the force is working to address. A planned protocol with all care providers (local authority and Ofsted) regarding looked after children is in progress. This work will take into consideration the requirements on all care homes to operate to national minimum standards for behaviour, and service standards for police response to calls for missing children. All divisions are represented at superintendent level on local groups. Work is in progress to establish a pan-Manchester safeguarding board and common working protocols.

The OCB has included an additional question in the minimum standards questions used by call handlers when first taking a report of a missing person. The OCB is also considering including a table of the questions in the incident log format as a pilot to test its impact.

### **Areas for improvement**

While PVP forms part of the force corporate priorities for 2007/08, there is no specific target in relation to missing persons, nor are they identified within the corporate plan.

Divisions are required to nominate a SPOC. In North Manchester, a dedicated missing persons' co-ordinator is in place, while in other divisions the role is carried out by a member of staff who has other responsibilities. Corporate oversight is required to ensure that the post holder in each division has the capacity and capability to carry out this role effectively.

The force needs to be confident that sufficient search team advisors are locally available to help manage the golden hour during an investigation into high-risk missing persons.

### **RECOMMENDATION 3**

The force needs to reassure itself that, given the size and devolved nature of the organisation together with the variations in approach, individual divisions are not carrying unacceptable risks in relation to staffing levels, workload, quality of investigation, joint working arrangements etc across the protecting vulnerable people portfolio.

## Recommendations

### Neighbourhood Policing

#### Recommendation 1

The force needs to develop a coherent approach to community intelligence, links to problem solving, neighbourhood priorities and the relationship with core intelligence processes, to the extent that local issues can be effectively assessed and feature in decision making, process design and strategy development at all levels of the organisation.

#### Recommendation 2

There is no consistent understanding of citizen focused Neighbourhood Policing. The force needs to continue to improve internal communication to achieve this understanding of the programme and what it means to each individual member of staff in terms of delivery.

### Protecting vulnerable people

#### Recommendation 3

The force needs to reassure itself that, given the size and devolved nature of the organisation together with the variations in approach, individual divisions are not carrying unacceptable risks in relation to staffing levels, workload, quality of investigation, joint working arrangements etc across the protecting vulnerable people portfolio.

## Appendix: Glossary of Terms and Abbreviations

### A

ACC	Assistant Chief Constable
ACPO	Association of Chief Police Officers
APA	Association of Police Authorities
ASB	Anti-social Behaviour

### B

BCU	Basic Command Unit
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### C

CDRP	Crime and Disorder Reduction Partnership
CEOP	Child Exploitation and Online Protection Centre
CID	Criminal Investigation Department
CPS	Crown Prosecution Service

### D

DCC	Deputy Chief Constable
DPSU	Divisional and Partnership Support Unit

### F

FIB	Force Intelligence Bureau
FSMB	Force Strategic Management Board

### G

GMAC	Greater Manchester against Crime
GMP	Greater Manchester Police
GONW	Government Office for the North West

GRIP Greater Manchester Review to Improve Performance

**H**

HMI Her Majesty's Inspector

HMIC Her Majesty's Inspectorate of Constabulary

HR Human Resources

**I**

IAG Independent Advisory Group

ICIDP Initial Crime Investigators Development Programme

ICT Information and Communications Technology

**L**

LCJB Local Criminal Justice Board

LSCB Local Safeguarding Children Board

**M**

MAPPA Multi-agency Public Protection Arrangements

MARAC Multi-Agency Risk Assessment Conference

MoPI Management of Police Information

**N**

NCRS National Crime Recording Standard

NIM National Intelligence Model

NSIR National Standards for Incident Reporting

NSPCC National Society for the Prevention of Cruelty to Children

**O**

OCB Operational Communications Branch

OCR Operational Communications Room

October 2007

OPU Operational Policing Unit  
OPUS Operational Policing Unit System

**P**

PACT Partnerships and Communities Together  
PCSO Police Community Support Officer  
PESTELO Political, Environmental, Social, Technological, Economic, Legal and Organisational  
PI Performance Indicator  
PPIU Public Protection Investigation Unit  
PPO Prolific and Priority Offender  
PPS Public Protection Section  
PSA Public Service Agreement  
PVP Protecting Vulnerable People

**Q**

QPR Quarterly Performance Review

**S**

SARA Scanning, Analysis, Response, Assessment  
SARC Sexual Abuse Referral Centre  
SGC Specific Grading Criteria  
SOMU Sexual Offences Management Unit  
SPOC Single Point of Contact  
SPRG Strategic Priorities and Resourcing Group  
SVPU Safeguarding Vulnerable Persons Unit

**V**

ViSOR Violent and Sex Offenders Register  
VLI Vulnerable Localities Index